ANNEX

Report on the reintroduction or prolongation of border control at the internal borders

1. **Report submitted by:**

The Netherlands

2. **Date of submission:**

28 October 2026

3. **Period covered by the report:**

This report covers the period of internal border controls from 9 December 2024 up to and including 30 September 2026. The reintroduction of internal border controls by the Netherlands was initially communicated by notification of 11 November 2024. The first prolongation of internal border controls was communicated by notification of 25 April 2025. The second prolongation of internal border controls was communicated by notification of 10 November 2025. The third prolongation of internal border controls was communicated by notification of 8 May 2026.

4. **Report submitted:**

■ within 4 weeks of the lifting of border control at internal borders

☐ at the expiry of the first 12 months, where border control was prolonged as referred to in Article 25a(5) of Regulation (EU) 2016/39900

☐ at the expiry of the second 12 months, where border control was prolonged as referred to in Article 25a(5) of Regulation (EU) 2016/399

5. **Report in relation to the lifting of border control at the internal border after:**

☐ first reintroduction of border control at internal borders (unforeseeable event): Article 25a(1) of Regulation (EU) 2016/399

☐ prolongation of border control at internal borders (unforeseeable event): Article 25a(3) of Regulation (EU) 2016/399

☐ first reintroduction of border control at internal borders (foreseeable event): Article 25a(4) and (5) of Regulation (EU) 2016/399

■ prolongation of border control at internal borders (foreseeable event): Article 25a(4) and (5) of Regulation (EU) 2016/399

☐ prolongation of border control at internal borders after 2 years, for major exceptional situation: Article 25a(6) of Regulation (EU) 2016/399

☐ prolongation of border control at internal borders after 2 years and 6 months, for major exceptional situation: Article 25a(6) of Regulation (EU) 2016/399

☐ reintroduction of border control at internal borders in accordance with a Council Implementing Decision: Article 28(1) and (5) of Regulation (EU) 2016/399

6. **Description of the practical implementation of border control at internal borders (per part and/or border crossing point)**

From 9 December 2024 up to and including 30 September 2026, 69,770 persons, of whom 49,580 were EU nationals, were checked at the Dutch land border with Belgium and 112,920 persons, of whom 78,220 were EU nationals, were checked at the Dutch land border with Germany. From 28 July 2025 up to and including 30 September 2026, the Royal Netherlands Marechaussee (RNLM) has carried out internal border controls at airports on intra-Schengen flights. In this period, 398,570 persons, of whom 336,890 were EU nationals, were checked on intra-Schengen flights. From 9 December 2024 up to and including 30 September 2026, 18,010 vehicles were checked at internal border controls at the Dutch land border with Belgium and 25,910 vehicles were checked at the Dutch land border with Germany. Passengers on 4,730 intra-Schengen flights were subject to internal border controls. The internal border controls were carried out statically, through spot checks. At the land borders with Belgium and Germany, the RNLM conducted 8,610 control operations. The total duration of internal border controls at the Dutch land borders with Belgium and Germany from 9 December 2024 up to and including 30 September 2026 was at least 11,880 hours. The total duration of internal border controls at the Dutch land border with Belgium in this period was 4,090 hours, excluding internal border controls on trains. Internal border controls at the Dutch land border with Germany were carried out for 7,790 hours, excluding internal border controls on trains. The total duration of internal border controls at airports was at least 10,950 hours. These numbers concern the total number of hours during which individual officers carried out internal border controls. On average, 70 intra-Schengen flights were checked per week in the context of internal border controls.

The internal border controls by the Netherlands were carried out by the RNLM. Internal border controls were only carried out on incoming traffic. Internal border controls were information- and risk-based and carried out on highways, motorways in border areas, cross-border train routes and incoming intra-Schengen flights. The Ministry of Infrastructure and Water Management and Rijkswaterstaat (the ministry's department of waterways and public works) supported these controls by implementing traffic measures. Automatic Number Plate Recognition (ANPR) systems operational at the border were also used, allowing the RNLM to conduct information- and risk-based checks, for example by checking vehicles that had been flagged by the authorities. For internal border controls at the land borders with Belgium and Germany, a border officer of the RNLM selected incoming vehicles for checks. After selection, the vehicle was taken to a static control post adjacent to the road and subjected to a border check. No cross-border traffic-connections were closed in order to carry out internal border controls. International trains were also checked according to an information- and risk-based approach, with passengers being randomly checked on the train or after arrival at the first station in the Netherlands. The same applied to intra-Schengen flights, where a number of flights were selected on the basis of information and risk analysis, and then checked. In most cases, part of the flight was checked (at the gate or at the counter) after arrival. The RNLM has carried out internal border controls along the entire land border with Germany and Belgium in the same manner.

Neighbouring Member States were notified in advance of the Netherlands' intention to reintroduce and prolong internal border controls. There have been regular meetings with relevant Member States at an operational, administrative and political level to discuss mitigating measures and to address the reasons for the reintroduction of these controls.

On 2 June 2026, the Commission published its opinion on the proportionality and necessity of temporary internal border controls by the Netherlands. The Commission's recommendations to address any legal or operational obstacles that stand in the way of improving the effectiveness and broadening the scope of alternative measures and to work towards phasing out of border control at internal land and air borders aligns with the Dutch government's decision of 8 May 2026. This decision entailed the extension of temporary internal border controls as a transitional measure pending the entry into force of the expanded legal framework for mobile security monitoring (MTV) checks. In addition, the Commission recommended further strengthening cooperation with neighbouring countries—including regarding information exchange, existing bilateral readmission agreements, practical arrangements for transfers, and enhanced collaboration under the Treaty of Enschede and the Benelux Police Treaty. Work on this is currently underway at the administrative level.

As regards the risk assessments made prior to, during or after the reintroduction of border control at internal borders, notifications on the first, second and third prolongation of internal border controls by the Netherlands stated that the current threat level was comparable to that at the time of reintroduction of internal border controls. Additionally, it was difficult to predict how long the threat would persist, as pressure on external borders and secondary flows is subject to fluctuations. With regard to limiting the duration of the internal border controls wherever possible, it was stated that the Netherlands was working on amending national legislation with a view to improving and enhancing the effectiveness of mobile security monitoring checks (MTV) (on the basis of the Aliens Act 2000 (Vreemdelingenwet 2000) and Article 23 of the Schengen Borders Code (SBC)), including changes to the restrictions on the number and duration of police checks. Therefore, the duration of the third prolongation of border controls at internal borders was for a shorter time period than six months. Internal border controls were prolonged up to and including 30 September 2026 at the latest. The controls would have been discontinued earlier if the revised national legal framework for police checks in accordance with Article 23 of the Schengen Borders Code had already been in place. The risk assessments in the notifications are considered accurate.

The Netherlands has been in close contact with neighbouring countries Belgium and Germany to improve cooperation on internal border controls (including the transfer of foreign nationals). To this end, a cooperation protocol between Belgium and the Netherlands regarding Benelux transfers entered into force on 15 September 2025. Additionally, at an operational level there has been daily or weekly contact between the RNLM and Belgium and Germany regarding operational details. At a tactical level, periodic consultations are held on cooperation, while at a strategic level periodic consultations are held with Belgium and Germany on strategy and policy at the internal border. Additionally, the Netherlands and Germany are exploring their options for improving their cross-border cooperation in the internal border area. At the moment, Germany and the Netherlands are jointly reviewing the Treaty of Enschede as a basis for the cross-border cooperation. In addition, the Netherlands is in contact with Belgium to review whether or not cooperation on transfers can be improved.

7. **Initial and follow-up assessment, as well as *ex-post* assessment, of proportionality and necessity**

7.1. **Appropriateness: extent to which the reintroduction or prolongation of border control at internal borders adequately remedied the Threat**

The Netherlands' reasons for introducing internal border controls in December 2024 relate to the significant impact of the continued influx of irregular migration, particularly secondary flows through which asylum seekers also reach the Netherlands. The internal border controls were aimed at combating irregular migration and cross-border (migration) crime, such as human smuggling. The pressure from irregular migration and human smuggling causes problems in the migration system, particularly the asylum process and reception. These problems are exacerbated by the inadequate functioning of the Dublin system. In April 2025, and again in November 2025, a decision was made to extend the temporary measure due to the persistence of these reasons for reintroducing internal border controls. In May 2026, a decision was made to extend the temporary internal border controls as a transitional measure for a shorter period of time due to the persistence of these reasons for reintroducing internal border controls and pending the entry into force of the expanded legal framework for mobile security monitoring (MTV) checks (Article 4.17a and 4.17b of the Aliens Decree) in order to improve and enhance police checks in accordance with Article 23 of the Schengen Borders Code.

According to Frontex figures[1], in 2024 there were a total of over 239,000 irregular border crossings at the external borders of the EU. In 2025[2] the number of irregular border crossings at the external borders of the EU declined by 26% compared with 2024. However, the absolute number of irregular border crossings in 2025 (178,000) remains significant. The number of first asylum applications in the Netherlands decreased by 25% in 2025 compared to 2024, compared to an EU-wide decrease of 26%. The persistent pressure on the Dutch migration system, together with the fact that the results of the European Pact on Migration and Asylum were not yet apparent, means there remained a need for an effective instrument for the RNLM to counter irregular migration. It can be concluded that the combination of measures by multiple Member States has contributed to tackling the identified threat of irregular migration and cross-border crime, such as human smuggling, which prompted the reintroduction and prolongation of controls by the Netherlands at internal borders. With the entry into force of the expanded legal framework for mobile security monitoring (MTV) checks, MTV constitutes a solid and sustainable alternative to the temporarily reintroduced internal border controls as an effective instrument that the RNLM can use to counter irregular migration .

1. https://www.frontex.europa.eu/publications/2024-in-brief-PEEHJe
2. https://www.frontex.europa.eu/media-centre/news/news-release/frontex-irregular-border-crossings-down-26-in-2025-europe-must-stay-prepared-lyKpVb

7.2. **Reasons for which it was not possible to attain the objectives by:**

a) the use of alternative measures, such as proportionate checks carried out in the context of checks within the territory as referred to in Article 23, point (a), of Regulation (EU) 2016/399;

b) the use of the procedure laid down in Article 23a of Regulation (EU) 2016/399;

c) other forms of police cooperation provided for under Union law;

d) common measures regarding temporary restrictions on travel to the Member States as referred to in Article 21a(2) of Regulation (EU) 2016/399).

Before the reintroduction of the temporary measure of internal border controls, the RNLM performed mobile security monitoring checks (MTV) on the basis of the Aliens Act 2000 (Vreemdelingenwet 2000) and Article 23 of the Schengen Borders Code (SBC) in the border regions with Belgium and Germany and at airports. Such MTV checks, performed on a random basis and/or based on information and intelligence, are carried out on roads, on trains, and at airports for certain flights arriving from the Schengen area. The duration and frequency of MTV checks are limited by the legal framework in the Aliens Decree. Although the legal framework does allow for intensified MTV checks, the advantage of internal border controls is that there is no legal limit on the number of checks the RNLM may conduct. The only limit on internal border controls is the available RNLM capacity. The temporary reintroduction of internal border controls has enabled the RNLM to carry out checks for a longer period of time, to conduct more checks at the same spot, and to swiftly and effectively deny entry to individuals who do not fulfil the conditions under the Schengen Borders Code.

7.3. **Impact on the movement of persons within the area without internal border control and the functioning of cross-border regions**

The RNLM has been instructed to conduct border checks in such a way as to minimise the impact on cross-border traffic, for example by refraining from measures that could disrupt traffic flows. In addition, the Dutch authorities attach great importance to remaining in close contact with the Belgian and German authorities to prevent internal border checks from having a significant impact on the movement of persons and goods. Furthermore, the Netherlands is committed to ensuring that the economic, social and infrastructural impact on border regions and their residents is minimised to the greatest possible extent. Therefore, since the reintroduction of internal border controls, the impact on traffic flows and cross-border regions has been closely monitored, including through continuous contact with local authorities, other ministries and neighbouring Member States. To date, there have been no indications that the Dutch border controls have had a significant negative impact on the border regions. The border checks have been carried out along the entire border with Germany and Belgium, on both highways and motorways. Inconvenience is also limited by the way in which the border controls have been spread out.
The border regions of the Netherlands, as notified under Article 42b of Regulation (EU) 2016/399, are the provinces Groningen, Drenthe, Overijssel, Gelderland, Limburg, Noord-Brabant and Zeeland. In communications that the Ministry of Justice and Security has had with municipalities in the border regions and provinces bordering Belgium and Germany, municipalities and provinces have indicated that the Netherlands' internal border controls have resulted in a greater psychological barrier and that this would have consequences for cross-border cooperation initiatives as well as the cross-border labour market and international cohesion. However, other municipalities in the border regions have not noticed any negative impact relating to internal border controls.

7.4. **If the threat consisted of an exceptional situation characterised by sudden large-scale unauthorised movements of third country nationals, within the meaning of Article 25(1), point (c), of Regulation (EU) 2016/399**

N/A

7.5. **If applicable, factors that led to the decision to lift border control at internal borders**

At the same time as reintroducing internal border controls, the Netherlands has worked on amending national legislation in order to improve and enhance police checks in accordance with Article 23 of the Schengen Borders Code (mobile security monitoring checks; MTV). In the notification of the prolongation of Dutch internal border controls in May 2026, it was stated that once the revised national legal framework for police checks in accordance with Article 23 of the Schengen Borders Code came into effect, the Netherlands would terminate internal border controls based on Article 25 of the Schengen Borders Code. The revised legal framework for mobile security monitoring checks aims to provide the RNLM with greater flexibility in conducting routine checks in the internal border area. The amendment to the legal framework entails, among other things, an increase in the maximum number of checks per mode of transport (aircrafts, trains, buses, ships, cars, and trucks). Additionally, it enables the RNLM to operate more effectively and increasingly based on information and risk assessments. The revised legal framework for MTV constitutes a solid and sustainable alternative to the temporarily reintroduced internal border controls. This legal framework came into effect on 24 September 2026. The RNLM has stopped performing internal border controls on 30 September 2026.

7.6. **If available, number of persons apprehended during the reintroduction of border control at internal borders**

From 9 December 2024 up to and including 30 September 2026, 300 persons were apprehended in the context of internal border controls. 40 persons were apprehended on suspicion of human smuggling. <5 persons were apprehended on suspicion of human trafficking. 260 persons were apprehended on suspicion of criminal offences other than human smuggling or human trafficking. Zero persons were apprehended at internal border controls for failing to meet the entry requirements stated in Article 6 of the Schengen Borders Code.

7.7. **Number of applications for international protection made at the internal border during the reintroduction or prolongation of border control at internal borders**

From 9 December 2024 up to and including 30 September 2026, 140 persons at the internal borders with Belgium and Germany indicated that they wanted to apply for international protection. At airports, 30 persons indicated during internal border controls that they wanted to apply for international protection.

8. **Refusal, transfer and readmission at the internal borders**

From 9 December 2024 up to and including 30 September 2026, a total of 650 third country nationals were not admitted at the internal borders with Belgium and Germany during the reintroduction of internal border control. In this period, 350 persons who were not admitted were issued with a return decision following a refusal of entry decision under analogous application of Article 14 of Regulation (EU) 2016/399. During internal border controls at airports 22 persons were given immediate return orders during internal border controls.

At the same time as conducting border controls, the RNLM carried out surveillance in the internal border areas through cross-border police teams pursuant to Article 23 of the Schengen Borders Code and the Treaty of Enschede. These teams are composed of Dutch and German units from the Dutch police, the RNLM, and the Bundespolizei. This cooperation stems from the Treaty of Enschede, and mainly focuses on cross-border crime. Transfer and readmission of persons apprehended during checks by these cross-border police teams are executed in accordance with Article 23a of the Schengen Borders Code.

9. **Overview of measures applied in parallel during the reintroduction or prolongation of border control at internal borders**

In the first year following the reintroduction of internal border control, the RNLM did not carry out MTV checks in the border regions with Belgium and Germany under Article 23 of the Schengen Borders Code. As of February 2026, the RNLM gradually began carrying out MTV checks in the internal border area, in parallel with internal border controls based on Article 25 of the Schengen Borders Code. The RNLM is permitted to perform both instruments concurrently. From 28 July 2025 up to and including 30 September 2026, no MTV checks were carried out on intra-Schengen flights.

The Netherlands and Belgium have been continuously in contact with regard to enhancing cooperation on checks at the internal borders. The Netherlands and Belgium have agreed on a cooperation protocol with regard to improving the transfer process for migrants who are apprehended there.

The Netherlands and Germany have continuously explored possibilities to improve their cross-border cooperation. The RNLM works closely with the Bundespolizei in the border area at the Joint Border Coordination Center (GGC). The GGC combats illegal border crossings and illegal residence in the Netherlands and Germany by exchanging information. The GGC is staffed 24/7 by RNLM and Bundespolizei personnel. The Netherlands and Germany also have bilateral agreements in place on the transfer of aliens refused entry in the context of border surveillance. Cooperation agreements/MoUs are in place between the RNLM and the Bundespolizei. As stated in section 8, the RLNM has carried out surveillance in the internal border areas through cross-border police teams composed of Dutch and German units from the Dutch police, the RNLM and the Bundespolizei. The Joint Border Coordination Center and the Border Police Teams are active in the German-Dutch border area and work together with German counterparts.

Coordinated checks are carried out incidentally with the Belgian Immigration Office and the Bundespolizei, and the RNLM contributes to multinational and multidisciplinary checks in the field of document expertise and migration flows.

The Euregional Police Information Coordination Centre (EPICC), established in 2005, facilitates the exchange of information between Belgium, the Netherlands and Germany. Its staff work together directly to combat cross-border crime and prevent offences and threats to public order and safety, particularly in the border region.

10. **Confidentiality of information (Article 35 of Regulation (EU) 2016/399)**

N/A