



L I T H U A N I A

**EX-POST EVALUATION REPORT ON THE RESULTS AND IMPACTS OF ACTIONS
CO-FINANCED BY THE EXTERNAL BORDERS FUND
ANNUAL PROGRAMMES 2007 TO 2010**

(Report set out in Article 52(2) (b) of Decision No 574/2007/EC)

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(Report set out in Article 52(2) (b) of Decision No 574/2007/EC)

Report submitted by the Responsible Authority of:

REPUBLIC OF LITHUANIA

Date:

October 2012

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Important remark

This evaluation is to be performed by external evaluation expert.

**GENERAL INFORMATION TO BE PROVIDED BY THE RESPONSIBLE
AUTHORITY ON EVALUATION EXPERTISE AND ON METHODOLOGY**

- Did you have recourse to evaluation expertise to prepare this report?

No.

- If yes, for what part(s) of this report?

- Please explain what kind of evaluation expertise you had recourse to:

* External evaluation expertise: (please describe)

The present evaluation is based on the ex post evaluation method, concerning the annual programs 2007–2010 and on the ex ante one, including the ongoing implementation results, for the 2010 annual program. Were, also, used methods and tools for the quantitative and qualitative measurement of the implemented actions, using the results of the Responsible Authority's conducted ex ante evaluations for all Annual Programs.

The gathered data were taken by the external expertise team, via on spot visits on the places of the implemented actions and also using the national statistical data for the areas concerned.

Important remark

Any evaluation expert is obliged by the Responsible Authority to:

- use this template, exclusively
- fully comply with any instructions, methodological note, maximum length, etc. set out as annex to this template.

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INTRODUCTION - DATA COLLECTION AND EVALUATION FRAMEWORK PUT IN PLACE IN YOUR COUNTRY

- 0.1.** Please present an overview of the evaluation system set up as part of the implementation of the External Borders Fund. What information is required from the final beneficiaries on the progress and final results of the project and how is it assessed?

External Borders Fund's (EBF) Management and control system in Lithuania describe the process of examination of inputs, outputs and results (operational and financial indicators) of projects, i.e. monitoring of the programme which embodies reporting annually to European Commission (EC). The sustainability, impact or efficiency of programmes is not evaluated by Responsible Authority (RA).

The monitoring process at programme level is performed while providing reports on annual programmes to EC and these reports are mainly based on projects' output and effectiveness evaluation. In order to prepare these reports RA requires final reports from beneficiaries 45 days after completion of the project. Final reports reveal project implementation operational and financial results based on quantitative indicators planned in project applications, as well qualitative results, but in most cases without quantified measurable indicators. Before the closure of the project an on-the-spot check is performed by Delegated authority (DA), thus ensuring monitoring information on operational results, which are closely related to financial results, as in case of investments, the payments are made after these checks (exceptions apply to priority 5 projects: trainings and STS operational costs, which are financed in advance). As well each month beneficiaries provide information for RA on public procurements performed and contracts drafted.

- 0.2.** Please provide also information on any specific / additional data collection methodology used for this report.

Parts 1 to 3 of the evaluation are based on data collected from annual programs and annual program reports, except for the year 2010 program report, as it is not finalised yet, whereas verification of projects' expenditures is still in process. Another source of the data used for the evaluation comes from final beneficiaries, particularly in cases related to questions on statistics, reasons for policy changes, indicating success stories, etc. Fourth part of the evaluation is based on focus group method which enabled in-depth analysis of programme's impacts. It should be noted that the intervention logic of the policy, complicated quantification of the policy variables, lack of reliable data series, and the issue of attribution of the impacts of the policy doesn't allow to use counterfactual analysis properly. Employment of cost-benefit analysis as a tool by evaluators was limited due to the same reasons mentioned above, nevertheless main attention was given to cost-effectiveness of fund in order to test if the results are achieved.

The evaluator faced problems related to the key performance indicators at fund level, as inner prioritisation of projects is not clear and the operational and financial indicators set at project level are quantitative. Most of qualitative project parameters are not expressed by measurable indicators (e.g. qualitative project parameters are indicated as better quality or increased performance, but after project closure it is complicated to measure whether performance increased, as there were no indicators like “twice shorter time” or “10% more units checked” planned and baseline or situation before project captured). Priority level of the programme lacks indicators, on the other hand annual program form provided by EC and other guidance documents did not require priority level indicators from responsible authorities. Quantified aims at action level were partly used for synthesizing the indicators for tables No. 15,17,18. It should be also noted that in majority of instances a single action has only one, rarely two projects, and only in few cases several projects. Such situation handicaps usual agenda of the evaluator as it is complicated to set uniform indicator hierarchy (between action and project, as similar projects are grouped under one action only for trainings) for the evaluation.

The key data collection methods were requests for the officials to fill-in specially design information forms, interviews with the officials of the fund management and control system and focus group with the officials and other stakeholders. Apart from the tools mention, no other data collection methods were used. The information forms officials were requested to fill-in were supplemented by additional criteria in order to find out whether the results on action level were reached. Unfortunately the final beneficiaries did not fill them up appropriately due to lack of information gathered at institutional level.

Evaluator is acquainted that an EU Council mandated expert group positively evaluated compliance of sea and air border control systems to Schengen requirements (Summer, 2012), therefore no additional measures like visits on the spot were conducted by the evaluators as the evidence gathered by the expert group is considered sufficient.

PART I – NATIONAL CONTEXT IN WHICH THE FUND WAS IMPLEMENTED

1.1. SECURING CO-FINANCING AND INVESTMENTS IN THE FIELD

1.1.1. Within the national budgetary framework, how do you secure the national resources available for national and private co-financing for the Fund? What was the approach for the 2007-2010 annual programmes? Do you envisage changes for the future?

Ministry of Interior (MoI) foresees in its institutional budget the demand for 25% of co-financing for EBF “national” part. On the basis of project implementation plan provided by line ministries (in this case MoI), Ministry of Finance, which performs the function of budgetary planning and implementation on a national level, foresees and secures the national contribution for the funds in annual state budget each year, approved by law. After the supply contracts between beneficiaries and suppliers are implemented, DA issues a conclusion on eligibility of costs, which is double-checked by MoI. Economy and Finance department of MoI applies to Ministry of Finance in

order to perform monetary order to final beneficiary through State Budget accounting and payment system (VBAM). The beneficiary has a separate bank account for each project and makes clearance with supplier.

In case of staff training projects the allocations for beneficiaries are transferred via State Budget accounting and payment system (VBAM) in advance. After signing financing agreement, but before the actual project start, the money is transferred in order to enable beneficiaries to cover training travel and subsistence costs for participants on time.

Neither national authorities neither evaluator envisage any changes of budgetary planning rules during current Financial perspective.

1.1.2. What investments did you undertake at national level in the field of external borders management and visa policy? (Please mention under which field(s) and expenditure category/ies the costs for the VIS roll-out are included)

Border Management

Table n° 1: (Eur, amounts rounded to thousands)

State budget allocations / EBF co-financing	Infrastructure and equipment*	SBGS staff**	Other***	Total
2007 state budget allocations	4,210,180.00	42,458,210.00	10,662,880.00	57,331,270.00
2007 EBF co-financing (25%)	0****	0****	0	0
2008 state budget allocations	2,363,940.00	55,221,070.00	11,258,020.00	68,843,030.00
2008 EBF co-financing (25%)	0****	0****	0	0
2009 state budget allocations	715,880.00	49,744,090.00	5,564,760.00	56,024,730.00
2009 EBF co-financing (25%)	120,460.00	0****	0	120,460.00
2010 state budget allocations	695,670.00	46,719,390.00	4,417,860.00	51,832,920.00
2010 EBF co-financing (25%)	1,484,860.00	31,950.00	0	1,516,810.00
2011 state budget allocations	649,530.00	47,349,720.00	4,512,830.00	52,512,080.00
2011 EBF co-financing (25%)	1,105,400.00	24,750.00	0	1,130,150.00
2012 total (as planned)	NA	NA	NA	NA
2012 state budget allocations for first half year	397,880.00	20,919,250.00	1,787,130.00	23,104,260.00
2012 EBF co-financing for first half year (25%)	707,110.00	26,370.00	0	733,480.00

Source: SBGS

* Column “Infrastructure and equipment” encompass only procurement costs of assets or reconstruction of estate, including costs of SBGS structural units (i.e. BCP at frontiers)

** Column “SBGS staff” under rows “state budget allocations” encompass SBGS staff (including structural units) pay, social benefits and insurance, as well as staff trainings including subsistence costs. Under rows “EBF co-financing” only EBF “national” part trainings co-financing is calculated.

*** Column “Other” encompass maintenance costs for equipment and infrastructure.

**** payments were not processed on current years.

Visa Policy

Ministry of Foreign Affairs (MFA) has 51 consulates with 177 employees. Still it was decided that the principal aim of the support under the EBF to the Republic of Lithuania should be to gradually create a general integrated external borders management system and to strengthen the control and observation of the external borders of the European Union. Accordingly actions are not financed under priority 3 and therefore data by MFA was not provided on national investments. Further, it was also considered that the activities of diplomatic missions of the MFA relating to the visa issuing process should remain solely financed from the national budget because of the specific nature of MFA foreign investments (works carried out in a foreign state, confidentiality requirements for safe operation and document processing at diplomatic missions, complex legal framework for investment according to the law of both countries).

Such consular activities are part of overall diplomatic activities and, therefore, the volume of financial investment under the priority No 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 of the Member States in third countries could not be adequately planned.

Table n° 2: No information provided by MFA, due to its participation only in STS

	Infrastructure and equipment at visa sections	Staff at visa and headquarters	Other	Total
2007 total	0	0	0	0
2008 total	0	0	0	0
2009 total	0	0	0	0
2010 total	0	0	0	0
2011 total	0	0	0	0
2012 total (as planned)	0	0	0	0
2012 total for first half year	0	0	0	0

IT Systems

The costs for the VIS roll-out are included under the category of IT expenditures.

Table n° 3: (Eur)

	VIS (total investments/all authorities)	SIS (total investments/all authorities)	Total
2007 total	0*	1,441,000.00**	1,441,000.00***
2008 total	0	0	0
2009 total	0	0	0
2010 total	72,607.74	117,923.14	190,530.88
2011 total	59,830.07	109,504.97	169,335.04
2012 total (as planned)	91,881.95	129,966.98	221,848.93
2012 total for first half year	43,980.25	38,990.02	82,970.27

Source: ITCD

* In 2007 national VIS was created as distributed system under national SIS I project.

** As installation of the new-generation centralised SIS failed to be completed in time, Lithuania, in cooperation with other new member states, achieved that the countries which were prepared to join the Schengen area were allowed to do so as early as at the end of **2007**, by connecting to the existing SIS I (SISone4ALL). National registers were adopted to be used in the SISone4ALL using State budget.

***the amount reflects only state budget allocation only, other costs presented under years 2010-2012 reflect the co-financing (**25%**) under EBF “national” part.

Other, if applicable: not applicable

Table n° 4

	Total
2007 total			
2008 total			
2009 total			
2010 total			
2011 total			
2012 total (as planned)			

2012 total for first half year			
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1.1.3. Do the above tables include all your expenditure in the field of borders, visa and IT systems? If not, what is excluded / not properly taken into account?

The Fund is main resource for borders management investments and related IT systems since 2009 (actual operation of the fund). National investments for staff trainings and the investments to infrastructure, IT systems or equipment severely decreased in relation to economic crises and previous investments under Schengen Facility.

1.1.4. Please indicate an estimate of the share of the contribution from the Fund (% of all) in relationship to the total national expenditure in the area of intervention by field (border management, visa policy, IT systems) and the total.

Fund contribution to IT system is calculated based on ITCD projects and costs, SBGS IT systems like FADO, VSATIS and PD Unified force management system for the years 2007-2012, under APs 2007-2010. It should be noted that under priority 1 ITCD procured radio communication terminals' (including mobile radio communication centre), but these projects fall under other categories. On the other hand under category "Other ICT systems" as well fall projects under priority 1 like servers or other hardware, but these costs are not included into calculation. So to sum up for priority 4 there are 5,800,023.03 of EU financing foreseen, out of which 2,032,637.03 belong for SIS and VIS. The share of EU investments into IT systems, having in mind state budget allocations in 2007, would consist 72.89%. If only VIS and SIS would be taken into account, then EU financing would be 48.97%. Still it should be noted, that national budget investments into IT systems were made only once and so far none in recent years, accordingly it would mean EU share would increase year by year calculating the second part of Financial perspective. So it can be stated that Fund's contribution plays a major role for financing IT systems, related to border management and Schengen acquis implementation.

Fund contribution for border management is calculated based on SBGS projects and costs, as SBGS has a monopoly on border control for the years 2007-2012, under APs 2007-2010. National state budget allocations during the period 2007-2012 first half of the year for SBGS were 309,648,290.00 Eur, out of which major part is staff costs and investments and equipment constitute only a little bit over 9 million. As border control is main function of SBGS the calculation of EU share for border management is moderate - 4.86%. On the other hand if at EBF border management is covered by priorities 1 and 2, then national investments could be calculated without staff costs and compared 9 mln. of state budget allocations to EU provided financing, the EU share would change substantially to 55.18%.

No contribution is made for visa policy, as Lithuania does not act under Priority 3 (as mentioned in the table No. 2).

Table n° 2-3A

period 2007- 2010 APs (2007/01 /01- 2012/06/ 30)	National budget	EBF co- financing (25%)	EBF EU financing (75%)	STS EU financing (100%)	EU contribution (EU 75+STS)	Total financing for EBF 2007- 2010 (25+75+100)	EBF EU contribution/ (national investments plus national cofinancing plus EBF EU- contribution) 100	Total financing/ (national investments plus national cofinancing plus EBF EU- contribution) 100
for SBGS (pr 1-2)	309,648,290.00	3,462,462.10	10,387,386.32	4,994,271.00	15,381,657.32	18,844,119.42	4.68%	5.74%
for Priorities 1-2		3,692,954.35	11,078,863.08	14,501,084.54	25,579,947.62	29,272,901.97	7.55%	8.64%
for Priorities 1-2-4-5		4,584,918.37	13,754,755.11	45,772,342.23	59,527,097.34	64,112,015.71	15.93%	17.15%
for Priority 4		716,324.68	2,148,974.03	3,651,049.00	5,800,023.03	6,516,347.71	72.89%	81.89%
for VIS & SIS *	1,441,000.00	677,545.68	2,032,637.03	0.00	2,032,637.03	2,710,182.71	48.97%	65.29%

*VIS = 0, amount indicated reflects only investments for SIS

1.1.5. Please outline briefly any important national developments in border and visa management since the approval of the multi-annual programme which are having an impact on the operations undertaken by authorities receiving funding under the EBF (including legislative changes, administrative and operational measures, changes in the institutional set-up, changes in response to changes in the size of the flows to be managed, the number of border crossing points or consulates etc). See also section 4.0 on the flows.

According to beneficiaries, since the approval of the multi-annual programme no major changes, which would impact the operations undertaken by authorities, appeared. The economic crisis had an impact for inner institutional set-up, like reduction of staff, still the main functions of institutions remained the same and were fluently implemented. During 2007–2011 the number of border crossing points under the Schengen Borders Code were the same – 36 BCPs, as well as number of consular posts in accordance with the Visa Code – 51.

The number of cross of external EU border reaches around 2 mln. yearly, out of which approximately 50% are FTD/ FRTD holders. It should be noted that external border crossings constitute lager number than FRTD/ FTD issued, as these documents are valid for a period of time and same person might cross the border several times. Issue of FTD FRTD is quite stable around 300.000 per year, but is slightly reducing.

Persons crossed external borders	2007	2008	2009	2010	2011	2012
Total	2207740	2122434	2016782	2035514	1889244	895938
Out of total:						
su FRTD	1041927	1020663	971555	954293	788875	355453
su FTD	61943	40554	36836	63464	155747	92516
Total under STS	1103870	1061217	1008391	1017757	944622	447969

Source SBGS

FRTD	2007	2008	2009	2010	2011 (01.01-08.17)	Total
Total number of requests	557867	551064	498754	511405	322230	2441320
Issued FRTD	316372	313222	279147	279439	175 750	1890835
Issued FTD	3 371	5 455	6 042	10 432	8 438	39 332

Source: Non-paper on Kaliningrad transit 2014-2020

No other major impacts were indicated. Still it is possible to trace that visa issuing fluctuates through years even though the number of consulates is stable (51). 51 consulates issue the below provided number of **visas**:

Year	Applied	Issued
2007	415027	412373
2008	253710	249628
2009	243552	239172
2010	278752	275112
2011	347804	344261

Source: MFA

Main services and functions implementing border control by SBGS are:

- To guard the State border on land, in the sea, in the Curonian Lagoon and in frontier inland waters;
- To exert control over persons and means of transport crossing the State border;
- To enforce the regulations of the frontier and, within the scope of its competence, the regulations of border crossing points;
- To enforce the regulations of environmental protection at State border protection facilities and control the use of natural resources in the frontier zone;
- Within the scope of its competence, to take part in the enforcement of customs regulations;
- To take part in the implementation of State control over migration;
- To take part in search and rescue activities in the sea, in the Curonian Lagoon and in frontier inland waters;
- To take part in ensuring public peace and implement other law enforcement functions in the frontier zone;

Main services and functions implementing visa policy by MFA are issue of travel documents, diplomatic passports, legalisation of consular documents including endorsement of Apostille, other consular functions, as well as to ensure proper transit from/to Kaliningrad Oblast and issue of FRTD and FTD.

PART II – REPORTING ON IMPLEMENTATION

2.1. IMPLEMENTATION OF THE PROGRAMMES IN THE “AWARDING BODY” METHOD (*IF APPLICABLE*)

NOT APPLICABLE

2.1.1 Overview of calls for proposals for the programmes

According to what logic do you organise the launching of calls for proposals?

.....

If you also select projects without a call, what are the reasons for using both such methods?

....

2.1.2. Overview of project proposals received, selected and funded after calls for proposals under the awarding body method

Table n° 5

Number of	Programme 2007	Programme 2008	Programme 2009	Programme 2010	TOTAL 2007-2010
Proposals received					
Projects selected					
Projects funded Including multiannual projects					
Out of which multiannual projects					

If not all projects were selected for funding after the calls for proposals, please explain the reasons why, per annual programme, where applicable:

Annual programme 2007:

Annual Programme 2008:

Annual Programme 2009:

Annual Programme 2010:

2.1.3. Overview of projects funded in the “awarding body” method without a call for proposals

Table n° 6

Number of	Programme 2007	Programme 2008	Programme 2009	Programme 2010	TOTAL 2007-2010
Projects funded					
Out of which multiannual					

2.1.4. Total number of projects funded in the “awarding body” method under the programmes 2007, 2008, 2009 and 2010

Table n° 7

Number of ...	Programme 2007	Programme 2008	Programme 2009	Programme 2010	TOTAL 2007-2010
Projects funded after calls for proposals (total "projects funded" table 5)					
Projects funded without such calls (total "projects funded" table 6)					
TOTAL Projects funded in the “awarding body” method (including multiannual projects)					

2.1.5. Co-financing

Please describe the process of verifying and ensuring the presence of co-financing by the final beneficiaries whose projects were selected.

2.2. IMPLEMENTATION OF THE PROGRAMMES IN THE “EXECUTING BODY” METHOD

2.2.1. Description of the selection process under the "executing body method"

According to what logic do you organise the selection process under the executing body method?

The Fund intervenes mostly in the areas where either de jure monopolies of national administrations exist or where security reasons exclude a possibility of an open call for proposals. Consequently, actions under the Fund are implemented predominantly by the "executing body method" in which the Responsible Authority decides to implement projects in association with other national administrative bodies due to their specific competences.

Lithuania identified the project beneficiaries at the stage of preparation of the multiannual programme and the selection of projects take place after the acceptance of the draft annual programme by the Commission. The RA implements projects in association with other national administrative bodies (SBGS under the Ministry of the Interior, MFA, Police Department under the Ministry of the Interior (PD), Public Security Service (PSS) under the Ministry of the Interior, Information Technology and Communications Department under the Ministry of the Interior (ITCD) and Lithuanian Police School and other). Invitation to submit action proposal descriptions, which could be included into the APs are addressed directly to relevant national authorities, following which projects to be implemented under the annual programmes were identified by Supervisory committee. After the adoption of the annual programme the selected beneficiaries are requested to present detailed project descriptions. This reflects that closed or restricted calls for expressions of interest were applied.

The selection of projects is organized and carried out by the Responsible Authority in compliance with the Decision No. 574/2007/EC of the European Parliament and of the Council of 23 May 2007 establishing the External Borders Fund for the period 2007 to 2013 as part of the General programme “Solidarity and Management of Migration Flows” (OJ 2007 L 144, P.22) (hereinafter – the Decision No. 574/2007/EC), Order No. IV-49 of the Minister of the Interior of 6 February 2008 “Concerning Assignment of Functions Among Authorities Administering the External Borders Fund and the European Return Fund, Selection of Projects and Establishment of Functions of the Supervisory Committees” and the rules for the provision, assessment and selection of projects funded in the process of implementation of the programmes of the Fund in Lithuania.

The procedure of selection of projects consists of two stages:

- Assessment of administrative compliance;
- Assessment of projects eligibility.

The assessment of administrative compliance is carried out by employees of the European Union Aid Management Division of the Ministry of the Interior. During the assessment of administrative compliance check whether the project application contains all the necessary information. Provided that the application complies with the requirement for the evaluation of administrative compliance, then project

eligibility is assessed. The assessment of eligibility of projects is carried out by the Project Selection Committee of the Fund. The Project Selection Committee evaluates whether a project is eligible under the actions implemented by the priorities of the annual programme and complies with the general and specific criteria for project selection. Upon evaluating eligibility of project applications, the Project Selection Committee draws up a recommendation on eligibility of a project for funding under the Fund and submits the recommendation to the Supervisory Committee of the Fund. Upon receipt of the recommendations of the Project Selection Committee with respect to eligibility of projects, the Supervisory Committee analyzes those recommendations and presents to the Responsible Authority one of the conclusions on either to grant or decline financial assistance for a project. The final administrative decision on the granting of financial assistance to a project is made by the head of the Responsible Authority. This decision of the Responsible Authority is publicized on the website.

2.2.2. Proposals received, selected and funded after calls for expression of interest or similar selection method in the “executing body method”

Table n° 8

Number of ...	Programme 2007	Programme 2008	Programme 2009	Programme 2010	TOTAL 2007-2010
Proposals received	25	42	30	25	122
Project selected	25	42	30	25	122
Projects funded	25 (EBF – 7 STS – 18)	42 (EBF – 12; STS – 30)	29 (cancelled Action 18) (EBF – 11; (one of them secret) STS – 18)	25 (EBF – 9 STS – 16)	121
Out of which multiannual projects	1*	2**	2***	1****	

* project “Installation of Viešvilė Frontier station border surveillance system” ;

** projects “Installation of Viešvilė Frontier station border surveillance system” and “Reconstruction and construction of the hostel of Pagėgiai Frontier Districts officers and employees;

*** projects “Reconstruction and construction of the hostel of Pagėgiai Frontier Districts officers and employees” and “Installation of border surveillance system in Plaškiai Frontier Station”;

**** Project “Installation of border surveillance system in Plaškiai Frontier Station”.

Note: a) compensations for foregone visa fees are not treated as project.

b) technical assistance is not treated as project

If not all projects were selected for funding after the calls, please explain the reasons why, per annual programme, where applicable:

Annual Programme 2007: not applicable

Annual Programme 2008: not applicable

Annual Programme 2009: not applicable

Annual Programme 2010: not applicable

2.2.3. Projects funded in the “executing body” method without a call for expression of interest or similar selection method

Table n° 9

Number of	Programme 2007	Programme 2008	Programme 2009	Programme 2010	TOTAL 2007-2010
Projects funded					
Out of which multiannual					

2.2.4. Total number of projects funded in the “executing body” method in the programmes 2007, 2008, 2009 and 2010

Table n° 10

Number of ...	Programme 2007	Programme 2008	Programme 2009	Programme 2010	TOTAL 2007-2010
Projects funded after calls for expression of interest, or similar selection method (see table 8)	25	42	29	25	121
Projects funded without such calls (see table 9)	0	0	0	0	0
TOTAL Projects funded in the “executing body” method (including multi-annual)	25	42	29	25	121

2.2.5. Co-financing

Please describe the procedures for verifying and ensuring the presence of co-financing by the final beneficiaries whose projects were selected.

As a rule the projects are planned in proportion of 75-25 percent in EBF and 100 percent in STS. These proportions are double-checked with applications for payments when projects are implemented. These proportions in exceptional cases are revised for example when EC or audit institution detects, doubts or suspects improper usage or doubtful demand for acquired equipment. In such cases redistribution of funds falls under the responsibility of the beneficiary. One of the examples is in annual program 2008 “Mobile command and control centre” project by ITCD. In this case national co-financing was 30 %. The command and control centre itself was transferred for PD, as they were the actual user or final beneficiary and the centre might be used not only for EBF/STS violations, but as well during other incidents.

2.3. PROGRAMME REVISIONS

2.3.1. Overview of revisions for 2007-2010 annual programmes

Table n° 11

AP	EU contribution allocated	Was a revision concerning a change of more than 10% of the allocation needed? (Y/N)	Percentage of allocation concerned by the revision, if a revision was needed
AP 2007	EBF (“national” part) 2.984.988,76 €	Y*	49 % (1.448.476,76 €)
	STS 15.000.000,00 €		9,5 % (1.426.436,00 €)
	Total 17.984.988,76 €		15,98% (287.4612,76 €)
AP 2008	EBF (“national” part) 3.480.700,15 €	Y	23,87% (830.942,35 €)
	STS 15.000.000,00 €		5,3 % (796.688,00 €)
	Total 18.480.700,15 €		8.8% (1.627.630,35 €)
AP 2009	EBF (“national” part) 3.928.003,00 €	N	18% 712.157,00 €
	STS 15.000.000,00 €		6.56% 984.405,00 €
	Total 18.928.003,00 €		8.96% 1.696.562,00 €

AP 2010	EBF (“national” part) 3.458.144,00 €	Y*	1.04% 36.000,00 €
	STS 15.000.000,00 €		0.23% 35.000,00 €
	Total 18.458.144,00 €		0.38% 71.000,00 €

*The changes were made within annual program budget. The budget was reallocated between projects or actions.

2.3.2. In case a programme revision was necessary, please provide the main reasons. Please select one or more from the list below and provide a brief explanation, for the annual programme concerned

Annual programme 2007

- Financial change beyond 10%
- Changes in the substance/nature of the actions
- New action(s) needed
- Other (please explain)

In the EBF “national” part of the programme in two actions the amounts were reduced more than by 10 %, therefore a possibility to redistribute allocations and propose new actions appeared. New actions introduced were action 7 and action 8.

Action 7 “development of the land border surveillance system” was introduced in order to absorb remaining amounts the Supervisory Committee recommended to use these funds to finance partially the installation of the border surveillance system at Viešvilė Frontier Station planned under annual Programme 2008, i.e. this project was split into two parts and implemented during two annual programs.

Action 8 “to purchase local border traffic permits” was introduced, as it was planned that Local border traffic regime would facilitate border crossing for the residents of the border region (around 270 thousand Lithuanian residents would benefit from this facilitated regime). The local border traffic permits have been assigned to the highest technological security level documents.

Annual programme 2008

- Financial change beyond 10%
- Changes in the substance/nature of the actions
- New action(s) needed
- Other (please explain)

In the EBF “national” part of the programme changes in the substance of the actions were performed:

- *Action 3*: to acquire the equipment for detection, identification and prevention of illegal border crossings, as the action was expanded by adding measures of updating of the hovercraft "Viesulas" and procurement of 100 reinforced bicycles.
- *Action 7*: to train the staff involved in the application of the Schengen Borders Code and the European Code on Visas, as to this action joined MFA in order to train their staff on the subjects of Schengen Borders Code and the European Code on Visas.

In the EBF “national” part of the programme in action 4 the allocated amount was reduced more than by 10 % therefore a possibility to redistribute allocations and introduce new action appeared. So the *Action 8* “to install software for the implementation of the regime of the local border traffic through the external border” was approved.

As well a new *Action 10* “to reconstruct the building of Viešvilė frontier station in Pagėgiai frontier district”. This project was added, as the public procurement contracts over exceeded the sum allocated, therefore the amounts from abandoned projects were used.

In the „Special Transit Scheme“ part of the programme changes in the substance of the action 1 “to update servers’ stations and communication networks“ were made as the expansion of the central system array and procurement of backup data copy systems for the diplomatic missions in Moscow, St. Petersburg and Kaliningrad were foreseen.

As well in STS part new actions were introduced:

- *Action 22*: to purchase portable thermal imagers, as infrared cameras were needed at least in 10 BCP for monitoring of the border in order to prevent illegal penetration or retreat of persons and vehicles.
- *Action 23*: to purchase mobile radio communication centre for secure information exchange between forces of the PSS during operations in cases of STS violations.

Annual programme 2009

- Financial change beyond 10%
- Changes in the substance/nature of the actions
- New action(s) needed
- Other (please explain)

In the EBF “national” part of the programme changes in the substance of the *Action 2* “operating equipment for the illegal migration control” were performed and the name of the action was changed into “to procure stolen vehicle recognition equipment”. At first the action was not fully implemented due to rejected bids of the open tendering procedure to procure portable suit-case laboratories for the travel and vehicle registration documents examination. Under the description of this Action only equipment needed to investigate vehicle identification numbers was procured.

Under the same part of the programme two new actions were introduced:

- *Action 7* „to develop a single system for the processing of biometric data“. In this action an only one feasibility study during the analysed period was procured. The feasibility study allowed to foresee what infrastructure and systems will be needed to process biometric data.
- *Action 8* „to reconstruct the building of Viešvilė frontier station in Pagėgiai frontier district“, as this action proceeds from 2007 & 2008 programmes.

In the „Special Transit Scheme“ part of the programme additional *action 18* „to update video surveillance system at the Kena Border Crossing Point“ was introduced, still the project was not implemented:

Annual programme 2010

- Financial change beyond 10%
- Changes in the substance/nature of the actions
- New action(s) needed

- All/part of the above
- Other (please explain)

In the EBF “national” part of the programme it was decided that new actions were needed.

In order to integrate all surveillance systems an *Action 7* “to integrate the maritime border surveillance system into the national border surveillance system” was proposed. As well *Action 8* “to extend FADO system” was added including the coordination centre and FADO equipment projects, as ITCD did not provide an application for trainings and the amount was left unused (i.e. SBGS expressed a demand for new projects).

Respectively in the EBF “national” part of the programme in action 6 SBGS trainings the allocated amount was reduced more than by 10 %. The changes were made by Supervisory Committee, but not yet amended in annual programme. Besides an *Action 2* by ITCD to harmonize radio communication with neighbour Member States was not implemented, therefore a possibility to redistribute allocations for TA, Actions 3 and 7 appeared.

2.3.3. In case you revised the annual programme, was the revision useful? To what extent did it lead to a better consumption of the allocation?

Revision of annual programme allowed to direct saved funds for new projects aimed to increase border security. On the other hand there were such cases where funds saved were relocated to pay off funding deficiencies of other on-going actions of the programme. In the case of the revised AP 2009 new action 18 introduced failed due to lack of time, but the revision of programme helped overall, even though the consumption didn’t improve. Such situation with redistribution reflects budgetary deviations of some projects and demonstrates potential weak spots of the planning phase.

2.4. USE OF TECHNICAL ASSISTANCE (TA)

2.4.1. Allocation and consumption 2007-2010

Table n° 12

AP	TA allocated (€)	TA consumed (€)
2007	0.00	0.00
2008	485,772.01	473,947.62
2009	894,939.00	874,407.58
2010	552,980.80 (increased by Supervisory Committee from 408,000.00)	227,469.94
Total 2007-2010	1,788,711.01	1,575,825.14

Table n° 13

AP/Use of TA (€)	Staff within the RA, CA,	IT and equipment	Office/consumables	Travelling/Events	Monitoring, project management	Reporting, translation	Total

	AA, (n°/€)	DA			(numbers represent publicity costs)		
2007	0.00	0.00	0.00	0.00	0.00	0.00	0.00
2008	348,056.93	9,607.58	6,178.81	52,589.91	48,171.02	9,343.37	473,947.62
2009	359,156.66	21,306.42	10,935.55	27,626.44	452,156.98	3,225.53	874,407.58
2010	218,265.16	0.00	930.55	8,079.27	0.00	194.96	227,469.94

Staff numbers in authorities: RA up to 23; DA up to 16; Audit Authority (AA) up to 2; Certifying Authority (CA) up to 3. The salaries are paid according to the time spent working with fund and marked on time-sheets.

Costs on salaries paid to public servants and employees working under labour contracts who spend their working time on fund administration, social insurance contributions and contributions to the Guarantee Fund paid by employers as well as other costs related to labour relations; the above costs are statutory costs provided by the national legislation.

The evaluators could not calculate the efficiency of staff, as the information of staff working with the fund is provided in numbers without reflecting the percentage of work related directly to funds. AA and CA staff is partly financed. Out of 23 employees in RA approximately 7-9 are working full time exceptionally with Fund and in DA out of 16 approximately 8-12 are working full time exceptionally with Fund.

The category monitoring and project management include only publicity costs.

2.4.2. Did the TA support prove to be useful? For what was it most helpful? Would you have preferred that the TA allows for other elements to be funded as well and if so which ones?

As main part of TA is dedicated to staff costs and travelling and subsistence costs in the table No.13, the main focus should be on staff efficiency in order to save allocations for TA and be able to introduce new TA elements. One of examples of inefficiency is provided in AA report indicating the duplication of functions between RA and DA in public procurement and procurement contract drafting processes. According to annual reports provided to EC due to the MCS setup double-check of procurement documents at both institutions, the approval of procurement documents in some cases extended up to 6-7 months. The authorities should revise MCS in order not to duplicate functions, especially having in mind the absorption rate in projects and number and sums withdrawn due to irregularities in public procurement. It is advised either the RA to leave the function of legislation, programming and reporting and to delegate implementation to DA, or to leave part of project implementation control process to RA and involve DA just after signing procurement contract for on-spot checks and payment applications as well as beneficiary reports monitoring.

The authorities did not express any additional requests to be financed under TA. Still in case of savings or reallocation of TA resources, evaluators suggest to dedicate part of it to feasibility studies for Fund generating new ideas while implementing Fund priorities and state-of-art equipment overview. As well TA investments could be foreseen to more sophisticated project planning and programming in terms of tools and qualifications, especially attention is drawn that for monitoring category none of

budget in TA is dedicated, therefore a clear need for indicator setting capabilities should be fostered and co-operation with other member states in Fund management could be increased.

2.5. QUALITATIVE OPINION ON THE OVERALL IMPLEMENTATION SET-UP

2.5.1. Has there been a review of the management and control systems at national level during the reporting period? In case any changes occurred, please briefly mention why they were needed and what they consisted of.

The Management and Control system from the begging of the Fund has set up the responsibilities and functions between authorities, which ensured a well-established system from previous Schengen Facility administration. As well institutional structures and procedures are described, main legal acts according to which institutions act indicated. This reflects Fund administration as well the roles of institutions. The changes made to Management and Control system were minor, as the roles and functions of authorities did not change and the system is stable functioning.

2.5.2. To what extent were you legally or financially dependent on the approval of the Commission Decisions for launching the implementation of the annual programme?

After the Commission informed the RA that it can approve a project of the AP, the project selection procedure has been able to start. So all the projects were implemented only after the approval of annual programs by EC, due to financial risks, in cases the projects wouldn't be approved by EC, except the cases with STS operational costs projects, as the funds needed to maintain equipment and staff and to ensure the functioning of visa issuing for STS are not foreseen in institutional or state budgets and the immediate support is needed as, annual programs are approved later than the eligibility period starts. Accordingly operational costs projects started on beginning of eligibility period without approval of annual program by EC. The proportion of operational costs consists approximately 30 percent of the fund budget.

As well RA is financially dependent on AP approvals by EC, as MoI foresees the demand for 25% of co-financing for EBF in its institutional budget, therefore a proper planning must be ensured, programmes placed and approved on time in order not to forfeit the national allocations.

2.5.3. What was the implementation rate by priority? (how much did you spend out of the amount you actually allocated?)

The implementation rates as the amount spent overall for the priority during the reference years divided by the total amount allocated and multiplied with 100, without TA and Foregone visa fees:

Table n° 14

Implementation rates by priority												
	Priority 1		Priority 2		Priority 3		Priority 4		Priority 5		Total	
	EU cofin	Total budget (EU and national)	EU cofin	Total budget (EU and national)	EU cofin	Total	EU cofin	Total budget (EU and national)	EU cofin	Total budget (EU and national)	EU cofin	Total budget (EU and national)
AP 2007	96.74%	96.30%	99.92%	99.92%	-	-	99.98%	99.98%	96.51%	96.51%	98.29%	98.18%
AP 2008	92.54%	97.55%	100.00%	100.00%	-	-	99.98%	99.98%	97.65%	97.48%	97.54%	98.75%
AP 2009	90.99%	91.32%	99.97%	99.97%	-	-	99.95%	99.95%	90.58%	90.45%	95.37%	95.43%
AP 2010	87.75%	89.23%	100.00%	100.00%	-	-	96.72%	97.00%	83.43%	83.08%	91.97%	92.33%
Total											93.58%	94.16%
% average of priority	92.00%	93.60%	99.97%	99.97%	-	-	99.16%	99.23%	92.04%	91.88%		
% allocated for priority	30.97%		14.69%		0		10.16%		44.18%*			

*it is recommended by evaluators not to include operational costs and foregone visas into priority 5 in the future, as these costs do not seek for priority 5 aims. As well it should be noted, that in case of STS all savings in the fund are transferred in the end of the annual program for foregone visas.

2.5.4. Please fill in Annex 2 to this report.

2.5.5. In light of Annex 2, what is your overall assessment of the implementation of the EBF allocations in your Member State from 2007 to 2010? Please choose among the options below:

- Not satisfactory
- Satisfactory
- Good
- Very good

2.5.6. Please explain your choice in relation to question 2.5.5.:

All project objectives were achieved in terms of financial absorption and quantitative project outputs. Based on table No. 14 all priorities in average financial consumption level is over 90 %.

The priority indicators were not drawn in measurable manner, therefore referring to RA reports it is possible to consent, that priorities' aims were achieved, but the effectiveness and impact could not be measured having current indicator system setup in mind. Therefore it could be only concluded on project outcomes, that the security of borders increased as video surveillance system covers more territory, therefore monitoring became effective as border violations lessened. Portable equipment like night vision devices or thermo-cameras, as well procured transport means ensures quality of patrolling missions and allows to trace violations and react more promptly. IT systems allow to manage border more efficiently, as it is possible to exchange the information EU wide, gather data and detect fraud documents. Overall the Fund contributes a lot to border security and facilitates border management.

PART III – REPORTING ON ACHIEVEMENTS

3.1. BORDER MANAGEMENT

Priority 1 - Support for the further gradual establishment of the common integrated border management system as regards the checks on persons at and the surveillance of the external borders

Priority 2 - Support for the development and implementation of the national components of European Surveillance System for the external Borders and of a permanent European Patrol network at the southern maritime borders of the EU Member States

3.1.1 What were the results achieved through the projects implemented at the level of these priorities, grouped by action?

For the priority 1 and 2 the project results achieved are grouped by actions having similar investment categories (equipment, systems, construction) and presented in table 15. The table is extended in annex F excel worksheet „tables 15, 17,18“ on the basis of beneficiaries, as each beneficiary had different situation and baseline during Fund execution. SBGS and ITCD implement projects in both parts of the fund. It should be noted that PSS and PD participated only in STS implementation and respectively the grouping of means taken by these beneficiaries in table 15 reflects more narrow scope of priorities relating only to STS. Likewise MFA participates in priority 1 only in STS. Unfortunately institution did not provide data on their projects in STS, stating that in case there wouldn't be STS, the ministry would not implement such activities. For the same reason the information in the annex form sheet “Reporting on projects” relating MFA is not provided and marked as not available (NA). The equipment bought still creates value even if it is applicable solely for exclusive part of

the fund. Evaluators agree that there is no intent for MFA to compare baseline of equipment bought as analogous equipment was used for other purposes.

Table n° 15

Category	Indicators					
	OUTPUT			RESULTS		
1. Means of transport	Number of means of transport acquired or upgraded			Renewed transport park %		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
Total	217	4005	331			
1.1. Bicycles & Motorbikes	100	94	0	51.55	48.45	0
1.2. Cars (including SUVs, vans, trucks, but excluding mobile surveillance units)	115	3872	331	2.66	89.67	7.66
1.3. Planes	0	0	0			
1.4. Helicopters	0	0	0			
1.5. Boats	2	39	0	5.13	100	0
2. Border surveillance systems	Number of systems acquired or upgraded			Length of the external borders covered (km)		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
	5	3	0	74.8	57.5	
3. Operating equipment for border surveillance	Number of equipment acquired or upgraded			% of equipment renewed out of the total equipment		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010

						level 2007-2010
	2197	6831	22	please refer to the annex F (excel)		
4. Operating equipment for border checks	Number of equipment acquired or upgraded			Number of institutions covered with modernised equipment & average document examination time		
	Actually achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
Total	214	11	1			
4.1. ABC gates	0	0	0			
4.2. Documents verification	213	11	1	please refer to the annex F (excel)		
4.3. Other	1	0	0	10 min.	15 min.	only PD
5. Border infrastructure	Number of Border Crossing Points developed or upgraded			Number of staff working in new/upgraded infrastructures, length of monitored border, average check time, % of renewed park		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
	4	3	0	please refer to the annex F (excel)		
8. Other ICT systems (computers and AFIS)	Number of other ICT systems developed or upgraded			Number of institutions covered with modernised equipment & average document examination time		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
Total	309	1607	0	please refer to the annex F (excel)		

Annotation. Some of the result indicators could not be aggregated into general indicator, due to the nature and purpose of the same equipment bought by different beneficiaries. E.g. SBGS uses transport means for patrol mission and the usage is 100%, still PSS can use the transport means only if the incident with STS occurs, therefore the usage is 0. Accordingly accumulated indicator of 50% would be misleading (especially having in mind the different quantity of transport means bought by these beneficiaries). Another example of impossible accumulation of result indicators could be with document verification, as some equipment has shortened the time of document check, contrary the biometric data check has prolonged

the time of verification, so aggregated indicator would be misleading. Evaluators recommend to refer to annex F and analyse indicators based on beneficiaries.

3.1.2. To what extent are the achievements of the 2007-2010 annual programmes consistent with the initially set objectives in the multi-annual programme and in the annual programme in question? (Please detail)

AP 2007

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details the actions and projects set, as well involves additional measures corresponding to the fund's priorities. All outputs achieved, as they were confirmed by EC in revised annual programs are relevant for the objectives set. Two actions were not implemented, as action 2 of STS "refurbishing of apartments for MFA staff" was postponed for programme 2009 and action 8 "testing of instalment of video observation cameras" did not submit an application. It should be noted that the abandonment of these projects and actions did not cause significant effects for reaching the aims set by fund priorities. Still during the execution of annual programme the redistribution and reprogramming took place and finally all project objectives set were achieved. As mentioned earlier the indicators for priorities were not defined and quantified, therefore the impact on priority level could not be evaluated, nevertheless it is obviously substantial when project execution information provided in annex is taken into account.

AP 2008

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund's priorities. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. All actions programmed were implemented and based on project information provided in annex, for priority 1 and 2 the impact was positive.

AP 2009

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund's priorities. All outputs achieved, as they were confirmed by EC in revised annual programs and are

relevant for the objectives set. Two actions: Action 5 “to purchase mobile document readers“ and Action 11 „to procure optical data and voice transmitting lines“ were cancelled. It should be noted that the abandonment of these projects and actions did not cause significant effects for reaching the aims set by fund priorities. Still during the execution of annual programme the redistribution and reprogramming took place and finally all project objectives set were achieved. As mentioned earlier the indicators for priorities were not defined and quantified, therefore the impact on priority level could not be evaluated, nevertheless it is obviously substantial when project execution information provided in annex is taken into account.

AP 2010

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund’s priorities. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. Action 2 “to harmonize radio connection with neighbour member state” was abandoned. It should be noted that the abandonment of this project and action did not cause significant effects for reaching the aims set by fund priorities. Still during the execution of annual programme the redistribution and reprogramming took place and finally all project objectives set were achieved. As mentioned earlier the indicators for priorities were not defined and quantified, therefore the impact on priority level could not be evaluated, nevertheless it is obviously substantial when project execution information provided in annex is taken into account.

3.1.3. To what extent did the projects and the actions, through their results, contribute to improving overall border management in your country? In answering, please refer to the outputs and results at section 3.1.1. above.

Projects of the AP 2007-2010 are essential factor of continuous improvement of overall border management in Lithuania. The programme increases the level and quality of border infrastructure, human resources and helps to introduce novel tools for more efficient execution of daily functions. Objectives for priorities 1 and 2 set in multiannual programme for EBF “national” part were achieved. Smoother movement of persons and vehicles through the state border at border crossing points is ensured; checks at border crossing points of persons, vessels and other means of transport arriving to and departing from the Republic of Lithuania through the state border are carried out according to the requirements of the legal acts and international standards is executed; identification of criminal acts to ensure public safety, public order and prevent the penetration of criminal activities through the EU external and internal borders was enabled; crossings of the state border at unauthorised locations, violations of the border zone regime, illegal migration and smuggling through the “green” zone is prevented; recognise, monitor and inspect or detain vessels in the territorial sea waters and Curonian Lagoon was enabled;

comprehensive provision of SBGS units were ensured. The objective to develop an effective mechanism for cooperation with the institutions of the Republic of Lithuania and the authorities of neighbouring countries and EU Member States controlling the borders and migration processes is implemented in lesser extent.

As well objectives for priority 1 set in multiannual programme for STS were achieved. Maintenance, supervision and modernisation, upgrade and development of the system for issuance and delivery of the FRTD and FTD was ensured; control over the persons and transit trains travelling according to the simplified transit procedure executed; a more efficient and rapid identification of persons that breached the simplified procedure for transiting through the Republic of Lithuania is running; improvement of the security of railway transit strips by developing surveillance system is implemented; the strengthening of the prevention activity of the police within the country, especially within the territories of municipalities near the railway transit strip and the possible principle transit roads and enhancement of efficiency of restoration of public order is ensured; installation of digital radio communication and data transmission networks for the exchange of information between the appropriate institutions is done.

According to the table 15 it could be stated that the fund is the main source for procurement of equipment or systems and construction, as no analogous equipment was procured during the 2007-2012 period from other financing or national sources, except the procurement of dogs and transport means. As well it could be stated, that major part of equipment and systems procured by SBGS and ITCD are 100 % or constantly used, contributing to achievement of aims of priorities 1 and 2. An exception would be with mobile Command and Control centre, as it is used by PD, even though the beneficiary of the project was ITCD. On the other hand PD is the only beneficiary partially using all means for the fund purposes, i.e. projects' outputs are exploited as well for other PD functions, which are not directly related to state border security. Finally MFA did not provide data on usage of equipment procured. However it could be predicted, that the equipment is used 100% for STS, as if this function wouldn't be assigned for MFA the activities would not be implemented and accordingly the equipment wouldn't be used.

In general it could be affirmed that the most substantial contribution under priorities 1 and 2 is observed for SBGS naturally as it is responsible for ensuring the border control and has a certain state monopoly in this field. Likewise positive impact of projects implemented could be traced for all beneficiaries, as average document examinations have been shortened by the time spent; as well longer border distance is video surveyed; more checks could be performed during the same time; substantially bigger percentage of equipment and systems were renewed.

The equipment acquired leads to improved border control and is named as necessary by final beneficiaries. It could be noted that equipment of general needs is purchased throughout the evaluation period. Simultaneously few new projects were introduced as well. According to the evaluator, the activities of the new projects seem to be tangible for border control.

3.2. VISA POLICY AND MANAGEMENT OF MIGRATION FLOWS ABROAD

Priority 3 – Support for issuing of visas and 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

3.2.1. What were the results achieved through the projects implemented at the level of this priority, grouped by action?

Not applicable, as priority No 3 was not chosen to implement by Lithuania

Table n° 16

(Please choose the outputs and results applicable, transfer to this page and complete the relevant categories listed in the table at the annex; where necessary add comments)

Please see example above

3.2.2. To what extent are the achievements of the 2007-2010 annual programmes consistent with the initially set objectives in the multi-annual programme and in the annual programme in question?

AP 2007

.....

AP 2008

.....

AP 2009

.....

AP 2010

.....

3.2.3. To what extent did the projects and the actions, through their results, contribute to improving visa issuing and preventing irregular entry into the EU? In answering, please refer to the outputs and results at section 3.2.1. above.

3.3. DEVELOPMENT OF IT SYSTEMS SUPPORTING BORDER MANAGEMENT AND MANAGEMENT OF MIGRATION FLOWS

Priority 4 – Support for the establishment of IT systems required for the implementation of EU legal instruments in the field of external borders and visas

3.3.1. What were the results achieved through the projects implemented at the level of this priority, grouped by action?

For the priority 4 the project results achieved grouped by actions having same kind of IT systems are presented in table 17. The table is extended in annex F excel worksheet „tables 15, 17,18“ on the basis of beneficiaries, as each beneficiary had different situation and baseline during Fund execution. Main IT systems are N.SIS and N.VIS, as they need to be harmonized EU wide, therefore each year these actions are financed under the EBF. Several IT systems are financed under STS, mainly for PD.

It could be stated that the results under this priority are achieved and they largely depend on the development of systems on EU level – the tests of systems are constantly performed. The attention should be drawn, that final beneficiary in this case is ITCD, even though this institution is responsible only for maintenance and testing of IS and the data in the system actually is being used by SBGS, PD and other institutions, i.e. they feel best the value created by IS.

Table n° 17

Category	Indicators					
	OUTPUT			RESULTS		
6. SIS	% of EBF contribution to total investment undertaken to support development of SIS			% of successful connection tests		Number of institutional stakeholders involved
	48.97			469		80
7. VIS	% of EBF contribution to total investment undertaken to support development of VIS			Number of consulates connected to VIS		Number of other stakeholders connected
	100			2 of 50		36 BCP
8. Other ICT systems	Number of other ICT systems developed or upgraded			Number of institutional stakeholders involved		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	At national Level 2007-2010
Total	5	3	1			
8.1. API	0	0	0			
8.2. FADO	1	0	0	4	1	5
8.3. Other (i.e. national systems)	4	3	1	3	3	1

3.3.2. To what extent are the achievements of the 2007-2010 annual programmes consistent with the initially set objectives in the multi-annual programme and in the annual programme in question? (Please detail)

AP 2007

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects

set, as well involves additional measures corresponding to the fund's priorities. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. None of the actions or projects was cancelled under priority 4. However during the execution of annual programme the redistribution took place and all project objectives set were achieved. It could be predicted that priority's aims were achieved as the systems are functioning. The impact of this priority and actions under it is positive, as systems were a necessity in order to ensure border management and visa policy. Based on project execution information provided in annex systems are operational and the goals set for projects under this priority are met.

AP 2008

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund's priorities. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. None of the actions or projects was cancelled under priority 4. Still during the execution of annual programme the redistribution took place and all project objectives set were achieved. It could be predicted that priority's aims were achieved as the systems are functioning. The impact of this priority and actions under it is positive, as systems were a necessity in order to ensure border management and visa policy. Based on project execution information provided in annex systems are operational and the goals set for projects under this priority are met, except the project of creating a system for local border traffic regime, when the system was created but is not operational due to political reasons.

AP 2009

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund's priorities. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. None of the actions or projects was cancelled under priority 4. Still during the execution of annual programme the redistribution took place and all project objectives set were achieved. It could be predicted that priority's aims were achieved as the systems are functioning. The impact of this priority and actions under it is positive, as systems were a necessity in order to ensure border management and visa policy. Based on project execution information provided in annex systems are operational and the goals set for projects under this priority are met.

AP 2010

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund's priorities. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. None of the actions or projects was cancelled under priority 4. Still during the execution of annual programme the redistribution took place and all project objectives set were achieved. It could be predicted that priority's aims were achieved as the systems are functioning. The impact of this priority and actions under it is positive, as systems were a necessity in order to ensure border management and visa policy. Based on project execution information provided in annex systems are operational and the goals set for projects under this priority are met.

3.3.3. To what extent did the projects and the actions, through their results, contribute to the development of the IT systems necessary for the implementation of EU instruments in the field of external borders and visas? Please breakdown for SIS, VIS and, where applicable, other IT systems. In answering, please refer to the outputs and results at section 3.3.1. above.

Projects of the programme are essential factors of continuous improvement of overall IT systems of border management & visa policy in Lithuania. The programmes help to introduce novel tools for more efficient execution of daily functions. Objectives for priority 4 set in multiannual programme set for EBF "national" part and STS were achieved: compatibility between the national and EU IT infrastructure and their smooth interoperability were ensured; exchange of information with other Member States on genuine and false/forged travel documents were executed; development of system enabling collection of important information in territories of municipalities situated next to the rail transit section and possible transit arterial roads was created; development of the electronic management system of the state institutions implementing the Special Transit Scheme and development of the IT systems for the Special Transit Scheme were enabled;

Apart from SIS and VIS other IT systems are FADO (false and authentic document system), VSATIS (SBGS information system) and UFMS (united force management system). As well local border traffic system was initiated, but as the traffic regime itself is not functioning this system operates only in testing environment. VSATIS keeps information needed about external border crossings and third country, visa information is available and most importantly the STS data on FTD and FRTD is placed in this system, accordingly it is intended to be harmonized with SISII. As well this system encompasses data from other databases used by SBGS earlier, therefore it facilitates data management. Another system UFMS was created for preventative purposes in order to coordinate all institutions' actions. In case of emergency situation up to 5 institutions (State Border Guard Service, Lithuanian police, PSS, Fire and Rescue Department and the ambulance) may participate. By using UFMS each institution manages force independently; however the mechanism and process are arranged to support executive officer in charge with the current information on

the location of vehicles of institutions that participate in the UFMS and helps to make more effective decisions. Even though STS violations, which would invoke the reactions of all institutions, do not occur, this system is very beneficial for other national functions. It should be acknowledged that this system gives enormous contribution as the management in case of unexpected event would lead to tangible results and shorter time (up to 20 minutes) to cope with implied violation. Finally FADO system highly contributes to the aims of 4 priority, as it allows to perform document check in 5 minutes, compared to 10-30 minutes needed for the same inspection earlier. FADO system is intensively used (around 100.000 times) and the work quality identifying fake documents increases.

Primary SIS creation was mainly financed under national contribution. Having in mind that problems with central system Lithuania joined to Portuguese initiative. Schengen Facility financed the establishment of workplaces to be used for SIS. Council Decision 2001/886/JHA and Council Regulation No 2424/2001 of 6 December 2001 on the development of the second generation Schengen Information System lay the legal foundations for the Schengen Information System II. EBF allocations are used for SIS II to renew servers and other equipment. National SIS in Lithuania is accessible for many institutions: the SBGS, Lithuanian Police, diplomatic missions and consular offices, State Enterprise Regitra, Information Technology and Communications Department, Migration Department under the Ministry of the Interior, regional customs authorities and Customs Criminal Service. In total there are 80 institutions connected to the system, but some of them have limited accessibility. The system is working constantly and large number (469) of system tests is performed by ITCD in order to develop N.SIS and to develop interoperability with SIS II.

National VIS in Lithuania is working constantly and accessible for all 36 BCP and consulates, which join one by one each year. As VIS system was created before EBF, during EBF period the system was fully renewed (it should be done at least each 5 years). Under this action not only the system is operationalized, system maintenance and interoperability with C.VIS ensured, but as well equipment for visa issuing and biometric data scanning procured. Even though beneficiary is ITCD as responsible for system maintenance, from VIS mainly contributes MFA. As the ministry indicated during the interview, in EBF VIS is most useful, besides STS.

In general it could be stated that in cases of SIS, VIS, VSATIS, FADO the necessary functions would be performed by institutions, but referring to predictably lesser financing other technological decisions would be made influencing specification and price of technologies. Additionally under EBF all border zone is supplied with radio telecommunication terminals. Such improvements in systems and necessary equipment procured ensure more effective functioning of the systems, better quality of work and most importantly significantly contribute to border management and visa policy.

3.4. TRAINING, RISK ANALYSIS AND STRATEGY SUPPORT

Priority 5 – Support for effective and efficient application of relevant EU legal instruments in the field of external borders and visas, in particular

3.4.1. What were the results achieved through the projects implemented at the level of this priority, grouped by action?

Under this priority two groups of actions could be distinguished: staff trainings and STS operational costs. The table 18 is extended in annex F excel worksheet „tables 15, 17,18“ on the basis of beneficiaries, as each beneficiary had different situation and baseline during Fund execution.

Trainings contribute a lot to more effective and efficient application of relevant instruments in the field of external borders and visas. The evaluation of contribution or impact of STS operational costs is complicated as these are maintenance costs and encompass different kind of expenditure categories like staff costs, premise maintenance and utility costs, various daily equipment and their products, fuel, maintenance of dogs, etc.

Trainings differ by the topics and subjects taught in External borders security (“National” part) and STS, as well as the beneficiaries participating in them. E.g. SBGS have training projects in both EBF & STS, as well as MFA, except, that training project in EBF were skipped during 2009. PD (later Lithuanian Police School) and PSS arrange only STS trainings. Exceptional situation is with ITCD, as it arranges trainings for other beneficiaries under EBF, but being itself a beneficiary of the project, ITCD staff is not trained, as they only take care of systems maintenance and are not systems users. Most of the trainings are procured as external services, except for PD when document verification is taught by police instructors and MFA, where employees working with STS or visa issues teach their colleagues themselves. For instance in EBF “national” part MFA gathers diplomats working in different consulates in different countries and presents them information on VIS and newest legal requirements for in visa policy. In STS only minor trainings are outsourced like human resources, financial, stress relief or language trainings.

Table n° 18

Category	Indicators			
	OUTPUT			RESULTS
12. Training	Number of persons trained			Share of staff trained (compared to total)
	Actually achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010
Total	4525	21055	0	7.94%
12.1. General	2109	data not provided		
12.2. Specialised	2416	data not provided		

- 3.4.2.** To what extent are the achievements of the 2007-2010 annual programmes consistent with the initially set objectives in the multi-annual programme and in the annual programme in question? (Please detail)

AP 2007

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund's priorities, especially for STS operational costs. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. As no measurable indicators are set for multiple expenditures of operational costs, the implication is made by evaluators that the objectives were met, as the money are spent. None of the actions or projects were cancelled under priority 5 and it is noteworthy to mention that PD did not apply for STS operational costs, as these costs were still covered under Schengen Facility, which eligibility period coincide with EBF eligibility period. Still during the execution of annual programme the redistribution took place, all project objectives set were achieved. The effectiveness and efficiency of application of relevant EU legal instruments in the field of external borders and visas to trainings and operational costs are not measured, it could be predicted that priority's aims were achieved as the staff is trained in related courses and operational costs used to maintain STS functioning. The impact of this priority and actions under it are treated as positive, as participants of trainings rank courses as valuable and beneficiaries confirm that STS operational costs are critical for STS implementation, especially during economic crisis. Based on project execution information provided in annex the goals set for projects under this priority are met.

AP 2008

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund's priorities, especially for STS operational costs. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. As no measurable indicators are set for multiple expenditures of operational costs, the implication is made by evaluators that the objectives were met, as the money are spent. None of the actions or projects was cancelled under priority 5. It is noteworthy to mention that in this annual program for the first time PSS applied for operational costs under STS. Still during the execution of annual programme the

redistribution took place; all project objectives set were achieved. The effectiveness and efficiency of application of relevant EU legal instruments in the field of external borders and visas to trainings and operational costs are not measured, it could be predicted that priority's aims were achieved as the staff is trained in related courses and operational costs used to maintain STS functioning. The impact of this priority and actions under it are treated as positive, as participants of trainings rank courses as valuable and beneficiaries confirm that STS operational costs are critical for STS implementation, especially during economic crisis. Based on project execution information provided in annex the goals set for projects under this priority are met.

AP 2009

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund's priorities, especially for STS operational costs. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. As no measurable indicators are set for multiple expenditures of operational costs, the implication is made by evaluators that the objectives were met, as the money are spent. None of the actions or projects was cancelled under priority 5, but it is noteworthy mentioning that this year MFA did not apply for staff trainings under EBF and only STS trainings took place. On the other hand in this annual program for the first time ITCD applied for operational costs under STS. During the execution of annual programme the redistribution took place; all project objectives set were achieved. The effectiveness and efficiency of application of relevant EU legal instruments in the field of external borders and visas to trainings and operational costs are not measured, it could be predicted that priority's aims were achieved as the staff is trained in related courses and operational costs used to maintain STS functioning. The impact of this priority and actions under it are treated as positive, as participants of trainings rank courses as valuable and beneficiaries confirm that STS operational costs are critical for STS implementation, especially during economic crisis. Based on project execution information provided in annex the goals set for projects under this priority are met.

AP 2010

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programme and are expressed in AP which is consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the fund's priorities, especially for STS operational costs. All outputs achieved, as they were confirmed by EC in revised annual programs and are relevant for the objectives set. As no measurable indicators are set for multiple expenditures of operational costs, the

implication is made by evaluators that the objectives were met, as the money are spent. None of the actions or projects was cancelled under priority 5, but it is noteworthy mentioning that operational costs were foreseen for Ministry of Communication and Transport, but due to late endorsement of financing agreement the project was withdrawn with annual program amendments. During the execution of annual programme the redistribution took place; all project objectives set were achieved. The effectiveness and efficiency of application of relevant EU legal instruments in the field of external borders and visas to trainings and operational costs are not measured, it could be predicted that priority's aims were achieved as the staff is trained in related courses and operational costs used to maintain STS functioning. The impact of this priority and actions under it are treated as positive, as participants of trainings rank courses as valuable and beneficiaries confirm that STS operational costs are critical for STS implementation, especially during economic crisis. Based on project execution information provided in annex the goals set for projects under this priority are met.

- 3.4.3.** To what extent did the projects and the actions, through their results, contribute to improving the application of the EU standards in the field of external borders and visas in your country and supporting overall strategy development by your administration in this area, including risk assessment? In answering, please refer to the outputs and results at section 3.4.1. above.

Projects of the programme are essential factors of continuous improvement of overall border management & visa policy in Lithuania. The programme increase skills of human resources and helps to maintain equipment or systems for more efficient execution of daily functions. Objectives for priority 5 set in multiannual programme set for EBF “national” part and STS to train staff were achieved.

Risk assessments neither as separate projects by beneficiaries, nor as a study on border management and visa policy risk management by Responsible authority were not initiated. It should be noted that risk analysis in project applications were not done either and only audit authority while performing annual program audits made risks assessments according to inner procedures (extent of allocations, project scope, etc.) in order to choose the projects for auditing. As well delegated authority did risks assessments of projects according to inner procedures in order to ensure better project monitoring. Only one feasibility study throughout the analysed annual programs and only under priority 1 was ordered by final beneficiary on state border surveillance system development – this study was very helpful for future project planning. Having in mind that cost-benefit or cost-efficiency analysis are not done for projects, it is recommended for large scale projects to foresee feasibility studies in order to assess the possible alternatives.

The training projects are evaluated well by beneficiaries, still it should be noted that due to staff fluctuations or rotation all the topics or themes through the years are the same. PD and SBGS have their own schools where employees are taught. These schools get compensations for accommodation of staff trained and this allows to save expenditure instead of hiring hotels and lecture halls. Trainings are arranged on the following subjects: Schengen acqui, document examination and authentication,

language courses, FTD/FRTD courses, dog handling courses, IT courses, etc. The knowledge gained during the trainings set possibilities for more effective and more efficient application of EU regulations in practice. Major part of trainings are arranged for border guards, approximately 600 are trained under EBF each year and the aim is to train as many as possible border guards working at BCP during EBF financial period. PD having more staff in general, train around 300 police officers each year for STS. MFA train up to 150 employees mainly related to FTD/FRTD and diplomats working at consulates. As in trainings participate staff which daily meets face to face situation related to border management and visa issuing, all knowledge is very valuable and must be refreshed according to legal changes. Especially the cooperation between institutions should be ensured therefore mutual trainings should be fostered to gain more benefits from learning process.

STS operational costs create value in a way that it allows functioning of institutions and fulfilment of their duties continuously and without disruption. These are the only costs which are being used before the annual programs are endorsed, as the allocations are needed for the current year. As well some efficiency at institution is ensured, as it allows saving budgetary allocations and redistribute them for other necessities, e.g. PD indicated that additional costs constitute ~7% of all institution's budget. E.g. approximately 5000 police officers perform STS checks and it makes ~ 12 % of their work time. The opinions of evaluators are that all costs related to the **fund aims** should be covered.

3.5. Overall results achieved with the Fund's intervention

3.5.1. Please insert an overview table presenting the overall achievements through the Fund's intervention.

Table n° 19: Overall 2007-2010 EBF results

Category	Indicators					
	OUTPUT			RESULTS		
1. Means of transport	Number of means of transport acquired or upgraded			Renewed transport park %		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
Total	217	4005	331			
1.1. Bicycles & Motorbikes	100	94	0	51.55	48.45	0

1.2. Cars (including SUVs, vans, trucks, but excluding mobile surveillance units)	115	3872	331	2.66	89.67	7.66
1.3. Planes	0	0	0			
1.4. Helicopters	0	0	0			
1.5. Boats	2	39	0	5.13	100	0
2. Border surveillance systems	Number of systems acquired or upgraded			Length of the external borders covered (km)		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
	5	3	0	74.8	57.5	
3. Operating equipment for border surveillance	Number of equipment acquired or upgraded			% of equipment renewed out of the total equipment		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
	2197	6831	22	please refer to the annex F (excel)		
4. Operating equipment for border checks	Number of equipment acquired or upgraded			Number of institutions covered with modernised equipment & average document examination time		
	Actually achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
	214	11	1			
4.1. ABC gates	0	0	0			
4.2. Documents verification	213	11	1	please refer to the annex F (excel)		
4.3. Other	1	0	0	10 min.	15 min.	only PD
5. Border infrastructure	Number of Border Crossing Points developed or upgraded			Number of staff working in new/upgraded infrastructures, length of monitored border, average check time, % of renewed park		
	Achieved through APs 2007-	Baseline	At national level 2007-2010	Achieved through APs 2007-	Baseline	Overall at national level

	2010			2010		2007-2010
	4	3	0	please refer to the annex F (excel)		
8. Other ICT systems (computers and AFIS)	Number of other ICT systems developed or upgraded			Number of institutions covered with modernised equipment & average document examination time		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	Overall at national level 2007-2010
Total	309	1607	0	please refer to the annex F (excel)		
6. SIS	% of EBF contribution to total investment undertaken to support development of SIS			% of successful connection tests		Number of institutional stakeholders involved
	48.97			469		80
7. VIS	% of EBF contribution to total investment undertaken to support development of VIS			Number of consulates connected to VIS		Number of other stakeholders connected
	100			2 of 50		36 BCP
8. Other ICT systems	Number of other ICT systems developed or upgraded			Number of institutional stakeholders involved		
	Achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010	Baseline	At national Level 2007-2010
Total	5	3	1			
8.1. API	0	0	0			
8.2. FADO	1	0	0	4	1	5
8.3. Other (i.e. national systems)	4	3	1	3	3	1
12. Training	Number of persons trained			Share of staff trained (compared to total)		
	Actually achieved through APs 2007-2010	Baseline	At national level 2007-2010	Achieved through APs 2007-2010		
Total	4525	21055	0	7.94%		
12.1. General	2109	data not provided				
12.2. Specialised	2416	data not provided				

3.5.2. How do you assess the results of section 3.5.1. in the national context of implementation of the External Borders Fund?

- Neutral
- Positive
- Very positive
- Excellent

3.5.3. Please comment on the overall results achieved (as presented in Table n° 16) in relation to your initially set expectations as stated in the annual programmes.

Taken into account the amounts allocated for the Special Transit Scheme, the overall allocation to Lithuania places the country into top 5 financed under EBF financing in EU. As reflected in annex all projects' outputs were achieved, AP resources not exceeded. The average AP implementation rate is over 90 % in financial terms. Main financing is concentrated in Lithuania on priority 5, as this priority includes STS operational costs. The expenditures under priority 5 are absorbed through 39 projects. As the priority 5 focuses on effective and efficient application of relevant EU legal instruments in the field of external borders and visas it is suggested by evaluators to consider to distinguish a separate priority for STS operational costs. If these costs would be disregarded the main concentration of investments would be under priority 1 (now it makes up to 25%) and they are absorbed through 59 projects during the eligibility period of 2007-2010 APs. The priority No. 3 was chosen not to be financed under EBF. The Fund cover approximately 70 % of investments into equipment and infrastructure related to border management and around over 60 % to relevant IT systems.

The projects set in APs seek for priorities' aims, still the indicators on priority level are not set, therefore it is not clear how much more effective and efficient application of instruments should become. It is recommended by evaluator in future to program in AP the priorities with measurable indicators.

In general, having in mind, that all project level outputs and results were achieved, it could be stated that external borders are more secure, IT systems ensure fluent flow of data and information, and staff trainings allow officers to more effectively apply EU regulations in practice.

3.6. CASE STUDIES/BEST PRACTICES

3.6.1. Important /successful projects funded in the annual programmes 2007, 2008, 2009 and 2010

Please describe at least 5 projects which deserve, in your opinion, particular mention since you consider them as a good practice, or of an innovative nature, of interest to other Member States (example of a project supporting an EU policy priority) or of

particular value in the light of the multiannual strategy and your national requirements.

The project “Development of the national subsystem of FADO system (N.FADO)” under AP 2007 is selected as contributory for security of external borders and management of migration flows. The importance of the projects is revealed by number of forged documents detected and accesses by institutions made, as well that it saved time for examination. This project has impact not just for one beneficiary, but many institutions which might use it. Besides this project has an extension project on further FADO development under AP 2010.

Development of the national subsystem of the FADO system (N. FADO): The national FADO (N.FADO) system consists of 3 levels, and the 2 first ones were implemented using the Fund financing. The system level 1 (experts) is dedicated to document examination experts and authorizes introducing descriptions of authentic and forged documents into FADO system, facilitates seeing better quality and higher resolution images compared to other levels and using FADO system email. Information of this level bears a confidentiality mark “Restricted use”. The system level 2 – iFADO (Intranet False and Authentic Documents Online) is dedicated to law-enforcement bodies, migration and other state institutions which work with personal IDs, travel documents and visas. This level is not classified but is limited for control authority use only. To install iFADO, technical and telecommunications equipment was procured as required for iFADO subsystem operation. The server(s) of iFADO subsystem was connected to the telecommunications network of the Ministry of the Interior and uses telecommunications services provided by it. N.FADO level 1 subsystem is used by: SBGS; Lithuanian Criminal Police Forensic Centre; the Service of Technological Security under the Ministry of Finance; the Forensic Science Centre of Lithuania. Approximately 1500 users may access iFADO. Upon installation of N.FADO system the number of identified forged travel documents increased; the number of FADO users at BCPs is increasing.

Two projects on border surveillance systems installation are chosen to be successful. One of them is *Installation of Viešvilė Frontier Station border surveillance system*, this project is financed under AP 2007-2008. Another analogous project under AP 2010 is *Installation of Plaskiai Frontier Station border surveillance system*. The surveillance system allows better monitoring of the border and influence decrease of number of violation.

Upon completion of installation of border surveillance system at Viešvilė Frontier Station, identifying and preventing illegal state border crossing cases became easier; information are provided 24/7; the video surveillance system (the alarm and surveillance sectors) can be integrated into the wider network; the use of human and material resources are more efficient and effective. Positive changes in Viešvilė frontier station are obvious. In 2009, 37 illegal border crossings were registered when there were no border surveillance system whereas, in 2010, there were only 19 such crossings. Now premeditated border-crossings are easier to detect. Border violators are trying to find other more vulnerable border stretches.

During the project *“Installation of Plaskiai Frontier Station border surveillance system”*, 24,5-km stretch of Plaskiai frontier a complex security system was installed, firewall installed in a building monitoring centre with specially designed software, new watchtowers and 2 land radars were installed on the towers and connected into a system. Nine 25

- s-meter high observation towers equipped with cameras watching the border and recording with night vision devices thermovisors. Night vision devices help the State Border Guard officers in capturing the perpetrators in the dark and even a few kilometres radius.

Extension of the Automated Fingerprint Identification System (AFIS) under AP 2007 implemented by PD is selected as important: The installed AFIS stores fingerprint data and handles in line with the international data format ANSI/NIST-ITL 1-2000, thus ensuring fast fingerprint data exchange with the Schengen area member states and the neighboring states, including law enforcement agencies of the Russian Federation; a detainee may be identified in 1-2 minutes, if registered into the fingerprint data base; a palm-print is identified in 4-5 minutes. Such system is not only beneficial because of data exchange and possibilities of identification, but as well to the developments of identification documents which possess biometric data. This project is followed by SBGS under AP 2010 “To develop the system of biometric data verification system on the border”.

Maintaining and upgrading servers and communication networks under AP 2009 is important for Lithuania, as it is related to STS. The project purpose is ensure smooth functioning of the existing server and communications network, which ensures data flow transmission between the Embassy of the Republic of Lithuania in the Russian Federation and the MFA of the Republic of Lithuania (hereinafter – the MFA), and between the MFA and consulates general of the Republic of Lithuania in St. Petersburg and Kaliningrad. The project implementation aimed to ensure a stable and uninterrupted functioning of the information system of the Special Transit Scheme (hereinafter – STS).

During the project hardware was procured complying with the most advanced technological standards, thanks to which down times of the STS information system were maximally reduced, a fast replacement of broken down network equipment by new one has been ensured; data loss possibility has been reduced, and data reconstruction has been accelerated in cases of breakdowns; a centralized management of STS users has been ensured at the MFA and diplomatic missions implementing STS. The project provided for a possibility of ensuring quality and smooth functioning of the system of issuing facilitated rail transit documents (FRTD) and providing them on board of trains, and the system of issuing facilitated transit documents (FTD).

3.6.2. Description of best practices derived from the implementation of the External Borders Fund

Please describe a few best practices you consider you have acquired through implementation of the External Borders Fund in terms of tools for administrative management and cooperation at national level or with other Member States.

Common trainings of Police officers, borders guards and public security officers for STS by the railway together with MFA and Lietuvos gelezinkeliai. In November of 2011 all beneficiaries united their forces to arrange common trainings imitating accidents in transit train from Kaliningrad to Russia. This project is going to be financed by some beneficiaries under AP 2011 and only MFA planned these trainings under AP 2010, still this case is exceptional and worth mentioning as best example of cooperation at national level. Trainings had a set program and the roles were distributed before,

based on real functions performed by institution. The responsible person for coordination during the events on train was nominated and the apprehension was successful. As well some of the devices procured by Fund were used and helicopter was taking part. Main organizers of trainings were Border Guard School of the SBGS and Lithuanian Police School.

Installation of border surveillance system in Plaskiai Frontier Station under AP 2010 is treated as best practice, because of possibility to procure state-of-the-art technology and its mobility. The installed external border surveillance system works as an integrated border protection system. The surveillance system captures an infringement of the national border, identifies the violator by generic features (human, vehicle, etc.) and produces visual information to the operator on the situation in the entire section covered by the system. Besides, the Project is exclusive because the cutting-edge technologies used for border surveillance provide "double coverage" of the area under surveillance, therefore, trespassing of the national border without being noticed becomes almost impossible. The system enables real-time capturing and analysing of events at the border.

The surveillance system is specifically adapted to the specifics of the Lithuanian national border. The location of the national border has much natural variety: the national border goes along the Nemunas river where there are stretches of forests, shrubs and open areas, territories flooded during spring floods. The Project has taken it into consideration and implemented the technical solutions which ensure the most effective border surveillance depending on the nature of the location (e.g., portable sensors are used for the locations which cannot be "seen" by the stationary surveillance system).

3.7. LESSONS LEARNED

3.7.1. Description of 3 less successful projects, among the projects funded in the annual programmes 2007 to 2010

To update video surveillance system at the Kena Border Crossing Point – this project was not implemented as the supplier did not carry out its duties. Accordingly the contract was terminated. On the other hand the time to implement the duties was obviously too short, as the contract was signed in June, having in mind, that eligibility period ends less than in a month. This project reveals how important planning is and taking into account the procurement procedures.

To purchase local border traffic permits. It was foreseen to purchase 70 000 units of local border traffic permit document forms and install subsystem to the Personalisation of Identity Documents system for issuing the local border traffic permits. In fact there were acquired 77 000 units of local border traffic permit document forms. The software was not purchased due to time constraints. The price offered by the supplier was lower than estimated, thus 3.6% of allocated funds were not spent. The local border traffic permits have been assigned to the highest group No. 2 of the technological security level. Still the satisfactory results could not be used as the permits have no value until the countries would sign a bilateral agreement by Government of the Republic of Lithuania and the Government of the Russian

Federation and/or Government of the Belarus Republic. This agreement was not signed for several years after the project, therefore the results were not used immediately. In this case the risk of changed requirements for document forms arises, what could lead to complete project failure.

The following project was successful enough, but evaluators chose to present it as it has non-typical situation with designation of beneficiary. Establishment of a mobile Command and Control Centre under AP 2008 was implemented by ITCD, but the final user of the centre is PD. The procured mobile headquarters is suitable for joint actions of officers from the SBGS, Police, PSS, Fire and Rescue Department and paramedics should violation of the Special Transit Scheme rules pose the potential threat to the public and public order. The mobile headquarters consists of the vehicles equipped with the command management and electronic communication centres. The mobile headquarters has 8 workplaces with all the necessary equipment including necessary telecommunication, data transmission, video surveillance, voice and video recording, lighting and stand-alone power supply systems and a system for force management. ITCD is responsible for communication networks state wide, therefore it could best prepare technical specification for procurement, on the other there could be a cooperation between institutions and apply for the projects as partners or PD could be as final beneficiary working in cooperation of ITCD, instead of designating ITCD as final beneficiary and straight away after supply contract was implemented to transfer the equipment to other institution (PD).

3.7.2. Lessons learned

3.7.2.1.

Please describe what are the lessons learned and practices developed for the future both in terms of Fund/project management and in terms of practices developed for the management of border/visa.

Public procurement is often a reflection of proper time management. Main reasons for project failure is late start of public procurement or long taking process, exceeding eligibility period or at least a very short term left for supplier to implement its duties. The process takes even longer due to ex-ante verification of all Fund's procurement documents and draft contracts.

The only one feasibility study done for assessing alternatives of border surveillance revealed that feasibility studies are helpful and impacts the later results of the project executed according to it.

In this Fund a practice to finance STS operational costs in advance, i.e. before approval of AP by EC. This allowed to ensure continuous functioning of STS without disruption.

Similar case is with training projects. Although they are implemented after approval of AP, but the allocations are transferred for beneficiary in beginning of project. This allows for beneficiaries to finance subsistence allowances for trainings.

Most important lesson learned is of redistribution of allocations. Timely monitoring of procurement savings, cancellation of projects and operative selection of new ones allows redistribution of allocations and implementation rate in financial terms over 90%.

3.7.2.2.

Were you already able to integrate some of these practices in the management of the projects?

All described practices are implemented in practice, except feasibility studies.

More severe control of procurement plans by RA should lead for better procurement planning, still problems with long taking procurement procedures exists. This problem should be solved with modification of MCS if the duplex functions of RA and DA in procurement document and draft supply contracts checks would be eliminated.

The redistribution possibilities, advance financing of trainings and allocation of STS operational costs before approval of AP by EC are practiced as described in 3.7.2.1.

PART IV – OVERALL ASSESSMENT - IMPACT AND LOOKING TO THE FUTURE

4.0. ANALYSIS ON THE DEVELOPMENTS IN THE MIGRATION FLOWS

4.01. Please present a short overview on the trends in migration flows to your country during the period 2006 to end 2011 and analyse them in light of the developments influencing them (legislative, policy, etc.).

Please start from the background provided in the multi-annual programme, outlining any changes that appeared during the reporting period. When doing so, please refer to relevant data / statistics concerning passenger flows, irregular attempts for entry, visa applications and visas issued for the years 2006, 2009, 2011. (These reference years are considered relevant milestones as they represent the start, mid-term and (almost at the) end of the intervention period analysed).

The background provided in the multi-annual programme demonstrated the number of persons crossing the external border and the number of Visa applications made has decreased in 2009 and has increased in 2011.

Table n° 20

Number of ..	2006	2009	2011
Passenger crossings at external borders (Border crossing points)	70	36	36
Third country nationals refused entry at the external borders	3029	1751	2215
Third country nationals apprehended after having crossed the external border illegally, including persons apprehended at sea	86	123	251
Visa applications made	425.693	243.552	347.804

Visas issued	423.807	239.172	344.261
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Lithuania has 36 BCP from the end of 2007 (19 land, 5 railway, 4 airport, 4 sea-port, 4 river BCP).

The main function of securing state border belongs to SBGS, as well other functions related to border management are issuing licenses of travelling or initiating activities at frontier security zone. The security function is very important as the apprehended third country nationals illegally crossed border increases by year, e.g. in 2006 – 86, 2009- 123 and 2011 – 251.

The direction and destination countries of illegal migration remain the same, i.e. the countries in Western Europe and it is related to the political situation in neighbouring countries. This explains the increase in the number of visa applications in 2011.

The number of cross of external EU border reaches around 2 mln. yearly, out of which approximately 50% are FTD/ FRTD holders (Part 1.1.5). It should be noted that external border crossings constitute larger number than FRTD/ FTD issued, as these documents are valid for a period of time and same person might cross the border several times. Issue of FTD FRTD is quite stable around 300.000 per year.

4.02. Please specify whether, in your opinion, the intervention through the Fund contributed to changes in migration trends in your country and if so, explain the reasons.

Evaluator could resume that migration trends were impacted by geopolitical changes. Therefore while considering Fund intervention it could be stated that illegal border crossings were significantly reduced at borderlands where border surveillance system (video surveillance) was installed. One of examples could be Plaškiai and Viešvilė areas. In 2009-2010 period 13 illegal external border crossings were detected at Plaskiai while after installation of video surveillance system there were no illegal border crossings this year. There were 26 smuggle cases and 37 illegal border crossings in Viešvilė area in 2009 while there was only one illegal border entering and zero smuggle cases in the area in first 6 months of 2012. It could be concluded that it should be of key interest to continue improvement of external boarder surveillance system.

4.03. Please specify to what extent migration flows influenced decisions on the intervention of the Fund? Did you (re)shape the programming through the Fund in order to meet any (new/ unforeseen) specific needs within the migratory context at national level? If, why?

Qualitative research (focus group) did not indicated that changes in migration flows influenced decisions on the intervention of the Fund. It was planned to improve control and monitor of external boarder surveillance system at Russian Federation borderland during analysed Fund period (2007-2010).

4.1. ADDED VALUE AND IMPACT

Volume effects:

- 4.1.1. Taking into account the information in part I, how and where in particular did the Fund's intervention contribute most significantly to the overall range of activities in support to border management (checks and surveillance) in your country?

The biggest contribution under priorities 1 and 2 are assigned for SBGS naturally as it is responsible for ensuring the border control and has a certain state monopoly in this field. Evaluator could confirm that major part of equipment and systems procured by SBGS and ICD are 100 % used in complementarities of priorities 1 and 2 aims. It was stated before that projects and the actions of the programme are essential factor of continuous improvement of overall border management in Lithuania. The programme increases the level and quality of border infrastructure, human resources and helps to introduce novel tools for more efficient execution of daily functions. Also positive impact of projects implemented could be traced for all beneficiaries as average document examinations have shortened as well longer border distance has video surveillance, more checks could be performed during the same time, substantially bigger percentage of equipment and systems were renewed.

- 4.1.2. Taking into account the information in part I, how and where in particular did the Fund's intervention contribute most significantly to the overall range of activities in support to visa issuing in your country?

As priority No 3 was not chosen to implement by Lithuania it could be stated that the Fund contributed to visa issuing minimum. The Fund contributed to support of visa issuing indirectly through staff trainings and designing of IT systems.

- 4.1.3. Taking into account the information in part I, how important was the support of the External Borders Fund to the national efforts in developing the IT systems VIS and SIS?

VSATIS (State Border Guard Service Information System) and the other national registers were adapted for the SISone4ALL using state budget funding. SIS system was designed by Schengen Facility before the Fund programme period of 2007-2013 started. Schengen Facility was also used for computerising of workplaces. Equipment for server was updated for SIS II using EBF funding.

During evaluated period the VIS has been systematically upgraded and ready for VIS ICD 1.91 version which was launched in all the Schengen Area in 2011 and also the base for SIS II was created and it is expanding number of countries currently. Biometric system was designed during evaluated period also.

It could be stated that the Fund contributed mainly to IT systems testing and updating.

4.1.4. To what extent did the Fund contribute to strengthening the image of having secure borders in your society?

The effect of the EU funding contributions to the image of border security may be illustrated by the annual Lithuanian public attitude towards law enforcement and public safety assessment survey results for year 2010 and 2011, where respondents evaluate the attitude towards the work performance of the institutions subordinate to Ministry of Interior.

Work of the State Border Guard Service was evaluated more positively than negatively.

In year 2011 54 percent of respondents relied on the State Border Guard Service - 54 percents the police – 58 percent. Compared with the data from 2006, the positive attitude towards activities of SBGS has increased from 48 to 58 percent, police - from 42 to 59 percent. However respondents (from 19 to 37 percent) total could not evaluate the service of SBGS.

It was concluded that of all the institutions subordinate to Ministry of Interior the residents most often encounter with the police (one third of the residents). Therein the assessment of the work of other institutions was not as stable mostly because the people are not sufficiently familiar with the service specifications of the institutions.

During year 2011 and 2012 the first communication campaign was carried out on purpose to inform the society about the projects, results and benefits of the Annual program of Centralized External Borders Fund (EBF) for year 2009. The communication campaign included the articles and announcements in the national and regional media, events and meetings with the media and society.

In February, 2012 the survey has been carried out on purpose to determine the effect of the abovementioned campaign in public. There have been effectively surveyed 1021 respondents: 512 residents of border districts and 509 residents of non-border districts. The respondents have been asked about the effect of the EU subsidies to the security of the Lithuanian state border.

It was determined, that during the above mentioned communication campaign Lithuanian population was relatively well informed about the effect of EU funding to Lithuanian border security. The information has reached 44,8 percent of non-border region residents and 61,9 percent of border region residents. Most respondents got the information from the press, television and the Internet.

When asked to assess whether these investments have improved the security of the external borders, 86,4 percent of the non-border region respondents and 90 percent of the border region respondents „agreed“ or „totally agreed“ with the specified statement.

Summarising the results of the survey it was concluded that the residents of border regions were better informed about the effect of EU funds and projects for the modernization of border security and value the effect and results of the projects mentioned above better than non-border region residents.

4.1.5. How do you perceive the programmes' added value in comparison with existing national programmes/policies at national, regional and local level, and in relation to the national budget in the area of intervention of the External Borders Fund?

Qualitative research indicated that the significant added value was created through the trainings of the staff and through the development of radio communication and border management systems. Trainings for the Police staff (especially foreign languages courses) resulted the skills of personnel, which are useful and applicable not only for performing the tasks related to the external border security but for other activities of the Police. Installation of modern surveillance system created more effective reporting of the possible illegal border crossing, i.e. the modernisation of the technical means has increased the effectiveness of operations - as the exact location of the violation may be identified at the actual time, it shortens the time of the prevention actions applied by officials. Better work conditions for staff were created in some cases (eg. Viešvilė, Kopgalis). It could be stated that inhabitants of EU external border area feel safer in comparison to the situation that was before the installation of the border video surveillance system.

Scope effects:

4.1.6. How did the Fund enhance your response capacity in relation to detecting irregular crossings and apprehending irregularly entering third-country nationals? When applicable, please illustrate by referring to specific actions and/or projects.

Qualitative research identified that the capacity of SBGS to detect irregular border crossings and detection irregularly entering third – country national was enhanced. Police representatives have stated that detection of irregular border crossings decreased significantly inside the country during the recent years, whereas the conclusion follows that the overall traffic of the violators has decreased. Another indicator – the increase of the detection of irregular crossing facts as a result of the enhanced capability to react at the violation. After the video surveillance system was installed at the border of the Russian Federation the geography of irregular border crossings changed. The number of illegal border crossings at the border with Russian Federation had decreased as the traffic moved to the border with the Republic of Belarus.

4.1.7. To what extent did the Fund contribute in particular to preparing your country for the introduction of the integrated, interoperable European system of surveillance, e.g. EUROSUR?

The amplification of the land border surveillance system was planned under the basis of the multi-annual programme of the External Borders Fund 2007–2013. To implement Step 1, Phase 1 of the EC EUROSUR Communication, the border surveillance system should be gradually installed along selected parts of the external border and interlinked to a communication network. Under the AP 2010 IT system was created. This IT system will be able to collect, fuse and disseminate alarms (received from the Frontier Stations at the territorial coordination centres) to one single **national co-ordination centre**.

Currently the land border surveillance systems of **112 km length** border stretches are operating in Tribonys Frontier Station (PHARE project), Bardinai Frontier Station (PHARE project), Viešvilė Frontier Station (APs 2007–2008) and Plaškiai Frontier Station (APs 2009–2010).

It could be stated that the implementation of the EUROSUR is at the initial phase (Phase 1), therein the impact shall be evaluated during the next evaluation period.

4.1.8. To what extent did the Fund contribute to increasing and improving (local) consular co-operation and creating economies of scale in consulates? When applicable, please illustrate by referring to specific actions and/or projects.

As Lithuania has chosen not to implement the priority No 3 of EBF it should be stated that the Fund did not contribute to any increase or improvement (local) consular co-operation. The cooperation between consulates depends on the needs and goes as natural process. All consulates are financed by national budget. The most common way for cooperation is consultations and know-how exchange between the consular institutions and trainings of the staff.

4.1.9. To what extent did the Fund allow you to research, develop, test and introduce innovative / state-of-the-art technology at borders and in consulates? (such as ABC gates and Registered Traveller Programmes).

The State Border Guard Service information system (hereinafter – VSATIS) is used to record the entries and exists of third-country citizens. Under the AP 2010, VSATIS was adapted to check the authenticity of the visa and the ID of its holder using the number of the visa sticker in combination with verification of fingerprints of the visa holder at the central VIS. The search of the visa holders whose fingerprints cannot be used is carried out only using the number of the visa sticker. VSATIS will be interfaced with the sub-system of the local traffic control through the external border. The activities specified shall be funded by the EU (75 %) and the national budget (25 %).

In the nearest future the State Border Guard Service is not planning to install automated border control systems as passenger traffic at the Lithuanian airport border crossing points are relatively small. The international Vilnius, Kaunas, Palanga and Šiauliai airports are upgraded in line with the Schengen acquis requirements. In case the air passenger traffic will increase dramatically some automated control lanes may be installed at the airports to replace the traditional passenger control booths.

Border guards participate in FRONTEX seminars where newest equipment and border surveillance systems were introduced. SBGS has opportunities to test newest and innovative technologies as suppliers provide their products for testing. Thus it could be stated that Fund allows test indirectly and introduce innovative / state-of-the-art technology.

4.1.10. What alternatives would you have used to address the problems identified at national level should the Fund not have been available? To what extent and in what timeframe would you have been able to address them?

Qualitative research did not indicate the basis for alternatives at national level if the Fund would not be available. Lithuania has one-tenth of whole EU external land border

and there would be no possibility to support all actions that were planned in EBF by Lithuanian national budget.

Only hypothetical presumption could be done that national funding would be about 20 percent of EBF volume excluding STS or it could be presumed that state budget would allocate equally or lower than it is now. Evaluator could also presume that objectives of priorities could be different because of lower national budget possibilities: For example, there could be no possibility to invest in modern technologies of borders surveillances systems.

It was noticed that in some cases priorities are dictated by Fund objectives/targets therefore if there would be no Fund the priorities at national level might be different.

It was agreed that implementation of Special Transit Scheme would not be possible relying only on state budget or the possibilities to implement would be extremely low. Implementation of STS adds additional functions to police and MFA and the state budget could not allocate funding for all STS actions accordingly.

4.1.11. Taking into account the analysis of your programmes' achievements was done above, please evaluate the overall impact of the programmes under the External Borders Fund (choose one or more options and explain):

Border management

- consolidation and limited extension of border management capabilities in your country
- consolidation and significant extension of border management capabilities in your country
- limited modification of practices/tools supporting border management in your country
- significant modification of practices/tools supporting border management in your country
- introduction of new practices/tools supporting border management in your country
- other (please specify)

Visa

- consolidation and limited extension of visa policy capabilities in your country
- consolidation and significant extension of visa policy capabilities in your country
- limited modification of practices/tools supporting visa policy in your country
- significant modification of practices/tools supporting visa policy in your country
- introduction of new practices/tools supporting visa policy in your country
- other

IT systems

- limited contribution to investments in SIS in your country
- significant contribution to investments in SIS in your country
- crucial contribution to investments in SIS in your country
- limited contribution to investments in VIS in your country

- significant contribution to investments in VIS in your country
- crucial contribution to investments in VIS in your country
- other (please specify)

Overall impact of the programmes under the External Borders Fund takes the most significant part at the field of border management and IT systems development. Consolidation and significant extension of border management capabilities was implemented and new practices/tools supporting border management were created (examples of new practices/tools - National Coordinating Centre, biometric data scanners). Also Fund has given possibility to renew facilities which were implemented at the Schengen Facility programme.

External Borders Fund investments in SIS and VIS were considered as crucial contribution. Priority N.3 was not chosen to implement by Lithuania, therefore in the field of Visa policy Fund did not take any impact or the impact is low. The most important factors for visa policy efficiency are political (EU and National priorities), economical and related to migration ones.

Role effects:

4.1.12. To what extent did the Fund enable you to address specific national weaknesses and/or deficiencies at external borders? When applicable, please illustrate by referring to specific actions and/or projects.

The particular geographical situation could be assumed as the biggest specific national weakness since Lithuania is between two territories of Russian Federation. This distinguishes Lithuania among others states. In line with the protocol No.5 on the transit of persons by land between the Kaliningrad region and other parts of the Russian Federation of Lithuania's Accession Treaty, Lithuania assigned the implementation of the obligations provided for in the Joint Statement of the EU and the Russian Federation of 11 November on Transit between Kaliningrad Region and the Rest of the Russian Federation according to which starting from 1 July 2003 the citizens of the Russian Federation receive a Facilitated Transit Document or a Facilitated Rail Transit Document for the journey from the territory of the Russian Federation to the Kaliningrad Region and back. The Special Transit Scheme (2004-2006 – Special Kaliningrad Transit Programme) funded through the Fund complies with the priority of political fields determined within the Community level. Research showed that Special Transit Scheme ensures smooth movement of persons and vehicles through the state borders between Kaliningrad Region and the Rest of the Russian Federation.

Implementation of STS could not have been carried out by national budget and it is considered as the most important impact of EBF.

4.1.13. To what extent did the Fund enable you to address specific national weaknesses and/or deficiencies in the services and facilities available for your country in third countries with regard to visa issuing and/or the (preparation for the) entry of third-country nationals into your country and the Schengen area? When applicable, please illustrate by referring to specific actions and/or projects.

Fund enable to address specific national weaknesses and/or deficiencies in the services and facilities available for Lithuania in third countries with regard to visa issuing and/or the (preparation for the) entry of third-country nationals into Lithuania and the Schengen area when the Kaliningrad Transit became an integral part of the EBF (Special Transit Scheme). It is very important to ensure a good neighbourhood with Russia and Belarus. Special Transit Scheme ensures smooth movement of persons and vehicles through the state border. STS is considered as very important and specific financial instrument with abundant exceptions applicable.

4.1.14. What other effects did the implementation of the Fund bring at national level; different from what was initially expected or estimated? When applicable, please illustrate by referring to specific actions and/or projects.

Qualitative research did not reveal any other unexpected effects that were brought through implementation of the Fund.

4.1.15. Please indicate to what extent the activities co-financed by the Fund would not have taken place without the financial support of the EU and explain:

- they could not have been carried out
- they could have been carried out to a limited extent
- they could have been carried out to a significant extent
- part of the activities carried out by public authorities (namely...) could not have been carried out
- the co-financing of the Fund, activities by other organisations could not have been carried out (namely, if applicable)
- other

The development and updating of video surveillance system, acquiring radio communication terminals, developing of the system for the processing of biometric data are the most effective actions which could not have been carried out without the financial support of the EU or could have been carried out to a very limited extent.

Special (Kaliningrad) Transit Scheme and staff training ensuring functionality of Special Transit Scheme and the staff involved in the application of the Schengen Border Code and the European Code on Visas are the other actions which could not have been carried out by national budget.

Taking into account Lithuania's commitments to EU and that previous versions of information systems were created by national budget, VIS and SIS could have been carried out to a significant extent but might be chosen cheaper not so efficient, technical decisions.

Process effects:

4.1.16. To what extent did the Fund contribute to an efficient management of passenger flows at border crossing points? When applicable, please illustrate by referring to specific actions and/or projects.

Installed modern technologies allowed to increase passenger throughput and reduced document verification time (eg. after modernizing Zokniai Border Crossing Points at the Šiauliai International Airport average one plain check time reduced by 50 min. up to total 90 min., after installing 2 new passenger check cabins at Kaunas international airport average one plain check time reduced by 15 min. up to total 25 min.).

4.1.17. To what extent did the Fund make a difference in the overall development of your national border management system and/or strategies? When applicable, please illustrate by referring to specific actions and/or projects that changed the set-up and/or approach of your public administration.

The Fund makes difference in Lithuania national border management system as implementation of the Fund programme requires good planning and right allocations to objectives, actions and projects.

4.2. RELEVANCE OF THE PROGRAMMES' PRIORITIES AND ACTIONS TO THE NATIONAL SITUATION

4.2.1. Building on the results in the excel sheets and on the analysis under PART III of this questionnaire, please describe, in general terms, how relevant the programme's objectives are to the problems and needs initially identified in the field of borders management. Has there been an evolution which required a reshaping of the intervention?

The Fund, conceived as a capacity building instrument, essentially seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions principally target long-term measures in multiannual programmes and are expressed in 2007, 2008, 2009, 2010 annual programmes which are consistent with multi-annual program. Annual program details actions and projects set, as well involves additional measures corresponding to the problems and needs initially identified in the field of borders management.

Nevertheless few actions of priority 1 and 2 of 2007 and 2010 annual programme were not implemented and the redistribution took place all objectives of priorities 1 and 2 that were set in multiannual programme had been achieved as they were confirmed by EC in revised annual programs and are relevant for the objectives set. None of the actions or projects were cancelled under priorities 4 and 5.

It could be stated that all problems and needs identified in the field of borders management in 2007, 2008, 2009 and 2010 Annual Programmes of the External Border Fund are relevant and had not been reshaped because of the intervention.

4.3. EFFECTIVENESS OF THE PROGRAMME

4.3.1. Building on the results in the excel sheets and on the analysis under PART III of this questionnaire, please highlight the key results of the programme overall and the extent to which the desired results and objectives (as set out in the multiannual

programme) have been attained. Are the effects resulting from the intervention consistent with its objectives?

The Fund as a capacity building instrument seeks to co-finance purchase, upgrading, development, installation and renovation of infrastructure, IT systems, equipment and means of transport. Capacity building actions target long-term measures in multiannual programme principally. Measures are expressed in APs which are consistent with multi-annual program. Annual programs detail more the actions and projects set as well involves additional measures corresponding to the fund's priorities. All outputs achieved as they were confirmed by EC in revised annual programmes and are relevant for the objectives set. The revision of annual programmes allowed to direct saved funds for new projects aimed to increase border security.

BORDER MANAGEMENT

Projects of the AP 2007-2010 are essential factor of continuous improvement of overall border management in Lithuania. The programmes increase the level and quality of border infrastructure, human resources and help to introduce novel tools for more efficient execution of daily functions. Objectives for priorities 1 and 2 set in multiannual programme for EBF “national” part were achieved. Smoother movement of persons and vehicles through the state border at border crossing points is ensured; checks at border crossing points of persons, vessels and other means of transport arriving to and departing from the Republic of Lithuania through the state border are carried out according to the requirements of the legal acts and international standards is executed and etc.

As well objectives for priority 1 set in multiannual programme for STS were achieved. Maintenance, supervision and modernisation, upgrade and development of the system for issuance and delivery of the FRTD and FTD was ensured; control over the persons and transit trains travelling according to the simplified transit procedure executed; a more efficient and rapid identification of persons that breached the simplified procedure for transiting through the Republic of Lithuania is running; improvement of the security of railway transit strips by developing surveillance system is implemented and etc.

Positive impact of projects implemented could be traced for all beneficiaries, as average document examinations have been shortened by the time spent; as well longer border distance is video surveyed; more checks could be performed during the same time; substantially bigger percentage of equipment and systems were renewed.

VISA POLICY AND MANAGEMENT OF MIGRATION FLOWS ABROAD

Priority No 3 was not chosen to implement by Lithuania.

DEVELOPMENT OF IT SYSTEMS SUPPORTING BORDER MANAGEMENT AND MANAGEMENT OF MIGRATION FLOWS

Priority 4 – Support for the establishment of IT systems required for the implementation of EU legal instruments in the field of external borders and visas

For the priority 4 the project results achieved grouped by actions having same kind of IT systems are presented in table 17. It could be stated that the results under this priority are achieved and they largely depend on the development of systems on EU level – the tests of systems are constantly performed.

None of the actions or projects were cancelled under priority 4. However, during the execution of annual programme the redistribution took place and all project objectives set were achieved. It could be predicted that priority's aims were achieved as the systems are functioning. The impact of this priority and actions under it is positive, as systems were a necessity in order to ensure border management and visa policy.

Projects of the programme are essential factors of continuous improvement of overall IT systems of border management & visa policy in Lithuania. The programmes help to introduce novel tools for more efficient execution of daily functions. Objectives for priority 4 set in multiannual programme set for EBF “national” part and STS were achieved: Based on project execution information provided in annex all the goals set for projects under this priority are met and the effects resulting from the intervention are consistent with priority 4 objectives.

TRAINING, RISK ANALYSIS AND STRATEGY SUPPORT

Priority 5 – Support for effective and efficient application of relevant EU legal instruments in the field of external borders and visas, in particular

Under this priority two groups of actions could be distinguished: staff trainings and STS operational costs.

Trainings contribute a lot to more effective and efficient application of relevant instruments in the field of external borders and visas. Projects of the programme are essential factors of continuous improvement of overall border management & visa policy in Lithuania. The programmes increase skills of human resources and help to maintain equipment or systems for more efficient execution of daily functions. Objectives for priority 5 set in multiannual programme set for EBF “national” part and STS to train staff were achieved.

None of the actions or projects were cancelled under priority 5.

The impact of this priority and actions under it are treated as positive, as participants of trainings rank courses as valuable and beneficiaries confirm that STS operational costs are critical for STS implementation, especially during economic crisis. Based on project execution information provided in annex the goals set for projects under this priority are met and consistent to the objectives of the priority 5.

Taken into account the amounts allocated for the Special Transit Scheme, the overall allocation to Lithuania places the country into top 5 financed under EBF financing in EU. As reflected in annex all projects' outputs were achieved, AP resources not exceeded. The average AP implementation rate is over 90 % in financial terms. Main financing is concentrated in Lithuania on priority 5, as this priority includes STS operational costs. The expenditures under priority 5 are absorbed through 39 projects.

As All project level outputs and results were achieved as well as priorities 1, 2, 4, 5 objectives and the external borders are more secure, IT systems ensure fluent flow of data and information, and staff trainings allow officers to more effectively apply EU regulations in practice it could be stated overall that effects resulting from the intervention are consistent with priorities' objectives.

4.4. EFFICIENCY OF THE PROGRAMME

4.4.1. What were the programme management costs according to the categories below for the programme years 2007 to 2010?

Table n° 21

Calendar year	TA contribution (€)	National contribution (€)*	National contribution in-kind (offices, IT tools) – (€ estimate)**	Total (€)
2007				
2008	106.270,48			106.270,48
2009	258.772.89			258.772.89
2010	481.698,18			481.698,18
2011	447.658,91			447.658,91
First six month 2012	551.085,28			551.085,28

* Intensity of TA for administration of the fund is 100%, therefore national contribution neither for staff nor for travelling or events related to Fund administration is not foreseen

** National contribution in kind is not recounted, as offices and general IT systems are calculated for whole institution and proportion not distinguished particularly for Fund.

4.4.2. Breakdown by different categories of the national contribution in-kind (from point 4.4.1. above) *

Table n° 22

Calendar year	Staff within the RA, CA, AA (n°& €)	IT and equipment (€)	Office/ consumables(€)	Travelling/events	Total (€)
2007					
2008					
2009					
2010					

2011					
First six month 2012					

* According data supplied by the RA.

4.4.3. What is your opinion on the overall efficiency of the programme implementation?

Building on the results in Table n° 14 it could be stated that key results (as set out in the multiannual programmes) have been attained fully and are consistent with its objectives. All project objectives were achieved in terms of financial absorption and quantitative project outputs. All priorities in average financial consumption absorption level is over 90 %. Priority 5 is the largest in scope and was implemented over 92 percent. Smaller in scope priorities 2 and 4 were implemented over 99 percent.

All project objectives were achieved in terms of financial absorption and quantitative project outputs. Based on table No. 14 all priorities in average financial absorption level is over 90 %.

Having in mind all mentioned above that the overall efficiency of the programme implementation could be stated as high.

4.5. COMPLEMENTARITY

4.5.1. Please indicate any issues you have had with establishing the complementarity and/or synergies with other programmes and/or EU financial instruments.

The main investments before the fund in this area were made by Schengen Facility and Phare assistance. Same beneficiaries can be traced in Twinning projects, Transition facility, Interreg, but different fields and means financed. From non EC financing, police department and police school received financing from EEE-Norwegian funds in previous period, but for different fields (e.g. human trafficking).

4.5.2. Please indicate, for the period 2007-2010, any complementary funding available in the area (besides national sources mentioned already at point 1.1.2.)

At the same time only European Social Fund (ESF) provides financing for staff trainings of institutions involved in trainings supported by Fund means. It should be stated that trainings of the Fund has different trainings objectives from those funded through ESF. Objectives of trainings that are supported through the Fund are specific and correspond to the Fund actions and objectives. It should be stated that trainings that were supported through the Fund had had high added value.

GLOSSARY OF ACRONYMS

Acronym Description

AA – Audit Authority (Internal Audit Division of the MoI)
BCP - Border Crossing Point
CA – Certifying Authority
DA – Delegated Authority
EBF – External Borders Fund
EBF “national” part – External Borders Fund without Special Transit Scheme
EC – European Commission
ITCD – Information Technology and Communications Department under the MoI
FRTD –Facilitated Rail Transit Document
FTD – Facilitated Transit Document
MFA – Ministry of Foreign Affairs of the Republic of Lithuania
MoI – Ministry of the Interior of the Republic of Lithuania
PD – Police Department under the MoI
PSS – Public Security Service under the MoI
RA – Responsible Authority
SBGS – State Border Guard Service under the MoI
STS – Special Transit Scheme
SIS – Schengen Information System
VIS – Visa Information System
VSATIS - State Border Guard Service Information System