

Final Report on the evaluation of the Accession-oriented Dutch European Proficiency Training Programme (ADEPT) and the Matra Training Programme for European Cooperation (MTEC)

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Table of contents

ABBREVIATIONS AND ACRONYMS	4
EXECUTIVE SUMMARY	5
Relevance	5
Effectiveness	6
Efficiency	8
Outcome	10
Recommendations	10
1. INTRODUCTION	14
1.1 General	14
1.2 Evaluation purposes	14
1.3 Evaluation approach	14
1.4 Report structure	16
1.5 Acknowledgements	17
2. POLICY DEVELOPMENT	18
2.1 Introduction	18
2.2 General Matra policy framework/context	18
2.3 Matra training programmes	18
2.4 Policy with respect to eligible countries	20
2.5 Policy with respect to course and academic programme topics	21
2.6 Summary of evaluation findings	21
3. ADEPT / MTEC MANAGEMENT	23
3.1 Introduction	23
3.2 Division of responsibilities between the parties involved	23
3.3 Planning	24
3.4 Selection of training providers	25
3.5 Programme Monitoring & Evaluation (M&E)	26
3.6 Reporting and consultations on Programme implementation	27
3.7 Financial management	28
3.8 Summary of evaluation findings	31
4. SHORT COURSES AND ACADEMIC PROGRAMMES: IMPLEMENTATION	33
4.1 Introduction	33
4.2 Courses and academic programmes implemented	33
4.3 Responsiveness to needs	36
4.4 Training programme quality	40
4.5 Quality assessment by trainees	42
4.6 Summary of evaluation findings	44
5. SHORT COURSES AND ACADEMIC PROGRAMMES: TARGET GROUPS/TRAINEES	46
5.1 Introduction	46
5.2 Getting applications – marketing and recruitment	46
5.3 Selection and selection criteria	47
5.4 Number of participants – by year, course or academic programme	49
5.5 Summary of evaluation findings	52
6. NETWORKING	53
6.1 Introduction	53
6.2 Networking initiatives during the training	53
6.3 Networking and the EVD/CROSS database	54
6.4 Networking with the Netherlands	54



6.5 Networking at national level and East-East contacts	56
6.6 Summary of evaluation findings	57
7. PROGRAMME OUTCOME	58
7.1 Introduction	58
7.2 Outcome for the individual trainee	58
7.3 Capacity development	59
7.4 Goodwill	61
7.5 Summary of evaluation findings	62
APPENDIX 1: TERMS OF REFERENCE EVALUATION OF THE MATRA TRAINING PROGRAMME FOR EUROPEAN COOPERATION (MTEC)	65
APPENDIX 2: DOCUMENTATION USED IN THE COURSE OF THE EVALUATION	69
APPENDIX 3: PERSONS INTERVIEWED IN THE COURSE OF THE EVALUATION	72
APPENDIX 4: EVALUATION METHODOLOGY	74
1.1 Introduction	74
1.2 Programme characteristics and indicators	74
1.3 Data collection tools	75
1.4 Limitations	78



Abbreviations and acronyms

ADEPT	Accession-oriented Dutch European Proficiency Training Programme
DZO/UM	Directie Zuidoost en Oost-Europa, Afdeling Uitvoering Matra (Southeast and Southern Europe Division, Department Implementation Matra), Ministry of Foreign Affairs
ENP	European Neighbourhood Policy
EU	European Union
EVD	Economische Voorlichtingsdienst (Agency for International Business and Cooperation), Ministry of Economic Affairs
FLEX	Matra Flex for short-term incidental interventions
HOB	How to Operate in Brussels
IAC	International Agricultural Institute
IOB	Inspectie Ontwikkelingssamenwerking en Beleidsevaluatie (Inspection Development Cooperation and Policy evaluation), Ministry of Foreign Affairs
ISPA	Instrument for Structural Policies for Pre-Accession
KAP	Kleine Ambassade Programma (Small Embassy Programme)
KvW	Keuringdienst van Waren (Food Inspection)
LNV	Ministerie van Landbouw, Natuur en Voedsel (Ministry of Agriculture, Nature and Food)
Matra	Maatschappelijk Transformatieprogramma
MDF	Management for Development Foundation
MES	Matra voor Europese Samenwerking (Matra for European Cooperation, MEC)
MOP	Matra Opleidingen Programma (Matra Education Programme)
MPAP	Matra Pre-Accession Program for project support to Candidate member states
MTEC	Matra Training Program for European Cooperation (Matra training programma voor Europese Samenwerking)
NEA	Transport Onderzoek en Opleiding
NEI	Nederlands Economisch Instituut (predecessor of ECORYS)
NSPH	Netherlands School of Public Health
OCW	Ministerie van Onderwijs, Cultuur en Wetenschappen (Ministry of Education, Culture and Science)
RVD	Rijksvoorlichtingsdienst (Netherlands Government Information Service)
SF	Structural Funds
ToR	Terms of Reference
V&W	Ministerie van Verkeer en Waterstaat (Ministry of Transport, Public Works and Water Management)
VWS	Ministerie van Volksgezondheid, Welzijn en Sport (Ministry of Health, Welfare and Sport)
WUR	Wageningen Universiteit Research Centrum (Wageningen University Research Centre)



Executive Summary

This report reflects the outcomes of the evaluation of the Matra Training for European Co-operation programme (MTEC), established in 2005, and its predecessor ADEPT (Accession-oriented Dutch European Proficiency Training Programme), operating between 1999 and 2004. Within the framework of ADEPT and MTEC, short training courses of 2-3 weeks on key EU related topics have been provided. Under MTEC also fellowships have been provided for 12-24 months' academic programmes conducted at universities in the Netherlands. The short courses aimed at capacity building through training of senior and mid-level government officials from the Matra partner countries. The academic programmes at young, promising students and junior civil servants. Secondary aim of the programme was to develop relationships between the Netherlands and the Matra-countries.

As per the Terms of Reference, the evaluation objectives were: charting the effectiveness of the programme; evaluating the efficiency of agreements and procedures for implementing the programme; formulating recommendations for the future.

Several tools were used to collect information from the various stakeholders involved in Programme implementation, including the Netherlands Ministry of Foreign Affairs, the Department for International Business and Cooperation of the Ministry of Economic Affairs (EVD), training course and academic programme providers and line Ministries in the Netherlands, as well as Netherlands embassies, the National Coordinators, and participants in the short courses and academic programmes and their employers in the Matra partner countries. To guide this data collection process a series of indicators for programme quality and relevance, effectiveness, efficiency and outcome, was agreed upon. These were based on the objectives and the key characteristics of ADEPT and MTEC.

The evaluation tools used were the following: (a) study of policy documents, agreements, annual programme-level reports, correspondence as well as a range of materials on the training courses and academic programmes; (b) structured interviews with stakeholders in the Netherlands. These were complemented by interviews with stakeholders in Romania and Turkey during field visits that were conducted in April 2008; (c) a series of questionnaires, including (i) an on-line questionnaire to obtain feedback from former participants on their assessment of the quality and relevance of the short courses and what they had done after returning home; (ii) a questionnaire for MTEC contact points at the Netherlands embassies in the Matra partner countries to obtain information on their role in programme management and networking; and (iii) a questionnaire for the National Coordinators to collect information on their involvement in the ADEPT/MTEC programmes; and (d) focus group sessions with former ADEPT/MTEC participants in Turkey and Romania. These sessions focused on what participants had been able to do with their newly acquired skills and knowledge within their own organisation, what networking had developed, as well as their perception of the Netherlands and the modalities of the current Programme.

The following paragraphs provide a summary of the main findings, conclusions and recommendations, whereby evaluation findings, in line with the Terms of Reference have been re-grouped under the headings of relevance, effectiveness, efficiency and outcome.

Relevance

The evaluation confirms that the short training courses have been relevant, i.e. responding to training needs that existed and continue to exist in the Matra partner countries, and that these courses have been of high quality. The relevance of the training is also underscored by the



evaluation finding that some 95% of the participants have been able to make effective use of the knowledge and skills acquired during the training sessions.

EVD/CROSS and the training providers have used various instruments to gauge the training needs to make sure that the courses remain up to date. The Netherlands line ministries have been instrumental in some cases in this respect as well; the same is true for the National Coordinators in the Matra partner countries. Furthermore the Ministry of Foreign Affairs suggested some training topics.

Relevance of the training provision is also confirmed by the finding that the number of applications received has outweighed the number of places available. This has been the case throughout the years and for all courses and academic programmes, though with variation.

Most of the participants in the short courses were selected from organisations and institutions at central level that were responsible for preparing for EU accession. Only 9% of the 3,887 participants came from institutions in the regions. Interviews held in Romania indicated e.g. that there remains a considerable need for training related to *acquis communautaire implementation* at this regional level. To date, local training institutions do not address these needs. Only in a few cases was training in the Netherlands combined with follow-up training at national level or were courses organised for a specific national audience. These courses have allowed for more in-depth reflection and follow-up and addressed the specific country-level needs. They also enabled those who would otherwise not qualify to participate, mainly because of English language requirements.

Relevance of the short courses for the eastern and southern neighbouring states is nevertheless an emerging issue of concern. The current broad range of eligible countries requires a difficult balancing act of the training providers in the Netherlands – satisfying diverse training needs for an increasing variety of participants. Presently, certain course elements have been evaluated as more relevant for some and less so for others. Training providers have resolved this issue by either conducting parallel training sessions or by making effective use of this differentiation in the training process.

For the academic programmes, competition is ‘open’, resulting in a broad range of participants who are often at the start of their career. The relationship with strengthening of government institutions in the Matra partner countries is distant at best – participation is highly individual and a minority works for the public sector.

Effectiveness

Policy objectives have remained formulated in quite generic terms, with a focus on concrete activities related to the primary aim of capacity building. No clear indicators were identified to effectively monitor and evaluate programme achievements in the field of capacity building. In terms of policymaking, focus was on choice of countries and training activities. Insufficient thought was given to the relationship between primary and secondary aims: in other words, limited attention was paid to how these training activities could most effectively contribute to the secondary aim of ‘creating sustainable networking relations with the Netherlands’ and to ‘strengthening and capacity building of related education institutions (‘sister institutions’) in partner countries’. The annual planning exercises of EVD/CROSS and the Ministry of Foreign Affairs were not explored sufficiently to further shape MTEC policies in this respect. Though other Matra instruments may entail training of civil servants in topics similar to those addressed through MTEC, little systematic thought was given on how to strengthen relationships.

The geographical scope of the programmes was partly determined by the evolution of EU-membership status of the Matra partner countries, partly it followed the EU policy as regards



southern and eastern neighbours. This geographical scope was neither always well understood by nor always well communicated to other stakeholders involved in the Programme. It also did not necessarily tally with priorities of the individual Netherlands line ministries.

Over the years, 3,887 people were reached through a variety of short training courses (84) and 297 participated in academic programmes (5). The short courses were meant for senior and mid-level government officials. The available data indicates that this target group has been reached with at least half of the 3,887 course participants coming from the higher echelons plus 40% operating at mid-level. 45% of participants were between 20 and 30 years of age. Almost 2/3rd of the participants in the courses were female, mainly because of the high number of female civil servants in the Matra partner countries, also in more senior positions. The courses hardly reached high-level male civil servants. A total of 168 persons participated in more than one course; this occurred primarily in the ADEPT years but has continued to a limited extent to date despite efforts made to avoid approval of ‘course hoppers’. In the different Matra countries, 50-60% of the trainees have come from a limited number of key ministries and other state bodies; this confirms the programme’s contribution to the establishment of a ‘critical mass’. Which institution benefited most varies from country to country, but there is a strong representation of the institutions dealing with EU integration, agriculture, environment and social affairs as well as the office of the National Coordinators.

Ensuring a balanced representation of the different Matra partner countries has not always been possible, partly because of considerable differences in terms of population size and in terms of priorities. This is also true for the academic programmes, with 65% of the 297 participants coming from Bulgaria, Poland, Romania, Serbia/Montenegro, Turkey, and Ukraine. Also here, there was a strong contingent of female participants, who are young (66% between 22 and 26 years) and find themselves at the start of a career. Most of them (probably) just completed another type of higher education at the time of their application. Participation of junior civil servants was limited to about 17.5% (excluding junior university staff). The Programme’s contribution to training ‘young public administrators’ is thus limited.

The quality of the short courses has been good and the aim of providing ‘quality education’ has been realised: training objectives and learning goals are well formulated, different adult training approaches are used, a balance is struck between theory and practice and the training is well structured, alternating sufficiently between theory and practice. The organisation of the training was good. Ample attention was paid to excursions as part of the (social) networking efforts. Sufficient training evaluation was built in; the results of these evaluations were used to make adjustments to the programmes and/or the trainers. The added value of some excursions that brought participants farther away from their regular training place did not always outweigh the long travel distance. The training was highly appreciated by the participants, as was confirmed by all sources used for this evaluation. There was particular appreciation for the practical, skills oriented approach of the training providers. English language capabilities of some participants were occasionally an issue, mainly in the past.

With some variation, the academic quality of the academic programmes, where MTEC students participate with other ‘regular’ (international) students, has been appreciated. Former students expressed some concerns about the quality and appropriateness of the special ‘MTEC’ components (personal development programme and the social programmes). They also made recommendations to involve more practitioners in teaching, to broaden the scope of case studies, and to pay more attention to the selection of participants as for some the programmes may not be sufficiently challenging.

In terms of networking, the secondary objective of the Programme, the evaluation finds that some networking initiatives were already taken during the training courses but that these did not necessarily translate into intensive networking afterwards. Nevertheless, it became evident that contacts were indeed maintained, and then particularly among former participants



(East-East networking). 49% of the trainees reported to have had some contacts, 43% to have more frequent contacts and just over 7% reported to have no further contacts with other trainees from their own country. For contacts with people from other Matra partner countries, these figures are 60%, close to 23% and 17.1% respectively. It is evident that networking takes different shapes and is of variable intensity, ranging from personal exchanges to contacts at a more political level. Networking to a large extent depends on the individuals involved both in terms of intensity and duration of the contacts. At one point of time, many people have other responsibilities, interests and concerns. To maintain contact, a majority of participants applauds the EVD/CROSS database – however not very often is it actually used.

Networking with Netherlands institutions (training providers, line ministries and embassies) indeed occurs but is limited. 54% of the trainees have had no relations with the training providers since their participation in a course, over 46% has had some or frequent contacts. 80% of former trainees reported to have had no contacts with the Netherlands line ministries, 17.7% had some contacts and the remaining 2% reported to have been in touch frequently. 77% of respondents indicated to have had no contacts with the Netherlands embassies, 20.5% to have had some contacts and the remaining 2.5% to have been in touch more frequently. To enhance ‘networking’, some ad hoc alumni meetings were organised in 2005 and 2007 by the Netherlands embassies together with EVD/CROSS, however, with little apparent follow-up, except in the case of Turkey. At the same time, networking seems more easily established and maintained among people participating in a particular ‘technical course’, i.e. when they share an interest in a particular field of policy (health, agriculture, roads, railways...). It is understood that to enhance networking, EVD is currently involved in developing a Dutch Alumni Business Society with funding from the Ministry of Economic Affairs. Intention is to introduce the MTEC alumni into this network and to make this network interactive.

Efficiency

The responsibilities of EVD/CROSS in relation to MTEC are described in an Agreement (‘Convenant’) of 2005, and differ little from those of CROSS under ADEPT. They range from the assessment of training needs to overall management of courses and academic programmes, as well as financial management and monitoring. EVD/CROSS basically complies with its responsibilities under this agreement in terms of monitoring and reporting – both on Programme implementation and finances. There is room for stepping up its role in terms of providing policy advice to the Ministry of Foreign Affairs. EVD/CROSS programme management costs have been at an acceptable level, equalling some 7-8% of the total Programme costs in recent years.

In terms of planning, ADEPT and MTEC operated on the basis of an annual programming cycle. For MTEC, this cycle comprises an annual planning document of the Ministry of Foreign Affairs, and an annual plan of EVD/CROSS that covers the Matra for European Cooperation programme as a whole and includes MTEC. Conclusion of this cycle, resulting in formal approval of the plan for the following year and subsequently a transfer of funds from Ministry to EVD/CROSS has taken more time than originally foreseen. Since this was a condition for EVD/CROSS to commit itself vis-à-vis the course providers, more than 75% of the training courses took place in the 2nd half of the year.

The EVD/CROSS semi annual and annual progress reports provided enough detail on ADEPT/MTEC to allow the Ministry of Foreign Affairs to monitor Programme implementation. In addition regular meetings are held to discuss programme developments. Relations between Ministry of Foreign Affairs and EVD/CROSS are good, as is confirmed by both sides. Regular meetings between EVD/CROSS, Ministry and training providers are held as well and are appreciated by all concerned.



In terms of monitoring, in-country visits are regularly carried out. During these visits interviews are held with former trainees, representatives of Netherlands embassies, National Coordinators, etc. Findings from the interviews are reported back to the training providers in the Netherlands as an input to improve the training. Moreover, EVD/CROSS attends some training sessions of the different courses; it monitors training elements that were recommended for improvement on earlier occasions. It is not evident that the outcomes of these initiatives were systematised beyond the level of the individual courses and were used for purposes of programme level policy making.

The training providers also provide ample information on the implementation of the individual MTEC courses. These reports, which are copied to the Ministry of Foreign Affairs, are not always very streamlined and sometimes too detailed.

Regular exchanges also take place between the Ministry of Foreign Affairs, EVD/CROSS and Netherlands line Ministries on their role in Programme management and implementation. The evaluation shows that several key line ministries have played an important role in course design, implementation and evaluation ((in particular the ministries of LNV, VROM, VWS, SZW, V&W and Justice). Nevertheless, their role in shaping the overall directions of the Programme remains in general limited. An issue is that line Ministries can devote less and less time to this kind of initiatives. Moreover, they may have other priorities, also in terms of partner countries, and are not always convinced of the value of MTEC.

In terms of selection of training providers, policy has been since ADEPT to involve public training institutions in the implementation of the short courses. If there was a framework agreement between a Netherlands line Ministry and a particular training institute (or several institutes), this institute would be involved. In case several institutes were in a position to implement the training, they were short-listed and asked to present a proposal; announcements of new training courses were also published on Internet. Other institutions that found the announcement of the course on the EVD website, could present a proposal as well, in case they were a training institute that provided (some) public sector training. When comparing financial proposals from bidding institutions, only the course development costs were considered as major part of the budget was devoted to paying for the costs of board and lodging, per diems, and travel. Since these development costs remained (well) below the special ceiling of € 125,000 set for public tendering in education and training, repeater courses were not tendered and granted to the institution that had implemented an earlier version, providing that its performance had been satisfactory. For the academic programmes under MTEC, all Netherlands universities were invited to submit a proposal.

In terms of Programme funding and budget utilisation, the financial data shows that the average costs per course (3 weeks, 50 participants) was € 225,000 in 1999 and € 275,000 in 2007. Between 54.6 and 64.1% of the budget for short courses was used to finance costs of board and lodging, travel and per diems of participants. In recent years, the costs per participant have ranged between € 4,896 and € 5,911, depending on whether the course was new or a repeat of an earlier course, course location and the expert fees. Like for the short courses, the lion share of the budget for the academic programmes is set aside for travel, accommodation, and costs of living of the students. By and large, the available resources are sufficient, though representatives of the universities preferred to have more flexibility to use certain budget lines. The criteria and procedure for the use of the budget for strengthening of sister institutions (which is linked to the academic programmes) are moreover insufficiently defined.

The evaluation finally indicates that participant selection criteria for the short courses were indeed clear and available to the potential applicants. They have been applied with the necessary vigour; this was required as the number of applicants exceeded the number of places available by far. Efforts were furthermore made to bring the courses and academic pro-



grammes to the attention of interested parties in the Matra partner countries; informal communication channels have played a key role as well.

Outcome

Outcome in this evaluation primarily concerned the question what use trainees have been able to make of the training and whether it has contributed to goodwill and (positive) image building for the Netherlands.

In terms of personal and professional development, the evaluation finds that well over 95% of the former trainees considered that they had been able to apply knowledge and skills relevant to their jobs. Almost 64% considered that participation in the training had enhanced their career prospects though 2/3rd of them were still in the same position. More than 90% of the former trainees continued to work with the same organisation. These findings are coloured by a strong representation of participants in courses held in 2006 and 2007 among the respondents to the on-line questionnaire. Trainees have made various efforts (ranging from briefings of other staff, in-house publications to training of other staff) to disseminate key elements of the training and to implement what they had learned. Only 8.6% of respondents reported that they had not undertaken any follow-up after the training upon their return.

In terms of institutional development, the evaluation indicates for countries such as Poland, Turkey and Romania, that between 50 and just over 60% of participants originated from a limited number of key state bodies and that a ‘critical mass’ was established in these institutions. At the same time, little has happened so far in terms of ‘strengthening of sister institutions’, which is one of the elements of the academic programmes. Apart from the issues of approval procedures and criteria, the evaluation indicates that the amount set aside for institutional twinning (a maximum of € 15,000) is too small. Relationships with on-going institutional links and the choice of a particular sister institution are not clear.

It is evident that since the Netherlands is one of the few EU member states providing this kind of training opportunities, the Programme has been good PR and contributed to a positive image of the country. ‘Holland promotion’ is less well integrated in the academic programmes.

For several Netherlands training providers, their long-term participation in the training has contributed to their positioning in the market of consultancy and training in several of the Matra partner countries.

Recommendations

Recommendations for enhancement of effectiveness and outcome

There is a need for a clear MTEC policy with measurable objectives and results and clear indicators that will facilitate future monitoring and evaluation. Rather than focusing on the provision of quality training and education, policy ought to relate to the broader Matra aims of institutional development in relation to preparation *for* EU accession and the design and implementation of reforms *following* such accession. MTEC policy should also take into account the changes in the composition of the group of countries eligible for Matra support and the increasing involvement of neighbouring countries with likely different training needs and without a prospect of EU accession.

Based on its long-term involvement in ADEPT and MTEC, it is desirable that EVD/CROSS steps up its role in terms of providing policy advice to the Ministry of Foreign Affairs. This advice should go beyond suggestions on practical issues and specific courses to be developed. To obtain the appropriate policy inputs, the Ministry could define the areas in which it



would appreciate such advice. Based on the outcomes of the evaluation, the following policy areas can be suggested for further development:

- Purposes of and alternatives for networking – What purposes could networking serve and for whom? What implications does this have for the selection of trainees? Is there an interest among the different stakeholders, including the former trainees? What role could existing (virtual) networks of e.g. professional associations and of the training providers in the Netherlands play?
- Training demands in neighbouring countries – and dealing with the diversity of these countries
- Training demands in government institutions outside the capital
- Co-funding of training and academic programmes by Matra partner countries

Short training courses

With respect to the short training courses, consideration could be given to introduce more variation in the duration, number of participants, target group, and place of the short courses and to look for possibilities to have local organisations involved. More specifically one could consider:

- To introduce more variation in the length of the courses, depending on the topics from a few days to 3 weeks. Having short, topic specific courses and/or visits would facilitate the participation of key senior officials who often determine the extent to which reforms can indeed be introduced.
- To promote the courses more amongst regional/provincial governments and representative offices of central Government institutions. This would be particularly relevant for the more ‘technical’ courses (structural funds, food safety, water management and environmental issues). They could be informed with the support of the National Coordinators as well as the Netherlands embassies. Consideration could be given to setting a minimum percentage of participants from the regional level.
- To increase the number of short courses given inside the Matra countries. This would be an occasion to address a high country-specific demand and to focus on country-specific issues. Secondly, this would allow reaching also the more senior officials and people working in (semi) governmental institutions in the provinces.
- To organise so-called sandwich training, with the first part of the programme in the Netherlands and the second part of the programme in the region of a specific country. This would offer participants an opportunity for combining visits to the Netherlands to see examples of how things are applied in practice with a follow up course in the Matra countries themselves. This would allow them to work on a specific country related assignment, to reflect on what they have learned and share their implementation problems with other trainees.
- To involve local institutes in the organisation and implementation of short courses. This could encompass a capacity development programme for these institutes enabling them to continue the training for people working in local and provincial (semi) governmental institutions. People from neighbouring countries could be invited to share their experiences, promote East-East networks and to have the countries learn from each other’s experience. To underline the role of the Netherlands, the embassy’s role could be apparent e.g. by hosting a social event.
- To allow for more flexibility with regard to the number of participants per course as it is sometimes difficult to effectively have 50 participants with the right profile in a particular course. While keeping an eye for cost considerations, as this may increase the costs per participant, it can considerably increase the effectiveness of the course for the participants.



Academic programmes

Based on the outcomes of the evaluation, it is recommended that continuation of the academic programmes in their current shape needs to be reconsidered in terms of target groups, procedures, training programmes and sister institutions. The following suggestions are made:

- To focus only on young civil servants who are already working for the government at either central or decentralised levels (including higher education institutions). The selection criteria for these participants will have to be developed in more detail, and part of the application should be a detailed argument showing the relevance of the programme for their working position.
- To replace current personal applications by a process of selection that involves representatives of the Government in the partner countries, thus permitting Government to influence the selection process and ensure that those who need and can benefit from the training get preference. Further thought needs to be given in this respect whether this procedure can be applied for all countries or only for candidate and potential candidate member states – and not for a neighbouring country such as Belarus.
- To enrol students simply in the recognised international masters offered by the Dutch universities as long as the subjects are relevant to the MTEC programme. The MTEC specific social and personal development programme would disappear in this set-up and could be partly replaced by (i) a social programme organised for all MTEC students and (b) a joint introduction to the different learning methods used in higher education in the Netherlands.
- To omit the idea of strengthening sister institutions through the academic programmes and the small budget theoretically set aside for this purpose. Alternatively, thought could also be given to focusing support under the academic programme to institutional capacity building of selected higher education institutions in the Matra partner countries rather than providing individual long-term fellowships. This could be analogous to the NPT or Tempus Programmes.

Networking

More thought needs to be given to the concept of networking. It is therefore suggested:

- To develop a clear, realistic and cost-effective networking strategy. This should be based on the interest that may exist at both sides – the Netherlands stakeholders, in particular the line ministries, and those in the Matra partner countries.
- To link up with existing networking initiatives of both the Netherlands embassies and the Netherlands line ministries and other relevant networks that may already exist, including those of the training providers. Privacy issues need to be considered in terms of providing access to and sharing of databases.

Recommendations for enhancing efficiency

Role of the Netherlands line Ministries

There is a need to reconsider the involvement of the line Ministries in the Netherlands, especially as regards their role in shaping MTEC. Account needs to be taken of the fact that these ministries have often other priorities, lack the capacity to become involved in this kind of programme and are not always aware and/or convinced of the value of the Programme. While the issues of priorities and capacity may be difficult to address, consideration could be given to take additional steps in terms of MTEC promotion. This could e.g. be done by organising a key short event that would bring together the different actors from the Netherlands and the Matra countries to discuss and explain the value of the programme, its future development and to present ‘good practices’.



Role of the Netherlands embassies

The Netherlands embassies are closer to the developments in the Matra partner countries. Hence, they are better informed about evolving training needs. This potential should be tapped more systematically than is currently the case. Involvement of the embassies could be enhanced by leaving more flexibility in the programming. This would give the embassies an opportunity to respond to specific training demands that they encounter in the country or countries for which they are responsible.

Monitoring & Evaluation

Policy development should be accompanied by a clear M&E strategy, defining what will be measured and by whom, with a clear division of roles between training providers and Programme management and on the basis of SMART indicators. A concrete M&E plan for the coming years needs to be developed on the basis of the strategy and M&E framework.

Planning

Consideration should be given to replacing current annual planning cycles to planning on a two-year or three-year basis. This would allow for more continuity and consistency and eventually a better planning and more equal spreading of the training courses throughout the year. There is a need to enhance information on training needs in recently added countries, either through undertaking country visits, increased involvement of the embassies or by inviting senior management of key ministries from the Matra partner countries to come to the Netherlands for an introduction on MTEC.

Reporting and consultations

There is a need for clear arrangements between the Ministry of Foreign Affairs and EVD/CROSS as regards reporting requirements and information flows to the Ministry. Consideration could be given to formalise and structure relationships between the two parties finding a balance between direct contact and easy access and a more formal relation. In reporting, in line with the above recommendations, more attention to policy dialogue needs to be paid. A bi-annual meeting between Ministry and EVD/CROSS in relation to the MTEC programme (separate from the overall MEC meetings) could be considered. Further streamlining of reporting by the training providers in the Netherlands is furthermore advisable with more attention to issues related to training outcome.



1. Introduction

1.1 General

This report reflects the outcomes of the evaluation of the implementation of the Matra Training Programme for European Cooperation (MTEC) and its predecessor the Accession-oriented Dutch European Proficiency Training Programme (ADEPT) in the period 1999 to 2007. The evaluation was commissioned by the Netherlands Ministry of Foreign Affairs, South-East and Eastern Europe Division, Department Implementation Matra (DZO/UM)¹. It was carried out in the period March - May 2008 by a team² contracted by on 18 February 2008 (ref. DZO/UM-0104/2008) through SPAN Consultants, The Hague. A supervisory committee, comprising (former) staff members of the Ministry of Foreign Affairs, supported the team.

1.2 Evaluation purposes

As per the Terms of Reference (see Appendix 1), evaluation objectives were:

- ‘to chart the effectiveness of the programme in the context of the objectives’ – including an assessment of ‘how the main assumptions of the MTEC programme affected its implementation, and to what extent it was able to offer decent training in areas relevant to participating countries’
- to evaluate the efficiency of agreements and procedures for implementing the programme; with special attention for ‘management on the part of the Ministry of Foreign Affairs, harmonisation and cooperation between DZO/UM, the EVD, ministries and embassies, and the procedures for identifying, implementing, monitoring and evaluating the programmes’
- ‘to formulate recommendations for improving the impact and implementation of the programme in the future’.

In addition, the Terms of Reference asked for attention to issues that exceed evaluation at effectiveness and efficiency levels. Key topics warranting attention were in particular the following:

- Have the courses helped improve how government functions, especially in terms of relations between the government and civil society/citizens?
- Have the courses contributed to the development of a network with or good-will/support for the Netherlands in target countries? If so, what role did the CROSS database play?
- The contribution to ‘capacity and network building in target countries, i.e. to what extent the programme created a critical mass for change within government institutions’.

1.3 Evaluation approach

To guide the data collection process, and based on the objectives and the key characteristics of ADEPT and MTEC, a series of indicators for programme quality and relevance, effectiveness, efficiency and outcome was developed at the start of the exercise. These indicators were agreed upon with the supervisory committee in March 2008. Several tools were subsequently used to collect data from the various stakeholders involved in the programmes (for more details, please see Appendix 4).

¹ The evaluation was also to deal with the ‘Matra Opleidingen Programma’ (MOP) that was implemented simultaneously with ADEPT. However, in the course of the the evaluation it became clear that in the files of the Ministry of Foreign Affairs, only little information on MOP could be located. Information on e.g. the people trained (who they were, in what numbers, from where, etc.), the subjects in which they were trained, costs, etc. is not available. For this reason it was decided not to exclude an analysis of MOP from this evaluation report.

² Team members were Regina Engels, Geert Edelenbosch and Paul G. De Nooijer.



1.3.1 Study of documents

Use was made of a range of policy documents, agreements, annual programme-level reports, correspondence as well as materials on short-courses and academic programmes, course and programme evaluations, and data available on Internet. An overview of these sources of information is provided in Appendix 2.

1.3.2 Interviews

In the course of the evaluation, interviews were held in the Netherlands with representatives of the Netherlands Ministry of Foreign Affairs, the Department for International Business and Cooperation of the Netherlands Ministry of Economic Affairs (EVD), training course and academic programme providers in the Netherlands, and various line Ministries. During field visits conducted to Romania and Turkey³ in April 2008, interviews were furthermore held with representatives of the Netherlands embassies in Bucharest and Ankara, the National Coordinators, and participants in the short courses and academic programmes and their employers. An overview of persons consulted is provided in Appendix 3. For the interviews, different sets of standard questions were used.

1.3.3 Questionnaires

To obtain feedback from former participants on their assessment of the quality and relevance of the short courses⁴ and what they had done following their training (career wise and in terms of use made of the training), an on-line questionnaire was developed. Former participants were alerted to the questionnaire by e-mail, using the e-mail addresses included in the EVD database. Two mailings were done on 26 and 31 March 2008. In the end, the total number of completed questionnaires was 847, which is equal to a response of 36.9% of the 2,296 e-mail addresses that turned out to be valid⁵. Response to the on-line questionnaire was skewed, with proportionally less response from the first groups of participants and an over-representation of participants in 2006 and 2007.

A questionnaire was also e-mailed on 21 March 2008 to MTEC contact points at the Netherlands embassies in the Matra partner countries. The questionnaire aimed to obtain information from the persons concerned about their role, what initiatives had been taken in terms of contacts with alumni, relations with the EVD/CROSS in identifying training needs, relationships with training providers in the Netherlands, etc. Response was obtained from the embassies in Bulgaria, Estonia, Hungary, Jordan, Malta, Morocco, Poland, Ukraine and Moldova. On 21 March 2008, the MTEC contact points were also asked to send a questionnaire to the National Coordinators in their respective countries. This questionnaire aimed to collect information on their position and involvement in the ADEPT/MTEC programme, their relationship with the EVD and the Netherlands embassies, and their strategies to disseminate information to participants. Response was obtained from the national coordinators from Hungary and Bulgaria. The National Coordinators in Romania and Turkey were interviewed.

1.3.4 Focus groups

In preparation of the visits to Romania and Turkey, all former ADEPT/MTEC participants in Turkey and Romania were addressed by e-mail to assess their preparedness to participate in a series of focus group sessions. These sessions focused on the following main topics: (a) What participants had been able to do with their newly acquired skills and knowledge within their own organisation; (b) What they had been able to do in terms of networking during and after the training; (c) the 'Dutch' character of ADEPT/MTEC and their perception of the Netherlands

³ As agreed with the Ministry of Foreign Affairs on 18 March 2008, Turkey replaced Estonia, where MTEC had already come to an end and neither a representative of the Netherlands embassy nor a National Coordinator were available. Moreover, it was agreed that given the future of Turkey's EU accession, and the number of recent participants from this country, it would represent a more interesting, forward-looking case than Estonia.

⁴ The contact details of students in the academic programme were made available too late for them to be included.

⁵ The number of e-mail addresses that bounced was 1,262, which is equal to 35.5% of all e-mail addresses in the EVD/CROSS database.



and (d) the modalities of the current MTEC Programme. Unfortunately, despite initial confirmations to attend and the arrangements made, participation in the focus groups was lower than anticipated. The views expressed during the focus group sessions have been therefore been used for purposes of illustration only.

1.4 Report structure

The structure of the report is as follows:

- Chapter 2 ‘Policy Development’ deals with issues related to policy development and the policy context of ADEPT and MTEC. It describes the overall policy context and deals with programme objectives⁶ and the policies pursued with respect to eligible countries and participants as well as the topics of the different training courses and programmes.
- Chapter 3 ‘ADEPT/MTEC management’ concerns programme level management, procedures as well as financial and cost issues. Attention is paid to topics such as the division of responsibilities between different key stakeholders, i.e. the Ministry of Foreign Affairs, EVD, Netherlands training providers, the Netherlands embassies and line Ministries.
- Chapter 4 ‘Short Courses and Academic Programmes: implementation’ provides information on the implementation of the short courses and academic programmes. It pays attention to issues such as processes of course/programme design, implementation, monitoring and evaluation as well as the views of the trainees and representatives of the Netherlands training providers on training relevance and quality. The chapter also deals with issues of responsiveness to training needs and interest shown in the courses. As regards training quality, it looks inter alia into indicators such as clarity of training objectives, structure of the training programmes and training methodologies.
- Chapter 5 ‘Short courses and Academic Programmes: Target Groups/Trainees’ concerns the ADEPT and MTEC target groups and participants. It describes who these participants effectively were, where they were from and whether these were the intended ones, i.e. ‘senior public officials’ (short courses) and ‘high potential, recent university graduates and young public administrators’ (academic programmes). The chapter also deals with procedures and criteria for their recruitment and selection.
- Chapter 6 ‘Networking’ deals with the ‘secondary objective’ of networking, i.e. the establishment of relations among former trainees and between these former trainees and institutions of the Netherlands (East-East and East-West networking).
- Chapter 7 addresses issues of programme outcome, i.e. the use that was made of the training once the participants had returned home. In line with the characteristics of ADEPT/MTEC, outcome is distinguished at the levels of (a) the individual trainees; (b) the trainees employers (institutional strengthening) and (c) image building and goodwill for the Netherlands.

Each chapter is concluded with a summary of main evaluation findings.

The appendices to the report contain amongst others the Terms of Reference for the evaluation, a list of documents used, and an overview of the people interviewed and/or consulted, both through individual meetings and group sessions, and a brief on the evaluation methodology.

⁶ Unfortunately, information on MOP in the archives of the Ministry of Foreign Affairs turned out to be very limited; as a result, focus in the evaluation has necessarily been on ADEPT and MTEC.



1.5 Acknowledgements

The evaluation team would like to express its appreciation first of all to the members of the supervisory committee for their valuable inputs and suggestions. Secondly, we would like to thank all persons who have devoted their time to respond to our questions and complete the on-line questionnaire, and/or participated in the focus groups and/or interviews that were held in Romania and Turkey. Particular thanks are also due to the staff of EVD/CROSS. Comments received from the supervisory committee, the Ministry of Foreign Affairs and EVD/CROSS on earlier versions of the report were used in preparing this final report.

This report represents the views of the members of the Evaluation Team and does not necessarily reflect those of the Ministry of Foreign Affairs. The Team finally bears sole responsibility for the contents of this report.

The Hague, April 2009



2. Policy Development

2.1 Introduction

This chapter first of all describes the overall Matra policy context as the framework for the training programmes that are the subject of this evaluation. It subsequently provides some detail on the key characteristics of ADEPT and MTEC in terms of aims and primary target groups and the policies pursued with respect to the selection of beneficiary countries.

2.2 General Matra policy framework/context

The Programme for Social Transformation (in Dutch: ‘Maatschappelijke Transformatie’ (Matra)) was established by the Dutch Parliament on 17 November 1993. It aims to contribute to the transformation process in Central and Eastern European countries towards a modern democratic state of law and a multiform society.

In the initial years of the Programme, emphasis was on ‘civil society’ and local authorities. However, increasingly the need was felt for support of central Government, particularly among the EU accession countries and because the central authorities in these countries would be future partners in an expanded EU. A ‘pre-accession’ facility was therefore added in 1998 to the existing Matra for Good Governance: the Matra Programme for European Cooperation (MEC). This facility aims to support candidate member states in preparing for EU accession in a broad range of topics (including e.g. approximation of legislation, public sector reform, justice and legislation, social policy and employment conditions, environmental policy, education, health and housing policies, institutional development and implementation of EU rules and regulations).

Following a series of evaluations of the different Matra components, a decision was made in 2004 to reduce the number of instruments under MEC and to hand over MEC management to one institution, i.e. the Agency for International Business and Cooperation (EVD) of the Ministry of Economic Affairs.

Since 2005 there have been two main Matra programmes, i.e. Matra for Good Governance and Matra for European Cooperation of which the Matra Training Programme for European Cooperation is one of the instruments⁷. According to the EVD Annual Plan 2007 (page 4), MEC aims at:

- Establishing strategic cooperation and coalitions with the new EU member states
- Pre-accession support to candidate member states
- Preparation for partnership in the extended EU of the candidate member states as well as
- Promotion of good ‘neighbourhood’ with the Eastern and Southern neighbours of an expanded European Union.

2.3 Matra training programmes

The Matra programme, comprised two training programmes up to the end of 2004, i.e. the programmes ADEPT (Accession-oriented Dutch European Proficiency Training Programme) and MOP (Matra Education Programme). In 2005 these were merged in the Matra Training for European Cooperation (MTEC). Main reasons for this merger were to increase efficiency of the

⁷ Other instruments are: the Matra Pre-Accession Programme for project support to Candidate member states (MPAP), Matra Flex for short-term incidental interventions (FLEX) and the Matra National Contact Point for EU twinning, to support the Dutch contribution to Multilateral programmes for twinning (Twinning).

different programmes and to reduce the number of courses and academic programmes that were provided.

These training programmes find their origin in the consideration that the transition to a more market oriented and democratic society and membership of the EU required strengthening of (semi) governmental and non-governmental institutions in Central and Eastern European countries. This required both theoretical knowledge and practical skills and a change in public sector mentality⁸.

2.3.1 ADEPT

Aim of ADEPT was to train senior civil servants (mid-level and higher) that were employed with relevant Ministries and (semi) governmental organizations in the candidate member states. Supplementary aim was the creation of East-West and East-East networks⁹. Emphasis was on 'intensive, practice oriented trainings modules' in English that covered topics in which the Netherlands had specific expertise. They were conducted in the Netherlands by Dutch institutions, offered several times, preferably during the summer. Application was in principle through the Netherlands embassy with final selection of participants done in the Netherlands. Programme management was entrusted to CROSS of the Netherlands Ministry of Education, Science and Culture.

2.3.2 MTEC

MTEC programme was set up in 2005 as a facility that could be used for 'Matra- partnership, Matra Pre-accession en Matra-neighbourhood'. As mentioned in the Terms of Reference for the evaluation, main objective of MTEC is to offer training courses and academic programmes to civil servants for capacity building and creating sustainable networking relations with the Netherlands. A secondary objective is institutional strengthening and capacity building of related education institutions ('sister institutions') in partner countries¹⁰.

Under MTEC two different types of training have been organised:

- Training courses on transformation related issues of 2-3 weeks, particularly concerning the preparation and finalisation of EU-accession.
- Academic programmes in areas of good governance that can last from 12 to 24 months (i.e. the period required in the Netherlands to obtain an MA degree)¹¹. The aim of these academic programmes is to train high potential recent university graduates and young public administrators on themes relevant for good governance and to create long lasting networks between the participants of these programmes.

⁸ 'The transition to a pluralistic democratic society with a market economy in the countries in Central and Eastern Europe and, subsequently, their application for membership of the European Union (EU), has generated a huge demand for education and training in many areas. The envisaged accession to the EU creates capacity problems, especially within the central authorities. Indeed, under the so-called 'Copenhagen criteria', the countries need to comply with the obligations of EU membership, including the intended political, economic and monetary union. They need to adopt the *acquis communautaire*, which implies that national laws and regulations need to be adjusted to those of the EU; they also have to have a well-functioning government and judiciary. This means that there is great need to strengthen existing and establish new institutions and to train people working in the (semi-) government and non-governmental organizations (NGOs). In addition to theoretical knowledge and practical skills, a major mental shift is required of the entire population and the civil service. Given the high demand for well-trained officials on the one hand and the pressure on officials dealing with accession issues, as a result of which they cannot be freed for training, on the other, the idea arose to meet this demand through sort, practice oriented training. By offering such training for several years, capacity in the (semi-) public institutions will be enhanced over time to meet the obligations of EU membership. Based on the above considerations, the so-called ADEPT - programme was established' (Annual report ADEPT 1 april – 31 december 2002, page 1).

⁹ Evaluation ADEPT 99-02, page 3.

¹⁰ In exceptional cases, representatives from the private sector or NGOs could be eligible 'in case this is considered necessary for the implementation of the *acquis*' (Letter of 10 July 2007).

¹¹ The Agreement (Annex 5) is not consistent in terms of the duration of the academic programmes, referring to 12 to 36 months on one occasion and to a maximum of 18 months on another. 12 to 24 months is current practice.

2.4 Policy with respect to eligible countries

The geographical scope of the programmes was partly determined by the evolution of EU-membership status of the Matra partner countries, partly it followed the EU policy as regards southern and eastern neighbours: the EC's European Neighbourhood Policy.

At the start of ADEPT in 1999, eight countries were eligible for support. These were initially divided into four so-called "front runner" states, i.e. the Czech Republic, Estonia, Hungary, Slovenia and four "runner-up" states, i.e. Poland, Latvia, Lithuania, and Slovakia. This distinction was no longer applied as of 2000 when the number of eligible countries became the 12 candidate member states, i.e. the above eight countries plus Romania, Bulgaria, Cyprus and Malta.

Except for Romania and Bulgaria, all these countries officially became a new EU member state in 2004 (the so-called new member states). In the same year, Turkey and Croatia became candidate member states and Serbia and Montenegro potential candidate member states. These countries thus became eligible for MTEC support as well. Citizens of the new member states remained eligible for participation in the MTEC courses and academic programmes until the end of 2006; phasing out of this eligibility went in parallel with the phasing out of the EC's pre-accession programmes.

Since the end of 2007, MTEC distinguishes the following five groups of eligible countries:

- New member states (Romania and Bulgaria)
- Candidate member states (Croatia and Turkey and, since 2007, Macedonia)
- Potential member states (Serbia and Montenegro)
- Eastern neighbours – i.e. Belarus, the Russian Federation and Ukraine and, since 2007, Moldavia¹²
- Southern neighbours – i.e. Jordan and Morocco

Romania and Bulgaria, that joined the EU in January 2007, remain eligible for participation in MTEC until 1 January 2010. Civil servants and students from these two countries can apply for one of the academic programmes of MTEC latest for the study year 2009-2010. In the case of the **candidate member states** and the **potential candidate member states**, support will continue until accession.

As regards the **eastern neighbours**, the programme follows the EC's European Neighbourhood Policy (ENP) and the Joint Action Programmes that were concluded in 2003. With respect to the **southern neighbours**, a decision was made to deploy the Matra programme for strengthening of bilateral relations and for strengthening of civil society in the Arab neighbouring countries South of the EU. So far, only Morocco and Jordan were declared eligible in 2004 for MTEC interventions. According to an internal note of the Ministry of Foreign Affairs of 2004, these countries were selected because the 'transformation perspective' was relatively favourable. For these southern and eastern neighbours, eligibility for participation in MTEC can only be determined after consultation with the Ministry of Foreign Affairs. The content of a programme or course determines whether participants from these countries are eligible for participation¹³.

¹² According to the letter of the Ministry of Foreign Affairs of 7 February 2007 (ref DZO/UM-0137/2007), 'In 2007, candidates from Moldavia can register as participant for MTEC short courses. Belarussian candidates can register for both the short courses and the long-term academic programmes'. In a letter of EVD/CROSS of 30 March 2007 (Ref CROSS 07-0070), the decision of the Ministry of Foreign Affairs that Moldovan candidates could participate in both short courses and academic programmes was confirmed.

¹³ See also the letter of the Ministry of Foreign Affairs of 14 December 2007 (ref. DZO/UM-1016/2007): 'In addition, MTEC is open in 2008 – depending on the type of training – to candidates from Russia, Belarus, Moldavia and Jordan'. Morocco, though not specifically mentioned, seems to have been retained as an eligible country.

The evolution of the eligibility of countries under ADEPT/MTEC is shown in table 1.

Table 1: Overview status of countries and eligibility in ADEPT/MTEC (1999-2007)

	1999	2000	2001	2002	2003	2004	2005	2006	2007
Czech Republic	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	
Lithuania	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	
Hungary	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	
Poland	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	
Slovenia	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	
Slovakia	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	
Latvia	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	
Estonia	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	TP+AP	
Malta					TP+AP	TP+AP	TP+AP	TP+AP	
Cyprus					TP+AP	TP+AP	TP+AP	TP+AP	
Romania			TP	TP	TP	TP+AP	TP+AP	TP+AP	TP+AP
Bulgaria			TP	TP	TP	TP+AP	TP+AP	TP+AP	TP+AP
Turkey			TP	TP	TP	TP+AP	TP+AP	TP+AP	TP+AP
Croatia			TP	TP	TP	TP+AP	TP+AP	TP+AP	TP+AP
Serbia						TP	TP	TP + AP	TP + AP
Montenegro						TP	TP	TP + AP	TP + AP
Ukraine							AP		STC + AP
Russian Federation								AP	STC + AP
Belarus								AP	STC + AP
Moldava									STC + AP
Macedonia ¹⁴									TP+AP
Jordan							STC	STC + AP	STC + AP
Morocco							STC	STC + AP	STC + AP

Candidate Member State		New Member state		Potential member state	
Eastern neighbour		Southern neighbour			
TP = Training Programme		AP = Academic programme (until 1999 academic training under MOP)		STC = Selected training courses	

Interviews held indicate that the defined geographical scope of the programme was not always well understood by the Netherlands line ministries, for whom other countries may have higher priority (e.g. the Ministry of Finance). They also have had some difficulty in explaining why certain other countries neighbouring the EU were not eligible. EVD/CROSS has found itself in a similar position in this regard. Moreover, the combination of very different countries, from the Russian Federation to Jordan, has evidently had implications for the short training courses: training providers have had to adjust their programme to increasing number of very diverse countries, a not so easy balancing act.

2.5 Policy with respect to course and academic programme topics

The Ministry of Foreign Affairs strives for a balanced division of programmes/courses over subjects that relate to good governance in a broad sense and that are relevant for the preparatory process of EU-accession or for cooperation with the EU. As will be evident from the data on courses and academic programmes presented in chapter 4, ADEPT and MTEC have been in line with these broad themes.

2.6 Summary of evaluation findings

The main findings as regards policy making can be summarised as follows:

- The policy aims of MTEC (and its predecessors) have not been made operational. Aims are formulated in terms of training and education activities to be developed and development of networking as a secondary objective. Policy making focuses on issues related to country eligibility and the courses to be provided. There has been little articulation of what purposes training, education and networking would serve and for whom. There has also been little reflection about the appropriateness of short-term training for building up sustainable networks that would also be relevant to the Netherlands line ministries. While

¹⁴ Macedonia, which finds itself in a transition phase from ODA to non-ODA status is a particular case. MTEC is the only Matra programme that can be applied; at the same time, Macedonia is still eligible for the Netherlands Fellowship Programme (NFP).

according to the Agreement that was concluded between the Ministry of Foreign Affairs and EVD in 2005 (see section 3.2.2), ‘EVD aspires for an efficient implementation of MEC and realises where possible cost savings through an integrated utilisation of the available instruments’, the inter-relationship between MTEC and other Matra instruments is not well elaborated, even though these ‘other instruments’ may include the training of civil servants in topics that are also covered under MTEC. At the same time it is noted that CROSS has requested EVD colleagues to inform people in other Matra projects about MTEC courses that could be relevant¹⁵.

- Neither specific results nor indicators have been identified at Programme level. In this respect evaluation findings are similar to those of the IOB evaluation ‘Enlarged Europe Policy. Evaluation of the Dutch Policy concerning the Accession of Central European Countries to the EU 1997-2003’¹⁶.
- The geographical scope of the programmes was neither always well understood by nor always well communicated to other programme stakeholders. The countries covered by the programmes did not necessarily coincide with the priorities of the individual Netherlands line ministries.
- The current broad range of eligible countries requires training providers to adapt their training to increasingly diverse target groups even though for eligible countries like Jordan, Morocco, and Malta, the number of participants has been negligible. This has not been an easy balancing act.

¹⁵ Annual Report 2007, page 35.

¹⁶ See e.g. page 63 and 65 of Annex 1 of the Country Case Study Romania of May 2005.

3. ADEPT / MTEC management

3.1 Introduction

This chapter is related to the issue of ‘efficiency’ and concerns issues of Programme management, procedures and financing. It starts with a brief description of management of ADEPT before going into more detail on the current state of affairs, based on the *Agreement* that was concluded in 2005 with the EVD. The chapter then goes into issues of programme planning, and management of Programme implementation. Particular attention is paid to the role of the Netherlands embassies and line Ministries and the process of selection of training providers. The chapter also deals with programme level monitoring and evaluation and reporting issues as well as programme funding and management costs and the financing of short courses and academic programmes.

3.2 Division of responsibilities between the parties involved

3.2.1 ADEPT management

In 1999, the ‘coordination of ADEPT courses’ was entrusted to CROSS, established in 1992 as the ‘centre of expertise’ of the Netherlands Ministry of Education, Culture and Science. CROSS was responsible for financial management of ADEPT as well as programming and annual planning exercises, including the identification of training themes in consultation with the candidate member states and Netherlands line Ministries. CROSS had furthermore specific responsibilities with respect to the management of individual ADEPT courses:

- Drafting of Terms of Reference and initiate tendering procedures
- Selection of potential implementing institutions through the assessment of proposals (technical and financial) of implementing institutions together with relevant line Ministries
- Drafting of contracts
- Dissemination of information on the courses through brochure and website
- Management of applications and monitor selection of participants
- Monitoring/attending of courses to guarantee their quality and develop a sense for themes and target groups
- Evaluation of courses together with implementing institutions and with participants (and possibly their superiors), some time after the course in the candidate member states.
- Settling of courses (financial, contents)

3.2.2 MTEC management

For the management of MEC, which includes MTEC, an agreement (in Dutch: ‘*Convenant*’) was concluded between the Ministry of Foreign Affairs and the Department for International Business and Cooperation, of the Ministry of Economic Affairs (EVD) on 19 April 2005 (signed on 20 and 26 April 2005). The Agreement went into force retroactively on 1 January 2005. According to Article 8.4 of the Agreement it is valid for a period of five years, i.e. up to 31 December 2009, with funding secured for the first three years of the agreement, i.e. up to the end of 2007. Within EVD, the EVD/CROSS (transferred from the Ministry of OWC) unit deals with MTEC.

The Agreement, and its annexes, provides information on the policy framework and objectives of MEC and the different MEC instruments, including MTEC, and highlights the obligations of both the Ministry and EVD. It also stipulates the procedures to be followed in the management of MTEC.

In brief, the roles of the different stakeholders in MTEC management is as follows:

- *Ministry of Foreign Affairs*; (a) Indicates the overall policies and priorities for MTEC, including the eligible countries and (b) Provides the overall financial framework for MEC and its instruments
- *EVD/CROSS*: (a) Selection and tendering of training and education programmes; (b) Ensure adequate and careful application of the procedures for the different MEC instruments and (c) Undertake adequate monitoring and accompaniment of projects in the recipient countries (with the exception of the instrument of Twinning).

The Netherlands embassies in the Matra partner countries play a role in terms of: (a) dissemination of information on the training courses and academic programmes; and (b) monitoring the application procedure. As is shown in section 5.2, evaluation findings confirm the role played by the embassies in terms of information dissemination. Moreover, embassy staff has indeed been involved in taking care of the application procedures. Embassy staff may furthermore have contributed to defining training needs and priorities (see section 4.3.1) and liaison with national authorities, including the National Coordinators. In addition, embassies have organised in-country ADEPT/MTEC alumni events together with EVD/CROSS. As further explained in section 6.4.3, these initiatives were part of the networking efforts that have been undertaken over the years.

According to an internal Note of the Ministry of Foreign Affairs of 2004: ‘Coherence between policy and implementation implies a commitment from the **line ministries** to ensure sufficient quality content. Their involvement is of importance to identify pre-accession projects and to advice on Matra grant applications’. The Agreement thus refers to an annual inventory of priorities of the line ministries. At the same time, the Note already warns that ‘(insufficient) capacity within the line ministries could restrict their opportunities to optimally use the Matra potential’. The evaluation findings confirm that several ministries have actively contributed to and participated in a range of short courses that were implemented over the years (see further section 4.3.1.); at the same time, their involvement in shaping overall policy directions appears to have been limited.

3.3 Planning

Findings of the evaluation demonstrate that in line with the Agreement, the Ministry of Foreign Affairs prepares a formal annual planning document each year. There is furthermore some exchange of correspondence and bilateral contact with EVD/CROSS on the basis of these annual plans. Based on this planning document, EVD prepares its annual plans for MEC as whole, including MTEC, and submits these to the Ministry of Foreign Affairs for approval. According to the Agreement, this annual plan is to be a policy and monitoring instrument in which operational objectives and intended results for MEC as a whole and for the individual MEC instruments are described. For MTEC, the annual plans provide an indication of the specific courses that will be implemented in the following year and some considerations that are at the basis of the proposed trainings and countries that ought to be eligible.

With a focus on concrete activities (courses and academic programmes), there is little in terms of ‘policy’ or reflection on policy issues (such as e.g. the implications of participation of neighbouring countries), ‘operational objectives’ or ‘intended results’ in both the Ministry’s annual planning documents and the annual plans of EVD/CROSS.

In terms of timing of the planning exercise, it is observed that the preparation of the annual plan by EVD/CROSS was delayed in 2007. Although EVD/CROSS e-mailed a proposal for MTEC-2007 in January 2007 and obtained informal approval from the Ministry, the final

MTEC proposal for 2007 was not included in the annual plan for MEC. EVD/CROSS requested formal approval of changes in the annual MTEC plan on 30 March 2007 (Letter ref. CROSS 07.0070) only; this approval was granted on 25 April 2007 (Letter ref. DZO/UM-0366-2007). With the transition from ADEPT to MTEC in 2005, some delays were experienced as well.

It is understood that EVD/CROSS could not formally commit itself vis-à-vis the training providers until such formal approval was received. In practice this implied that courses sometimes started only on the basis of an informal agreement with the training provider. In a few cases, this has created problems as not all (financial) requirements were clearly determined beforehand and implied a financial risk for the training provider which had to pre-finance part of the costs, especially the costs of international travel, accommodation, etc. To avoid such uncertainties, most training courses were organised in the second half of the year (24 out of the 31 courses held).

3.4 Selection of training providers

3.4.1 Short courses

Policy has been since ADEPT to involve public training institutions in the implementation of the short courses. If there were a framework agreement between a Netherlands line ministry and a particular training institute (or several institutes), this institute would be involved. This explains the involvement of e.g. NEA in the course 'Strategic Planning and Realisation of Infrastructure', of the Academy for Government Communication, nominated by the Ministry of General Affairs, in the course 'Communicating with the Public', and of Wageningen International in the 'Food Safety' training course and Wageningen Business School in the course 'Common Agricultural Policy'. This practice has continued under MTEC.

When several institutes were in a position to implement the training, they were short-listed and asked to present a proposal. Criteria in this respect were that the institute was (partly) a training institute that provided training for the public sector; the 'basic requirements' mentioned in the Agreement applied solely for the academic programmes. The 'ISPA/Environment' training and 'How to Operate in Brussels' courses were contracted in this way to ECORYS and Clingendael respectively. Institutions that did not find themselves of this short-list but found announcement of the tender of the course on the EVD website, could present a proposal.

Since a large share of the budget of the courses is devoted to payment of costs of board and lodging, per diems, travel, when comparing different financial proposals, only the development costs were considered.

Since these development costs remain (well) below the special ceiling (currently € 125,000) set for public tendering in education and training, repeater courses were not tendered and granted to the institution that had implemented an earlier version, providing that its performance had been satisfactory. This happened in case of the Structural Funds training courses conducted by ECORYS in Bulgaria, Croatia and Romania. In case of the training on development cooperation in 2007, the Ministry of Foreign Affairs assumed organisation of the course; a decision not to tender was taken by the Ministry of Foreign Affairs as MDF has been providing this type of training to staff of the Ministry on a regular basis¹⁷.

¹⁷ See also the Annual Report 2007, page 43. In this case, recruitment of trainees followed different procedures as participants were identified and invited by the Netherlands embassies, Annual Report 2007, page 34). A letter from the Ministry of Foreign Affairs dated 25 April 2007 states in this respect that, based on a discussion involving several Ministry departments, the course will be implemented by MDF rather than tendered.

3.4.2 Academic programmes

For the implementation of the academic programmes all Dutch universities were invited to submit an expression of interest. This expression of interest should indicate that the university was in a position to meet certain basic requirements¹⁸ that are detailed in the Agreement. Universities that met these requirements were then invited to submit a comprehensive proposal following instructions provided by EVD/CROSS.

Competition was not particularly fierce at the start of MTEC. The University of Amsterdam, with its own English language Master Programme in International Law since 1998 and the University of Wageningen, involved since 1999 with the support to MOP students, faced no competitors. EVD/CROSS signed an agreement for respectively the education of 2 (one year) and 3 (two years) batches¹⁹. Only two universities submitted an application for each of the three academic programmes that were tendered in 2006²⁰.

Proposals were submitted to EVD/CROSS. Panels comprising two EVD/CROSS staff and two independent experts assessed these proposals. The composition of the panel varied, depending on the training subject²¹. The selection criteria were included in the Terms of Reference and a tender selection form was used which is based on the selection criteria which are a mix of financial and technical criteria, with maximum scores for each criterion²². The selected providers were presented to the Ministry of Foreign Affairs for approval.

3.5 Programme Monitoring & Evaluation (M&E)

In terms of Programme level M&E (as opposed to internal course/programme evaluation, which is done by the training providers), EVD/CROSS representatives have undertaken the following:

- Paid visits during the implementation of the short courses and academic programmes. Staff also attended opening and closure sessions – this was considered an important Public Relations function. Visits were moreover paid in case certain parts of the training had encountered problems in the past and/or new elements had been introduced

¹⁸ Basic requirements for participation in tender process are the following: The provider is a Netherlands public or special university, (according to the Dutch law on higher education and scientific research); The provider is capable of implementing the programme himself. Use may be made of sub contractors. Under all circumstances, the organiser is responsible for the quality of the services provided; The provider is capable of receiving and training of candidates from the target countries and able to provide accompaniment and accommodation (adequate physical and teaching infrastructure, presence and availability of qualified staff); The provider has ample experience in offering LLM trainings for the target countries; In view of the sustainability of the programme, institutions preferably have a twinning relation with sister organisations in the partner countries. A clear description of the aims of the training that is part of the programme, in the light of the Matra programme objectives. Other basic conditions a training provider needs to provide are the following: The training provider guarantees that the programme will be implemented, also in case a limited number of students will participate; The training provider guarantees that the degree, the diploma or the certificate that is promised to a participant upon successful completion of the training, will be issued; The duration of the training is a maximum of 12 months; The programme is registered in the CROHO (the central registrar for higher education programmes); The provider guarantees that candidates can follow the programme as proposed without additional costs. It should be clear beforehand which costs are covered by the tuition fee and which should be paid by the candidate him/herself; The tuition fee for a Matra student may under no circumstances be higher than the amount charged for a non-Matra student; The provider guarantees that it will pay candidates all allowances to which they are entitled; The provider may conclude cooperation agreements with sister institutions in the Matra countries in order to enable these institutions, through transfer of knowledge, to arrange for such training themselves in the future.

¹⁹ University of Amsterdam: International and European Law; University of Wageningen: Environmental Sciences.

²⁰ Public Administration: Twente and Erasmus universities; Public Health: Maastricht and Free University of Amsterdam; European Studies: universities of Maastricht and Twente.

²¹ The requirements for tender dossier have been stipulated in the following terms: A clear description of the 'end terms' a candidate must comply with to obtain the diploma or certificate; A complete training programme (including curriculum), including test/exam moments; The name of the training coordinator (including CV); A list of trainers (including CVs) that will be involved in the implementation of various programme components; A description of the facilities that are offered for accompaniment of the candidate and the way in which the institution will handle housing issues; A description of evaluation instruments; A completed and initialled form concerning the selection criteria; A completed and initialled form concerning the selection criteria; and a completed and initialled form concerning the grant criteria as well as a completed budget.

²² Maximum evaluation scores were the following: Sustainability (8 points), Quality of social programme and personal development programme (15 points), Quality of training (40 points), Budget (30 points), Recruitment and selection of participants (7 points) and Suggestions supplementing ToR or further elaboration (5 points).

and/or when Netherlands line Ministries were involved in course implementation. It is not clear whether the visits were systematically recorded.

- Staff was present at meetings with embassies and representatives of the Netherlands line Ministries that were involved in course implementation.
- Paid country visits for discussions with former trainees, National Coordinators, embassy representatives, etc. These visits have taken place regularly though not always annually as originally planned. Meetings with former trainees during these visits focused on topics that were directly related to the training itself – expectations of the course and whether these were met, views on the course in general and what ought to be changed, content of the course, immediate effect of the training on the country, as well as any after-training contacts with other participants. Notes on these meetings with former trainees were written, grouped per course and sent to the Netherlands training institutes. Reports analysing the outcomes of these interviews and how these could impact on future policy development were, however, not produced.

3.6 Reporting and consultations on Programme implementation

3.6.1 Programme level reporting

As far as progress reports are concerned, CROSS prepared very substantial reports on ADEPT. These reports provided general information on ADEPT, followed by a very detailed description of each course in terms of contents, structure, information on participants as well as an assessment, conclusions and recommendations for each course. In addition, the reports contained general conclusions and recommendations for the Programme. Annexes could furthermore include the results of interviews that were held during the country visits. Understandably, the Ministry of Foreign Affairs indicated at the time that these reports should be shorter.

Since 2005 reporting on MTEC is done through the half-yearly and annual reports that are prepared by EVD/CROSS on MEC as a whole. On MTEC, these reports contain briefs of a few pages on and short assessments of the individual courses. In addition, information on MTEC is included in the country briefs that together make up more than a third of the reports. Reflection on policy related issues has been limited and the Ministry of Foreign Affairs has indicated that more analyses and more policy level inputs would be desirable. Primarily because different EVD units handle the various MEC instruments, reporting is not always in time²³.

In line with the Agreement, which provides considerable detail with respect to financial reporting requirements²⁴, EVD prepares the requisite financial reports. It ensures that these reports are accompanied by an audit certificate with auditing being done by the Accountancy Department of the Ministry of Economic Affairs.

3.6.2 Meetings

Twice a year, in conjunction with the progress and financial reports, meetings are held between the Ministry of Foreign Affairs and EVD on MEC – including MTEC. The agenda for such meetings are prepared by EVD while meeting minutes are prepared by the Ministry. In addition, ad hoc and informal meetings and contacts take place on a regular basis.

²³ According to the Agreement, deadlines for the submission of reports are six weeks after the end of the 2nd quarter for the report on the first six months and 31 March of the next year for the annual progress and financial report.

²⁴ Financial reports will contain information on: 1. Available resources at the start of the reporting period; 2. A specification of current and expected projects and per project an indication of the amount committed, the amount of expenditures up to the reporting period, the amount of expenditures realised during the reporting period, the total amount of realised expenditures, an estimate of expected expenditure for the future per quarter and the closing data of on-going projects; 3. The balance of available financial resources at the end of the reporting period. The financial reports are to be accompanied by a request for an advance ('bevoorschottingverzoek').

Once or twice a year, meetings are also held with representatives of the training providers in the Netherlands. Separate meetings are held with training providers of the short courses and with the universities implementing the academic programme (the first one in 2007) to exchange ideas and learn from each other's experiences. Both the universities and training providers have indicated that these meetings are a valuable initiative.

Meetings on MEC are also held between the Ministry of Foreign Affairs, EVD and the Netherlands line ministries (the so-called 'Inter-department consultation Matra European Cooperation'). Minutes on the meetings indicate that they primarily serve to exchange factual information on the different MEC instruments, including MTEC.

3.6.3 Reporting by Netherlands training providers

Netherlands training providers prepare elaborate reports on the individual courses in line with their contractual obligations. There is no uniform format for this kind of reports. It is understood that in recent years EVD/CROSS has increasingly formalised the reporting requirements and that, certainly in comparison with the ADEPT years, reporting requirements are more clearly defined. Interviews indicate that some providers do not object against more uniform reporting, for others this is less opportune given their own internal reporting formats. Irrespective of the format used, the course reports provide the same type of information: recruitment and selection processes, participants' profiles, information on the course programme, participants' assessment of the course and an evaluation by the course provider. The reports are forwarded to the Ministry of Foreign Affairs. Some further streamlining of reporting could be considered to avoid excessive and unnecessary detail²⁵.

3.7 Financial management

3.7.1 Programme financing

According to the Agreement, the Ministry of Foreign Affairs is to make available programme funding for a period of three years (2005-2007) with an extension period of two years for projects started in 2007. The period for which funding was made available thus differs from the lifetime of the Agreement itself. After a first advance paid upon signature of the Agreement, payments are made on the basis of approved semi-annual and annual reports and estimated expenditures for the next six months. EVD is obliged to remain within the programme estimates and to inform the Ministry in case expected expenditure lag behind or increase significantly (> 15%). After receipt and approval in writing of the progress report and financial report by the Ministry, the final volume of programme funding is determined. According to the Agreement, funds are to be transferred to an interest bearing account; interest accrued on this account will be used for undertaking activities within the framework of this agreement.

Until recently, the entire budget for MTEC was reserved for a fixed number of courses and academic programmes that had been approved by the Ministry of Foreign Affairs. In recent times, this practice was discontinued and some funding was set aside to be able to respond to more ad hoc training requests²⁶. Especially since not all allocated funds are effectively used each year, this would seem to be a good initiative as it would permit responding to specific and urgent training needs that are identified by the Netherlands embassies in the Matra partner countries.

Data provided by EVD/CROSS gives the following picture as regards total ADEPT/MTEC programme expenditure (including costs of training and management costs).

²⁵ E.g. an annex of 73 pages with short almost verbatim quotes on the assessment of presentations would seem excessive (ECORYS, report on Structural Funds course May-June 2007).

²⁶ See the Annual Plan for 2007 page 14: 'In addition, CROSS would like to have a possibility to accommodate additional, specific requests for training that are not incorporated into the annual plan. Proposals for additional activities will be submitted to DZO/UM separately'. Similar observations are made on page 34.

Table 2: ADEPT/MTEC Programme expenditure 1999-2007

Year	Expenditures (€)
1/7/1999-1/7/2001	2,200,614
1/7/2001-31/3/ 2002	893,559
2002	2,961,823
2003	2,827,876
2004	2,736,938
2005	2,638,923
2006	3,848,549
2007	3,052,148

The available data indicates that the average costs per training (3 weeks, 50 participants), including costs of travel, per diem and board and lodging of participants, ranged between € 225,000 in 1999 and € 275,000 in 2007.

3.7.2 Programme management costs

EVD/CROSS receives Programme funding for its role in MTEC management; the same was true for CROSS with respect to ADEPT. Some more detailed data on EVD/CROSS management funding (budget and expenditures) for the years 2005 to 2007 is provided in table 3.

Table 3: Management resources available and used (2005-2007)

	2005			2006			2007		
	Budget	Expenditure	%	Budget	Expenditure	%	Budget	Expenditure	%
Basic management costs	77,833	57,641	74.1%	64,446	61,745	95.8%	49,133	34,727	70.7%
Development and management	208,995	180,257	86.2%	207,999	231,363	111.2%	238,557	239,582	100.4%
Support services	3,035	4,373	144.1%						
Out-of-pocket costs	14,000	5,960	42.6%	14,000	6,462	46.2%	12,500	12,460	99.7%
Maximum amount available	303,863	248,231	81.7%	286,445	299,570	104.6%	300,190	286,769	95.5%

The basic management costs refer to expenditures incurred with respect to policy advice, reporting, communication and public relations and other costs. Costs for project development and management relate to e.g. the preparation of annual plans and tendering of courses and 'out of pocket expenses' to the costs of country visits and communication materials.

Management (or overhead) costs as a percentage of total Programme costs have been variable over the years. The average was 5% for the period 1999 to 2004 (ADEPT) and 8% in the years 2005-2007 (MTEC). In the light of international experience, this percentage is low in the early years and reasonable at present given the efforts made by EVD/CROSS in running MTEC on behalf of the Ministry of Foreign Affairs.

3.7.3 Funding of short courses

Training providers include in their proposal a budget, which, if necessary, is adjusted in consultation between EVD/CROSS and the training provider once the proposal is approved. The contract concluded between the two parties is on the basis of this financial proposal.

Following contract signature, the implementing institution receives an advance of 80%. Upon completion of the course, EVD/CROSS requires the institution to present its invoice together with an audit certificate. In the interviews, some training providers indicated that the financial conditions were insufficiently known when preparing a budget, which later on resulted in complications when submitting their invoice. They also highlighted the issue of delays in transfer of funds mentioned above.

Financial information on some of the short courses indicates that costs vary from course to course, depending on factors such as:

- Whether the course is new or a repeat of an earlier course – in the first case, considerably higher preparation and development costs are incurred
- Where the course is held – with training in the ‘Randstad’ being more expensive than elsewhere
- The costs of fees of (external) experts.

The information also indicates that costs of international travel and board and lodging of participants consume a major share of the total budget (between 54.6 and 64.1%).

An indication of the costs incurred for several MTEC short courses in 2007 is provided in table 4; based on the number of participants in these courses, costs per participant were € 5,911 for the Structural Funds course, € 5,412 for the How to Operate in Brussels training and € 4,896 for the Food Safety course.

Table 4: Expenditures for selected MTEC short courses (2007)

		Structural Funds	%	HOB	%	Food Safety	%
Staff	Management	9,180.00	3.10%	4,000.00	1.51%	27,306.40	12.12%
	Team leader	22,000.00	7.44%	18,952.00	7.15%	23,240.00	10.32%
	Assistant team leader	4,120.00	1.39%	19,200.00	7.24%	27,750.40	12.32%
	Training, preparation, evaluation	79,941.00	27.02%	43,850.00	16.53%	14,180.15	6.30%
	Study tour guidance	4,416.00	1.49%		0.00%		0.00%
	Sub total personnel	119,657.00	40.45%	86,002.00	32.43%	92,476.95	41.06%
Training materials	Training materials	3,938.10	1.33%	17,500.00	6.60%	8,506.50	3.78%
	Training rooms, coffee, tea	14,382.13	4.86%	98,582.55	37.17%	3,985.29	1.77%
	Computers	3,073.10	1.04%	10,029.75	3.78%		
	Communication			3,750.00	1.41%		
	Auxiliary ICT	400.00	0.14%				
	Survey	618.07	0.21%				
	Accountant statement	0.00		2,900.00	1.09%	1,000.00	0.44%
Travel costs	Participants	20,220.03	6.83%	21,013.27	7.92%	21,587.09	9.58%
	Trainers	910.40	0.31%	600.80	0.23%	722.72	0.32%
Insurance		1,847.50	0.62%	901.70	0.34%	1,489.71	0.66%
Logistics	Excursions	8,851.25	2.99%	16,728.61	6.31%	18,460.39	8.20%
	Drinks, diners, further expenses	33,234.44	11.23%	7,000.00	2.64%		
Costs of accommodation	Costs (50 persons)	88,117.60	29.78%			76,459.50	33.95%
	Costs trainers	600.88	0.20%				
	Other			206.90	0.08%	555.42	0.25%
Total		295,850.50		265,215.58		225,243.57	

3.7.4 Funding of academic programmes

Once a proposal for an academic programme has been selected, a framework agreement is signed between EVD/CROSS and the university. Each framework agreement stipulates the requirements for the selection of students and finances available. The maximum budget for a 2-year agreement (2 times a 1-year master programme) is € 1,200,000. The maximum for a 3-year framework agreement (2 times a 2-year master programme) is € 1,740,000, irrespective of the topic of the programme. The above amounts include €15,000 for supporting cooperation with a ‘sister institution’. The universities are asked to exhaust the budget as much as possible by providing as many scholarships as possible for this amount.

The universities are in general satisfied with the overall budget though there have been comments about the lack of flexibility with respect to the use of certain budget lines. An issue in this respect has been the financing of students who for valid reasons were unable to complete the programme in time. EVD has indicated that it has always been prepared to find a solution for this problem. There is furthermore uncertainty as regards the budget line for support to ‘sister institutions’ which the universities can include in their proposals but for the utilisation of which they apparently need to seek separate approval from EVD/CROSS²⁷.

²⁷ See on this issue of strengthening of sister institutions, section 7.3.2. below.

3.8 Summary of evaluation findings

In terms of programme management, the evaluation findings can be summarised as follows:

- Neither the annual planning documents of the Ministry of Foreign Affairs, nor the annual plans of EVD/CROSS contain substantive reflection on policy issues, ‘operational objectives’ or ‘intended results’.
- In terms of planning, ADEPT and MTEC operated on the basis of an annual programming cycle. Formal conclusion of this cycle, resulting in formal approval of the plan for the following year and subsequently a transfer of funds from Ministry to EVD/CROSS has taken more time than originally foreseen. Since this was a condition for EVD/CROSS to commit itself vis-à-vis the course providers, more than 75% of the training courses took place in the 2nd half of the year.
- The responsibilities of EVD/CROSS in relation to MTEC differ little from those of CROSS under ADEPT. EVD/CROSS by and large complies with its responsibilities under the Agreement of 2005 in terms of monitoring and reporting – both on Programme implementation and finances. However, it needs to step up its role in terms of providing policy advice to the Ministry of Foreign Affairs.
- In terms of monitoring, in-country visits are regularly carried out. Interviews are held with former trainees and Netherlands embassies, National Coordinators, etc. As a rule EVD/CROSS also attends some training sessions of the different courses for reasons of PR and monitoring. Findings are shared with the training providers. The implications of these findings for future policy making require however further attention.
- The EVD/CROSS progress reports provide sufficient detail on MTEC to allow the Ministry of Foreign Affairs to monitor Programme implementation. Relations between Ministry and EVD/CROSS are functioning well and regular meetings are held.
- Regular meetings between EVD/CROSS and the various stakeholders in the Netherlands are held as well and are appreciated by all concerned.. The evaluation shows that the role of Netherlands line Ministries in shaping the overall directions of the Programme has been variable, though they do play a role in course development and implementation.
- The training providers provide ample information on the implementation of the individual courses. Further streamlining of reporting in order to avoid an overload with detail is recommended.
- In terms of selection of training providers, policy has been since ADEPT to involve public training institutions in the implementation of the short courses. Institutes that had a framework agreement with a Netherlands line Ministry would be involved. In case several institutes were in a position to implement the training, they were short-listed and asked to present a proposal; announcements of new training courses were also published on Internet. Other institutions that provided (some) public sector training and found the announcement of the course on Internet, could present a proposal as well. When comparing financial proposals from bidding institutions, only the course development costs were considered as major part of the budget was devoted to paying for logistical costs. Since these development costs remained (well) below the special ceiling set for public tendering in education and training, repeater courses were not tendered and granted to the institution that had implemented an earlier version, providing that its performance had been satisfactory. For the academic programmes under MTEC, all Netherlands universities were invited to submit a proposal.
- In terms of Programme funding and budget utilisation, the financial data shows that the average costs per training (3 weeks, 50 participants) was € 225,000 in 1999 and € 275,000 in 2007. Major part of the budget for short courses (between 54.6 and 64.1% in 2007) was used to finance costs of board and lodging, travel and per diems. Financial data on selected recent courses indicates that costs per participant range between € 4,896 and € 5,911, depending on whether the course is new or a repeat of an earlier course, course location and the level of expert fees. Like for the short courses, the lion

share of the budget for the academic programmes is set aside for accommodation, travel, and costs of living of the students. By and large, the available resources are sufficient, though remarks have been made by the universities about the lack of flexibility to use certain budget lines. The criteria and procedure for the use of the budget for strengthening of sister institutions are ill defined.

- Until recently, all available funding was programmed. This practice was discontinued in 2007 in order to be able to reserve some funds, which would permit responding to ad hoc training requests from the Matra partner countries.

4. Short courses and academic programmes: implementation

4.1 Introduction

This chapter first of all addresses the question: which training courses and academic programmes were implemented over the years and by whom? It then pays attention to issues of responsiveness to training needs in the Matra partner countries as a key element for ensuring training relevance. Attention is also paid to mechanisms used to assess these needs and to the number of applications received as key indicators for responsiveness. The chapter then goes into the issue of training quality, based on indicators such as clarity of training objectives, appropriateness of the structure of the training, training methodologies, and the appreciation of the training by the trainees.

4.2 Courses and academic programmes implemented

4.2.1 Short courses

Within the framework of ADEPT, a total of 53 short courses of either two or three weeks were organised in the period 1999 to 2004. Under MTEC, a total of 31 short courses, again of either two or three weeks, were organised in the period 2005 to 2007. An overview of these courses, the training providers, supporting agencies course frequency or course dates is provided in tables 5 and 6.

Table 5: Short courses ADEPT

Course title	Implementing agency	Supporting agencies	Frequency
Environmental Issues and European Policies on Agriculture	International Agricultural Centre (IAC)		1 in 1999; 2 in 2000; 1 in 2001;
Chain Management and Agricultural Development	IAC		2 in 2001; 1 in 2002
Food Safety First	Food and Consumer Product Safety Authority, later IAC	Food and Consumer Product Safety Authority Ministries of Health, Welfare and Sport and Agriculture, Nature and Food Quality	1 in 2000; 2 in 2001; 1 in 2002; 1 in 2003
Public Health in the European Union	Netherlands School of Public & Occupational Health (NSPOH)	Ministry of Health, Welfare and Sport	1 in 2000; 1 in 2001; 1 in 2002; 1 in 2003
Drugs Policy in the European Context	Trimbos-Instituut	Jellinek Consultancy Ministry of Justice; Ministries of Interior and Health, Welfare and Sport	1 in 2001; 1 in 2002; 1 in 2003;
Social Affairs / Employment	Netherlands Institute of International Relations, Clingendael	Amsterdam Institute for Advanced Labour Studies Tilburg University, Faculty of Labour Law and Social Security Law and Ministry of Social Affairs and Employment	1 in 2000; 2 in 2001; 1 in 2002; 1 in 2003;
Structural Funds	ECORYS	Netherlands Institute of International Relations, Clingendael	2 in 2001; 1 in 2002; 1 in 2003; 1 in 2004;
Strategic planning and realisation of Transport Infrastructure	NEA Transport research and training	Ministry of Transport, Public Works and Water Management	3 in 2001; 2 in 2002; 1 in 2003; 1 in 2004;
ISPA/CF Environment	ECORYS	Ministry of Housing, Spatial Planning and the Environment	1 in 2002; 1 in 2003; 1 in 2004
Environmental Issues and European Policies on Water Management	IAC		1 in 1999; 2 in 2000; 1 in 2001
River Basin Management	IAC		1 in 2001; 1 in 2002; 1 in 2003
How to operate in Brussels	Netherlands Institute of International Relations, Clingendael	Ministries of Health, Welfare and Sport, Agriculture, Nature and Food Quality Transport, Public Works and Water Management and Social Affairs and Employment	1 in 2002; 1 in 2003; 1 in 2004
Communicating with the public	Ministry of General Affairs	Academy of Government Information and Communication	1 in 2002; 2 in 2003; 1 in 2004

Table 6: Courses MTEC

Training programme	Training providers	Dates
Administration of Justice, from an organizational and policy perspective -	EVD	20-11-2006 to 1-12-2006; 19-11-2007 to 30-11-2007
EU Agricultural Policy	Wageningen Business School	12-11-2007 to 23-11-2007
Food safety	Wageningen International	21-11-2005 to 09-12-2005; 8-10-2006 to 28-10-2006; 15-10-2007 to 2-11-2007
Communicating with the public	RVD	30-10-2005 to 18-11-2005; 6-11-2005 to 26-11-2005; 8-10-2006 to 28-10-2006; 8-10-2007 to 26-10-2007
Communicable disease	NSPOH	11-03-2006 to 26-03-2006
Applied Public Health	NSPOH	04-11-2007 to 17-11-2007
Labour Market Issues	Netherlands Institute of International Relations, Clingendael	25-09-2006 to 13-10-2006; 16-04-2007 to 04-05-2007
Structural Funds	ECORYS	25-09-2005 to 14-10-2005; 28-05-2006 to 16-06-2006; 29-10-2006 to 17-11-2006; November 2007;
Structural Funds in Bulgaria		14-05-2007 to 01-06-2007;
Structural Funds in Croatia		10-10-2007 to 17-10-2007
Structural Funds in Romania		
IPA/Environment	ECORYS	23-10-2005 to 11-11-2005; 3-12-2007 to 15-12-2007
Flood Risk Management and the Water Framework Directive -	ECORYS	2-11-2006 to 08-12-2006; 17-09-2007 to 28-09-2007
How to operate in Brussels	Netherlands Institute of International Relations, Clingendael	5-06-2005 to 18-06-2005; 30-10-2005 to 11-11-2005; 18-06-2006 to 30-06-2006; 19-11-2006 to 30-11-2006; 11-06-2007 to 22-06-2007; 17-09-2007 to 28-09-2007
Development Cooperation	MDF, Wageningen	24-09-2007 to 28-09-2007
How to co-operate with Brussels ²⁸	Netherlands Institute of International Relations, Clingendael	19-11-2007 to 30-11-2007

In addition to the regular courses, two more in-depth follow-up courses were organised for a selected group of trainees (no open applications) in 2003 in the fields of Drugs Policy and Public Health. The number of such courses has been limited; according to a letter of CROSS of 18 December 2003 (ref. CROSS 03-0906) on the Annual Plan 2004, 'Bureau CROSS is hesitant to organise follow-up courses, mainly because of the relatively high costs involved (less participants, short period)'.

The data available indicates that:

- The courses comprised the following three components: (a) a theoretical component based on the (European) legislation; (b) a practical component aimed at developing skills (e.g. project-cycle management, SWOT-analysis, drafting policy papers, presentation techniques); and (c) site-visits (excursions)
- Almost all courses were organised in the Netherlands. A few courses were organised in the different Matra partner countries – serving only trainees from the country in which the course was held²⁹. This concerned the following courses: (a) How to Operate in Brussels (Poland, 2003); (b) Structural Funds (Bulgaria, Croatia and Romania, 2007) and (c) a three days follow-up course in Bulgaria for participants of the 2006 Flood Risk Management Course.

Organising courses in country has both advantages and disadvantages; a review of the issues at stake is summarised below:

²⁸ Specifically organised for the 'neighbouring states'.

²⁹ In view of the success of the Structural Funds training course in Bulgaria, the number of requests received and in order 'give follow-up to the concept of courses 'on site', CROSS proposes to organise the Structural Funds course in 2007 in Croatia, Romania and Turkey' (Annual 2007, page 9). The Ministry of Foreign Affairs however considered such a course in Turkey 'pre-mature' (Letter of 7 February 2007, DZO/UM-0137/2007).

Advantages	Disadvantages	Remarks
Less expensive than courses in the Netherlands (particularly due to lower costs of international travel and board and lodging) – hence the possibility to cover larger audiences with the same resources	No international East-East networking	Networking within the country remains a possibility East-East networking could be enhanced by involving trainers from other Central and Eastern European countries
Meet with a specific (national) demand for training and open up the possibility for people to attend who do not master English sufficiently (in particular people from the province)	No exchange of experiences from the region	Exchange of experiences could be enhanced by involving trainers from other Central and Eastern European countries
'Holland promotion' – particularly for the Netherlands embassy	Does not match the importance attached by trainees to 'meet the Netherlands'	If done nationally, possibilities for further cost reduction could be through cost-sharing with national authorities. Cost-sharing could have the additional advantage of creating more commitment.
Easier for seniors to attend some key sessions. This would have the (possible) additional advantage of creating 'more space' for new approaches and initiatives from mid-level and junior officials.	Dependency on local course organiser	A 'sandwich' course – combining training in the Netherlands with training 'on site' would also provide an opportunity to monitor and support what is happening after the training and see the experience in 'action plan' implementation
Allow to go more in-depth on key issues related to <i>acquis communautaire</i> implementation (rather than preparation) in a short time.	People attending a course in their own country are less inclined to stay the entire foreseen period, and may be called back to work easily. As was observed in Turkey: 'The location, the Netherlands, is also important because participants are confined and cannot go to their office...In the Netherlands you can keep them committed for two weeks.'	
	Impossible to undertake visits and excursions similar to those in the Netherlands	

4.2.2. Academic programmes

The academic programmes consist of the following three components:

- A full academic course leading to a Master's degree in an area related to good governance. The students follow the same academic programme as other international students³⁰ - there is no separate MTEC academic programme
- A social programme, which is an MTEC addition to this regular academic programme, focussing on getting to know the Netherlands and building long lasting networks between the participants. This programme generally consists of a series of social events, like excursions, theatre visits, a party or a drink
- A personal development programme aiming at professional skills development. This programme may comprise three one-day training sessions on e.g. communication, leadership, change management ...

An overview of the academic programmes have been organised since 2005 is provided in table 7.

³⁰ For example, MTEC students in the European Studies Programme in Maastricht joined with students in the so-called 'young professionals' programme, that was co-funded by the EC and the Romanian Government.

Table 7: MTEC Academic programmes

Academic programme	Duration (years)	University	Implementation period
International and European Law	1	University of Amsterdam	September 2005 – August 2006; September 2006 – August 2007; September 2007 – August 2008
Environmental sciences	2	University of Wageningen	September 2005 – July 2007; September 2006 – July 2008
Public Administration	1	University of Twente	September 2006 – July 2007; September 2007 – July 2008
European Studies	1	Maastricht University	September 2006 – July 2007; September 2007 – July 2008
Public Health	1	Maastricht University	September 2006 – July 2007; September 2007 – July 2008

4.3 Responsiveness to needs

4.3.1 Mechanisms for assessing training needs

MTEC is supposed to address themes that are priorities for the countries concerned and that are related to the need for training and education that exist in the different Matra partner countries in relation to preparation for EU membership and/or cooperation with the EU.

EVD/CROSS, as per the Agreement, is to play a key role in identification of these training needs. It uses various methods to define the headlines of the short courses:

- Perusal of documents and electronic documentation, including the Progress Reports of the European Commission, websites of EC Delegations, line Ministries in the Netherlands and of Ministries in the partner countries
- Regular consultation rounds with the line Ministries in the Netherlands.
- Assessment of the reports prepared by and discussions with the training providers amongst others during semi-annual meetings
- Consultations with staff of the Netherlands embassies, National Coordinators, and representatives of line Ministries as well as former trainees in the Matra partner countries during country visits. The National Coordinators were also approached in writing to indicate their country's priorities for training and were asked in 2006 'to rank' the 'listing of eligible themes for 2006 (letter Ministry of Foreign Affairs of 13 January 2006, ref. DZO/UM-021/2006).

Attempts to obtain inputs from the line ministries in the Netherlands have met with mixed results. In recent years, their responsiveness has been low as is observed in the EVD Annual Reports on 2006 and 2007: 'Just like former years, in 2007 the line ministries have hardly given any reaction to our request for input regarding strategic issues relevant for course content' (Annual Report 2007, page 16)³¹. Main reasons for the lack of response have been the following:

- MTEC is often not a main priority: some ministries have their own bilateral programmes, also in Matra countries, that are more tailored towards the ministries' own specific priorities.
- The added value of the MTEC programme is not always evident and, in particular
- A capacity problem to deal with issues of international relations and pre-accession problems.

Examples of line ministry involvement in short courses are given in the overview below (see also table 5 above).

Ministry of Agriculture, Nature and Food Quality (LNV)	o Involved in the development of the first courses implemented by IAC, including the EU Agricultural Policy training
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³¹ In the Annual Plan for 2006 (page 9), EVD/CROSS furthermore observes that no reaction was received to the letter sent to the Netherlands line ministries to obtain their views.

	<ul style="list-style-type: none"> o Involved in the course 'Food Safety First' that was developed at the initiative of WVS together with the Food Inspection o Initiated and developing a training course on animal health o Initiated the organisation of the new course 'Common Agricultural Policy' o More distant involvement in the course 'How to Operate in Brussels'
Ministry of Housing, Spatial Planning and Environment (VROM)	<ul style="list-style-type: none"> o Involved in the set-up of the first ADEPT courses on IPA Environment and Communicating with the Public
Ministry of Health, Welfare and Sport (VWS)	<ul style="list-style-type: none"> o Involved in the development, implementation and evaluation of the courses: 'Food Safety First' (together with LNV) and 'Public Health in the European Union' and 'Drugs policy in the European Context' (together with the Ministries of Justice and of Interior and Kingdom Affairs (BZK)).
Ministry of Justice (MJ)	<ul style="list-style-type: none"> o Involved, together with BZK and VWS, in the course 'Drugs policy in the European context'. o Involved, together with the Raad van de Rechtspraak, in the development and implementation of the course on 'Administration of Justice'.
Ministry of Social Affairs and Employment (SZW)	<ul style="list-style-type: none"> o Involved in the assessment of proposals for the course 'Social Affairs / Employment' and in the decision to contract Clingendael for course implementation.
Ministry of Transport, Public Works and Water Management (VenW)	<ul style="list-style-type: none"> o Involved in the course 'Towards effective and efficient planning and realisation of infrastructure'

Ministries who have been more actively involved, such as the ministries of LNV and VWS, are positive about the possibilities of MTEC, find the course topics to be relevant and would like more formal contacts with EVD/CROSS.

Consultations are also held with the Netherlands embassies in the Matra partner countries. However, feedback from embassy MTEC contact persons indicates that not all of them are/were consulted when priorities for training courses are/were determined and that they were only asked to agree to a series of topics suggested by EVD/CROSS³². The reasons for this are not known.

Providers of the short training courses themselves have also taken the necessary steps to make sure that their courses are in line with the evolution of training needs in the Matra partner countries. They have done so by taking into account:

- Developments in EU policies and Commission directives (e.g. related to the Structural Funds)
- Changes in the (EU-membership) status of the participating countries
- Response to the internal course evaluations that are conducted. These evaluations have been used to modify training programme contents, change lecturers/trainers, adjust training methodologies, reshuffle the timing of the programme, etc³³.

Pre-course assignments were also used as an instrument to assess applicants' learning aims; during presentations at the start of the course, these were further discussed with other participants and the trainers.

On the other hand, responsiveness to perceived training needs is at the same time not always evident or explained. For example in 2006, the Ministry of Foreign Affairs wanted to incorpo-

³² E.g. the embassy in Montenegro reported on this issue: 'Through a questionnaire about the necessity of courses to be organised (the embassy was consulted for the courses in 2007, not consulted in 2008 but the reasons for not consulting were explained). The embassy in Ukraine reacted in terms of 'The Embassy is never consulted regarding the topics of short-term courses or academic programmes'.

³³ For example in the 3rd course on Food Safety account was taken of the differences in participants – veterinary and non-veterinary, by organising parallel sessions during the training which would be more interesting for either group of participants. Changes reported with respect to the course 'How to Operate in Brussels' conducted by Clingendael include the following: – more background information provided before the course, changes in trainer on cultural differences, change from pre-accession support (under ADEPT) to more focus on post-accession support, development of a new, actualised dossier entitled "Financial Perspectives", that goes through the programme like a 'read thread' (preparatory homework assignment, lobbying, negotiating skills, simulation); changes in preparatory homework assignment: in addition to a case study in the central dossier, participants had to, preferably by group, map their national EU coordination and the focal points of their national EU policy. More time for practice – discussions with practitioners on comitology, debating dinner' to enhance debating skills. Attention for networking through an introduction by a lobbyist in Brussels coupled with a group assignment, whereby participants were divided by professional background and sub-groups had to map each other's networks in a matrix. And had to make network appointments in Brussels.

rate the existing summer courses Private International Law and Public International Law of The Hague Academy into the MTEC programme³⁴ – apparently this did not happen. Furthermore, a training course on development cooperation was given by MDF in 2007 at the request of the Ministry. According to the Annual Plan 2007, page 10, ‘*This course has a special character as it will solely be offered for the new member states that have entered the EU as per 1 May 2004 and 1 January 2007*’. The need for this training was not explained.

4.3.2 Applications received and accepted

Another indicator of ‘meeting needs’ is the number of people that applies for a particular course or academic programme.

With respect to the short courses, the available data for the period 2002-2007 indicates (see table 8) that:

- The number of applications has outweighed the number of places available. Though with some variation, this applies for all years and for all courses.
- There has been a stronger interest, because of their ‘broader orientation’ and broader potential target groups for courses like ‘How to Operate in Brussels’ (23.5% of applicants admitted in 2004) and ‘Structural Funds’ (with only 13.8% admitted in 2006) than for the more subject specific, specific target-group focused courses such as Transport Infrastructure (66.7% of applicants admitted in 2003) and Applied Public Health (69% admitted in 2007). In other words, the stronger the interest, the lower the percentage of accepted candidates given the limited number of places per course.

Table 8: Applicants and trainees accepted for short courses (2002-2007)

Year	Applications received	Accepted	%
2002	1,035	546	52.8%
2003	964	447	46.4%
2004	1,828	491	26.9%
2005	1,396	398	28.5%
2006	2,159	586	27.1%
2007	1295	545	42.1%

There has also been a keen interest in the academic programmes where in 2005, 35.1% of all applicants was admitted, 18.6% in 2006 and 41% in 2007 (see table 9). With respect to the academic programmes, one can at the same time observe:

- A decline in the overall number of applications from 2006 to 2007, which is related to a decline in the number of eligible countries, accompanied by a substantial increase (over 85% for Public Health) in the percentage of accepted applicants.
- The very low number of accepted applicants for the public administration programme in 2006

³⁴ ‘Moreover, the sponsor has expressed the desire to incorporate the summer courses Private International Law and Public International Law of the The Hague Academy into the MTEC programme’ (Annual Plan 2006, page 15)

Table 9: Applicants and accepted candidates by academic programme (2005-2007)

Academic programmes	Applications received	Accepted	%
2005			
International and European Law	119	30	25.2%
Environmental sciences	69	36	52.2%
Total	188	66	35.1%
2006			
International and European Law	230	34	14.8%
Environmental sciences	96	28	29.2%
European Studies	236	34	14.4%
Public Administration	99	9	9.1%
Public Health	61	29	47.5%
Total	722	134	18.6%
2007			
International and European Law	56	24	42.9%
European Studies	120	32	26.7%
Public Administration	31	17	54.8%
Public Health	27	23	85.2%
Total	234	96	41.0%

4.4 Training programme quality

4.4.1 Introduction

To assess training programme quality, the following key indicators were used:

- Courses and programmes have clear objectives
- Courses and programmes have a clear course/programme outline, structure and phasing of activities
- Courses and programmes have the three elements of theory, practice and visits as well as social programmes and a proper balance among them
- Adult training/teaching methods are used
- Course/programme evaluation is built in

4.4.2 Training objectives

The ADEPT/MTEC training courses have relatively straightforward objectives. These may read for example as follows:

- **Food Safety:** ‘to train staff working for (semi) public-sector organizations in the development and effective operation of the food safety systems and to prepare them for new tasks and responsibilities at personal, organizational and institutional level that will emerge during the pre- and post accession period’³⁵
- **Structural funds:** to prepare the participants for the management of EU Structural Fund mechanisms at the date of accession and to develop skills and attitudes necessary to play an active role in the development’ (of national and European Regional policies)³⁶
- **How to Operate in Brussels:** ‘to prepare participants for the effective advocacy for national interests in Brussels (before and after the accession to the European Union and to train the skills and attitudes required for playing an active role in Brussels)’³⁷

In addition, for each course, specific learning targets are enumerated (for some examples see the overview below). These learning targets are well formulated at an operational level in terms of gains in knowledge, skills and the application of skills and best practices.

Structural Funds training programme³⁸

- Know about different actors and institutions in decision making and legislative procedures in EU, especially in field of regional policy;
- Understand link between Structural Funds and national public system of their countries, and way how to integrate SF in national public finance system;
- Be able to apply planning and programming techniques in context of National Development Plan, Community Support Framework, Single Programme Document, Programme Complement, Sector Operational Programme and Regional Operational Programme process;
- Be able to deal with promotion and preparation of programme implementation, project pipeline development and management, grant-schemes and tendering, and have had some examples of implementation of Structural Funds in other countries;
- Have fundamental skills for programme implementation, such as project development, project

Food Safety training programme³⁹

- Explain the principles, objectives and key elements of the EU legislative framework pertaining to food safety;
- Explain the importance of an integrated chain approach as key to enhanced food safety;
- List the main trends and developments in research and development on detection and inspection techniques, food safety monitoring and health risk assessments;
- Outline the main institutional responsibilities of the European and national institutions involved in planning and operation of the food safety systems at national level;
- Summarise the key features of the Dutch food safety system and the role of the main stake-

³⁵ Brochure, Strengthening Food Safety System (14 October – 2 November 2007).

³⁶ NEI, Evaluation report ADEPT Training Course on Structural Funds (March 2002), page 1 and Structural Funds course of May-June 2007.

³⁷ Final report How to Operate in Brussels, June 2007 and November-December 2004.

³⁸ NEI, Evaluation report ADEPT Training Course on Structural Funds (March 2002), page 1-2.

³⁹ Wageningen, Strengthening Food Safety Systems in new and candidate member states of the European Union and in the neighbouring countries, Course evaluation report, October 9 – October 28, 2006, page 6

- appraisal, project selection, risk analysis and cost and benefit analysis;
 - Have fundamental skills and knowledge on financial management and control;
 - Develop skills necessary for the adequate implementation of EU regulations and general skills such as (international) negotiating;
 - Know about monitoring and evaluation in a EU Structural funds context;
 - Be able to help create an appropriate Administrative Capacity to manage the Structural Funds in their own country;
 - Be able to and feel confident to play a role in the management of the Structural Fund policy life cycle;
 - Have gained more knowledge on good practices from other countries.
- holders as an example for future reference;
 - Indicate if and how the division of responsibilities between public institutions on the one hand and industry, producers and suppliers in the agri-food sector on the other should change in order to comply more effectively and efficiently with EU food safety standards;
 - Explain the importance of transparency in the agri-food chain;
 - Discuss the importance of organisational culture, staff attitudes and institutional arrangements in the light of quality food safety services and integrity;
 - Analyse and plan change processes within their own professional context aimed at strengthening the food safety systems;
 - Effectively communicate the proposed changes and innovations to different stakeholders;
 - Explain the main management principles and approaches that lead to successful organisational and/or institutional change.

4.4.3 Training programme structure

Taking into account course objectives, the short courses were divided in three distinct but inter-related components. For example, the Food Safety courses comprised training in social skills, technical and subject specific training and practical training through excursions and visits. The same applies for How to Operate in Brussels, which included, in addition to a preparatory assignment, theoretical classes on European process management, and a component on specific skill development and excursions. In view of the large size of the groups of trainees, they were split into smaller working groups (coupled with individual assignments); the number of plenary sessions involving all trainees at the same time was limited.

4.4.4 Training methodologies

Different (adult) training methodologies are used for implementation of the courses in order to ensure a balance between theory and practice and that the training is sufficiently interactive (between trainees and trainers and among trainees). For some examples used, please see the overview below.

	Food Safety	Structural Funds	How to Operate in Brussels
Group assignments			
Discussions/debates			
Individual assignments (Poster) presentations			
Action plan preparation			
Excursions			
Simulation/games			

Particular attention was paid to skills development – either ‘social’ or ‘technical’ skills, ranging from ‘dealing with cultural differences’, presentation and debating techniques, (international/EU) negotiation techniques, to financial management and control.

In some cases, actual participation in the training in the Netherlands is preceded by ‘homework’ that (future) trainees need to complete beforehand. For example, in case of the 6th edition of the Food Safety training course, a pre-course module was developed to give the participants a first impression of the course, to stimulate them to reflect on the issues and help course organisers to understand their learning objectives. In case of the How to Operate in Brussels training, selected participants received a pre-course assignment that focused on national EU coordination issues and aimed to provide an overview of the targets of their national EU policy. The assignment was accompanied by a list of participants per country in order to ensure that they, prior to the course, would work together on completing the assignment. Completion of the assignment

was also used in the selection process, though not completing the assignment did not automatically imply that a participant would not attend.

Excursions and visits (on average a minimum of three per course) have constituted a key ingredient of all courses. Some examples of the types of visits are shown below.

Food Safety	Structural Funds	How to Operate in Brussels
<ul style="list-style-type: none"> ▪ Institute for Animal Health, Lelystad ▪ RIVM, Bilthoven ▪ Buitengrens Inspectie Post, Rotterdam ▪ Meat processing company (HACCP), Opmeer ▪ Gerkens Coco (HACCP), Wormer ▪ The Inspection of goods North, Groningen ▪ General Inspection Service, Zwolle. 	<ul style="list-style-type: none"> ▪ Limburg, reconversion process and projects ▪ Brussels for presentation of European Investment Bank and evaluations unit of DG - Regions ▪ Groningen, later replaced by Delftshave. 	<ul style="list-style-type: none"> ▪ Dutch Parliament at a later stage replaced by the Sociaal Economische Raad ▪ European Parliament in Brussels ▪ European Commission in Brussels ▪ Sightseeing The Hague ▪ Social programme in Amsterdam

The excursions cover a wide range of actors and go to several corners of the Netherlands. Interviewees in focus groups have indicated that the added value of excursions that brought them farther away from their regular training place did not always outweigh the long travel distance.

4.4.5 Training evaluation

All training programmes have built-in evaluation moments during which trainees provide feedback to the course organisers on course contents and programme, organisation of the course, teaching methods used, etc. Evaluations are sometimes held daily, weekly and at the end of the course⁴⁰. Evaluation is done orally or in writing; written evaluations are anonymous. Training evaluation forms differ among the training providers also in terms of scoring scales. The information available indicates that the results of these evaluations have been used to adjust programme contents, organisation, etc. From interviews it became apparent that former participants hear ‘through the grapevine’ that adjustments were made the following year taking into account their feedback.

4.5 Quality assessment by trainees

4.5.1 Short courses

With respect to the short ADEPT/MTEC courses, analysis of the reports of the training providers, the annual progress reports as well as the reports on the country visits undertaken by EVD/CROSS indicates that:

- in general, participants have been very positive about the quality of the short courses and that they have met with their expectations.
- training content was according to most of the participants relevant for most of the courses
- especially the skills training was appreciated
- trainees have given very positive feedback with respect to the interactive (adult) training methodologies that were used (see section 4.4.4).

Also the Netherlands embassies have received positive feedback on an ad hoc basis from former MTEC trainees: they were pleased with the way things had been organised and emphasised the

⁴⁰ For example in case of ‘Food Safety First (2001), a daily evaluation took place of the inputs of the individual trainers in terms of relevance of the subject, quality of syllabus and other documentation, gains in terms of knowledge and skills and quality of the presentations. The final evaluation covered course preparation, content, organisation and appreciation of the course as a whole.

importance of the practical character of the training and the training methods that were used⁴¹. Irrespective of the training course followed, interviewees in Romania particularly appreciated the importance attached to communication and cooperation – both within and outside the own organisation – and of involving different types of stakeholders in e.g. policy making.

At the same time, some course elements have been evaluated to be too difficult for some and too easy for others. This is due to the fact that participants from countries that are at different stages of development/EU accession and with different backgrounds attend the same course. Some training providers resolve this by organising parallel sessions, addressing the specific needs of the different countries. At the same time, the observed differences between participants could have a positive learning impact in that the ‘younger, less experienced’ could learn from those who were more senior and experienced, also in terms of dealing with EU accession.

Proficiency of English, despite efforts made to check this before admitting a participant to a course, has occasionally been an issue, though apparently much less so in recent years than in the beginning⁴². As a result, some participants could hardly participate effectively in the training⁴³. The fact that the training is offered in English at the same time has implications for people from Morocco where French is the main second language, as opposed to all other eligible countries where, without exception, this is English.

4.5.2 Academic programmes

More than 95% of the students have graduated from the academic programmes in the period 2005-2007. This may be attributed to a variety of factors, including a relatively select group of students, the experience of the universities in dealing with international students, the quality of teaching and teaching staff and the specific counselling of students that stayed behind by the end of the first semester.

For many, a problem during the first months has been that they did not sufficiently have the practical study skills that the higher education system in the Netherlands requires (interactive teaching, group assignments, discussions, problem solving skills rather than reproduction of texts, written instead of oral exams, etc.). An additional issue was that students had to adjust to Dutch society as well and had to deal with a range of practical issues, including their stay permit. Especially for citizens from non-EU countries, handling the required permits proved difficult at times. Since in future the number of students from non-EU member state countries will increase it will be important to look for structural improvements to shorten the procedures both from the side of IND and from the universities.

Comparison of student results (exams, papers, research) shows a striking difference between the first and the second semester when student achievement was much better as they were familiar with the Dutch way of teaching.

Participants in academic programmes are generally satisfied with the level of the academic courses, though views differ. Opinions appear less positive on the ‘special’ MTEC elements related to personal development, focusing on e.g. personal development and leadership, intercultural communication and change management.

⁴¹ It is noted that feedback to embassy staff is ad hoc, not well structured and not all MTEC contact persons are really informed about what participants’ appreciation of the training has been. This is true for the short courses but certainly for the academic programmes – which are much more individual and people ‘disappear’ into the market.

⁴² See also the progress reports on the implementation of the ADEPT programme in 2002, 2003 and 2004. In 2002: ‘Knowledge of English is a point of concern. On the one hand, the level is sometimes below what is needed, on the other hand participants indicate that their passive and especially their active command of English, both verbally and in writing, has substantially improved by the courses’. And in 2004: ‘Although the presentation skills of participants improve each year, there remains room for further amelioration. Frequently people feel uneasy to give presentations in English. Feedback concerning the presentation skills was in some cases inadequate’.

⁴³ The report on the How to Operate in Brussels of October-November 2002 states on this: ‘A very unhappy combination turned out to be our selection of two people from Turkey who both spoke insufficient English. Frequently they could not participate optimally with the group’ (page 19).

Some observations made by the interviewees with respect to the academic programmes include the following:

- Include not only academics as trainers but also, or more, practitioners
- Include case studies that do not only relate to the Netherlands but at the same time pay more attention to ‘Holland promotion’ – e.g. including (more) information on Dutch history, people, and institutions, and some basics on the Dutch language
- Consider the possibility of including optional courses in the programme, rather than have a ‘one-for-all’ programme
- Address the issue of diploma/degree validation for people for non-EU countries
- Ensure timely assessment of thesis and handing over of degree papers
- Pay more attention to the previous academic record of participants (already an MA, longer undergraduate programmes in some countries) as for some students the programmes are not sufficiently challenging

4.6 Summary of evaluation findings

From 1999 to 2007, a total of 84 ADEPT/MTEC short courses were implemented by a variety of Netherlands institutions reaching 3,887 participants. In addition, 5 academic programmes have been conducted by several universities in the Netherlands. Based on the indicators highlighted at the start of this chapter, it can be concluded that:

- Qualitatively good and relevant short training courses have been organised. First of all, they have responded to perceived training needs in the Matra partner countries. Several mechanisms were used to gauge these needs and keep the courses up to date. There has also been some involvement from the National Coordinators in the Matra partner countries in this respect. Involvement of the Netherlands line Ministries has been more limited, partly because of other priorities, partly because of a lack of capacity, though some (e.g. LNV and VWS) did play a key role in course development, implementation and evaluation. Responsiveness to needs is also evident from the number of applications received. For the different years and courses, the number of applicants exceeded the number of places available. There is however variation in this respect, with more demand for generic short courses than for the more subject specific ones. Secondly, the evaluation confirms that the short training courses that were conducted over the years met with the criterion of ‘providing quality training’: training objectives and learning goals are well formulated, different adult training approaches are used, a balance is struck between theory and practice and the training is well structured and organised, alternating sufficiently between theory and practice. Ample attention is paid to excursions as part of the (social) networking efforts. Sufficient training evaluation is built in and used for adjusting the programmes and/or the trainers and/or the training venues. The added value of some excursions that brought participants farther away from their regular training place did not always outweigh the long travel distance.
- The training is appreciated by the participants, as was confirmed in end-of-course evaluations, the reports on the country visits conducted by EVD/CROSS and during the interviews and focus group sessions held in the course of this evaluation. English language capabilities of some participants have occasionally been an issue. Another issue has been that, with the decline in the number of participants from new and potential member states and increased participation of the neighbouring countries, the relevance of some of the training elements could become an issue. It is not evident how the training needs of these very different groups of trainees can be properly balanced in the years ahead. Some training providers have resolved this issue by organising parallel sessions, addressing observed variation in needs of the different countries. At the same time, the observed differences between participants could have a positive learning impact in that the ‘younger,

less experienced' could learn from those who were more senior and experienced, also in terms of dealing with EU accession.

- The academic programmes have found to be relevant as well. Also in this case did the number of applicants exceed the number of places available, though with the decline in the number of eligible countries the number of applicants dropped in 2007 in comparison with 2006. At the same time, it has been found difficult to find appropriate applicants for the public administration programme in 2006. The academic quality of the academic programmes, where MTEC students participate with other 'regular' (international) students, has generally been appreciated as well. Questions have been raised about the quality and appropriateness of the special 'MTEC' components (personal development, leadership, intercultural communication and change management and the social programmes). An issue has also been the time it has taken students to the 'Dutch way of teaching' that requires practical study skills that foreign students may not necessarily have and the time needed for handling Dutch bureaucracy (especially from citizens from non-EU countries). Since in future the number of students from non-EU countries will increase it will be important to look for structural improvements to shorten the procedures both from the side of IND and from the universities. Former students furthermore made recommendations in terms of involving more practitioners in the training, to broaden the scope of the case studies, and to pay more attention to the selection of participants – programmes may be insufficiently challenging for those who already have an MA. It was also felt that some more 'Holland promotion' could do no harm.

5. Short Courses and Academic Programmes: target groups/trainees

5.1 Introduction

This chapter pays attention first of all to the process of marketing, recruitment and selection of applicants for the courses and academic programmes and the selection criteria used. Information is also provided on the number of people that effectively participated in the short courses and academic programmes in the period 1999-2007. The chapter subsequently focuses on the key question: were the selected participants the intended ones, i.e. for short courses – senior public officials and for academic programmes – ‘high potential, recent university graduates and young public administrators’? In addition to numbers by country and programme, the sections concerned contain some data on participants’ ages, functions, employers and institutions represented.

5.2 Getting applications – marketing and recruitment

Within MTEC, EVD/CROSS is responsible for marketing the courses and academic programmes while the course providers develop brochures together with EVD/CROSS. These brochures include information on the selection criteria as well as application forms and are based on the programme proposed by the training provider.

Recruitment of students/trainees for the MTEC short courses and academic programmes is subsequently done through:

- The websites of EVD/CROSS, Netherlands embassies, training providers and universities in the Netherlands
- Distribution of electronic versions of the brochures by e-mail using existing networks of EVD/CROSS, training providers in the Netherlands and e.g. those of the Erasmus or Socrates programmes
- Notification of embassies of Matra partner countries in the Netherlands
- Dissemination of information materials by the National Coordinators through Government networks as well as through the network of former trainees.

People who are interested can thus either download the information and forms or collect them in hard copy from the Netherlands embassies. Applicants have to deliver the form, including the signature of their employer in case of the short courses, at the Netherlands Embassy in their country. The Netherlands Embassy collects the applications and sends them to EVD/CROSS. Training providers in the Netherlands receive the written notifications of candidates from EVD/CROSS.

Netherlands embassies in the Matra countries play a key role in the recruitment process. The evaluation demonstrates that their role is in terms of:

- Informing Government officials on the MTEC courses and academic programmes
- Informing potential applicants on study and fellowship possibilities in relation to the MTEC academic programmes. This is done through meetings and by providing information on MTEC courses and academic programmes on the website of the embassy
- Collecting MTEC applications, and verify whether the required information is provided. Register applicants online and provide EVD/CROSS with hard copies of the application forms.

Technical people in the embassy (e.g. with the sector specialist for environment and the agricultural attaché) may furthermore be called upon to advise on the selection of participants.

The evaluation shows that having a (national) MTEC contact person at the embassy is important as he/she is familiar with the local administration and education system. As a result he/she can facilitate contact and information exchange with the National Coordinator and can facilitate the application process. Moreover, it allows for some coordination of MTEC with other development related initiatives. At the same time, one interviewee described her role in terms of ‘a post box that channels information and applications’.

Though in general embassy staff has generally been positive about the cooperation and communication with EVD/CROSS, the evaluation findings indicate that relations between embassies and EVD/CROSS vary⁴⁴. The intensity of contacts differs, depending on the apparent ‘importance’ of the country within the framework of Matra (e.g. for Ukraine contacts are limited to ‘ad hoc correspondence’).

In addition to dissemination of information to line Ministries and others in the partner countries and to dealing with application procedures, the embassies (and EVD/CROSS) also have contacts with the National Coordinators in the Matra partner countries. Relations between embassies and these National Coordinators are reported to be good, though contact may have been less frequent than was considered desirable (e.g. in the case of Romania).

Apart from these official communication channels, participants are also informed about the possibilities of the MTEC programme through a range of *informal* channels of friends and colleagues. This applies for both the short courses and the academic programmes.

In a country like Turkey, the MTEC programme has become so well known that people actively follow the EVD/CROSS website for new opportunities. This runs counter to the National Coordinator’s strategy to select certain ministries for promotion of specific courses. To address this issue, a solution was agreed upon with the Netherlands Embassy, which is informed about which ministries should have priority and compares individual applications with these priorities.

The reduction of the number of eligible countries has required increased marketing efforts to get the minimum required number of applications (and subsequently participants). Although in general the number of applications outweighed the number of places available, the preceding chapter indicates that attracting the minimum number of applicants for specific countries has not been an easy task for some of the training courses and academic programmes (in 2007 this affected e.g. the courses How to Operate with Brussels, Applied Public Health and the academic programme Public Administration and Public Health). Awaiting formal approval of annual plans and budget, the time that could be devoted to marketing was frequently limited.

5.3 Selection and selection criteria

Since the number of applicants exceeded the number of places available, selection was needed. The training providers are responsible for this selection, both in terms of eligibility – making sure that applicants are indeed the target audience for which the course of programme is intended – and among the eligible applicants.

The general eligibility criteria that were formulated at Programme level (i.e. ‘senior civil servants (mid-level and higher) that were employed with relevant Ministries and (semi) governmental organizations’ for the short courses and ‘high potential recent university graduates and

⁴⁴ For example the reaction from Montenegro reads as: ‘Very good contact through e-mail or phone. EVD is always providing information and reacting promptly to all addressed questions’. The embassy in Ukraine on the other hand reported: ‘There is very little feedback from the CROSS agency. The Embassy is not informed about selected candidates for the academic programmes; There is no information concerning the number of scholarships available for each country’.

young public administrators' for the academic programmes) have had to be fine-tuned by the training providers, depending on the course or programme. Examples of such criteria are provided below for the short courses on Food Safety, How to Operate in Brussels, and Structural Funds.

Food Safety	How to Operate in Brussels	Structural Funds
General criteria as regards the function and position of applicants		
<ul style="list-style-type: none"> ▪ Educational background (veterinary, non veterinary), i.e. Professionals in food safety development and work as either government officials or employees of semi-public agencies⁴⁵ ▪ Type and level of current position (policy, legal section or inspection) ▪ Middle or higher managerial level, or in a position that they can soon become one ▪ Relevant working experience – with priority for candidates who were effectively involved in the accession process 	<ul style="list-style-type: none"> ▪ Expert at one of the selected Ministries with a direct interest in the course ▪ Senior candidates have preference before juniors <p>At a later stage, the following additional criteria were formulated:</p> <ul style="list-style-type: none"> ▪ Professional involvement with European law and regulations ▪ Negotiation and work experience in Brussels, especially for the new member states. 	<ul style="list-style-type: none"> ▪ Eligibility (are all necessary administrative requirements fulfilled); ▪ Occupational relevance
Skill and motivation requirements		
<ul style="list-style-type: none"> ▪ English proficiency, i.e. English knowledge should be at a level that participants are able to participate actively during the course ▪ Quality and reality of the self-formulated learning targets ▪ Preparedness to actively participate during the course 	<ul style="list-style-type: none"> ▪ The English language skills have to be excellent ▪ The learning objectives of the applicant have to match with the objectives of the course 	<ul style="list-style-type: none"> ▪ Proficiency in English; ▪ Motivation, enthusiasm, willingness to actively participate.

In the selection of applicants, course providers furthermore had to make sure that there was a balanced representation of the different eligible countries. For the Food Safety course in 2006 this implied for example that 2-3 people were to be selected from each of the new member states, 4-5 people from the potential new member states and from the candidate countries and 1-2 people from Serbia, Montenegro, Russian Federation, Jordan and Morocco. The report on the course How to Operate in Brussels course in 2007 states with respect to nationality issues: 'Finally, in the final selection, the project team has considered the population criterion of the new member states and (potential) candidate member states. It is reasonable that the delegations from Turkey and Romania are larger than those from Montenegro or Macedonia'.

Moreover, in the selection process particular attention was paid to applicants that had been put on the reserve list for a previous course (i.e. were considered eligible and 'suitable' but for which no place was available). In case of the Food Safety course these were given priority when there were too many candidates with similar background and experience. NEA made an effort to combine 'high calibre' participants with more junior ones (this provided an additional learning 'tool' as well). 'Points kept in mind' during the selection process for the Structural Funds training in 2007 included furthermore⁴⁶:

- 'Obvious 'training hoppers' were not selected (with the exception of Serbia);
- Aimed to create a balanced mix of institutions per country;
- Preferably less senior people from (new member states) (as their training needs are less);
- No boss/subsidiary combinations if applicants come from the same organisation;

⁴⁵ Wageningen tried to ensure a balance between the number of people with a background in food of animal and non-animal origin in order to have effective group sessions and tried to balance the number of policy makers and number of people from the area of implementation (inspection, monitoring, and control) should be equal

⁴⁶ ECORYS, Report Structural Funds training, 14 May -1 June 2007, page 8-9.

- No final beneficiaries as this course is not about ‘how to get money out of the Structural Funds’;
- No copied applications. When it is clear that two applicants copied from each other, both applications were excluded;
- Neatness. If the application form contained a lot of unnecessary errors it was disregarded’.

In the selection process, other selection instruments were used as well. For example, for the Food Safety course, all eligible applicants were requested to complete two online assignments. Similarly, applicants for the course ‘Communicating with the Public’ had to submit a brief essay on government communication in their respective countries (see also section 4.4.4).

Once the selection process is completed, the training providers inform participants by e-mail about the results and whether their application has been accepted. In e.g. the case of the course How to Operate in Brussels, selected applicants also receive with this e-mail a draft programme and background information about the accommodation. One week later the rejected candidates are informed; those that were rejected but were found eligible and qualified were furthermore informed that their name would be added to a reserve list. In this case they may be called upon in case an accepted candidate finally declines to participate and/or qualify the next time the course is held. Neither the employers of the rejected candidates nor apparently the National Coordinators are informed about the rejected applications.

An issue has been that in some cases selected participants informed the training providers at a very late stage that they would not participate (‘no-shows’). This has had financial implications as it was not always possible to fill the resulting vacancy.

5.4 Number of participants – by year, course or academic programme

5.4.1. Short courses

The total number of participants in the ADEPT and MTEC short courses was 3,887 in the period 1999 up to the end of 2007. Data on the number of ADEPT/MTEC course participants by nationality and year of participation are provided in table 10⁴⁷. In terms of **country of origin**, the data available indicates that participation of eastern neighbours (1.01%) and southern neighbours (0.15%) was very limited in this period.

Table 10: Data on participants in short courses by year and country

	1999	2000	2001	2002	2003	2004	Total ADEPT	2005	2006	2007	Total MTEC	Total / % country
Bulgaria		27	45	56	39	38	205	31	67	101	199	404 10.39%
Croatia			19	34	25	28	106	26	44	71	141	247 6.35%
Cyprus					2		2		2	6	8	10 0.26%
Czech Republic	7	12	48	53	46	48	214	38	39		77	291 7.49%
Estonia	10	17	46	51	43	32	199	29	30		59	258 6.64%
Hungary	9	18	41	51	45	47	211	38	39		77	288 7.41%
Jordan							0		2		2	2 0.05%
Latvia		25	40	47	38	40	190	30	27		57	247 6.38%
Lithuania		26	43	53	39	39	200	31	35		66	266 6.84%
Macedonia							0			52	52	52 1.34%
Malta							0		4		4	4 0.10%
Morocco							0			4	4	4 0.10%
Poland	7	15	46	48	134	59	309	47	47		94	403 10.37%
Romania		24	40	50	48	44	206	38	73	95	206	412 10.60%
Russian Federation							0		2	15	17	17 0.44%

⁴⁷ The data, based on the EVD/CROSS database differ from those mentioned in the 2007 Annual Report (page 33) which refers to ‘4,338 officials and students from the target countries concerned’, including ‘4,044 civil servants’. The difference is probably partly due to the fact that the database does not seem to include participants in the courses that were held in-country.

	1999	2000	2001	2002	2003	2004	Total ADEPT	2005	2006	2007	Total MTEC	Total / % country
Serbia and Montenegro							0		40	78	118	118 3.04%
Slovakia		28	41	56	56	42	223	35	32		67	290 7.46%
Slovenia	10	13	30	43	36	38	170	21	32		53	223 5.74%
Turkey			30	50	33	33	146	35	62	86	183	329 8.46%
Ukraine							0	1	3	18	22	22 0.57%
Total / year	43	205	469	592	584	488	2,381	400	580	526	1,506	3,887

In terms of **gender**, 2,525 participants (65%) were female and 1,362 (35%) male. The gender imbalance⁴⁸, which this time is in favour of women despite efforts made to attract and/or select more men, mirrors the state of affairs in the public sector of the Matra partner countries, which employs a comparatively high share of women, also in more senior positions. Moreover, it has been found that a higher number of women completed the MTEC application forms in a proper manner. At the same time, it has been observed that in many Central and Eastern European countries the really key senior executives are generally male and are not reached by this type of programme. This is due to several factors: they often have their roots in the old regime and do not perceive the need for training, they are generally not available for 2-3 weeks of training abroad and often lack the appropriate English language skills.

In terms of **age distribution**, the available data indicates that 78.7% of the participants was between 20 and 40 years of age, 14.4% between 40 and 50, 6.9% between 60 and 70 years and that one participant was younger than 20 at the time of the course. For 19 trainees, no information is provided. The average age of all participants in the short courses was 33 years (1999-2007); there has been some fluctuation over the years, i.e. from 32 in 2004-2006 to 36 in 1999 and 2000.

In terms of the **position** of the participants at the time of the application, with age not necessarily coinciding with the seniority of the position of a participant, the EVD/CROSS database indicates for the participants in the short courses that⁴⁹:

- 1,982 participants (51%) occupied a 'senior' position (chief, head, director, manager, senior expert, etc.)
- 1,559 participants (40%) occupied a mid-level position, such as (technical) expert, advisor, officer, etc. and
- 279 (7%) had a junior position (assistant, student, trainee, junior expert, etc.)

Overall, 91% of participants came from the capitals of the Matra partner countries, with 9% coming from elsewhere. These shares vary from country to country⁵⁰. Several interviewees have advocated for a stronger participation of people from the regions for the following reasons:

- For effective implementation of new instruments (such as the Structural Funds) and rules and regulations in more 'technical' areas such as food safety, environment, water management, etc. more human resource capacity outside the capital is a *sine qua non*;
- Capacity established at central level does not automatically trickle down to people working in the provinces or counties. National (training) capacity to realise this 'trickle down', despite investments made in public sector training, remains limited

Mainly during the ADEPT years, but continuing to a more limited extent into 2007, there have been a number of people that participated in more than one short course. The available data in-

⁴⁸ Footnote on page 2 of the Annual Report: 'It should be remarked that on average many more women than men are employed with the ministries in Central and Eastern Europe. In the selection, an attempt is made to find a balance between men and women. Any disturbance of this balance should be seen against this background'.

⁴⁹ For 67 participants, representing 2%, the level of the position is not mentioned in the database.

⁵⁰ The ratios range from 94-6% for Latvia, 92-8% for Bulgaria, 88-12% for Croatia, and 98-2% in the case of Turkey.

icates that, in addition to over 30 people who participated in follow-up courses (*'verdiepingscursussen'*), 150 people participated twice and 18 people three times in different courses⁵¹. In most cases, people participated in a more 'technical' course in combination with the training on Structural Funds or the course How to Operate in Brussels. In some cases, there was a combination of related themes, e.g. water management and environment. It is understood that EVD/CROSS is trying to avoid these "course hoppers" and checks new applications with the database. Training providers go into the same direction as mentioned above.

5.4.2 Academic programmes

The total number of participants in the academic programmes was 297⁵² up to the end of 2007, of which 201 female (68%) and 94 male (32%)⁵³. An overview of the number of participants per programme and per country is provided in table 11.

The data indicates that in terms of countries of origin, 65% of the participants came from the following group: Bulgaria (13.%), Romania and Ukraine (11.8%), Poland (10.4%), Serbia/Montenegro (9.8%) and Turkey (7.7%). The share of other eligible countries was considerably smaller. The southern neighbours were represented by one student from Jordan, the eastern neighbours by a total of 53 students (17.8%) – a considerably larger share than for the short courses.

Table 11: Academic programme participants by programme and country

	Belarus	Bulgaria	Croatia	Czech Republic	Cyprus	Estonia	Hungary	Jordan	Latvia	Lithuania	Macedonia	Malta	Moldavia	Montenegro	Poland	Romania	Russian Federation	Serbia and Montenegro	Slovakia	Slovenia	Turkey	Ukraine	Total
International law (2005-2006)		4		1			1		3	1					8	1		1	2		5	3	30
Environmental sciences (2005-2007)		3		3	1	1	4		1						9	1	3	2	2	1	1	3	35
European studies (2006-2007)	1	5	1	1			2		2						1	5		7	2	1	4	3	35
International & European law (2006-2007)		5		2		3	2		4	3					1	4	2	3	2	1	1	1	34
Public administration (2006-2007)		1					2		2						1	2		1					9
Public health (2006-2007)		2	1	2		2	6		1	1		1			6	4	1	4					31
Environmental sciences (2006-2008)	1		1	5		1	2								5	2	1	3	1	1	1	3	27
European studies (2007-2008)	1	9	2								1			1		6	1	1			5	5	32
International law (2007-2008)	2	5									2		1			6					2	6	24
Public administration (2007-2008)		4														1	2	2			4	4	17
Public health (2007-2008)		2						1			1			1		3	3	5				7	23
Total	5	40	5	14	1	7	19	1	13	5	4	1	1	2	31	35	13	29	9	4	23	35	297

⁵¹ See also the report of ECORYS on the May-June Structural Funds Training (page 8): 'It was slightly disappointing that most candidates from Serbia had already participated in one or more MTEC training. This leads us to believe that promotion of the MTEC programme should be stepped up in Montenegro and Serbia'.

⁵² The Annual Report on 2007 refers to 296 students.

⁵³ For two participants in the database neither gender nor their full first names were provided; these two were excluded from this calculation, however without affecting the overall obvious trend.

In terms of age distribution, 66% of the students was between 22 and 26 years at the time of the course, 19% between 27 and 30 years, 9% was older than 30 and of 4% the age was unknown. Some 3% of the participants were younger than 21 when they started the training.

On the background of the students, the EVD/CROSS database indicates that for 169 students, their status is in terms of 'no information' (140) or 'not applicable'. It is assumed that a majority of these students were probably unemployed and/or student at the time of their application (this tallies with the data on the age of participants). It is likely that many of them have studied at university where English was the medium of instruction and have travelled abroad before applying for the Programme. Out of the 128 participants for which information on their employment status is available, 52 (17.5%) were employed in Government, 7 with an NGO, 39 in the private sector and 30 at a university. These findings indicate that the Programme reaches promising students rather than young professional in the public sector.

5.5 Summary of evaluation findings

The available documentation and interviews with different stakeholders indicate that selection criteria for the short courses were indeed clear and available to the potential applicants. They have been applied with the necessary vigour, especially since the number of applicants exceeded the number of places available by far. All key stakeholders have made an effort to bring the courses and academic programmes to the attention of interested parties in the Matra partner states; informal communication channels have played an important role as well.

In summary, the data available give the following picture of the participants in the short courses and academic programmes:

- The short courses were meant for senior and mid-level government officials. The available data indicates that this aim has been achieved with at least half of the 3,887 course participants coming from the higher echelons and 40% operating at mid-level. At the same time, it is observed that the level of the positions occupied does not necessarily tally with the age category of the incumbents, with over 45% of participants being between 20 and 30 years of age.
- Almost 2/3rd of the participants in the courses were female, mainly because of the high number of female civil servants in the Matra partner countries. The courses do not appear to reach key senior male officials, which often occupy the same positions as under the old regimes, are often not available for courses of several weeks and do not master English sufficiently. Participation from the southern and eastern neighbours in the short courses has been very limited. Over 90% of participants originated from central (Government) institutions.
- Out of a total of 3,887 participants, 168 participated in more than one course; this occurred primarily in the ADEPT years but seems to continue to date though efforts are made to avoid approval of 'course hoppers'.
- Ensuring a balanced representation of the different Matra partner countries has not always been possible, one reason being that the countries vary considerably in terms of 'size' (population, bureaucracy, etc.) and in terms of priorities.
- As regards the academic programmes, 65% of the 297 participants came from a limited number of countries, i.e. Bulgaria, Poland, Romania, Serbia/Montenegro, Turkey, and Ukraine. There is stronger participation in the academic programmes from the eastern neighbours (17.8% of all participants); participation of the southern neighbours was minimal. Also here, there is a sizeable contingent of female participants, who are young (66% between 22 and 26 years) and find themselves at the start of a career, with some 57% of the students 'unemployed' and probably student when. Participation of junior civil servants is limited to about 17.5% (excluding junior university staff). These findings indicate that the Programme reaches promising students rather than young 'public administrators'.

6. Networking

6.1 Introduction

Various documents concerning ADEPT and MTEC refer to the importance of networking as a secondary objective⁵⁴. For this reason, several indicators were used in the course of the evaluation to assess this aspect. This chapter provides the outcomes of this assessment and deals with the networking initiatives of the training providers, the use of the EVD/CROSS participants' database and contacts between former trainees with the training providers, the Netherlands embassies and the Netherlands line ministries (East-West networking) and among the trainees themselves (East-East networking).

6.2 Networking initiatives during the training

Training providers in the Netherlands recognise the importance of networking with and among participants in the training. Over the years, they have handled this issue in different ways, including:

- The 'homework' assignments prior to the start of the course, in which participants from one and the same country, but different institutions, had to work together on a specific topic
- The social events (dinners and drinks) in which participants and trainers, other experts and, at times also the representatives from the various embassies, were brought together. Several training providers have indicated during interviews that they have found that the Netherlands ministries do not optimally utilise the networking opportunities offered to them during the training courses. Although invited to informal events, they often do not actively participate and make contact with the trainees.
- The site visits, usually combined with a social event and/or excursions in the weekend.
- Preparation of a 'face book' ('smoelenboek') with contact details and pictures of the participants, the idea being that this kind of 'personal' information would facilitate that participants would remain in touch. This was also done, at the students' own initiative during the law programme conducted in Amsterdam.
- The organisation of a seminar/conference at the end of the academic year as was done by International Law students in Amsterdam
- Special networking assignments in Brussels (Clingendael), whereby smaller groups of participants were required to organise meetings with their relevant counterparts in Brussels and to report back on their achievements during the final day of the "How to operate in Brussels" course. To facilitate these contacts, a list of embassy and permanent representative contact details was prepared; representatives were also informed about the assignment.

As a result of these initiatives, networking during the training courses has generally been assessed positively.

⁵⁴ In the ADEPT Annual Report on 2002, the importance of East-West and East-East networks is argued as follows (page 1): 'The East-West networks are considered as very important by the Netherlands line ministries. After accession of the candidate member states, the line ministries will regularly negotiate with representatives from the candidate member states and conclude possible cooperation agreements with them. Developing networks now will have a great advantage later against this background. Developing East-East relations is especially important for the candidate member states ..(since) the countries that want to become a member of the EU are generally confronted with the same situation at the start of their transition to a pluriform democratic society. Through mutual contact they can learn from each other and support each other in the accession process'. In a letter of the Ministry of Foreign Affairs of 17 December 2006 (ref DZO/UM_0112/2006) it is furthermore stated: 'For sustainability of the training programmes, institutions preferably have twinning relations with sister institutions in the target countries or develop such relations'.

6.3 Networking and the EVD/CROSS database

To enhance networking a large share of respondents considered the EVD/CROSS database⁵⁵ a good initiative: 79.3% (strongly) agreed with the statement ‘for keeping international contacts after the training course, the EVD/CROSS database is a good initiative’. At the same time, when asked whether they had actually *used* the database, 168 (19.8%) indicated ‘yes’, 679 (80.2%) ‘no’.

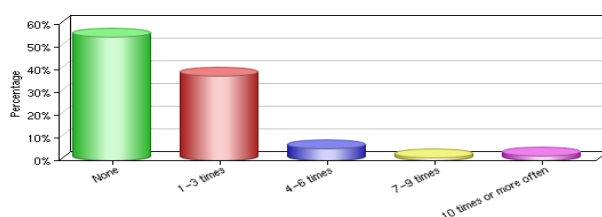
From interviews with universities in the Netherlands and participants in the academic programmes, it is clear that these stakeholders do not use the database. The universities would like to have access, for example to promote their master programmes. For the students it would be an opportunity to contact country fellowman that also had the experience of studying in the Netherlands.

As indicated above, reliability of the database is a concern as many of the e-mail addresses appeared to be no longer functioning in the course of this evaluation.

To enhance networking, EVD is currently involved in developing a Dutch Alumni Business Society (DAB Society; www.dab-society.com) with funding from the Ministry of Economic Affairs. Intention is to introduce the MTEC alumni into this network and to make this network interactive⁵⁶.

6.4 Networking with the Netherlands

6.4.1 Networking with training providers



Response to the question, ‘As a result of the training I have kept contact with the training provider in the Netherlands’ indicates that over 54% has had no relations with the institutions in the Netherlands, over 42% has had some contacts and just over 3% continued to be in touch quite frequently (see the graph). Highest scores

in terms of ‘no contacts’ were reported by people from the Czech Republic (58.2%), Estonia (69.8%) followed by Poland, Slovakia and Slovenia – i.e. all countries belonging the first group of eligible states. Most frequent contacts appear to exist for people from Lithuania (7.3%), followed by the Czech Republic, Estonia and Poland – which find themselves thus at the extremes of no and frequent contacts.

With respect to courses, feedback shows a remarkable high intensity of contacts for participants in the Drug policy course (despite the critique on the course itself), with 18.8% of respondents having had frequent contacts with the Netherlands. 4-5% of participants in the more technical courses on Infrastructure, Public Health, Agricultural Policy and River Basin Management reported to maintain the same intensity of contacts.

The information gathered during the evaluation exercise furthermore indicates that none of the Netherlands academic institutions involved has developed a specific strategy for MTEC academic programme alumni. At the same time they have developed activities for all of their alumni (or their alumni of a specific programme) and the MTEC alumni are within this group.

⁵⁵ Annual Report 2002, page 4: To support the useful networking function of the programme, a database has been developed incorporating all ADEPT participants to date. In the near future, this database can be accessed through the website of CROSS by course participants, line ministries and embassies. To get access to this database, passwords will be provided’.

⁵⁶ See the 2007 Annual Report (page 15) where it is stated: ‘The aims of this website are amongst others to improve the relationships of the private sector with the alumni network and to contribute to a positive imagine building of the Netherlands. In 2008, CROSS will link the MTEC participants to this network’.

6.4.2 Networking with Netherlands line Ministries

Response to the questionnaire indicates that contacts with line Ministries in the Netherlands have been less frequent. According to the feedback obtained, more than 80% of former trainees reported to have had no contacts with these ministries. Some 17.7% has had some contacts (1 to 6 times) and the remaining 2% reported to have been in touch frequently (> 7 times). Most frequent contacts are reported by respondents from Lithuania and Slovenia with 4.9 and 5.1% respectively; no contacts are reported in particular by (again) Slovenia (93.9%) and Latvia (87.1%) which thus find themselves at the two extremes of having no or frequent contact.

Contacts with the Netherlands line Ministries are not intensive, irrespective of the course in which people participated – and, hence, which line Ministry was involved, with slightly higher scores for participants in the courses on Common Agricultural Policy, Public Health, Environment and Social Affairs/Employment. This is probably due to the specific subject matter content of the training with both Ministry representatives and former trainees clearly having something in common and the involvement of these ministries in course development and implementation.

The above general findings were confirmed during the interviews and focus groups held in Romania and Turkey. The interviews held in the Netherlands are also in line with the above trends: Ministries have their own, long established contacts, many MTEC participants are found to be ‘too junior’ for high level political exchanges. Moreover, it was found questionable whether 2 to 3 week courses are the right strategic instrument for senior level networking, as this is too long for seniors to be away from their work.

With respect to respondents who reported to have had contacts, the following picture emerges as regards the line Ministries with which they have had such contact (table 12).

Table 12: Reported contacts with ministries in the Netherlands

Ministries	No of respondents	Share
Ministry of Justice	25	7.3%
Ministry of Agriculture, Nature and Food Quality	83	24.2%
Ministry of Education, Culture and Science	9	2.6%
Netherlands Ministry of Health, Welfare and Sport	43	12.5%
Ministry of Transport, Public Works and Water Management	40	11.7%
Ministry of Interior and Kingdom Affairs	11	3.2%
Ministry Social Affairs and Employment	34	9.9%
Ministry of Housing, Spatial Planning and the Environment	20	5.8%
Ministry of General Affairs	11	3.2%
Ministry of Foreign Affairs ⁵⁷	67	19.5%
Total	343	

6.4.3 Networking with Netherlands embassies

In terms of contacts with the Netherlands embassy, 77% of respondents indicated to have had no contacts, 20.5% to have had some contacts (1 to 6 times) and the remaining 2.5% have been in touch more frequently. This picture is more or less identical for all countries, though Bulgaria (3.3%) and the Czech Republic (4.2%) are above the average of 2.5% who reported to have been in touch with the Netherlands embassy more than 10 times. Contacts with the embassies seem to have been more frequent for participants in the courses on Administration of Justice, Environment and Public Health.

Selected contacts were also reported in interviews at the embassies in Romania and Turkey – there is a limited network of former MTEC trainees in various Ministries and other institutions that is occasionally used by the embassy to obtain inside information on e.g. the country’s position on key EU related issues (and/or to explain the position of the Netherlands). These con-

⁵⁷ This could be a mistake and relate to the procedures for entering the courses rather than contacts after completion of the training.

tacts, which are to a large extent 'personal', are appreciated and considered useful though their impact is difficult to measure. In Turkey, former participants of MTEC courses and other Dutch Training programmes have established a website and e-mail group, and organise monthly meetings promoting Dutch-Turkish relations. Their initiatives are supported by the Netherlands embassy; about half of the members are former MTEC participants. The embassies can have an important role in keeping the network of national participants alive by organising alumni meetings. Together with EVD/CROSS, such alumni meetings were organised in Estonia (7 April 2005), Latvia (31 March 2005), Hungary (24 February 2005), Lithuania (17 March 2005), Poland (12 April 2005), Slovenia (2 February 2005), Slovakia (22 March 2005) and Turkey (4 April 2007)⁵⁸. In addition, former trainees may be invited to attend 'regular' events organised by the embassies, such as 'Koninginnedag' (30 April) as was reported by e.g. the embassies in Jordan and Turkey. Except for the alumni meeting in Turkey, which was limited to a reception, all meetings started with a short workshop on a subject such as "EU coordination", "International negotiations", or "Governmental Communication" with guest speakers from the host country and the Netherlands (Clingendael). The embassy of Poland also organised meetings on specific subjects to which MTEC trainees were invited.

An interesting networking initiative is finally the 'Partners for Roads' initiative of 'Rijkswaterstaat' which links experts from various Central and Eastern European countries as well Turkey. It is understood that the ADEPT course on 'Strategic Planning and Realisation of Infrastructure' has been instrumental in this initiative.

6.5 Networking at national level and East-East contacts

6.5.1 Networking at national level

Feedback to the on-line questionnaire indicates that while contacts with the Netherlands are generally limited, participants do keep in touch, somehow, amongst themselves. Just over 7% of former trainees reported to have no further contacts with others from their own country, 49% stated to have had some contact and 43% had more frequent contacts. Obviously, the character and purposes of these contacts have been variable, ranging from the exchange of Christmas greetings, obtaining information on contacts in a particular institution to joint development of specific projects.

Participants in the courses on Agriculture, Environment, and IPA/Environment seem to have been most frequently in touch, those in the Chain Management training the least, with 33% reporting to have had no further contacts with other trainees. As far as individual countries are concerned, overall, while 43.5% of former trainees reported to have been in touch more than 7 times since the end of the training; this percentage ranges from a low of 26.5% for Slovakia to 42.9% for Hungary, 41.1% for Romania and more than 50% in the case of Estonia and Bulgaria. No contacts whatsoever appear higher in the case of Hungary, Slovakia and Poland, with low scores for Bulgaria, Estonia and Slovenia.

6.5.2 Networking among Matra partner countries

Contacts with trainees from other countries, though apparently less frequent than those at national level also exceed the relations with the Netherlands: 17.1% reported to have no contacts, close to 60% some contact and close to 23% reported to have been in touch more frequently since the course. Like for national contacts, the character and purposes of these East-East contacts have been variable. Apart from social exchanges they have e.g. also served to the development of joint (e.g. cross-border) cooperation projects, to exchange experiences with respect to the preparation of new regulations and directives that are necessary following EU membership (e.g. between Romanian and Bulgarian trainees) and to exchange information on new EU initiatives. The focus group sessions confirmed that for those who had followed a course recently,

⁵⁸ CROSS also organised an ADEPT alumni meeting in Bratislava in 2002.

though they had not yet used their contacts on work related issues, they would not hesitate to contact fellow participants in case they would have a particular question.

A comparatively large share of participants in the Drug Policy training (43.6%) reported to have had no further regional contacts. For countries like Croatia, Lithuania and Slovenia, respondents indicated to have more contacts than the average of 23%. ‘No contacts’ were more frequently reported by respondents from the Czech Republic (22.9%), Hungary (26.2%) and Poland (28.3%).

6.6 Summary of evaluation findings

In terms of networking, the evaluation findings can be summarised as follows:

- Some initiatives aimed at future networking are already taken during the training courses, e.g. through particular types of assignments, information on and for the participants, etc. While all training evaluations report on the ‘intensity of group work’ during the training itself, the evaluation indicates that this does not necessarily translate into intensive networking *after* the training.
- A majority of participants applauds the EVD/CROSS database – however not very often is it actually used. People have their own ‘database’. Complicating factor is that about 1/3rd of the e-mail contacts no longer appears to work.
- Though ‘networking’ has proven difficult to quantify and qualify, the evaluation shows that contacts are maintained, and then particularly among former participants (East-East networking). 49% of former trainees reported to have had some contacts, 43% to have more frequent contacts and just over 7% of reported to have no further contacts with others from their own country. For contacts with people from other Matra partner countries, these figures are 60%, close to 23% and 17.1% respectively.
- East-West networking, i.e. networking with Netherlands institutions (training providers, ministries and embassies) occurs but is not particularly frequent. 54% of the trainees have had no relations with the training providers, over 42% has had some contacts (1 to 6 times) and just over 3% continued to be in touch quite frequently. 80% of former trainees reported to have had no contacts with the Netherlands line ministries, 17.7% has had some contacts and the remaining 2% reported to have been in touch frequently. 77% of respondents indicated to have had no contacts with the Netherlands embassies, 20.5% to have had some contacts and the remaining 2.5% reported to have been in touch more frequently. To enhance networking, some ad hoc alumni meetings were organised in various countries in 2005 and 2007, however, with little apparent follow-up, except in the case of Turkey.
- In all cases, it is evident that networking takes different shapes and is of variable intensity, ranging from an exchange of Christmas cards to contacts at a more political level and the elaboration of joint projects.
- Networking seems more easily established and maintained among people participating in a particular ‘technical course’, i.e. when they share an interest in a particular field of policy (health, agriculture, roads, railways...).

7. Programme outcome

7.1 Introduction

This chapter focuses on questions of outcome, i.e. the use that was made of the training once the participant in the short course or academic programme had returned home. In line with the key features and aims of the different programmes, outcome is distinguished at the level of the individual trainee (career elements, employment), at the level of the trainees' employers ('institutional enhancement') and in terms of 'image building' and goodwill for the Netherlands.

7.2 Outcome for the individual trainee

In terms of influence of participation in the ADEPT/MTEC training courses on the individual trainees, the evaluation examined whether former trainees, since their participation, had been promoted and/or had changed employers (which is also an indicator for institutional capacity building).

Response to the questionnaire indicates that:

- 592 (69.9%) of respondents continues to have the same professional position as before the training
- 255 (31.1%) had moved.

Understandably, for a large majority of participants in the 2007 courses (89.1%) there has been little change. Percentages increase the further one goes back in history – though not consistently. The fact that many of the older e-mail addresses are no longer valid would also be an indication that people have moved (in terms of position and/or organization). In Latvia (58.1%), Lithuania (41.5%), Poland (56.5%), and Slovenia (46.9%) more people appear to have changed jobs than in e.g. the Czech Republic and Romania although these countries participated in MTEC in the same years.

In response to the question whether the training had directly enhanced the trainees' career progress, almost 64% (strongly) agreed, more than 21% (strongly) disagreed while just over 15% expressed no opinion.

Respondents were equally positive about the impact the training has had on their possibilities of applying new knowledge and skills in their jobs. Only less than 3% of respondents disagreed (strongly) with the statement participation in the training 'enabled me to apply new knowledge relevant to the job' – more than 96% (strongly) agreed.

Along the same lines, more than 94% of respondents agreed (strongly) to the statement that participation in the training 'enabled me to apply new skills relevant to the job'.

In terms of courses, only the training course on 'Drug policy', which was conducted twice, stands out with a considerably higher response in terms of (strongly) disagree: 12.5% in case of knowledge 25% in case of skills.

In terms of working for the same employer, feedback from the questionnaire indicates that out of 847 trainees, 767 (90.6%) continue to work with the same organisation, and 80 (9.4%) have moved elsewhere. Once more, this high percentage is influenced by the large number of respondents in the 2006 and 2007 courses: they have completed the training too recently for it to have an outcome in terms of career and/or desire to move. The share of people that have left the or-

organisation in which they worked at the time of the training increases the further one goes back in history. At the same time, leaving one organisation for another does not necessarily imply that what was learned is lost.

The MTEC academic programme aims that the graduates of the academic programmes will have a function within the public sector after finishing their studies. From the reports and interviews it becomes clear that there is no uniform pattern with regard to the future function of the graduates – many were probably still students when applying for the Programme. While a large majority is expected return to their country of origin, it seems that the number that will join the public administration is limited, with a preference for an academic career at a university. One thing is sure: the scholarship is important for their individual career possibilities. Some respondents indicated that following the training they have pursued further (higher) education (e.g. a M.Sc. in European Social Policy at London School of Economics and Political Science, a Ph.D. thesis on lobbying, EC traineeship programme).

7.3 Capacity development

7.3.1 Strengthening of government

In order to be able to assess the element of institutional development, different aspects were examined. First of all, based on the assumption that institutional development requires a certain minimum number of trainees ('critical mass'), the evaluation looked into the number of staff trained from key ministries in key Matra partner countries. Secondly, attention was paid to the different types of initiatives that were taken by the trainees after returning to their home institution to diffuse their knowledge and skills.

7.3.1.1 'Critical mass'

As the Annual Report 2002 on ADEPT already rightly observed (page 2): Although interactive learning methods are not always suitable for large training groups, it is still important that many participants are trained simultaneously. This is necessary to create a critical mass, because otherwise participants will return to their departments without support for their newly learned knowledge and skills, which will consequently be lost. The more civil servants are trained, the better the chances are that acquired knowledge is effectively applied and spread around⁵⁹.

The data available confirms that a considerable number of people were trained from a limited number of key institutions – hence a contribution was indeed made to establishing a 'critical mass'. Based on data from Bulgaria, Poland, Romania, Turkey and Estonia⁶⁰, i.e. countries with the largest numbers of ADEPT/MTEC participants, the following picture emerges (see table 13):

- Between 50 and just over 60% of participants originated from a limited number of key ministries and other state bodies
- The focus on which ministry or state body varies from country to country, but, given the course topics, a strong representation of the institutions dealing with EU integration, agriculture, environment and social affairs. There has been a relatively high number from the office of the national coordinators.

⁵⁹ Although interactive teaching is not always appropriate for large groups of participants, it is nevertheless important that many participants are trained simultaneously. Establishing a critical mass is necessary because otherwise there is a risk that the participants return to their department More trained civil servants enhances the chance that new knowledge is really applied and disseminated' (Annual report 2002 on ADEPT, page 2)

⁶⁰ These 5 countries with the largest amount of trainees have been selected for this overview of employers of participants.

Table 13: Institutional origin of participants by country and state body

Countries and state bodies	No. of participants	Share	Countries and state bodies	No. of participants	Share
Poland			Estonia		
Ministry of Agriculture and Rural Development	25	6.20%	Health Protection Inspectorate	10	3.90%
Ministry of Economy, Labour and Social Policy	39	9.70%	Ministry of Agriculture	39	15.10%
Ministry of Environment	11	2.70%	Ministry of Economic Affairs and Communications	13	5.00%
Ministry of Finance	12	3.00%	Ministry of Finance	22	8.50%
Ministry of Health	15	3.70%	Ministry of Foreign Affairs	13	5.00%
Ministry of Infrastructure	24	6.00%	Ministry of Social Affairs	50	19.40%
Ministry of Labour and Social Policy	21	5.20%	Veterinary and Food Board	10	3.90%
Office of the Committee for European Integration	56	13.90%	<i>Sub-total</i>	157	60.90%
<i>Sub-total</i>	203	50.40%	Other	101	39.10%
Other	200	49.60%	Total	258	
Total	403		Bulgaria		
Turkey			Ministry of Agriculture and Forestry	65	16.10%
Ministry of Agriculture and Rural Affairs	39	11.90%	Ministry of Economy and Energy	12	3.00%
Ministry of Environment and Forestry	17	5.20%	Ministry of Environment and Waters	38	9.40%
Ministry of Health	16	4.90%	Ministry of Finance	20	5.00%
Ministry of Justice	12	3.60%	Ministry of Health	17	4.20%
Ministry of Labour and Social Affairs	14	4.30%	Ministry of Labour and Social Policy	40	9.90%
Prime Minister's Office	21	6.40%	Ministry of Regional Development and Public Works	32	7.90%
Secretariat General for EU Affairs	39	11.90%	Veterinary service	10	2.50%
State Planning Organisation	20	6.10%	Ministry of Transport and Communications of Bulgaria	13	3.20%
<i>Sub-total</i>	178	54.10%	<i>Sub-total</i>	247	61.10%
Other	151	45.90%	Other	157	38.90%
Total	329		Total	404	
Romania					
Ministry of Agriculture, Forests, Waters and Environment	61	14.80%			
Ministry of European Integration	51	12.40%			
Ministry of Health	18	4.40%			
Ministry of Justice	29	7.00%			
Ministry of Labour and Social Solidarity	40	9.70%			
Ministry of Public Finance	32	7.80%			
National Sanitary Veterinary and Food Safety Authority	14	3.40%			
<i>Sub-total</i>	245	59.50%			
Other	167	40.50%			
Total	412				

7.3.1.2 Follow up initiatives

Feedback on the on-line questionnaire indicates that a large majority of the trainees has initiated steps to disseminate what they had learned during the ADEPT/MTEC training courses (see table 14). Out of 847 respondents, only 73 (8.6%) reported that they had not undertaken anything upon their return.

Table 14: Initiatives taken after the training

	Number of participants	Frequency in relation to number reporting initiatives
Organised meetings with senior staff of my institution	270	34.9%
Organised meetings with other colleagues	453	58.5%
Developed a (back home) action plan during the training in the Netherlands	97	12.5%
Developed an action plan after returning from the Netherlands	161	20.8%
Implemented this action plan	103	13.3%
Took the initiative to train other colleagues	242	31.3%
Published an article on the training/experiences in in-house publication	74	9.6%
Collaborated with colleagues that went to the same course (developed policy, plan, proposal, etc.)	376	48.6%

Training initiatives have been initiated in particular following the courses on Communicable Diseases, How to Cooperate with Brussels, Structural Funds and Food Safety. By country, higher scores on 'no initiatives' were reported from the Czech Republic (18.8%), Poland

(15.2%) and Turkey (16%). In terms of staff training, high scores are reported by respondents from Bulgaria (33.9%), Croatia (35.2%) and Serbia (44.4%).

Other actions reported to have been taken by participants included *inter alia* the following (for an example, see the text box):

- Preparation of reports and/or presentations for colleagues and/or superiors and/or staff from other organisations. Preparation of such back-home reports after training is an obligation within e.g. the Romanian civil service.
- Dissemination of documentation received during the training
- Development and implementation of (capacity building) projects for the institution
- Encourage participation of colleagues in the course(s)
- Incorporate elements from the courses(s) in other training programmes, and, most importantly
- Development of legal instruments

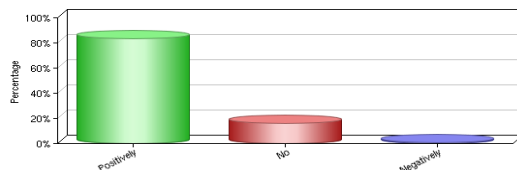
In Romania, a participant in the training 'Communicating with the Public' Communication set up a network of local spokes persons in Bacau county and provided some training on the most striking elements of the RVD course, in particular the writing of speeches and segmentation of target groups. Participants in the training course 'Administration of Justice' have set up focus groups that deal with the implementation of a PR and communication strategy that was developed in conjunction with the reform of the Romanian judiciary. These focus groups include representatives from both the judiciary and the prosecutors, even though the latter group did not participate in the training in the Netherlands. There has also been some training of judges on the implementation of the PR and communication strategy. Also in Turkey, such initiatives were reported following this course on strengthening relations between the media and the judiciary.

7.3.2 Strengthening of sister-institutions

One of the features of the academic programmes is that some funding (a maximum of € 15,000) could be made available for 'strengthening of sister institutions'. As indicated above, proposals to utilize these funds have to be approved separately by EVD/CROSS. An issue that has come up in this respect is that criteria for decision-making are not particularly clear; once potential relations had been developed, it proved difficult to have EVD/CROSS approve the use of the available resources. It is understood that so far only the University of Wageningen has had collaboration with the National Agricultural University of Ukraine approved (€ 12,000). Other universities have submitted some proposals (e.g. the University of Amsterdam with the University of Nizni Novgorod in the Russian Federation) but these have not yet been approved.

With respect to the issue of strengthening of 'sister institutions', the evaluation furthermore observes that:

- The maximum amount of € 15,000 is too small to be able to set up a long-term institutional twinning
- Relationships with already existing (twinning) international relations that are e.g. funded under the EC Tempus programme ('Joint European Projects' (JEP)⁶¹) are not clear
- The link between the regular academic programme conducted in the Netherlands and the choice for a particular institution in a Matra partner country is not really obvious.



7.4 Goodwill

A question raised in the course of the evaluation related to the goodwill the training programmes may have generated for the Netherlands. The online questionnaire therefore asked participants

⁶¹ E.g. the Tempus funded 'VOLGADOC' project (up to 2005), which involved the University of Amsterdam, universities in Grenoble and Vienna and several Russian state universities (Nizni Novgorod, Saratov, Kazan, Saransk and Izjevsk).

what training had done in terms of perception of the Netherlands and of policies pursued by the Netherlands on key EU related issues.

It is obvious from the feedback obtained that participation in the training is likely to have affected the trainees' perception of 'the Netherlands' in a positive sense. Of the respondents 83.5% had a more positive image of the Netherlands after the training, for 15.4% it apparently did not change much (whether good or bad) while less than 1% apparently returned home with a more negative picture. The success of the image building effort is also evident from the other evaluation instruments used: 'Definitely good for the Dutch image. Seeing is understanding'.

When asked to react to the statement '*Participation in the training has enhanced my understanding of Dutch policies in my field of work*', 88.3% (strongly) agreed, 5.9% (strongly) disagreed and the remaining 5.8% had no opinion. Somewhat surprisingly, scores indicating (strong) disagreement were highest among participants in the courses undertaken in the period 2002-2005, reaching a peak of 13.6% of the participants in the year 2003. The reasons for this phenomenon are not evident. Scores from participants in the courses on Chain Management and Structural Funds as well as 'How to Operate in/with Brussels' are more critical in this respect.

Finally, it is observed that participation in the implementation of short courses has somehow been beneficial to some of the course providers in the Netherlands. They have established a certain reputation in the Matra partner countries that has helped them in getting other assignments (training and consultancies).

7.5 Summary of evaluation findings

As far as 'outcome' is concerned, the main evaluation findings can be summarised as follows:

- In terms of personal and professional development, the evaluation findings, coloured by a strong representation of participants in courses held in 2006 and 2007 indicates that: (a) about 2/3rd of the respondents were in the same position as before and more than 90% continued to work with the same organisation; (b) according to almost 64% of the trainees, participation in the training had enhanced their career prospects; and (c) well over 95% of respondents considered that they had been able to apply knowledge and skills relevant to their jobs.
- As far as institutional critical mass is concerned, in key Matra partner countries, between 50 and just over 60% of participants originated from a limited number of key ministries and other state bodies. Though there is variation in terms of which institutions were most involved, there is a strong representation of the institutions dealing with EU integration, agriculture, environment and social affairs as well as the office of the National Coordinators. More than 90% of the former trainees indicated that they had undertaken a range of initiatives to spread knowledge and skills gained from the training (ranging from briefings of other staff, in-house publications to training of other staff). Only 8.6% of respondents reported that they had not undertaken any follow-up after the training upon their return.
- Little has happened so far in terms of strengthening of sister institutions, which is one of the elements of the academic programmes. Apart from the issues of approval procedures and criteria, the evaluation indicates that the amount set aside for institutional twinning is too small, and that relationships with on-going institutional links and the relationship between the academic programme and the choice of a particular partner institution are not clear.
- Training in the Netherlands appears to have had a positive influence on people's perception of the country and the policies that it pursues. It may be difficult to accomplish the same when training is (entirely) done in-country.

- Finally, it is observed that participation in the implementation of short courses has been beneficial to some of the course providers in the Netherlands as it has helped them in getting other assignments.

Appendices

Annexes 3 and 4 summarise the training courses and give participant numbers. Matra policy letters for 2001 and 2004 can be found on the website of the House of Representatives.

Appendix 1: Terms of Reference Evaluation of the Matra Training Programme for European Cooperation (MTEC)

1. Introduction

These terms of reference have been drawn up for an interim evaluation of the MTEC programme (and its forerunners Accession-Oriented Dutch Proficiency Training (ADEPT) and the Matra Training Programme (MOP)), over the period 1999 to 2007. The programme – one of the Matra instruments – is implemented by EVD/CROSS (the Dutch government agency responsible for educational cooperation between the Netherlands and Central and Eastern Europe), on the basis of a voluntary agreement with the Ministry of Foreign Affairs.

The evaluation is taking place within the context of the existing order on performance data and evaluations in central government (RPER). The RPER, which has been in force since 2002, stipulates that government programmes must be evaluated at least once every five years.

The objectives of this MTEC evaluation are:

- charting the effectiveness of the programme;
- evaluating the efficiency of agreements and procedures for implementing the programme;
- formulating recommendations for the future.

2. Framework

The Matra Social Transformation Programme for Central and Eastern Europe was developed by the Ministry of Foreign Affairs to support the transition to a pluralist democracy in Central and Eastern Europe. Primary target countries were those that wished to become members of the European Union (EU).

One of its instruments was the ADEPT programme, which provided short-term tailor-made training courses for senior civil servants in a number of key areas related to the implementation of the *acquis communautaire*. The CROSS agency was responsible for developing and implementing the programme between 1999 and 2004. In that period 2383 civil servants received training in 13 different subjects. These subjects were chosen in response to demand in target countries, in consultation with the competent Dutch ministries. Initially, the following 10 countries participated in the programme: Bulgaria, the Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovenia and Slovakia. Courses were also open to Croatia and Turkey as of August 2001.

The Matra Training Programme (MOP), another Matra instrument, was a grant scheme under which educational institutions based in the Netherlands received funding for postgraduate courses for students from target countries.

In response to the 2004 letter to Parliament on the Matra Programme Policy Intentions, the ADEPT and MOP programmes were terminated as of 1 January 2005, and the Matra Training Programme for European Cooperation (MTEC) was launched. The new programme includes short training courses and a number of academic programmes.

In 2004 a number of Matra countries joined the EU, completing the transformation process. Accordingly, the Matra programme was phased out in these countries. The programme continued

in an amended form, allowing for more tailor-made cooperation with new EU member states and with candidate states and the EU's neighbouring countries. MTEC continued to be accessible for new member states until 1 January 2007, with a view to coalition forming. At the same time it was opened to Turkey, Serbia, Croatia, Bulgaria and Romania, to the EU's eastern neighbours Russia, Belarus, Ukraine and Moldova and, on a case-by-case basis, to its southern neighbours Morocco and Jordan.

2.1 Objectives of the MTEC

The MTEC programme is part of the Matra European cooperation programme, the objectives of which are:

1. strengthening the partnership with new EU member states;
2. preparing candidate states for accession to the EU;
3. promoting good-neighbourhood with the EU's eastern and southern neighbours.

The aims of the European cooperation programme include strengthening bilateral relations between the Netherlands and the countries in question at government level. For new EU member states the focus is on strategic cooperation and coalition forming between public institutions; for candidate member states the main priority is strengthening public institutions with a view to adopting and implementing the EU acquis. For the eastern and southern neighbours of the enlarged EU the objective is strengthening relations at government level, with a view to harmonising their own standards with EU standards on democracy and the rule of law.

Within this context the MTEC programme offers training to government officials, focusing on capacity building and building a sustainable network with the Netherlands. A secondary objective is strengthening the institutional capacity and building the capacity of sister educational institutions in partner countries.

2.2. Sub-programmes

The MTEC programme consists of two different sorts of training:

- a. Academic programmes on good governance (duration: 12 to 24 months). Themes include international/European law, public administration, European studies and public health.
- b. Shorter training courses on transformation-related issues (duration: 2 to 3 weeks). Subjects include social issues/employment, how structural funds work, water management, government communication, cooperation with the EU/Brussels, and agricultural policy.

The objective of the **academic programmes** is training new graduates and young civil servants (35 or younger) in areas relating to good governance. Creating networks between participants is another important objective. Each programme has three components:

- a full academic training programme (to Master's level);
- a social programme focusing on getting to know the Netherlands and building up a network between participants;
- a personal development programme, the objective of which is to develop professional skills.

The objective of the **shorter training courses** is to train senior civil servants in areas relevant to relations with and accession to the EU. Each programme has three components:

- a theoretical component, based on EU legislation;
- a practical component, aimed at developing skills (e.g. writing policy documents, learning presentation techniques and managing the project cycle);
- study visits.

Participation is determined by the relevance of the particular theme or subject to the country in question.

2.3. Managing the MTEC programme

The Ministry of Foreign Affairs' Matra Programme Implementation Division (DZO/UM), is responsible for managing the MTEC programme. The programme is implemented by EVD/CROSS, on the basis of the voluntary agreement on implementing the MTEC and its annexes.

Every year DZO/UM and EVD/CROSS agree on the programmes that will be offered and the groups of countries that will be eligible, based on EVD/CROSS' proposals. The aim is to achieve a balanced assignment of programmes per country and per Matra theme.

The EVD (the Agency for International Cooperation and Business, of which CROSS is part) puts out a call for tenders for each theme, submitting the successful bid to DZO/UM for approval. The academic or training programme is then advertised to the public through the EVD website, embassies, relevant ministries and national government coordinators of eligible countries.

Candidates can apply through the website www.cross-agency.nl or by submitting an official request through the Dutch embassy. The EVD submits candidates for selection to the programme/course provider.

The EVD also monitors provision of the programmes/courses and submits an annual report to DZO/UM.

3. Details of the evaluation

The evaluation will focus on both the efficiency and effectiveness of the MTEC programme, the objective being:

- to chart the effectiveness of the programme in the context of the objectives;
- to evaluate the efficiency of agreements and procedures for implementing the programme;
- to formulate recommendations for improving the impact and implementation of the programme in the future.

Questions to be considered include:

- Have the courses helped improve how government functions, especially in terms of relations between the government and civil society/citizens?
- Have the courses contributed to the development of a network with or good-will/support for the Netherlands in target countries? If so, what role did the CROSS database play?
- In the light of the objectives, would the evaluation suggest training variants other than the current three-week courses / 12-24 month academic programmes in the Netherlands?

In doing so, the evaluation will assess how the main assumptions of the MTEC programme affected its implementation, and to what extent it was able to offer decent training in areas relevant to participating countries. It will also look at whether the programme contributed to capacity and network building in target countries, i.e. to what extent the programme created a critical mass for change within government institutions.

The evaluation will also focus on formulating strategic questions and recommendations for improvement, in terms of management on the part of the Ministry of Foreign Affairs, harmonisation and cooperation between DZO/UM, the EVD, ministries and embassies, and the procedures

for identifying, implementing, monitoring and evaluating the programmes. Questions that may arise include: is the distribution of tasks between DZO/UM and EVD clear and effective; is the division of tasks between the EVD, embassies and educational institutions in relation to recruiting and selecting participants satisfactory; could procedures be improved?

An important part of the evaluation will be a desk study of documents available at the ministry and at CROSS, to be supplemented with staff interviews. As a spot check, and in the interests of a more detailed evaluation, three representative courses will be examined in more depth: Food safety, How to operate in Brussels and Structural funds. In order to gauge the impact of the programme in target countries field studies will be conducted in Estonia and Romania.

The evaluation will take place in the first half of 2008. The draft final report will be presented by 15 May 2008 at the latest.

4. Bids

Evaluators are requested to submit their bids no later than 21 January 2008, specifying working method, activities and planning, based on the following broad approach:

- desk study at the ministry and at the EVD, supplemented with interviews with Matra and EVD staff and staff of the ministry/ministries involved: the EVD has a detailed database with information on participants and courses and evaluation reports;
- presentation of the findings in an inception report, to include more detailed information on field visits;
- field visits to Estonia and Romania in order to conduct interviews with alumni, the national coordinator and institutions with several alumni;
- presentation of the findings of the field visits and draft final report;
- final report with summary of findings, analysis and recommendations.

The bid should also specify a budget, in euros. A maximum of €60,000, including VAT, will be available. The evaluator(s)'⁶² CV(s) should also be enclosed.

A committee will be appointed to oversee the evaluation.

⁶² Preferably with experience in international education/training programmes.

Appendix 2: Documentation used in the course of the evaluation

- Clingendael, Accession-orientated Dutch European Proficiency Training, ADEPT-How to Operate in Brussels, 23 Juni – 4 Juli 2003, Eindrapport, December 2003
- Clingendael, Accession-orientated Dutch European Proficiency Training, ADEPT- How to Operate in Brussels, 14 Juni – 25 Juni 2004, Eindrapport, July 2004
- Clingendael, Accession-orientated Dutch European Proficiency Training, ADEPT- How to Operate in Brussels, 29 November – 10 december 2004, Eindrapport, January 2005
- Clingendael, ADEPT/How to Operate in Brussels, 21 oktober-1 november 2002, Eindrapport, January 2003
- Clingendael, Course introduction How to Operate in Brussels, September 2007
- Clingendael, MATRA Training for European Cooperation (MTEC), How to Operate in Brussels, 19 June - 30 June 2006, Eindrapport, December 2006
- Clingendael, Matra Training for European Cooperation (MTEC), How to Operate in Brussels, 6 June - 17 June 2005, Eindrapport, August 2005
- Clingendael, MTEC Training for European Cooperation, How to Operate in Brussels, 31 Oktober – 11 November 2005, Eindrapport, February 2006
- Clingendael, MATRA Training for European Cooperation (MTEC) How to Operate in Brussels, 11 juni – 22 juni, Eindrapport, July 2007
- Conclusies en afspraken voortgangsoverleg Matra voor Europese Samenwerking (MES), EVD en DZO/UM, 19 October 2006
- Conclusies en afspraken voortgangsoverleg Matra voor Europese Samenwerking (MES), EVD en DZO/UM, 20 March 2006
- Convenant Ministerie van Buitenlandse Zaken – Agentschap EVD, April 2005
- CROSS, 'Evaluatie ADEPT 1 juli 1999 – 1 april 2002', September 2002
- ECORYS, ADEPT Structural Funds Course October 2004, Evaluation report, Draft, Rotterdam, 14 December 2004
- ECORYS, Evaluation Report ADEPT Training Course on Structural Funds (2), 10-30 March 2002, Rotterdam
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Appendix 3: Persons interviewed in the course of the evaluation

Aalders, Regine	VWS
Akkerman, Elsbeth	Ministry of Agriculture, Nature and Food Quality
Alkemade, Annemieke	Ministry of Public Health Employment and Sport
Arisan, Nilgün	Head of National Programme Directorate EUSG, Turkey
Atalay, Ilgin	Head Department of External Affairs, Prime Minister's Office, Turkey
Baccin, Simona	Participant course Administration of Justice, 2007
Berghe, Gerald	Ministry of Internal Affairs
Beuning, Ben	Wageningen International
Beylsmit, Linda	Director EVD/CROSS
Bool, Luc	Ministry of Finance
Boudewijn, Rob	Clingendael
Brouwer, Henk	Universiteit Twente
Buyuktaskin, Cagla	Participant Academic Programme European Law, 2005-2006
Calisir, Mehmet	Participant short course, (Administration of Justice, November 2007)
Chalabi Vaman	Financial Expert CROSS
Chiriac, Ramona	Communicating with the Public, 2007
Ciocoiu, Cristina	Authority for the Coordination of Structural Instruments, Ministry of Economy and Finance of Romania (How to Operate in Brussels, 2007)
Constantin, Catalina	Prime Minister's Office, Romania (How to Operate in Brussels, 2007)
Coskun, Sukrun	Participant short course, (How to operate in Brussels, September 2007)
Cotovelea, Razvan	General Director, Authority for the Coordination of Structural Instruments, Ministry of Economy and Finance of Romania
Creemers, Christel	Financial Advisor DZO
Daamen, Arnou	Financial Advisor DZO
De Kat, Ida	Ministry of Foreign Affairs, DZO/UM
De Leeuw van Weenen, Rob	NEA, Manager infrastructure
Denie, Agnes	Ministry of Agriculture, Nature and Food Quality
Douma, Stynke	Second Secretary, Netherlands embassy, Ankara
Dursun, Cemal	Participant Academic Programme European Law, 2005-2006
Ekizoglu, Mehmet	Participant short course, (Water Management, September 2007)
Gorun, Evran	Participant short course (How to operate in Brussels, June 2007)
Gulsen, Oguz	Netherlands embassy, Ankara
Ilbeği, Ibrahim	Director General Management Food Safety Control Department, Ministry of Agriculture and Rural Development, Turkey
Ilisulu, Basak	participant short course, (Communicating with the Public, November 2003 and How to Operate in Brussels, 2005)
Ioanna Ban	Deadalus Consulting, Researcher Qualitative Research (former participant public administration MA, Maastricht)
Iordanescu, Olivia	Junior lawyer, legal department, ROMPETROL (former participant academic programme International and European Law, 2006-2007)
Kus, Murat	Participant short course (How to operate in Brussels, 2004)
Kutipek, Ridvan	Participant short course (Social Affairs & Employment, Septem-

	ber 2006)
Kutlu, Melahat	Participant short course (Structural Funds, 2003)
Luijke, Matthijs	Ministry of Justice
Mezdroui, Irina	Romanian Water Authority Valcea (Water Management 2007)
Murat, Ali	Participant short course (How to operate in Brussels, June 2007)
Mustu, Murat	Participant short course, (Social Affairs & Employment, April 2007)
Naninga, Sandrien	Ministry of Foreign Affairs, DZO/UM (stagiaire)
Napier, Kate	Ministry of Agriculture, Nature and Food Quality
Nitescu, Norma-Nathalie	Bilateral Cooperation Programmes, Netherlands Embassy, Bucharest
Numanoglu, Nursen	Head of Regional and Sectoral Policies Directorate EUSG, Turkey
Ovacik, Gamze	Participant Academic Programme European Law, 2006-2007
Özdil, Koray	Participant Academic Programme (European studies, 2006-2007)
Ozgül, Tuna	Deputy Director EU Foreign Affairs Office, Ministry of Agriculture and Rural Development, Turkey
Peters, Marianne	DZO/UM
Rutjens, Iwan	Second Secretary, JHA and Matra cooperation, Netherlands Embassy, Bucharest
Samra, Rosanna	DG European Integration and International Relations, Ministry of Agriculture
Schouw, Jan Willem	RVD
Simion, Liliana	Veterinary adviser, National Sanitary, Veterinary and Food Security Authority of Romania (Food Safety training 2007)
Stefanita, Gabriel	Judge, Court of Appeal Brasov (Administration of Justice, 2007)
Stegeman, Hans	OCW
Stoinea, Adriana	Ministry of Labour (social Affairs/Employment, 2007)
Ter Haar, Diederik	EVD/CROSS
Theodoriu, Simona Maya	(Administration of Justice, 2007)
Trautmann, Franz	Trimbos Instituut
Uijterlinde, Arjen	Deputy Director Directorate West and Central Europe
Van Amstel, Andre	Wageningen University and Research Centre
Van Keulen, Tamara	Netherlands School of Public & Occupational Health
Van de Kop, Petra	Wageningen Business School
Van de Velde, Ilse	ECORYS
Van Schaik, Louis	Clingendael
Verheij, Jikke	University of Amsterdam
Verheijden, Melanie	RVD
Verkennis, Atze	ECORYS
Vieru, Maura	Ministry of Agriculture (Common Agricultural Policy, 2007)
Yardimci, Sebnem	Participant Academic Programme (European studies, 2006-2007)
Yavus, Deren Dogan	National Coordinator: EUSG Coordinator Foreign Affairs and EU, coordinator Matra, Turkey

Appendix 4: Evaluation methodology

1.1 Introduction

For undertaking the evaluation, a variety of evaluation instruments was used, ranging from the perusal of relevant documentation, interviews, focus groups to an on-line questionnaire for former participants in ADEPT and MTEC courses.

Since policy objectives have remained formulated in quite generic terms, with a focus on concrete activities and without clear indicators to effectively monitor and evaluate programme achievements, as a key step in the evaluation, agreement was reached with the Ministry of Foreign Affairs on key programme features and related indicators.

1.2 Programme characteristics and indicators

Aim of ADEPT was to train leading senior civil (mid level and up) that were employed with a (semi) Government organisation in the candidate member states and to create East-West and East-East networks. The objectives of the MTEC Programme were formulated as follows:

- To support capacity building through training and education in fields relevant to EU-accession or cooperation with the EU
- To build sustainable relationships between the Netherlands and the target countries

Taking into account these objectives and the characteristics of the three programmes, a series of key Programme features and related indicators was identified related to the following main headings:

Programme quality

- Course/programme themes are priorities for the countries concerned
- Selected participants were the intended ones (i.e. for short courses – senior public officials and for academic programmes – ‘high potential, recent university graduates and young public administrators’)
- Courses/programmes have indeed met the objectives that were formulated for the courses/programmes
- Participants have appreciated the courses/programmes (have met their own, individual objectives by attending the course)

Programme management, which

- concerned the question of the efficiency of the agreements, procedures, rules, regulations etc. set for the execution of the programme

Programme outcome - the contribution of the Programme to

- Creation of a critical mass for change in government institutions in the Matra partner countries
- Development of a network with goodwill or support for the Netherlands and the Matra partner countries
- Capacity development and network development in the targeted countries.

For each of these areas, in the inception report referred to above a series of indicators was proposed which would guide the data collection process. These indicators are incorporated in each chapter of this report and are not repeated here.

1.3 Data collection tools

As mentioned, several tools were used to collect data from a variety of stakeholders involved in the programmes, line Ministries in the Netherlands, EVD/CROSS, former trainees and students, Government representatives in the Matra partner countries, etc. Information on the different tools is provided below.

1.3.1 Study of documents

As a basis for interviews and questionnaires, a series of policy documents, agreements (including the so-called ‘Covenant’ (hereinafter referred to as the Agreement), annual reports on ADEPT and MEC, correspondence as well as materials on short-courses and academic programmes, course and programme evaluations, and data on other relevant initiatives available on Internet were used. The search for these sources of information showed in particular that very little relevant information was available on file as regards MOP; hence the decision to focus on ADEPT and MTEC.

1.3.2 Interviews

In the course of the evaluation, interviews were held with:

- Representatives of the Netherlands Ministry of Foreign Affairs
- Representatives of EVD/CROSS
- Representatives of training course providers in the Netherlands, i.e. ECORYS, the Netherlands Institute of International Relations, Clingendael, the Netherlands School of Public and Occupational Health, RVD, Wageningen International and Wageningen Business School of the Wageningen University and Research Centre, the Trimbos Instituut, NEA Transport research and training and the Academy of Government Information and Communication
- Representatives of academic programme providers, i.e. the Universities of Amsterdam, Twente and Wageningen
- Representatives of line Ministries in the Netherlands, i.e. the Ministries of Health, Welfare and Sport, Agriculture, Nature and Food Quality, Justice, Interior and Kingdom Affairs, Education, Culture and Science and the Ministry of General Affairs
- Representatives of the Netherlands embassies in Romania and Turkey
- Employers of former participants in ADEPT/MTEC courses and other relevant Government institutions in Romania (Ministry of Agriculture and Ministry of Public Finance) and Turkey (Ministry of Agriculture and Rural Affairs, Secretariat General for EU Affairs and the Prime Minister’s Office).
- Former participants of the academic programme and short courses in Romania and Turkey

For the interviews with these stakeholders, different sets of standard questions were used that covered a series of topics, ranging from procedures, relations with EVD/CROSS to networking, relations with ‘sister institutions’ and suggestions for the future of MTEC.

1.3.3 Questionnaires

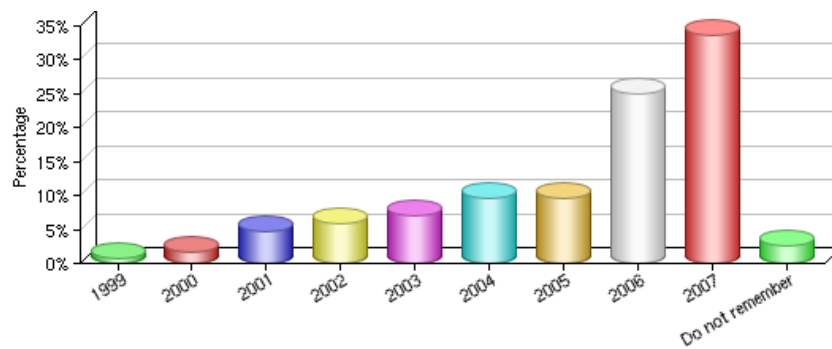
To obtain feedback from former participants in the short courses, a questionnaire was developed and made available on-line through involvement of Direct Research, a Dutch consultancy company specialised in this kind of research. Former participants were informed about the questionnaire by E-mail; for this purpose the e-mail addresses included in the EVD/CROSS database were used. The participants were requested to follow a link that was provided in the E-mail.

Since the evaluation covers a period of nine years it was decided to test the accurateness of the E-mail accounts of former MTEC participants prior to the start of the on-line survey.

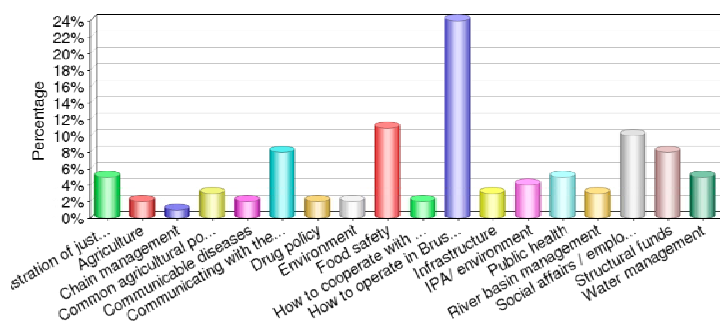
To get a balanced response and to compensate for the large number of inactive e-mail accounts of participants in the first years of ADEPT, a random selection was made with more participants from the earlier years and less from the last years. Initially, 1,542 participants were approached (26 March 2008). However, despite the test, the response turned out to be too limited. For this reason, a second mailing to all remaining e-mail addresses took place on 31 March 2008.

Following this second mailing, the response has been as follows:

- The total number of completed questionnaires was 847 (with two respondents not providing information on their country of residence at the time the course was organised). This is equal to a response of 36.9% of the 2,296 e-mail addresses that turned out to be valid.
- The total number of e-mail addresses that bounced was 1,262, which is equal to 35.5% of all e-mail addresses in the EVD/CROSS database
- In terms of distribution by year in which participants have followed an ADEPT/MTEC course, the feedback obtained gives the following picture:

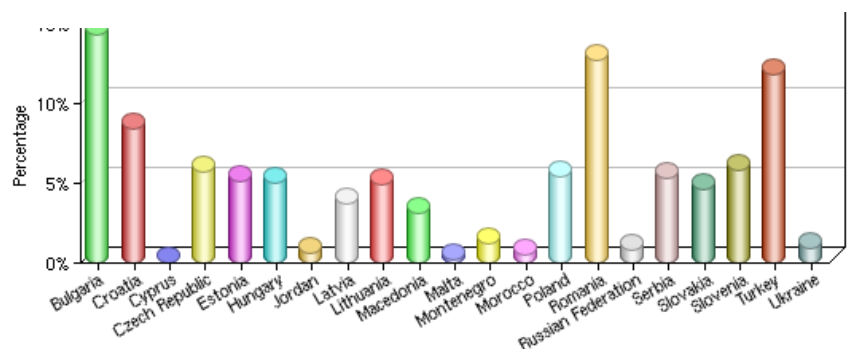


- In terms of distribution by course, the feedback gives the following picture



- In terms of the distribution by country of residence at the time the course was held, the picture is as follows:

A questionnaire was also sent on 21 March 2008 to MTEC contact points of the Netherlands embassies in the Matra partner countries. This questionnaire aimed to obtain information on the persons re-



sponsible for MTEC, and possibly other Matra programmes, about their role in MTEC and the usefulness of this role, what initiatives had been taken in terms of contacts with MTEC alumni, relations with EVD/CROSS in identifying training needs, relationships with training providers in the Netherlands, etc.

By mid April 2008, response was obtained from the following seven embassies: Bulgaria, Hungary, Jordan, Malta, Morocco, Poland, Ukraine and Moldova. Early May, feedback was also received from Estonia.

On 21 March 2008, the MTEC contact points at the Netherlands embassies were also asked to send a third questionnaire to the national coordinators in their countries. The questionnaire aimed to obtain information on the position of the national coordinators, their involvement in the MTEC programme, their relationship with CROSS and the Netherlands embassies, and their strategies to disseminate information to participants.

By mid April 2008, response was obtained only from the national coordinators from Hungary and Bulgaria. Poland has indicated that their national coordinator is no longer in function, as it is no longer eligible for MTEC. This could also be the case for some other countries from which no response was received.

1.3.4 Focus groups

Field visits were made to Romania and Turkey⁶³. In the course of these visits, initially four focus groups were organised with former participants in three ADEPT/MTEC courses, i.e. How to Operate in Brussels, Structural Funds, Food Safety, and a group with a mix of all other courses. As the response to the invitation to attend the focus groups for the courses Structural Funds and Food Safety was low, it was decided to combine participants in these two courses into one focus group, and to organise three focus groups per country visit. In addition, individual interviews were held with former participants in the longer-term academic programmes.

Initially some 40 randomly selected former trainees were approached by e-mail on 4 April 2008. In view of the lack of response, it was decided to approach all former participants in Turkey and Romania on 7 April 2008 and finally 16 participants in Ankara and 19 participants in Bucharest were invited to the sessions that took place in the week of 14 April 2008.

Unfortunately, though people had indicated their availability, were invited, provided with information on the location of the meeting, the topics, and a map, only few people participated in Romania. Henceforth one meeting turned into more or less individual interviews with the former trainees. Participation in the focus groups in Ankara was also less than expected and one of the three focus groups in Ankara turned out to be a personal interview; the other two resulted in interesting group discussions. Unplanned interviews were held in Istanbul with two former participants as well. In both countries, focus group participants had been trained in 2007.

The focus group sessions concentrated on the following main topics:

- What participants have been able to do within their own organisation after participation in the training course, how they have been able to take certain initiatives and what could be done to improve this
- What participants have been able to do in terms of networking during and after the training, both in terms of East-East (national and international) and East-West relations, and what could be done to enhance networking
- The 'Dutch' character of ADEPT/MTEC and their perception of the Netherlands

⁶³ As agreed with the Ministry of Foreign Affairs on 18 March 2008, Turkey replaced Estonia, where MTEC had already come to an end and neither a representative of the Netherlands embassy nor a National Coordinator were available. Moreover, it was agreed that given the future of Turkey's EU accession, and the number of recent participants from this country, it would represent a more interesting, forward-looking case than Estonia.

- The modalities of the current MTEC Programme, characterised by mainly short courses in the Netherlands, and what alternatives would be available.

1.4 Limitations

In terms of data collection, the evaluation has met with the following limitations.

Response to the on-line questionnaire has been skewed, with proportionally less response from the first groups of participants and an over-representation of participants in 2006 and 2007. This implies an over-representation of countries that have become eligible more recently and an under-representation of countries that participated earlier on. Moreover, given the time that has passed since completion of the course, information on potential course impact has been limited.

Due to the absence of several MTEC contact persons at Netherlands ministries, because of holiday or work related travel of the people concerned, it was not possible to interview the representatives of all ministries. This concerns the ministries of Transport, Public Works and Water Management, and Housing, Spatial Planning and Environment.

It is felt that the above caveats have had limited influence on the general trend of the findings reflected in the report.