

Evaluation of the Matra programme in the countries of the Eastern Partnership 2008-2014

Terms of Reference

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List of acronyms and abbreviations

BPZ	Political Affairs Section
BZ	Ministry of Foreign Affairs of the Kingdom of the Netherlands
BZK	Ministry of the Interior and Kingdom Relations
DEU	Europe Department
DIE	European Integration Department
EaP	Eastern Partnership
ENP	European Neighbourhood Policy
ENPI	European Neighbourhood and Partnership Initiative
EU	European Union
IOB	Policy and Operations Evaluation Department
KAP	Small Embassy Projects
Matra	Societal transformation
MFA	Ministry of Foreign Affairs
MPP	Matra projects Programme
MPPP	Matra Political Parties Programme
NGO	Non-governmental organisation
RF	Russian Federation
V4EaP	Visegrad Fund Eastern Partnership Programme

1 Introduction

The Ministry of Foreign Affairs' evaluation programme for 2012-2017 includes a review of the European Neighbourhood Policy, for which an impact study is to be conducted in the countries of the Eastern Partnership (EaP). The policy review, which will also evaluate the Matra programme, will be conducted by the ministry's Policy and Operations Evaluation Department (IOB).

Given the timetable of the policy review (publication in 2016) and the need for the Matra evaluation results to be available in the spring of 2015, the report on the Matra evaluation will be issued separately. The current Matra programme expires at the end of 2015 and the government will decide in the course of this year what form the programme will take as from 2016.

In 2011, the government decided to phase out the Matra programme in the EaP countries as from 2012. However, as the result of amendments by the House of Representatives to the ministry's budgets for 2012, 2013 and 2014, funding for Matra projects in the EaP countries has continued. The ministry itself reserved funds for Matra in these countries in its budget for 2015 and it is considering including the countries of the Eastern Partnership in the programme on a permanent basis again after 2015. An evaluation at this time is therefore opportune, enabling lessons from past years to be taken into account in the future programme.

2 Background

Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine are all former Soviet republics that gained independence in 1990. Since the expansion of the European Union eastwards in 2004, they have been the new eastern neighbours of the Union and the EU's European Neighbourhood Policy (ENP) was developed as a framework for relations with them. The ENP provides a policy framework within which the EU offers the countries to its east and south economic integration, political association, mobility partnerships and technical assistance in exchange for their complying with European norms and values (relating to democracy, the rule of law and human rights, good governance, the economy, the environment, etc.). The Eastern Partnership was set up in 2009 in response to the establishment of the Mediterranean Union by the EU's southern neighbours and the political attention being given to its eastern neighbours in 2008. This gave the ENP's eastern dimension a political boost, and a platform was set up for multilateral consultations between EU member states and the EU's six eastern neighbours.

Although these six countries are to some extent treated as a group within the EaP, there are substantial differences between them, for example in their geographical location, size and prosperity (see appendix 1 for selected features of these countries). There are also differences in the degree to which they seek closer relations with the EU. Only Moldova, Georgia and Ukraine have signed association agreements with the EU (in June 2014), thereby indicating their ambition to seek full EU membership.

What these countries have in common is that they are all undergoing a post-Communist transition process, to some extent comparable to those experienced (or still being experienced) by the countries of Central Europe and the Western Balkans. This primarily entails the change to a social market economy and the development of an open democracy with free and fair elections, founded on the rule of law (with an independent judiciary, improved prison conditions, less police violence, etc.) and respect for human rights (freedom of expression, freedom of association, internet freedom, combating the

intimidation of NGOs and human rights defenders, etc.). Corruption continues to be widespread in the EaP countries, though to greatly varying degrees. In addition, five of the six EaP countries are involved in one or more territorial conflicts (see appendix 1).

Lastly, it is important to note that, as a consequence of their geographical location and shared history – not least their recent past as part of the Soviet Union – they all have close economic, cultural and political ties with the Russian Federation. With Russia laying claim to a sphere of influence in this region, the Russian government is sensitive about the closer cooperation between the EaP countries and the EU, especially in recent years (this has been the case for even longer and to a greater extent when these countries sought closer ties with NATO). Russia exerts political and economic pressure to keep the EaP countries within its sphere of influence and prevent them from establishing closer ties with the European Union. Together with Belarus and Kazakhstan, it has set up a customs union which is evolving into a Eurasian Economic Union. Russia also plays a role in perpetuating several ‘frozen conflicts’ in the region and is a crucial actor in dispute resolution. The annexation of Crimea and Russia’s support for separatist forces in eastern Ukraine are recent examples of actions meant to exert Russian influence in the region.

3 The Matra programme

Development of the Matra Programme

The Matra (social transformation) programme was launched in November 1993 to support democratisation in the countries of Central and Eastern Europe after the upheavals of the late 1980s. In 1994, Ukraine, Belarus and the Russian Federation were among the 14 former Communist countries in which the programme was launched. Since then, Matra has evolved from a programme focused solely on the social transformation of post-Communist countries to one that also aims to contribute to the EU’s policy of enlargement (from 1997) and its European Neighbourhood Policy (from 2004).

In 2006, the EaP countries that were in the Netherlands’ constituency at the World Bank – Georgia, Moldova and Armenia – were added to the list of Matra countries (Ukraine and Belarus were already eligible for Matra support). In 2010 the sixth EaP country, Azerbaijan, also became eligible for Matra projects.

When the Matra programme was reviewed in 2011, it was decided that as from 2012 the programme would focus solely on the pre-accession process of the countries of south-eastern Europe (the Western Balkans and Turkey) and to limit its substantive focus to promoting the rule of law.¹ In addition, funds were reserved for a new Matra programme for the Arab region. Matra would be phased out in the EaP countries between 2012 and 2014. It was nevertheless continued in these countries, as a result of proposed amendments to the budgets for 2012, 2013 and 2014 by the House of Representatives.² In its draft budget for 2015, the ministry itself has reserved funds for Matra projects in the EaP countries.

¹ Minister of Foreign Affairs, ‘Social Transformation/Revised Matra Programme’, Letter to the House of Representatives, DEU-275/2011, 14 November 2011, pp. 1-2.

² House of Representatives of the States General, Amendment by MPs Henk Jan Ormel and Han ten Broeke to replace the text under No. 108, Parliamentary Papers 33 000 V, no. 115, 1 December 2011; House of Representatives of the States-General, Motion by MPs Han ten Broeke and Désirée Bonis, Parliamentary Papers 33 400 V, no. 57, 19 December 2012; House of Representative of the States General, Revised amendment by MPs Han ten Broeke and Michiel Servaes to replace the text under 18, Parliamentary Papers 33 750 V, no. 19, 27 November 2013.

Consequently, there has since 2012 been a budget for Matra in the EaP countries without any explicit policy framework.

Goal

The 2009 memorandum on the modernisation of the Matra programme describes Matra's general goal as follows:

The aim of Matra is to contribute to the process of developing a democratic, pluriform state governed by the rule of law, in which there is space for dialogue between the government and its people. The focus is on capacity building and institutional strengthening of civil society organisations and government institutions, and strengthening bilateral relations.³

The two main goals that have typified the Matra programme from the beginning come clearly to the fore in this description:

1. supporting the transition process in the Matra countries, not only socially but also in terms of political, governance and legal systems;
2. strengthening bilateral relations between social actors and governments in the Netherlands and the Matra countries (the networking function). Matra, for example, gives the missions and the ministry in The Hague access to useful networks and infrastructure for maintaining contacts and gathering information. These are networks at both central and local government level and in civil society.⁴

Basic principles

- *Flexibility*: Optimal flexibility is seen as one of Matra's trademarks.⁵ Matra was set up to respond to the transition in former Communist countries in a way that was flexible and demand-driven.⁶
- *Dutch knowledge and expertise*: One consideration in continuing to provide assistance from the Netherlands was that it has valuable knowledge and expertise in a number of areas.⁷ For this reason, a number of partner countries would prefer to work with the Netherlands.
- *Strict but fair*: The Matra programme is also seen as a useful element of the Netherlands' 'strict but fair' stance as a critical partner in the political dialogue on the (pre-)accession process or on issues like human rights or security.⁸ This is based on the assumption that the Netherlands will gain in credibility if it offers support as well as expressing criticism.
- *Demand-driven*: Matra is in principle demand-driven. This means that, to ensure that there is sufficient support in the recipient country, the projects are proposed by organisations in the country itself and are preferably supported by local or central authorities.
- *Complementary to EU and other Dutch programmes*: Matra is meant to complement both the programmes of the European Commission and other Dutch programmes (including constituency support, the Stability Fund, the Foreign Policy Support Programme, the Human Rights Fund and bilateral development cooperation).⁹

³ Ministry of Foreign Affairs 2009, p. 18.

⁴ Ministry of Foreign Affairs, 'The Matra Programme: The Flexible Response to Changing Prospects for Transformation', September 2004, p. 23, Appendix to the letter to Parliament on the Matra Programme Policy Intentions, Parliamentary Papers 23 987, no. 39, The Hague, 21 September 2004.

⁵ Ministry of Foreign Affairs 2009, pp. 25 and 27. See also the title of the Matra policy memorandum of 2004 and pp. 4, 6, 8, 11, 14, 20 and 22 of this memorandum.

⁶ Ministry of Foreign Affairs 2009, p. 6.

⁷ *Ibid.*, p. 17.

⁸ *Ibid.*

⁹ *Ibid.*, pp. 21-23.

- *Tripartite cooperation*: Tripartite cooperation, in which expertise from a more advanced country can be deployed in implementing Matra activities in a less advanced country, is encouraged.¹⁰

Relevant sub-programmes in the EaP countries

The following Matra sub-programmes were implemented in the EaP countries during the evaluation period (2008-2014):

- Matra Projects Programme (MPP);
- Matra Small Embassy Projects Programme (Matra KAP) / delegated projects;
- Matra Political Parties Programme (MPPP);
- Visegrad 4 Eastern Partnership Program (V4EaP).

Matra Projects Programme

The MPP focused on partnerships between a Dutch and a local organisation. The proposal for the project had to come from the local organisation, which was responsible for implementing the project, while the Dutch organisation submitted the proposal to the ministry and was a party to the contract. The projects had a maximum duration of 36 months and a maximum budget of €700,000. The Matra Programme Implementation Division of the ministry's Southeast and Eastern Europe and Matra Programme Department (DZO-UM) was responsible for managing the programme. Before approving the project, DZO-UM requested advice from the line ministry in The Hague and from the embassy in the country where it was to be implemented. There was no specified budget per country; the best projects from the region were selected.¹¹ The MPP was discontinued in 2010, with ongoing projects being completed.

Matra Small Embassy Projects Programme (KAP) / delegated projects

Matra KAP was originally intended for small, short-term projects managed by the embassies, and each embassy has a set budget for the programme. Its aim was to strengthen civil society and local government by funding relatively small-scale activities. The small scale of the activities makes it possible to respond quickly to changing local circumstances. This enables the embassies to create a network of NGOs from a range of spheres and regions, which can keep embassies informed on issues of topical importance in the country.¹² Until 2010, the maximum project budget was €25,000, but this was raised to €300,000 when Matra policy was reviewed at the end of 2009. There are no strict criteria for the type of activities or thematic focus of KAP projects, so embassies have considerable freedom in choosing their focus and mode of implementation.¹³

Matra Political Parties Programme (MPPP)

The MPPP aims to strengthen democracy in Matra countries by supporting twinning between Dutch political parties and local parties or organisations. The funds are provided through grants to foundations linked to Dutch political parties represented in parliament.¹⁴

¹⁰ Ibid., pp. 9, 10 and 14.

¹¹ Embassy of the Netherlands in Ukraine, 'Impact Assessment: 20 years MATRA Programme in Ukraine 1994-2014', Ministry of Foreign Affairs, 17 June 2014, p. 14.

¹² Ibid.

¹³ Ibid.

¹⁴ The Political Parties (Financing) Act calls these foundations 'institutions for activities abroad' (section 4). Of the parties currently represented in the House of Representatives, the People's Party for Freedom and Democracy (VVD), Labour Party (PvdA), Christian Democratic Alliance (CDA), Democrats '66 (D66), Green Left Alliance (GL), Christian Union (CU), Calvinist Party (SGP) and Animal Rights Party (PvdD) have institutions for activities abroad.

The programme's objective is to strengthen the leadership and networks of the parties or organisations in the target countries. In the longer term, it aims to strengthen democracy in the target countries. The twinning element is intended to contribute to the development of bilateral relations ('political party diplomacy') and to the Netherlands' knowledge of the countries concerned.¹⁵

The grant ceiling has been around €1.5 million in recent years. This is divided among the parties that are applicants as follows: the grant consists of a basic sum per applicant plus an amount per seat in the House of Representatives. In 2012, two thirds of the funds allocated to each party were intended for European countries (the Western Balkans, Turkey and the EaP countries) and one third for the Arab region, though this was not always applied in practice.

As from 2013, responsibility for implementing this programme has been transferred to the Ministry of the Interior and Kingdom Relations (BZK), placing the MPPP under the Political Parties (Financing) Act. The transfer was meant to streamline the process of awarding grants to the different political parties' foundations, and avoid the application of different statutory frameworks and thus of different management rules to different grants. By contrast with BZ's Matra grant framework, the Political Parties (Financing) Act does not impose any conditions on the countries where the funds are spent, so as to avoid any control over the party foundations by the Minister of the Interior. In a letter to the parties concerned, the Ministers of the Interior and of Foreign Affairs did however express their expectation that in practice the grants will be spent in the Matra countries.¹⁶ At the same time, the existence of sister parties in the countries concerned and their ability to cooperate on leadership development and network-building also play a role.

Visegrad Fund

The Visegrad Fund is a development fund set up by the four countries in the Visegrad Group (the Czech Republic, Hungary, Poland and Slovakia), all former Matra recipients. The fund's projects are modelled on those of the Matra programme: education and training, exchanges and support for civil society to promote social transformation and democratisation. The funded projects are small to very small, with budgets sometimes no larger than a few thousand euros.

Since 2012, the Netherlands has made an annual contribution to the Visegrad Fund from Matra funds. The Dutch contribution goes to the V4EaP programme, a Visegrad Fund programme focused on the EaP countries. This programme started in 2012 and has a variety of projects, including flagship projects and student grants. The Dutch contribution was €1.5 million in 2012 and €1 million in 2013 and 2014.

This financial contribution benefited the Netherlands in several ways. First, it reduced the burden of administering the expenditure of Matra funds. Second, it was assumed that the Visegrad countries would make use of their own experience of a post-Communist transition in the EaP countries, which they know well and where they have good contacts. This also enables donors to join forces. Finally, it is an investment in the Netherlands' relations with the Visegrad countries, which are vocal in the EU on issues regarding the Eastern Partnership and with whom the Netherlands seeks to cooperate on EaP matters.

¹⁵ Activity appraisal document for the Foundation for International Christian Democratic Development (FICDD), 2012, pp. 2-3.

¹⁶ This is to ensure that the party foundations are not influenced in their choices by the Minister of the Interior.

4 Analysis of Matra expenditure 2008-2014

During the evaluation period, a total of €36.5 million was spent in the EaP countries through the Matra programme, not including the Dutch contributions to the Visegrad Fund and the MPPP.¹⁷ The exact expenditure through the Visegrad Fund and MPPP will be determined during the evaluation, but is estimated at around €3.5 million each (€7 million in total).

This total Matra expenditure of €43.5 million accounts for a little over 46% of the ministry's bilateral expenditure in the region.¹⁸ The remaining funds (€50 million) are spent through other programmes or modalities. The largest of these were:¹⁹

- | | |
|---|---------------|
| - Structural macro support to Moldova and Georgia | €14.2 million |
| - Crosscutting theme programme in good governance, human rights and peacebuilding (GMV) countries | €7.8 million |
| - Stability Fund | €7.2 million |
| - Human Rights Fund | €6.1 million |

Expenditure per year

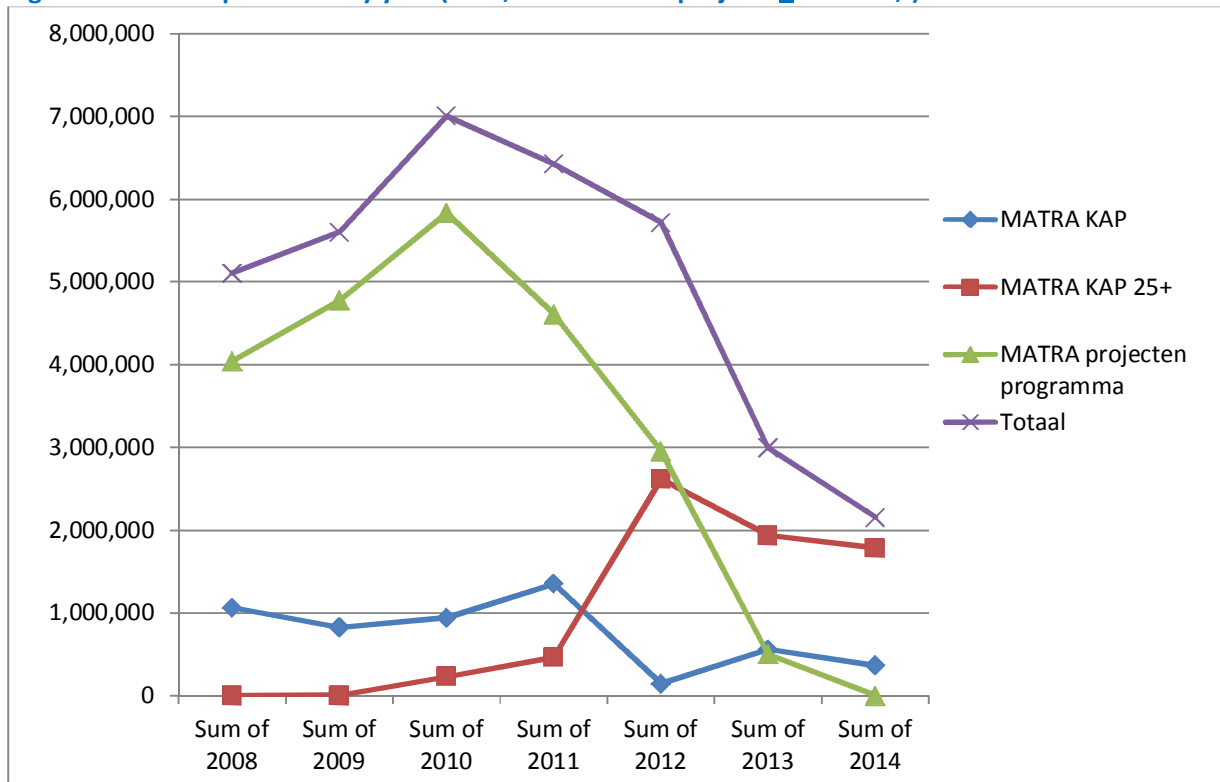
Direct expenditure through the Matra Projects Programme and the KAP programme fell substantially in the last years of the evaluation period (see figure 1). Part of the reduction after 2012 can be attributed to the fact that a percentage of the available Matra budget was spent through the Visegrad Fund, but even then the fall in expenditure is substantial.

¹⁷ Source: Piramide, the ministry's financial management and information system. Expenditure less than €25,000 is not entered individually in Piramide, but through cover commitments. The embassies have supplied the IOB with the data for these projects.

¹⁸ Expenditure in the region by other ministries is not included in the evaluation.

¹⁹ Source: Piramide.

Figure 1 Expenditure by year (MPP, KAP and KAP projects \geq €25.000,-)

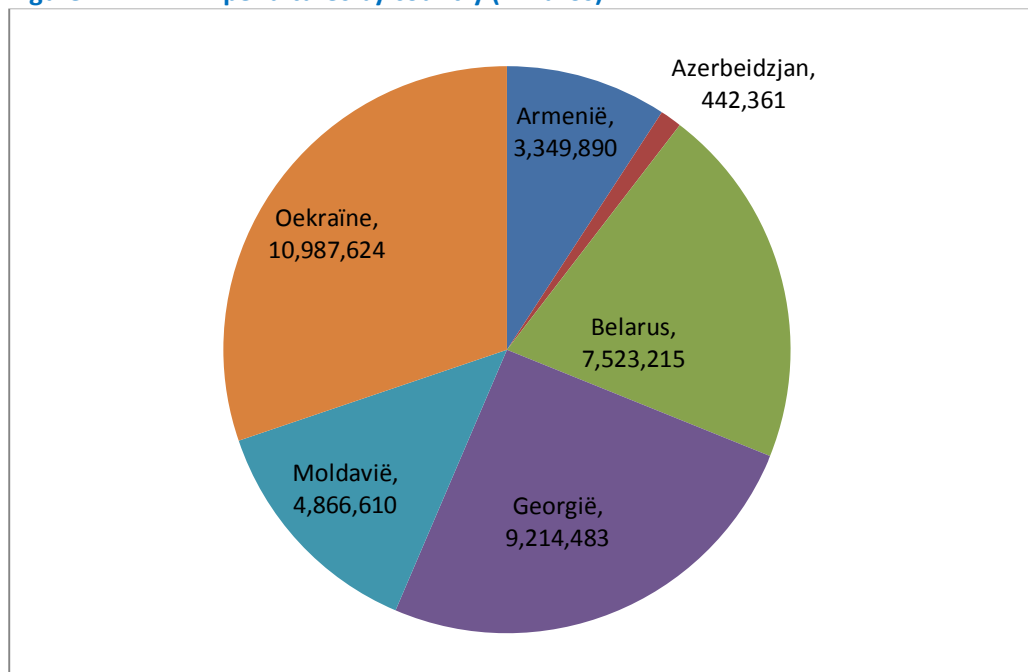


Source: Piramide + embassies, calculation IOB.

Expenditure by country

The highest expenditure was in Ukraine (30%), followed by Georgia (25%), Belarus (21%), Moldova (13%) and Armenia (9%) (see figure 2). In Azerbaijan, only two Matra KAP projects were conducted during the evaluation period. The picture changes radically, however, if the size of the population in the different countries is taken into account. Matra expenditure per capita in Ukraine was only €0.24 compared to €2.05 in Georgia, €1.35 in Moldova, €1.12 in Armenia and €0.79 in Belarus (and €0.05 in Azerbaijan).

Figure 2 Expenditures by country (in Euros)



Source: Piramide, Calculation IOB

Table 3 Number of initialled MPP and larger KAP project (EUR >25.000,-) and project budget

Country	No. of projects and budget (x EUR 1.000)	2008	2009	2010	2011	2012	2013	2014	Total
Armenia	Number	1	1	1	1	2	1	0	7
	Budget	617	651	632	48	237	158	0	2.342
Azerbaijan	Number	0	0	0	0	1	1	0	2
	Budget	0	0	0	0	30.000	149.854	0	180
Belarus	Number	3	2	2	3	2	0	0	12
	Budget	1.538	730	411	116	277	0	0	3.072
Georgia	Number	5	3	2	6	8	7	7	38
	Budget	2.303	1.237	671	267	836	806	759	6.879
Moldova	Number	5	3	3	3	3	2	6	25
	Budget	1.376	1.083	126	95	292	163	254	3.389
Ukraine	Number	4	3	2	1	7	9	12	38
	Budget	2.183	1.562	87	52	696	617	1.094	6.291
Total	Number	18	11	8	14	23	20	25	119
	Budget	8.016	5.263	1.927	578	2.368	1.894	2.107	22.153

Table 4 Number of initialed small small KAP projects (below EUR 25.000,-) and project budget

Country	No. of projects and budget (x EUR 1.000)	2008	2009	2010	2011	2012	2013	2014	Totaal
Armenia	Number	5	4	6	3	0	2	0	20
	Budget	67	65	117	67	0	20	0	335
Azerbaijan	Number	0	0	0	0	0	0	0	0
	Budget	0	0	0	0	0	0	0	0
Belarus	Number	27	23	19	18	19	30	15	151
	Budget	457	326	228	428	854	513	300	3.107
Georgia	Number	5	7	8	8	1	0	0	29
	Budget	66	102	151	145	15	0	0	479
Moldova	Number	11	6	5	10	9	0	6	47
	Budget	126	72	49	180	167	0	67	662
Ukraine	Number	34	25	31	41	13	1	0	145
	Budget	345	259	397	535	403	25	0	1.964
Total	Number	82	65	69	80	42	33	21	392
	Budget	1.061	824	942	1.354	1.438	558	367	6.546

Thematic focus

In terms of expenditure, the main themes were environment (15%), wellbeing (13%), information and media (13%), human rights and minorities (11%), democratisation (10%), legislation and justice (8%), strengthening civil society (8%), public administration and combating corruption (6%) and health care (5%). There are, however, major differences per country.

There are also significant differences between the sub-programmes: while the main themes in the MPP were environment and wellbeing, in the KAP they were democratisation and legislation/justice. There were also changes over time: in the early years of the evaluation period more 'soft' themes were chosen (wellbeing, environment, education and health care), while since 2010 attention shifted to themes like democratisation, legislation/justice and human rights/minorities.

5 Aims and research questions

This evaluation has three aims. First, to provide an insight into the results of the Matra programme in the EaP countries, to enable the funds spent to be accounted for. Second, the evaluation aims to learn from experiences of the past period so that they can be taken into account in the future design of the Matra programme in the EaP countries. As mentioned above, in 2015 the ministry will decide on what form the programme will take as from 2016. Third, the evaluation is one of the building blocks for a policy review on the Netherlands and the European Neighbourhood Policy, to be carried out by the IOB and published in 2016.

Research questions

The evaluation will answer the following main research questions:

1. Relevance
 - Was the Matra programme focus justified in view of the main challenges faced by EaP countries?
 - Did the programme reflect the Dutch policy priorities for the EaP countries?

- What was the programmes added value in relation to other Dutch programmes or programmes by other donors, notably the EU (ENPI), that were being implemented in the EaP countries?

2. Effectiveness

- Have Matra projects contributed to the process of developing a democratic, pluriform state governed by the rule of law, in which there is space for dialogue between the government and its people?
- To what extent do we know something about the contribution of the Matra-programme to the process towards democracy, Rule of Law, dialogue between the government and civil society, capacity building of civil society organizations and government agencies?
- Did the implemented Matra programme contribute to strengthening bilateral relations between the Netherlands and the partner countries and which Dutch interests were served by improved relations?

3. Management

- Was the management of programme components fit for an effective process of selecting and implementing projects?

These main research are made operational by means of more specific questions per programme component (see annex 3).

6 Scope

Evaluation period

De evaluation period is 2008-2014, which runs parallel to that of the policy review of the European Neighbourhood Policy. In the analysis of individual projects, the focus will be on the more recent projects, implemented as of 2010.

Country focus

The evaluation exclusively focusses on the Matra Programme in the countries of the Eastern Partnership (Armenia, Azerbaijan, Belarus, Georgia, Moldova and Ukraine). The Matra Programme implemented in the Russian Federation falls outside the scope of this evaluation.

Field visits

IOB will visit three EaP-countries, where interviews will be conducted with stakeholders of Matra-activities, embassy staff, other donors' embassies, the EU-delegation, IFI's, NGO's, organizations related to political parties, government officials and independent experts.

Country-visits will be done in: Georgia, Moldova and Belarus. The first consideration in this respect is the relative amount of Matra-expenditures (Ukraine 30%, Georgia 25%, Belarus 21%, Moldova 13%, Armenia 9% and Azerbaijan 0.2%) and the wish to not only include countries that have signed an Association Agreement with the EU. This diversity is desirable in light of the objective to draw lessons for the future design of the programme. IOB has decided to spare the Embassy in Ukraine due to the already heavy strain that is being put on this embassy as a consequence of the current crises in Eastern Ukraine and the aftermath of the MH17-tragedy. Moreover, the Embassy in Kiev has already conducted its own study of the Matra-programme in Ukraine in which all the stakeholders were consulted by means of a questionnaire.

The countries that are not visited will be included in the study more briefly. Phone-interviews will be held with Dutch Embassy staff and a limited number of projects will be analysed by means of a desk study and phone-interviews.

Project sampling

A total of 22 MPP and KAP projects will be analysed further by means of a desk study and interviews. The number of projects per country is recorded in table 4; the number of projects in the countries that will be visited (Georgia and Moldova) are a little higher than would be expected based on expenditures (see table 3, chapter 4). In Belarus (the third country-visit) we will also look into the clusters of smaller KAP projects – besides the selected larger MPP and KAP-projects – due to the heavy accent on these projects.

Table 5 Project sample

Land	MPP	KAP/gedelegeerd (≥ EUR 25.000)
Georgia*	2	4
Moldova*	2	4
Ukraine	2	2
Belarus*	2	2
Armenia		2
Total	8	14

* Field visits

The 22 projects that were selected are included in appendix 3. In the selection of these projects, expenditures per country, country visits and thematic focus of the respective programmes were taken into account in order to best reflect the project-portfolio.

The selected projects have a total budget of EUR 4,6 mln (21% of the project portfolio) EUR 3,21 mln of which are MPP-projects and EUR 1,37 mln are KAP-projects. See table 6 with regard to the thematic representativeness of the selection.

Table 6 Thematic representativeness of the project sample

Theme	% expenditure	No. of projects	Project sample
MPP projects			
Environment	19%	7	2
Welfare	17%	5	2
Information and Media	11%	3	1
Human rights and minorities	11%	5	2
Strengthening Civil Society	8%	3	1
Health care	6%	2	-
KAP projects			
Democratisation	28%	22	4
Legislation and justice	18%	17	3
Information and Media	17%	15	3
Human rights and minorities	12%	11	1
Strengthening Civil Society	7%	6	2
Public administration	6%	7	1

The selection also contains two projects in Transnistria which will be visited. The county-visit to Belarus will take place in Warsaw (the location of the Dutch Embassy responsible for the Matra-programme in Belarus) and Vilnius.

6 Approach and method

Evaluation matrix

See the evaluation matrix in appendix 4 for the way in which the evaluation questions will be answered.

Effectiveness

Given the limited scale of the Matra programme as a whole and of the individual projects in relation to the programmes goals, as well as the variety of themes and types of activity, it is not possible to attribute observed changes in the areas of democracy, the rule of law and the capacity of local government and civil society to Matra support. Statements regarding the effectiveness of the support will therefore assume that any contribution is limited and will be restricted to the results of individual Matra projects at outcome level. An attempt will also be made to relate the expected relative contribution of the activity to the goals of the programme.

The second goal of Matra is to promote bilateral relations between the Netherlands and the partner countries. How this goal is pursued varies per sub-programme. In the MPP, Dutch organisations are twinned with local counterparts. The KAP focuses on building a useful network with local NGOs and authorities. The MPPP supports networking between Dutch political parties and sister parties in the Matra countries. The contribution to the Visegrad Fund focuses partly on relations between the Netherlands and the Visegrad Group countries, and partly on maximising the Netherlands' visibility in the projects. As the evaluation matrix shows, the evaluation will examine the extent to which each of the Matra sub-programmes has influenced bilateral relations. Interviews will also be conducted with ministry officials, at the Dutch embassies and with political parties to explore what Dutch policy objectives these bilateral relations should serve and whether it can be plausibly argued that the Matra programme has contributed to these objectives.

Context analysis

An analysis will be conducted of developments and challenges in the EaP countries in the areas of democratisation, development of the rule of law, human rights, media freedom, government capacity and the economy, on the basis of scientific and other literature, EU progress reports and reports from, for example, the UN, the World Bank and international NGOs.

Analysis at project and sub-programme level

Analyses at project level will only be made for the Matra Projects Programme and the Matra KAP/delegated budget. The MPPP and the V4EaP Programme will only be analysed at sub-programme level. The projects will be analysed through thorough study of the project file, supplemented by interviews (by telephone or in person during country visits) with implementers and beneficiaries. Appendix 5 contains a project appraisal form that will be filled in per project on the basis of the file analysis and the interviews.

MPPP

Implementation of the MPPP in the EaP countries will primarily be investigated by studying the activity reports of the party organisations and interviews with the sister parties in the EaP countries. The

evaluation will also examine whether the activities undertaken were relevant to the challenges facing the sister parties and what results they had achieved.

Visegrad Fund EaP Programme

The evaluation will acquire an insight into how the Visegrad Fund works and its added value for the Netherlands by consulting documentation and conducting interviews with the Fund’s secretariat in Bratislava. No effectiveness study will be conducted, but any data that are available on the effects of the Fund will be used. During the country visits, interviews will be held with local representatives of the Visegrad Fund or embassy staff.

8 Organisation of the evaluation

The evaluation is being led and implemented by IOB senior evaluator Mr. Bas Limonard and IOB research assistant Tim Scheerder. A team of consultants will be hired to do the analysis of KAP and MPP projects by means of desk study and telephone interviews. The field visits will be undertaken by IOB, supported by local researchers in Georgia and Moldova.

IOB senior evaluators Paul de Nooijer and Margret Verwijk are the internal peer reviewers. The evaluation is supervised by senior evaluator Frans van der Wel. The reference-group for the policy review will discuss the concept-version of this evaluation. The internal members of the reference-group (representatives of the Europe Department (DEU), European Integration Department (DIE), and Political Affairs Section (BPZ) have already provided feedback, as did the embassies in Bucharest, Kyiv, Tbilisi and Warsaw. The embassies will have the opportunity to review and provide feedback on the final draft report.

9 Product and planning

The evaluation will result in a report that contains the most important findings and recommendations. As the report is a sub study within the larger policy review, it will only be published digitally. See table 7 for planning.

Table 7 Planning

	JAN	FEB	MRT	APR	MEI
Adoption of ToR					
Scan of preselected project files					
Analysis of expenditure Matra and other Dutch programmes					
Analysis of project files					
Interviews with policy makers in The Hague					
Field visit Georgia					
Field visit Moldova					
Field visit Belarus					
Writing of draft report					
Comments from embassies, internal peer readers and the reference group					
Finalizing and adoption of the report					
Presenting report to the Minister of Foreign Affairs					

Appendix 1 Characteristics EaP countries

Country / Capital	Population ²⁰	Territory in km ² ²¹	GDP in USD ²²	GDP per capita in USD ²³	Ethnic groups ²⁴	Territorial conflicts
Armenia Yerevan	3,0 mln	29,743	10,4 bln	3.505	Armenian 97.9%, Yezidi (Kurdish) 1.3%, Russian 0.5%, other 0.3% (2001)	Nagorno-Karabakh (since 1991, status issue with Azerbaijan)
Azerbaijan Baku	9,4 mln	86,600	73,5 bln	7.812	Azerbaijani 91.6%, Lezgian 2%, Russian 1.3%, Armenian 1.3%, other 3.7% (2009 est.)	Nagorno-Karabakh (since 1991, status issue with Armenia)
Georgia Tbilisi	4,5 mln	69,700	16,1 bln	3.602	Georgian 83.8%, Azeri 6.5%, Armenian 5.7%, Russian 1.5%, other 2.5% (2002)	Abkhazia and South Ossetia (since 1991, in 2008, separated with support from RF)
Moldavië Chisinau	3,6 mln	33,800	7,9 bln	2.230	Moldovan 75.8%, Ukrainian 8.4%, Russian 5.9%, Gagauz 4.4%, Romanian 2.2%, Bulgarian 1.9%, other 1.4% (2004 est.)	Transnistria (since 1990, <i>de facto</i> autonomous, supported by RF)
Oekraïne Kyiv	45,5 mln	603,700	177,4 bln	3.900	Ukrainian 77.8%, Russian 17.3%, other 4.9% (2001 est.)	Crimea (2014, annexation by RF), People's Republics of Donetsk and Lugansk (2014, one-sided declaration of independence).
Belarus Minsk	9,5 mln	207,595	71,7 bln	7.575	Belarussian 83.7%, Russian 8.3%, Polish 3.1%, Ukrainian 1.7%, other 3.3%, (2009 est.)	None

²⁰ Population in 2013, source: <http://data.worldbank.org/indicator/SP.POP.TOTL/countries>

²¹ Source: http://news.bbc.co.uk/2/hi/country_profiles/default.stm

²² GDP in 2013 in USD, by rate of 31 October 2014, <http://data.worldbank.org/indicator/NY.GDP.MKTP.CD/countries>

²³ GDP per capita in 2013 in USD, rate of 31 October 2014, <http://databank.worldbank.org/data/views/reports/tableview.aspx>

²⁴ Various data estimations (as recent as possible) and census were used. Categories below 1 percent were grouped as 'other', except when this concerned Russians.

Appendix 2 Questions per Matra sub-programme

I Matra Projects Programme (MPP)

Relevance

- Did the MPP-projects address the major challenges faced by EaP countries?
- Did the MPP projects reflect Dutch policy priorities for the EaP countries?
- Were the MPP projects demand-driven?
- Has there been overlap, inconsistency or synergy with projects from other Dutch programmes or programmes of other donors, notably the EU (ENPI)?
- Did BZ coordinate MPP support with other donors?

Effectiveness

- Have MPP projects contributed to the process of developing a democratic, pluriform state governed by the rule of law, in which there is space for dialogue between the government and its people?
- Have project results been sustainable?
- Have projects strengthened bilateral relations between the Netherlands and the EaP countries?

Management

- Was the management of MPP fit for an effective and efficient process of project appraisal?
- Has BZ effectively executed substantive and financial monitoring of projects?

II Matra Small Embassy Projects (KAP)

Relevance

- Did the KAP / delegated projects address the major challenges faced by EaP countries (or of specific target groups)?
- Did the KAP / delegated projects reflect Dutch policy priorities for the EaP countries?
- Were the projects demand-driven?
- Has there been overlap, inconsistency or synergy with projects from other Dutch programmes or programmes of other donors, notably the EU (ENPI)?
- Did embassies coordinate KAP support with other donors?
- Did the Human Rights Fund partly take over the function of the Matra Programme after 2012?

Effectiveness

- Have KAP / delegated projects contributed the process of developing a democratic, pluriform state governed by the rule of law, in which there is space for dialogue between the government and its people?
- Have project results been sustainable?
- Have projects strengthened bilateral relations between the Netherlands and the EaP countries?

Management

- Was the management of KAP / delegated projects fit for an effective and efficient process of project appraisal?
- Have embassies effectively executed substantive and financial monitoring of projects?

III Matra Political Parties Programme (MPPP)

Relevance

- To what extent was MPPP consistent with overall Matra objective and principles?

- Did MPPP activities address the needs of party organizations in EaP countries and major challenges with regard to democratization?

Effectiveness

- Have MPPP activities helped with leadership development and network-building by sister parties or organizations in EaP countries?
- Have MPPP activities strengthened political parties' networks in EaP countries and access to information?

Management

- Did BZ (up to 2013) and BZK (as of 2013) have sufficient instruments to assess the MPPP activities in advance and to increase effectiveness of this programme component where necessary?

IV Visegrád Fund Eastern Partnership Programme (V4 EaP)

Relevance

- To what extent was the V4 EaP programme consistent with the Matra objective and principles?
- Did the projects address the major challenges faced by the EaP countries?
- Was implementation of the V4 EaP programme consistent with the conditions the Netherlands attached to its financial support?

Effectiveness

- Has the V4 EaP programme contributed to the visibility, network and access to relevant information of the Netherlands?

Management

- Was sufficient information provided to the Netherlands on the spending, projects and results of the V4 EaP programme?

Appendix 3 Sampled projects

Country	Budget holder	Programme component	Project number	Theme	Project Title	Start	End	Budget (EUR)
Armenia	Tbilisi	KAP	24105	Democracy	OSCE Women Pol. Emp. Armenia	2012	2014	144.575
Armenia	Tbilisi	KAP	25426	Human rights and minorities	MATRA ARM Counterpart Int.	2013	2014	157.986
Belarus	Warsaw	KAP	23138	Strengthening civil society	BY/KAP/11/41/	2011	2014	30.000
Belarus	Warsaw	KAP	24046	Information and Media	BY/KAP/12/02/	2012	2014	250.000
Belarus	DZO/DEU	MPP	17846	Environment	DZO Better quality of life	2008	2013	454.211
Belarus	DZO/DEU	MPP	20513	Strengthening civil society	DZO Indep. trade union movem.	2010	2014	376.285
Georgia	Tbilisi	KAP	25393	Democracy	TBL Oversight defence	2013	2014	98.565
Georgia	Tbilisi	KAP	25823	Democracy	MATRA NIMD Pol. Youth Forum	2013	2014	120.066
Georgia	Tbilisi	KAP	24049	information and media	TBL JOURNALISM PROJECT	2012	2013	103.374
Georgia	Tbilisi	KAP	23366	Legislation and justice	TBL Legal Care House	2011	2013	27.038
Georgia	DZO/DEU	MPP	19708	Environment	DZO Regionale ontw GE en AM.	2009	2014	335.885
Georgia	DZO/DEU	MPP	18637	Welfare	DZO GE Child Protect./DCI 2009	2009	2014	565.380
Moldova	Kyiv	KAP	23554	Democracy	KIE Step by step democracy	2011	2013	26.730
Moldova	Kyiv	KAP	21979	Strengthening civil society	KIE Consolidatie Civil Society	2010	2013	40.128
Moldova	Kyiv	KAP	25893	Legislation and justice	KIE Forensic Expertise in MD	2013	2014	70.252
Moldova	Kyiv	KAP	24628	Legislation and justice	KIE Justice Reform in Moldova	2012	2014	124.680
Moldova	DZO/DEU	MPP	16797	Human rights and minorities	DZO Eq. opport. for students	2008	2013	195.328
Moldova	DZO/DEU	MPP	18644	Welfare	DZO Youth in the Center!	2008	2013	329.430
Ukraine	Kiev	KAP	25147	Public administration	KIE Art of Governance UA	2012	2014	97.131
Ukraine	Kiev	KAP	25879	Information and Media	KIE European wave	2013	2014	76.503
Ukraine	DZO/DEU	MPP	20547	Human rights and minorities	DZO Get your chance!	2009	2015	497.863
Ukraine	DZO/DEU	MPP	18696	Information and Media	DZO New Media Initiative	2008	2012	435.484

Appendix 4 Evaluation matrix²⁵

Component	Question	Means of verification	Sources
Questions on Relevance			
Main questions	Was the Matra programme focus justified in view of the main challenges faced by EaP countries?	<ul style="list-style-type: none"> * Listing of main challenges per EaP country * Assessment of match between main challenges and Matra thematic focus per country 	<ul style="list-style-type: none"> * Matra programme (policy) documents * EU progress reports * National action plans * (Scientific) literature * Interviews with govt and CSO's, experts, int. org.'s and missions in EaP countries
	Did the programme reflect the Dutch policy priorities for the EaP countries?	<ul style="list-style-type: none"> * % of projects/ budget allocated to priority themes 	<ul style="list-style-type: none"> * Matra activity reports * Dutch policy documents (Matra letters, embassies' annual plans)
	What was the programmes added value in relation to other Dutch programmes or programmes by other donors, notably the EU (ENPI), that were being implemented in the EaP countries?	<ul style="list-style-type: none"> * Description of other Dutch programmes and programmes of other donors * Assessment of the similarities, differences, complementarities or overlap with these programmes * description of coordination mechanisms in place + stakeholders' assessment of coordination effectiveness 	<ul style="list-style-type: none"> * Websites other donors * Interviews with NL embassy staff and other donor agencies * Interviews with local government and contracting partners
MPP	Did the MPP-projects address the major challenges faced by EaP countries?	<ul style="list-style-type: none"> * % of projects / share of budget addressing major challenges per EaP country * assessment of fit between sampled projects and major challenges 	<ul style="list-style-type: none"> * EU progress reports and reports of international NGO's * Quick-scan of project titles/descriptions/BEMO's * Intensive study of project sample * Interviews with local stakeholders
	Did the MPP projects reflect Dutch policy priorities for the EaP countries?	<ul style="list-style-type: none"> * % of projects / share of budget addressing Dutch and EU priorities 	<ul style="list-style-type: none"> * Project files * Dutch policy documents, embassies annual plans * Interviews with MFA staff
	Were the MPP projects demand-driven?	<ul style="list-style-type: none"> * % of sampled projects initiated by local partner 	<ul style="list-style-type: none"> * Study of sampled projects * Interviews with MFA and local stakeholders
	Has there been overlap, inconsistency or synergy with projects from other Dutch programmes or programmes of other donors, notably the EU (ENPI)?	<ul style="list-style-type: none"> * overlap in themes addressed by MPP and other Dutch programmes * examples of projects that functioned as a catalyst for other donors' projects 	<ul style="list-style-type: none"> * Quick-scan of MPP projects and projects of other Dutch programmes per country * Study of sampled projects * Interviews with MFA and embassy staff
	Did MFA coordinate MPP support with other donors?	<ul style="list-style-type: none"> * Formal and informal processes by means of which MFA tried to secure coherence of own activities with that of other donors 	<ul style="list-style-type: none"> * Interviews MFA staff and other donor agencies

²⁵ Inspired by the evaluation matrix for the Evaluation of the Matra Programme in the pre-accession countries: MDF & APE, *Evaluation of Matra (in pre-accession countries: Western Balkan and Turkey) 2012 – 2014, Inception report*, Ede, 10 November 2014.

KAP / delegated	Did the KAP / delegated projects address the major challenges faced by EaP countries (or of specific target groups)?	<ul style="list-style-type: none"> * % of projects / share of budget addressing identified challenges per EaP country * assessment of fit between sampled projects and major challenges 	<ul style="list-style-type: none"> * Quick-scan of project titles/descriptions/BEMO's * Intensive study of project sample * Interviews with local stakeholders
	Did the KAP / delegated projects reflect Dutch policy priorities for the EaP countries?	% of projects / share of budget addressing Dutch priority themes	<ul style="list-style-type: none"> * Project files * Dutch policy documents, embassies annual plans
	Were the projects demand-driven?	* % of sampled projects initiated by local partner	<ul style="list-style-type: none"> * Study of sampled projects * Interviews with embassy staff, local stakeholders
	Has there been overlap, inconsistency or synergy with projects from other Dutch programmes or programmes of other donors, notably the EU (ENPI)?	<ul style="list-style-type: none"> * overlap in themes addressed by KAP / delegated Matra budget and other Dutch programmes * examples of projects that functioned as a catalyst for other donors' projects * examples of projects that could have been financed by other Dutch programmes 	<ul style="list-style-type: none"> * Quick-scan of KAP / delegated projects and projects of other Dutch programmes per country * Study of sampled projects * Interviews with MFA and embassy staff + other donor agencies
	Did embassies coordinate KAP support with other donors?	* Formal and informal processes by means of which embassies tried to secure coherence of own activities with that of other donors	
	Did the Human Rights Fund partly take over the function of the Matra Programme after 2012?	* Examples of projects funded by HRF post 2011 that would have been funded by Matra pre-2012	<ul style="list-style-type: none"> * Projects database * Interviews with embassy staff and project partners
MPPP	To what extent was MPPP consistent with overall Matra objective and principles?	<ul style="list-style-type: none"> * Assessment of the MPPP objective and principles in relation to that of the overall Matra programme * Number of activities undertaken / spending per EaP country 	<ul style="list-style-type: none"> * MPPP documents * Reports on MPPP activities * Interviews with party representatives in EaP countries and the Netherlands
	Did MPPP activities address the needs of party organizations in EaP countries and major challenges with regard to democratization?	<ul style="list-style-type: none"> * local party organizations' assessment of relevance * Correspondence of activities to major challenges with regard to democratization 	<ul style="list-style-type: none"> * Interviews with party representatives in EaP countries * EU progress reports * (Scientific) literature on democratization * Interviews with local EU representations, CSO's, experts, missions and International organizations
V4 EaP	To what extent was the V4 EaP programme consistent with the Matra objective and principles?	<ul style="list-style-type: none"> * Assessment of V4 EaP objectives and set-up compared to that of Matra * Thematic focus and spending per EaP country compared to that of other Matra components 	<ul style="list-style-type: none"> * V4 website * V4 documentation * Scan of V4 project portfolio
	Did the projects address the major challenges faced by the EaP countries?	Correspondence between project portfolio and major challenges of EaP challenges	<ul style="list-style-type: none"> * Scan of V4 project portfolio * EU progress reports * National action plan * Interviews with local govt, CSO's, experts, missions and Int. organizations
	Was implementation of the V4 EaP programme consistent with the conditions the Netherlands attached to its financial support?	<ul style="list-style-type: none"> * listing of conditions the NL attached to its financial support (PM) * assessment of programme implementation 	<ul style="list-style-type: none"> * MFA documentation regarding financial support to V4 EaP Programme (e.g. memos, contracts) * V4 documentation * Interviews with V4 secretariat

Questions on Effectiveness			
Main questions	Have Matra projects contributed to the process of developing a democratic, pluriform state governed by the rule of law, in which there is space for dialogue between the government and its people ?	<ul style="list-style-type: none"> * Progress reported in EU progress reports in the fields of democratization, rule of law, civil society, media and govt. capacity * % of MPP and KAP / delegated projects scored as effective * Assessment of plausible contribution towards outcomes beyond project level. 	<ul style="list-style-type: none"> * EU progress reports * Interviews with representatives of govt., civil society, missions, and int. organizations and experts * Intense study of sampled projects
	To what extent do we know something about the contribution of the Matra-programme to the process of developing a democratic, pluriform state governed by the rule of law, in which there is space for dialogue between the government and its people ?	<ul style="list-style-type: none"> * identified outcomes at project level * examples of contributions of Matra to certain developments at outcome level * assessment of complementarity of Matra to other donors' programmes with comparable objectives 	
	Did the implemented Matra programme contribute to strengthening bilateral relations between the Netherlands and the partner countries in which Dutch interests were served by improved relations?	<ul style="list-style-type: none"> * Relevant linkages between embassies and civil society organizations and government agencies in EaP countries * Developments in these relations over past years * perceived relevance of these contacts for MFA and embassies political work * CSO's and govt. appreciation of NL as a partner fostering progress in EaP countries * Other donors' appreciation of NL information position * reported and perceived contribution of Matra 	<ul style="list-style-type: none"> * Interviews with MFA and embassy staff * Interviews with civil society and government representatives * Interviews with other donors' representatives
MPP	Have MPP projects contributed to the process of developing a democratic, pluriform state governed by the rule of law, in which there is space for dialogue between the government and its people?	* assessment of sampled projects on output and outcomes level (outputs and outcomes to be specified at project level)	<ul style="list-style-type: none"> * Intensive study of sampled project files * Interviews with stakeholders of sampled projects * Interviews with MFA and embassy staff
	Have project results been sustainable?	<ul style="list-style-type: none"> * Project results are still in place (or are likely to be) years after project implementation; * measures have been taken to secure sustainability of results 	
	Have projects strengthened bilateral relations between the Netherlands and the EaP countries?	* stakeholders' assessment of sampled projects' contribution to change in relations	
KAP / delegated	Have KAP / delegated projects contributed to the process of developing a democratic, pluriform state governed by the rule of law, in which there is space for dialogue between the government and its people?	* assessment of sampled projects on output and outcomes level (outputs and outcomes to be specified at project level)	<ul style="list-style-type: none"> * Intensive study of sampled project files * Interviews with stakeholders of sampled projects * Interviews with MFA and embassy staff
	Have project results been sustainable?	<ul style="list-style-type: none"> * Project results are still in place (or are likely to be) years after project implementation; * measures have been taken to secure sustainability of results 	

	Have projects strengthened bilateral relations between the Netherlands and the EaP countries?	* Stakeholders' assessment of sampled projects' contribution to change in relations	
MPPP	Have MPPP activities helped with leadership development and network-building by sister parties or organizations in EaP countries?	* assessment by sister parties organizations	* activity reports political parties' foundations * Interviews with sister parties in EaP countries and embassy staff
	Have MPPP activities strengthened political parties' networks in EaP countries and access to information?	* evidence of durable contacts between party organizations * level and intensity of contacts * Party organizations feel better informed about partner organizations and countries * perceived contribution of Matra	* Interviews with political party organizations and sister parties
V4 EaP	Has the V4 EaP programme contributed to the visibility , network and access to relevant information of the Netherlands?	* evidence of Dutch visibility at V4 EaP projects * subjective assessment by embassy staff	* activity reports * interviews with embassy staff and V4 EaP executives
Questions on Management			
Main questions	Was the management of programme components fit for an effective process of selecting and implementing projects?	* Clear framework for project selection in place * transparent process of project selection * evidence of monitoring and remedial action * perceptions of stakeholders in the selection and implementing process	* documentation on project selection frameworks provided by MFA and embassies * records of project appraisal * interviews with MFA, embassies and V4 secretariat
MPP	Was the management of MPP fit for an effective and efficient process of project appraisal?	* Did MFA have a clear (written) framework for project appraisal? * Clear grounds on which project proposals were rejected or approved consistent application of criteria * Stakeholders' perceptions on effective management * evaluators' assessment of quality of project setup (clear project goals, clear translation of project goals into instruments * % of allocated budget spent + explanations for underspending when occurring	* Matra documentation (instructions, guiding documents, lists of approved and rejected proposals) * Interview with MFA staff and organizations delivering proposals * intensive study of sampled projects
	Has MFA effectively monitored substantive and financial monitoring of projects?	* Adequate procedures for monitoring in place * subjective assessment by those directly involved of capacity for monitoring * evidence of monitoring and remedial action	* Matra documents * MPP Project files * Archived correspondence * Interviews with MFA staff and recipient organizations

KAP / delegated	Was the management of KAP / delegated projects fit for an effective and efficient process of project appraisal?	<ul style="list-style-type: none"> * Did embassies have a clear (written) framework for project appraisal? * Clear grounds on which project proposals were rejected or approved consistent application of criteria * Embassies assessment of administrative burden of KAP / delegated Matra compared to other Dutch programmes * Stakeholders perceptions on effective management * evaluators' assessment of quality of project setup (clear project goals, clear translation of project goals into instruments) * % of allocated budget spent + explanations for underspending when occurring 	<ul style="list-style-type: none"> * Matra documents * MPP Project files * Archived correspondence * Interviews with MFA staff and recipient organizations
	Have embassies effectively monitored substantive and financial monitoring of projects?	<ul style="list-style-type: none"> * Adequate procedures for monitoring in place * subjective assessment by those directly involved of capacity for monitoring * evidence of monitoring and remedial action 	<ul style="list-style-type: none"> * Matra documents * KAP / delegated project files * Archived correspondence * Interviews with MFA staff
MPPP	Did BZ (up to 2013) and BZK (as of 2013) have sufficient instruments tot assess the MPPP activities in advance and to increase effectiveness of this programme component where necessary?	<ul style="list-style-type: none"> * instruments in place for programme management * use made of available instruments * transparency of activity outputs and results * subjective assessments of those directly involved stakeholders of the quality of programme management 	<ul style="list-style-type: none"> * activity reports from party foundations * interviews with MFA, BZK and party foundations
V4 EaP	Was sufficient information provided to the Netherlands on the spending, projects and results of the V4 EaP programme?	<ul style="list-style-type: none"> * agreements made on reporting by V4 fund * level of detail of information on spending and projects per country * timing of reporting * does reporting include evaluation? * subjective assessment by MFA staff of reporting 	

Appendix 5 Project assessment form

Project Title	
Programme component	
Project Number	
Budget and expenditures	
Contracting partner	
Executing agency	
Project beneficiaries (direct and indirect)	
Project duration	
Project objective	
Correspondence with Matra objective(s)	
Correspondence with challenges faced by country	
Background of the project (a.o. was it demand-driven)	
Planned activities	
Realized activities	
Planned outputs	
Realized outputs	
Effects related to project objective	
Effects related to overall Matra objective	
Sustainability of effects	
Effects related to strengthening bilateral relations	
Success factors and bottlenecks during implementation	
Assessment of cost-efficiency	
Main documents used for project assessment	