

CASE STUDY – TRAINING ACTIVITIES FOR MEMBER STATE OFFICIALS

Job External Evaluation of EMSA
 Customer EMSA
 Type Case study report
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1. INTRODUCTION

The present case study is an in-depth investigation into EMSA's activities in the area of training for maritime administrations for the purpose of exploring the relation between the activities implemented by EMSA and the achievement of the Agency's objectives.

The case study focuses on a specific area of EMSA's work in order to assess in-depth the utility, effectiveness and efficiency of EMSA's activities in this area. The case also explores potential alternative explanations, external and internal drivers influencing the results observed. The analysis is based on triangulation of different data sources.

Following this introduction, the second section of the case study introduces the policy background of EMSA's training activities, outlines the scope of the case study, presents an intervention logic for providing training and lays down the methodology of this case study. The third section presents the findings of the case study, organised according to the evaluation criteria: relevance, utility, effectiveness, efficiency and added value. The last section contains conclusions and recommendations.

2. SCOPE AND METHODOLOGY

2.1 Policy background

With the Founding Regulation of EMSA¹ training was defined as one of the core activities of the Agency. While initially Article 2.3 (a) referred only to "*relevant training activities in fields which are the responsibility of the port State and flag State*", after several amendments of the Regulation, EMSA now covers a wider range of "*training activities in fields which are the responsibility of the Member States*". In addition, as laid down in Article 2.5, EMSA provides training in legal acts of the Union, to countries applying for EU accession, to European Neighbourhood partner countries and to countries taking part in the Paris MoU.

Over the years, EMSA has developed a catalogue of over 20 different training offers covering the implementation of international and EU legislation in areas such as marine environment and maritime safety and security, as well as the use of different monitoring systems. Training is provided at EMSA's premises usually allowing for one participant per country. Upon request training can take place in the partner countries with participants only from the concerned country.

EMSA also provides training for port state control officers in cooperation with the Paris MoU Secretariat. Every year, four seminars are held with port state control officers from the Paris MoU countries.

¹ Regulation (EC) No 1406/2002 of the European Parliament and of the Council of 27 June 2002 establishing a European Maritime Safety Agency

With Regulation (EU) 2016/1625², EMSA was assigned a new responsibility, namely to support national authorities carrying out coast guard functions. As laid down in Article 2b 1.(c) the provision of training will be part of this task.

Recently, the decision was made to develop e-learning modules for a number of the training courses, replacing especially the more introductory sessions. The development will be implemented over the coming years. By the end of 2016, six training courses are expected to exist as distant learning programmes (DLP), the development of another six DLPs is planned for 2017.

2.2 Scope of the case study

During the exploratory interviews for this external evaluation of EMSA, a number of interviewees from Member States' transport or maritime ministries underlined the importance of training activities offered by EMSA. They referred to the training activities as one of the core tasks of EMSA.

The focus for this case study is the training offered to EU and EEA Member State officials (referred to as Member States in the following). The case study takes a look at the entire catalogue with a view to evaluate the more long-term effects of training and the response to Member States' needs. Another important factor considered under this case study is a future perspective on training as EMSA plans to move towards increasingly provide training in form of DLPs.

This focus has been set as the majority of training activities are targeted at EU and EEA Member State officials. Out of 20 training activities implemented in 2016, 14 targeted the Member States. EMSA systematically collects feedback from training participants on their satisfaction. However, as these participant surveys are conducted shortly after the training, they do not show long-term effects. Thus, the case study assesses what participants take home after the training and to what extent the knowledge is then shared within their organisation.

The previous external evaluation of EMSA conducted in 2008, recommended EMSA to "apply a strategic and needs-oriented approach to training activities"³. The present case study assess how the recommendation has been responded to and to what extent Member States consider their needs to be met.

2.3 Intervention logic

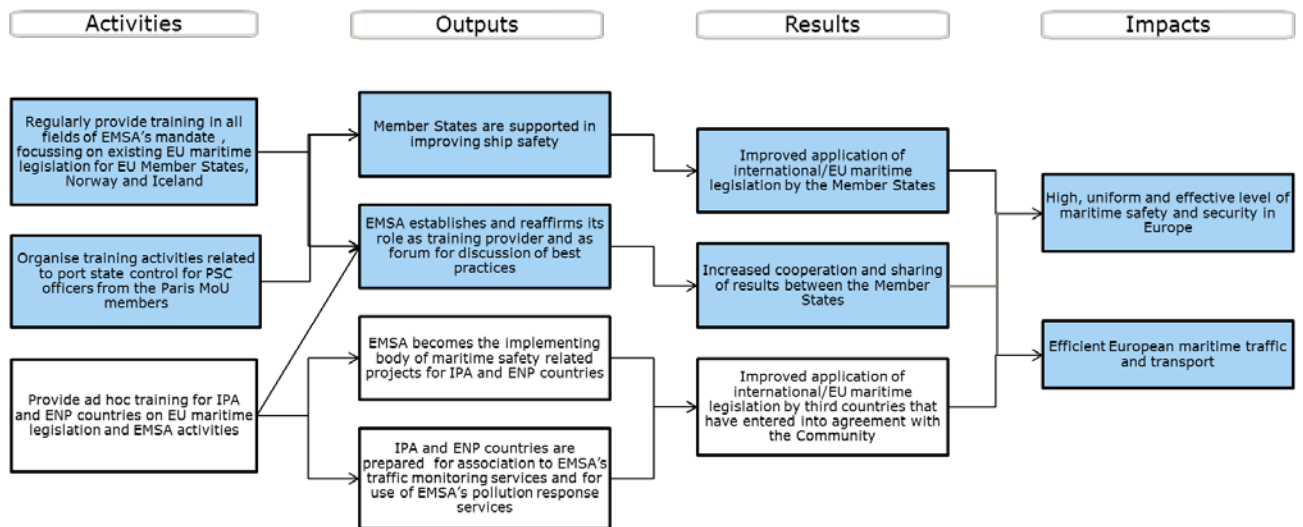
This section presents the intervention logic for EMSA's training activities. An intervention logic is a systematic and reasoned description of the casual links between the Agency's activities, outputs, outcomes, results and impacts. It helps to understand the objectives of the Agency as a whole and its specific deliverables.

As explained above, EMSA provides training to two different groups, the Member States and to enlargement, Eastern Neighbourhood and Southern Neighbourhood countries. The intervention logic depicted in Figure 1 below presents expected outputs, results and impacts for the training targeting these different groups. As the focus of this case study is set on training for Member States, the relevant parts of the intervention logic have been highlighted in blue. The intervention logic has been developed based on EMSA's work programme for 2016 and in line with the general intervention logic presented in the main report in [chapter X](#).

² Regulation (EU) 2016/1625 of the European Parliament and of the Council of 14 September 2016 amending Regulation (EC) No 1406/2002 establishing a European Maritime Safety Agency

³ COWI (2008): Evaluation of the European Maritime Safety Agency – Final report, p. 73

Figure 1: Intervention logic of training activities



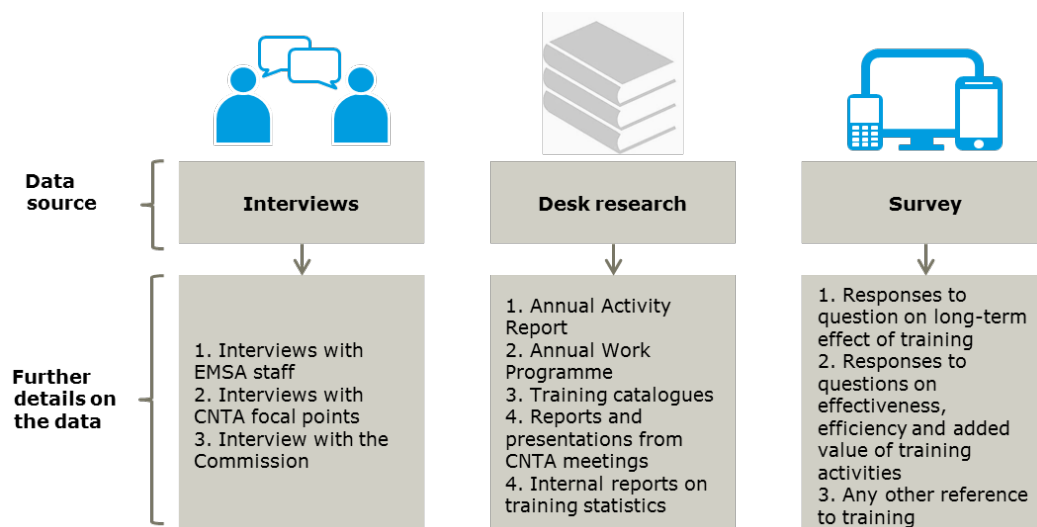
As the intervention logic shows, EMSA's training activities are intended to support Member States in improving ship safety and to support acceding, candidate and potential candidate countries (IPA) as well as European Neighbourhood policy countries (ENP) to prepare for the use of EMSA's different services. At the same time, these trainings should allow EMSA to create a strong position within Europe as a training provider and forum for exchange of best practices. For IPA and ENP countries, the intention is to establish EMSA as an important partner for maritime safety related projects.

Achieving these outputs will lead to more general results, most importantly the improved application of international and EU maritime legislation by Member States as well as third countries. Member States will be encouraged to increase cooperation and share best practices. Finally, the results will contribute to a high, uniform and effective level of maritime safety and security in Europe, as well as efficient European maritime traffic and transport.

2.4 Methodology

The case study is based on three types of data sources as presented in Figure 2 below.

Figure 2: Data sources for the case study



With regard to the interviews, CNTA focal points of EMSA's Consultative Network for Technical Assistance (CNTA) of three EU Member States and from Norway, three EMSA staff members from unit B.3 and a deputy head of unit from the Directorate Mobility and Transport (DG MOVE) have been interviewed. A full list of interviewees can be found in the Annex, accompanied by a complete overview of documents used for the desk research.

The survey conducted in the context of the evaluation contained some specific questions on EMSA's training activities which were answered by respondents from national Maritime Authorities.

The collected data has been triangulated to respond to a number of evaluation questions. These questions have been developed to cover the evaluation criteria of the external evaluation of EMSA, namely: relevance, utility, effectiveness, efficiency and added value. In the annex, an overview table linking the case study questions to the evaluation question matrix of the external evaluation is presented.

3. FINDINGS

This section presents the findings of the case study on EMSA's training activities. It is structured according to the evaluation criteria.

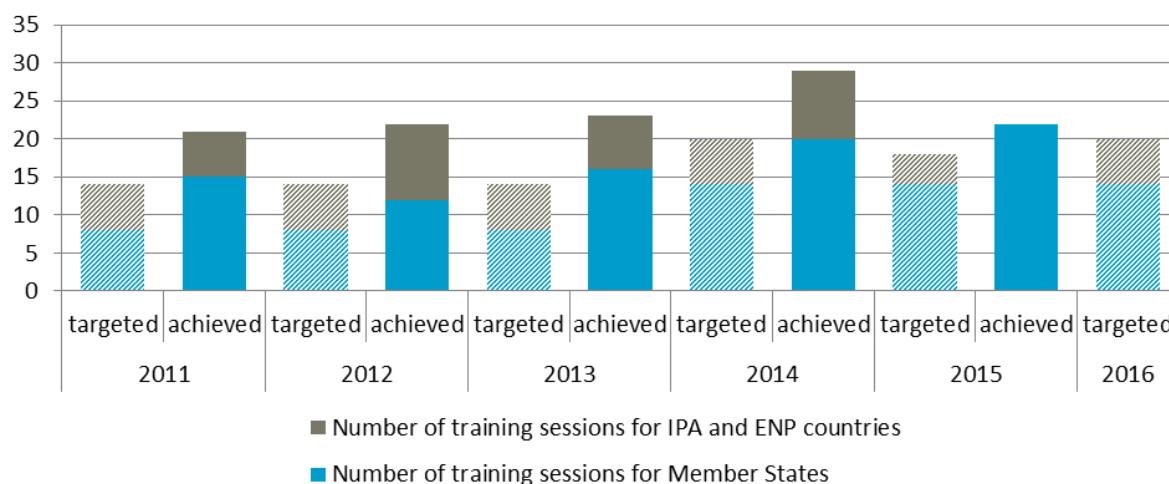
3.1 Relevance

3.1.1 To what extent is it (still) relevant to have EMSA conduct training for experts from Member States? [EQ1]

Overall, the findings from the case study underline the continued relevance of the training activities. Member States' interest in training activities remained high over the past years as the number of participants in training sessions, as well as accounts from EMSA staff and different Maritime Authorities show.

The number of training sessions for Member State experts implemented each year increased from 15 in 2011 to 22 in 2015. The targeted number of training sessions set out in the annual work programmes was eight in 2011 to 2013 and was raised to 14 in 2014. Targets have been overachieved in all years and the number of training sessions offered to the MS has continuously increased since 2012.

Figure 3: Number of training sessions per year⁴

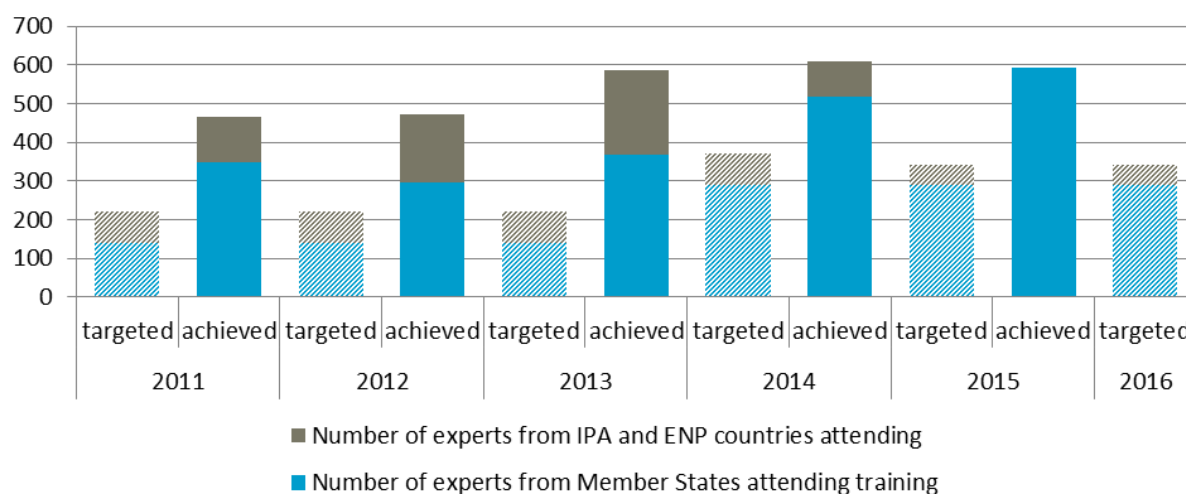


Source: Ramboll based on EMSA work programmes and annual reports

At the same time, the number of participants of trainings has increased over the years to reach almost 600 participants from the Member States in 2015, showing the continued interest and need of the Maritime Authorities for such learning opportunities.

⁴ In 2015, no training sessions for IPA and ENP countries took place as the grant contract between Commission and these countries had run out in 2014 and a the new one was only signed in October 2015.

Figure 4: Number of participants per training



Source: Ramboll based on EMSA work programmes and annual reports

EMSA provides two types of training courses: training with a primarily theoretical approach, covering European and international legislation which are intended to be introductory courses, and more advanced training also covering legal acts but in addition including practical exercises. The training content is continuously updated and expanded to reflect developments in legislation and EMSA's mandate.

The interviewed Member State authorities underlined that both types of trainings are of continued relevance and important value for them but that they supported the plans of EMSA to develop DLPs for the basic training. This way, a bigger audience in the Member States could be reached. The interviewees reported a high demand to participate in training sessions.

Normally, one place is foreseen per Member State at each training session. If one Member State decides to not send a participant, the seat can be assigned to a second participant from another Member State. The average number of 25 participants per training over the past five years shows that for a majority of the training sessions one representative per coastal Member State (including Norway and Iceland) is present.

The relevance of EMSA's training catalogue is also underlined by its added value, as presented in section 3.5.

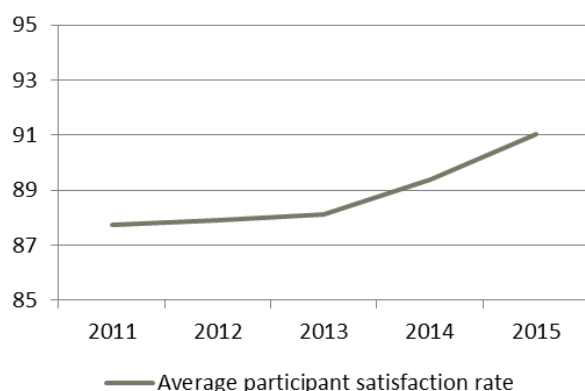
3.2 Utility

3.2.1 To what extent are EMSA's stakeholders satisfied with the Agency's work? [EQ10]

The case study shows that the Maritime Authorities are generally satisfied with the training offered by EMSA. This includes the training catalogue, as well as the quality of the training sessions themselves.

At the end of each training session, EMSA conducts a survey among the participants collecting feedback on the administrative arrangements linked to the training subscription, the time schedule and group size of the session, the content of the session and the lecturers.

Figure 5: Average training participant satisfaction rate



Source: Ramboll based on data provided by EMSA

Figure 5 shows the average participant satisfaction rate for the training sessions implemented between 2011 and 2015. A clear increase can be seen over the past five years.

The interviewed EMSA staff members suggested that this increase is due to high efforts to respond to participant's requests and suggestions for improvement. Feedback from training participants is systematically followed up to ensure a positive learning experience. Now and then participants might provide suggestions for improvements and EMSA will make efforts to take these on board. However some wishes depend on participants' own

learning preferences, such as the size of classes or the duration of a training course. Thus not everybody's preferences can be met.

Currently, EMSA has set a KPI to reach a satisfaction rate of at least 70% at each training session. As can be seen in Figure 5, this KPI has been reached in recent years. In fact, as one of the interviewed EMSA staff members noted, EMSA has planned to further increase the KPI for the satisfaction rate, to ensure continuous efforts to provide training of high quality.

The interviewed CNTA focal points reported their satisfaction with EMSA's training. Most interviewees had followed training sessions with EMSA themselves; others additionally reported on feedback from their colleagues. All provided very positive feedback on the quality of the training, especially underlining the professionalism of lecturers among EMSA staff and those invited from other organisations.

Concerning the satisfaction with the topics of training activities, EMSA staff noted that the needs of Member States might vary depending on the types of inspections they implement or the turnover among their staff. The satisfaction with the training offer is further discussed in the two following questions.

3.2.2 To what extent do EMSA's stakeholders find that the outputs and results produced by the Agency match their needs? [EQ10]

Overall, the case study shows that the outputs and results of EMSA's training activities, most importantly the support to implement EU and international legislation, as well as the provision of room for exchanges between the different countries' authorities match the expectations and needs of the Member States.

EMSA staff members underlined that EMSA strives to continue to provide useful training for Member States' Maritime Authorities. Continued investigation efforts are made to understand how to best respond to the different needs and where to improve. This is done in close cooperation with the Member States providing feedback and ideas.

According to the interviewed CNTA focal points, training at EMSA has become part of the career paths within the Maritime Administrations. New employees are systematically sent to EMSA for basic trainings and more experienced staff members regularly return to EMSA to update and advance their expertise. The interviews furthermore showed that there is high request to participate in trainings from EMSA. The employees consider the training to be relevant and valuable.

The knowledge gained during the training sessions is shared with colleagues who did not attend the training. Two of the CNTA focal points underlined that training experiences regularly led to important discussions and reconsiderations of national practices. In one of the Member States, national legislation was amended based on what had been learned during a training course.

The outputs and results of EMSA's training activities are further discussed in Section 3.3.

3.2.3 How has the Agency worked on implementing the recommendation from the previous evaluation to "apply a needs-oriented approach to training activities"? [EQ10]

The findings of the case study suggest that EMSA has successfully responded to the recommendation of the previous evaluation and now strategically identifies and responds to the training needs of the Member States. There is however scope to add further means to identify training needs through conclusions from EMSA's visits to the Member States to assess the implementation of EU legislation.

A previous external evaluation of EMSA concluded in 2008 that EMSA's training capacity was not meeting the needs of the Member States and recommended that EMSA should "apply a strategic and needs-oriented approach to training activities"⁵.

In 2006, EMSA set up a network of one focal point per Member State which is responsible to coordinate on the training activities. The work of the group called CNTA has been formalised in the past years. They cover the administrative tasks linked to sending participants to the training sessions but also meet at an annual meeting where the training topics for the coming year are selected. In preparation for this meeting, EMSA provides the Member States with a list of possible topics for training. Each Member State provides a ranking of these courses leading to a list of priorities. Member States can also suggest additional topics. If a majority of Member States support a suggestion, EMSA will take this suggestion on board and provide the requested training. Through these meetings, the CNTA focal points are well in advance aware of the training sessions planned for the next year.

EMSA staff members reported that they set out to provide training opportunities for any new legislation in the maritime field and ensured to respond to Member States' requests.

Overall, all CNTA focal points indicated that they were satisfied with the selection of training sessions made by EMSA and trusted EMSA to select the most relevant topics. At the same time, they thought they found the support of other Member States when suggesting a new subject for EMSA's training catalogue. EMSA would always develop training sessions where there was sufficient demand. Only one of the four interviewed CNTA focal points noted that it had training topics that EMSA had not responded to yet. The interviewee noted however, that there was lacking support from other Member States for the concerned topics.

EMSA also provides regional training on demand in the Member States where the countries express specific training needs. In 2014, for example training on EU Maritime Legislation was implemented in Denmark and Bulgaria. In 2015, training on enforcement provisions of the Sulphur Directive took place in Athens.

The criticism and concern expressed in the evaluation of 2008 with regard to EMSA's limited resources creating the need to prioritise specific training topics has not been found again in the data collection for this case study.

In the methodology for visits to Member States to review the implementation of EU law, adopted in November 2015, it is foreseen that at the end of each cycle of visits to all Member States a horizontal analysis report is prepared. This report shall then be presented during a workshop at which Member States are invited to share lessons learned. This workshop is also intended as an opportunity to identify training needs⁶.

The interviewed EMSA staff members were not aware that this process is in place. While it might be too early, considering that the methodology was only adopted in 2015 and a full cycle of visits

⁵ COWI (2008): Evaluation of the European Maritime Safety Agency – Final report, p. 73

⁶ EMSA Administrative Board (2015): Methodology for visits to Member States, adopted by the EMSA Administrative Board at its 43rd meeting on 18 November 2015

might not have been completed yet, this process can represent a good mean to identify further training needs that might not be brought forward by the Member States themselves.

3.3 Effectiveness

The questions to assess the effectiveness of EMSA's training activities analyse to what extent the outputs, results and impacts identified in the intervention logic in section 2.3 have been achieved.

Output indicators

3.3.1 To what extent has EMSA's work in this field produced the desired outputs? [EQ6]

EMSA's work in the field of training for Member States achieves the desired outputs in terms of supporting Member States to improve ship safety and to establish EMSA as a training provider and forum for discussion of best practices.

Based on the information presented in section 3.1.1, it can be concluded that EMSA regularly provides training courses, that these are attended by the Member States and thus KPIs on the number of training courses implemented each year are being achieved.

As presented in the intervention logic, one of the outputs of EMSA's training activities is to support Member States in improving ship safety. The CNTA focal points consider EMSA's training courses as a place to learn and better understand EU and international legislation. This has a positive influence on improving ship safety. These training activities also provide a room for the exchange of best practices between the Member States during but also after the courses.

The interviews with CNTA focal points confirmed that EMSA has successfully established itself as a provider of training in the field of maritime security and safety. The focal points appreciated the professionalism of EMSA' training and were not able to suggest any other provider of similar training in this field.

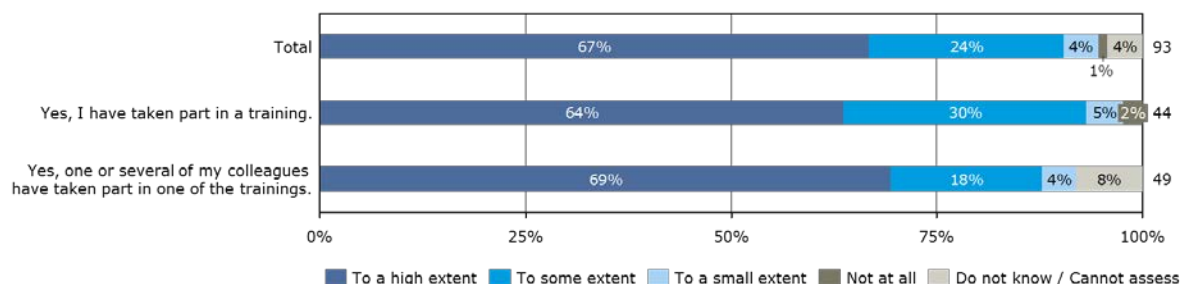
3.3.2 To what extent are the delivered outputs being used by the beneficiaries? [EQ6]

The findings of the case study show that the training sessions of EMSA are attended by the Member States. The outputs of these trainings, meaning the knowledge provided, is used to a high extent.

As shown in sections 3.1.1 and 3.2.1, the KPIs for training, namely the targeted number of experts trained and the satisfaction rate have been widely overachieved in each of the past five years. As underlined by the CNTA focal points and EMSA staff, there is a high interest among the staff of Member States' authorities to attend training courses provided by EMSA. The participants of these trainings are very satisfied with the outputs.

The survey results show that more than 90% of respondents who had taken part in a training session benefitted on the long term to some or to a high extent. Also respondents who did not participate in training themselves but exchanged about training sessions with colleagues indicated that their work had benefitted from the experience.

Figure 6: Extent to which respondents from Maritime Authorities consider that they have benefitted from training on the long term (either direct learning or through exchange with colleagues) (N=93)⁷



CNTA focal points furthermore underlined that the input received during the training was further shared with colleagues that had not attended the training. While there were differences in the extent to which the process of discussing training content in the national authorities is formalised and taking place systematically, all interviewed CNTA focal points reported that at least informally exchanges with immediate colleagues were taking place after each training session. Two of the CNTA focal points furthermore noted that there was systematic follow up of training sessions and that these could lead to reconsiderations of national practices and procedures or even adaptations of national legislation.

All CNTA focal points said that they would use the contacts made during training sessions both with other Member States and with EMSA staff to get in touch after training sessions and discuss any issues or exchange of practices.

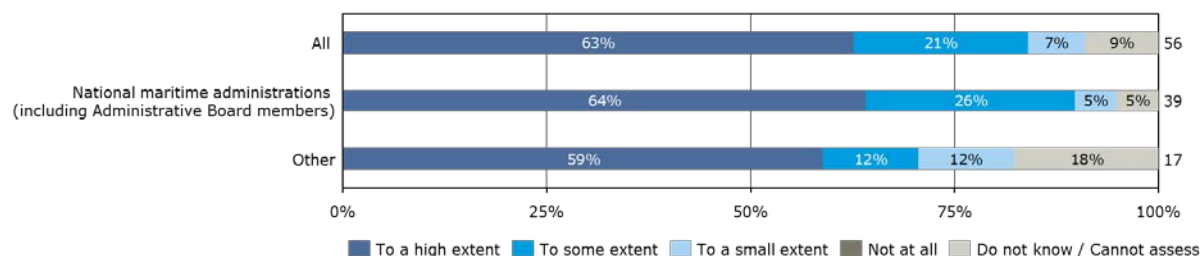
Result indicators

3.3.3 To what extent has EMSA's work in this field contributed to improved application of international maritime legislation by the European Commission and the Member States? [EQ6]

EMSA's training activities have shown to strongly contribute to improvement of the application of international and European maritime legislation by the Member States. This is achieved by providing a better understanding of maritime legislation in form of the lectures during the training but also through the room for exchange of experience and practices between the Member States created during the training sessions (described in section 3.3.4).

Among the survey respondents, 84% indicated that EMSA's training activities contributed to some or even to a high extent to improved application of international/EU legislation, as shown in Figure 7 below.

Figure 7: Extent to which EMSA's activities in the area of trainings and technical assistance contributed to improved application of international/EU maritime legislation by the Commission and the Member States (N=56)⁸



The CNTA focal points suggested that the application of maritime legislation was improved through the training activities as they fostered a better understanding of the legislation itself

⁷ The survey respondents were asked "On the long term, to what extent has your work benefitted from the training? Either through your direct learning experience or through the exchange with your colleagues."

⁸ The survey respondents were asked "In your opinion, to what extent have EMSA's activities in the area of trainings and technical assistance contributed to - improved application of international/EU maritime legislation by the Commission and the Member States?"

which in turn allowed for better implementation in the Member States. The interviewees considered the knowledge of the lecturers to be very decisive to this end, as they are able to provide a better understanding of what the Commission has intended with a specific legislative act. EMSA's lecturers respond during but also after the trainings to legal questions of the training participants.

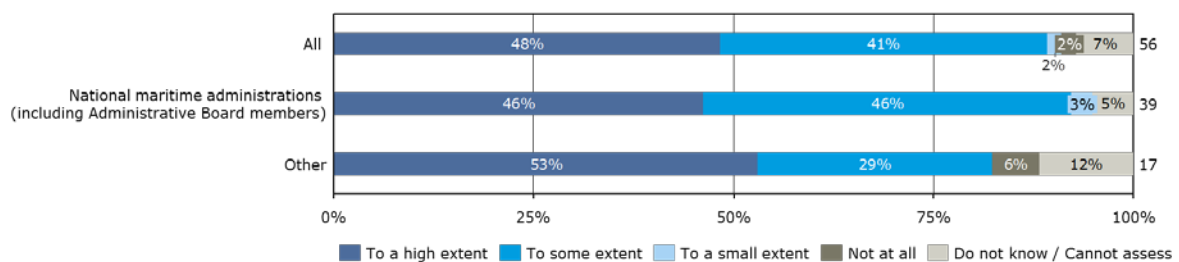
At the same time, the interactive character of the training was suggested to allow participants to learn from best practices from other Member States about their implementation of legislation. The contacts made during the training with EMSA's employees and with the other Member States allow the participants to also find responses to legal questions after the training.

3.3.4 To what extent has EMSA's work in this field contributed to increased cooperation and sharing of best practices between the Member States? [EQ6]

The case study findings show a very important contribution of EMSA's training activities to increase cooperation and sharing of best practices between the Member States. In fact, this was reported to be the most important result of the training activities by the stakeholders. This should be further considered when moving towards the use of DLPs.

Survey respondents agree that EMSA's training activities contribute to increased cooperation and sharing of best practices between the Member States. The share of respondents who thought that the training contributed to a high extent was however lower compared to the contribution to improved application of international or EU legislation (see Figure 7).

Figure 8: Extent to which EMSA's activities in the area of trainings and technical assistance contributed to increased cooperation and sharing of best practices between Member States (N=56)⁹



The CNTA focal points reported that for a majority of training sessions the social component was the most important one. The training sessions at EMSA's premises allowed the participants to get to know colleagues from other Member States working in the same fields. These contacts made during the training were kept and allowed for cooperation in the future.

As EMSA staff explained, the exchange of best practices is an integrated part of the training sessions but also during breaks, participants continue to exchange on experiences and practices in their respective countries. As sometimes, representatives from Member States are invited to present practices in their country, training sessions allow for Member States with little experience in a specific field to learn from more experienced ones.

Several CNTA focal points expressed the concern that with the use of DLPs the opportunities for cooperation and exchange of best practices between Member States created through the trainings will be lost. While this concern was also shared by EMSA, the interviewed staff members underlined that they were well aware of the benefits of trainings at EMSA's premises and that there was no plan to replace the entire training catalogue by DLPs. EMSA wants to maintain the more advanced training courses in their current format. During these sessions it will in the future be possible to focus even more on exchange of best practices and cooperation.

⁹ The survey respondents were asked: "In your opinion, to what extent have EMSA's activities in the area of training and technical assistance contributed to increased cooperation and sharing of best practices?"

Impact indicators

3.3.5 To what extent has EMSA's work in this field contributed to a high, uniform and effective level of maritime safety and security in Europe? [EQ9]

As the expected outputs for EMSA's training activities have been reached, it can be assumed they also contribute to a high, uniform and effective level of maritime safety and security in Europe. As EMSA supports the Member States to implement EU and international maritime legislation, the level of maritime safety and security is increased.

It was stated that EMSA's training activities can be understood as a tool box to raise the overall level of safety and security and to harmonise the implementation of EU law. As EMSA successfully supports Member States in the implementation of EU legislation through the training and by creating opportunities for further cooperation in this field, this targeted impact is achieved. This link was recognised by the DG MOVE representative as well as other interviewed stakeholders.

3.3.6 To what extent has EMSA's work in this field contributed to efficient European maritime traffic and transport? [EQ9]

As for the previous question, the findings on the outputs suggest that EMSA's training activities contribute to efficient European maritime traffic and transport. However, the evidence is less clear on this impact.

By supporting Member States in exchanging best practices, cooperation and by improving the implementation of EU and international maritime legislation, EMSA's training activities can be expected to also contribute to reaching the targeted impact of efficient European maritime traffic and transport. Nevertheless, the consulted stakeholders did not refer to this impact and there might be a less strong contribution to this second impact than to the previous one.

3.3.7 Which other factors influenced the achievement of the desired outputs and results? [EQ8]

An additional factor reported to influence the achievement of training outputs and results is the level of experience of training participants. Ideally, participants have the same level of knowledge but this cannot always be ensured. In addition, for some training participants the format of the training can be decisive with regard to reaching desired outputs but considering different preferences of learning, no general conclusion can be drawn here.

CNTA focal points and EMSA staff agreed that the level of experience of training participants was a factor that could influence the success of a training session. The CNTA focal points were primarily concerned about participants with too little experience taking part in training sessions, as they would not be able to understand the lessons and then share best practices from their Member State. EMSA staff suggested that there could also be an issue with participants who have a too high level of experience and thus the training content would not be relevant to them.

EMSA aims to provide clear indications with regards to the expected type of participant to a training session which have already in advance been agreed during the CNTA meeting of the previous year. EMSA also reviews the participants suggested by each Member States but as EMSA staff noted not all Member States manage to take these recommendations into account to the same degree. However, EMSA staff also reported that this issue was more common with training sessions for third countries rather than with the Member States, Iceland and Norway.

The use of DLPs has the potential to reduce this problem to some extent. While DLPs are not foreseen to become obligatory (although some stakeholders suggested that this would be preferential), there will be some informal recommendation for participants to EMSA training sessions to first complete the relevant DLP session. This way a minimum understanding of the issue at hand among all training participants can be ensured.

With regard to the preferred format of training sessions no clear conclusions can be drawn based on the views shared by the CNTA focal point. While one of them would like to see more practical exercises because at the end of a session this is where most can be learned, another one said that sometimes the practical cases were not going as smoothly as intended and thus sticking to a lecture format would be the better option.

EMSA staff underlined that language difficulties were not an issue for training sessions with Member States.

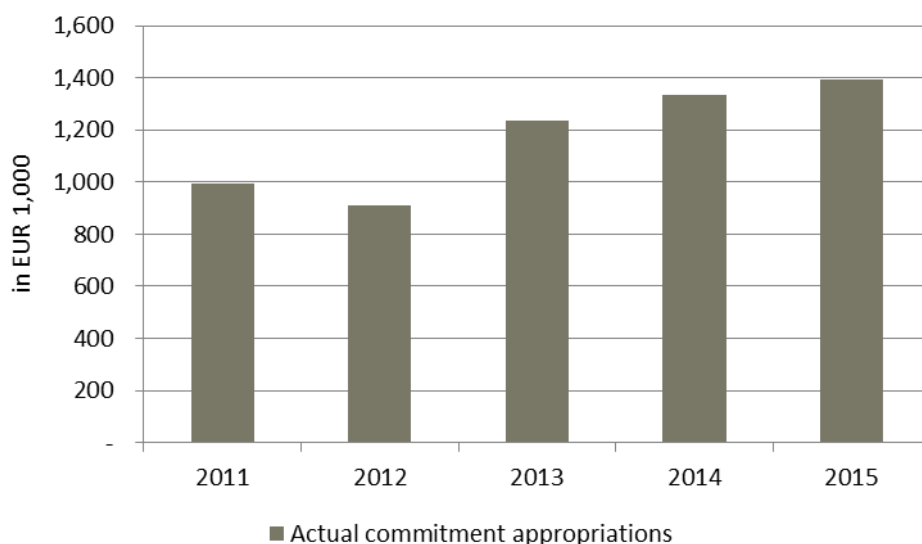
3.4 Efficiency

3.4.1 To what extent has EMSA been able to increase its efficiency in this area by producing similar results at lower costs, or improved results at similar costs? [EQ11]

In the field of training, EMSA has been able to increase its efficiency over the years in particular by reaching a bigger audience at similar costs. With the introduction of DLP courses, further efficiency gains will be possible.

As can be seen in Figure 9 below, the actual financial resources for training activities have increased over the years (by 40% from 2011 to 2015). The data includes all actual commitment appropriations for activities in the area of training and cooperation and hence includes the training activities for third countries.

Figure 9: Actual commitment appropriations for training and cooperation per year



Source: Ramboll based on EMSA annual reports

The average costs per training have been subject to strong fluctuations in the past five years. They were particularly low in 2012 with EUR 41,300 and particularly high in 2013 with EUR 53,800 and 2015 with EUR 63,500. In 2012 the commitment appropriations were at their lowest of the five years under review. They increased significantly in 2013 while the total number of training activities was particularly high in 2014. It should be noted that in 2015 no training activities for third countries were implemented as the Commission's grant agreements had run out. These strong fluctuations can be linked to the number of participants per training, as this influences the flight costs which make up a significant share of the training costs.

This is confirmed by the average costs per training participant which were more stable over the five years, varying between EUR 1,900 in 2012 and EUR 2,400 in 2015.

EMSA has furthermore been able to increase the efficiency of trainings for Member States by increasing the number of participants per training session. In 2011 on average 23 persons participated in the training sessions for Member States. In 2015, an average of 27 participants has been reached. Thus a large audience can be reached with each training session.

The main costs in the field of EMSA's training activities are the flights and overnight stays paid for the training participants. EMSA staff members reported that cost savings had been made over the past years as training sessions had been planned more in advance, receiving confirmation on participation from the Member States at an earlier stage. This allowed EMSA to book flights and

hotels more in advance at lower prices. Since 2012 detailed recording of flight tickets costs is done with a view to identify opportunities for cost savings. While in 2013, the average cost for flight tickets for Member State training sessions was EUR 449.18 per participant this has been reduced by almost EUR 100 to EUR 354.93 in 2015.¹⁰

Over the past years, the format of the training sessions has been changed moving away from a lecture format towards more participatory sessions. The consulted CNTA focal points agreed that this change made the trainings more effective. As Member States are invited to present their best practices, the contribution of EMSA staff to each training session is reduced (even if only slightly).

Further efficiency gains will be made in the near future, following the introduction of the DLPs. They will allow reaching a much higher number of participants. However, to ensure that the networking benefit of the training activities is maintained, training at EMSA premises should be continued in parallel.

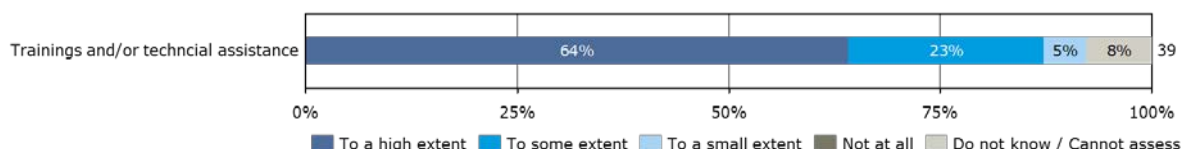
It was furthermore suggested by the CNTA focal points that training in form of DLP could also represent efficiency gains for the Member States. For training sessions at EMSA premises a lot more time has to be invested than for completing a DLP course which can be accessed whenever convenient and paused and continued when wished.

3.4.2 To what extent has EMSA's work in this field resulted in reduced costs for administrations at national level? [EQ11]

The training activities provided by EMSA represent a reduction of costs for administrations at national level. However, this cost reduction is only a minor part of the overall benefits of EMSA's work in this area.

Among survey participants from national Maritime Authorities and EMSA's Administrative Board, 87% indicated that they considered EMSA's training and technical assistance to provide high value for money to a high or some extent as presented in Figure 10.

Figure 10: Extent to which EMSA's activities provide high value for money (N=39)¹¹



Several CNTA focal points mentioned that there were training activities that no longer had to be organised or paid for by the Member States, as EMSA provides relevant training. They agreed that thanks to EMSA's training activities costs were saved. However, all CNTA focal points agreed that these cost savings were only a minor benefit of the training activities. The learning experience and the exchange and cooperation with other Member States, as well as the chance to receive uniform training across the EU were considered much more important.

3.4.3 To what extent do staff members find that they have sufficient resources and appropriate processes in place to carry out the work and fulfil the requirements and expectations? [EQ6]

Overall, staff members of unit B.3 implementing training activities considered the available financial and human resources sufficient to provide a satisfying training package to the Member States and to respond to upcoming changes.

The previous external evaluation of EMSA found that the training activities were carried out by different units which created a risk of inconsistent planning of actions and budget needs as well

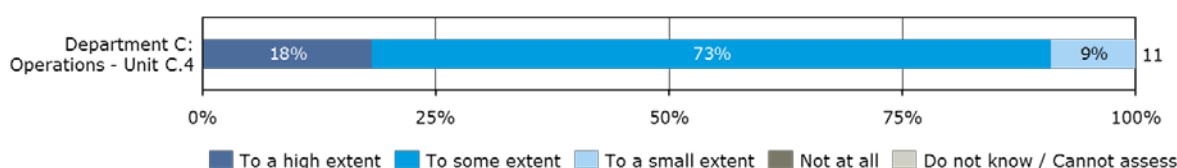
¹⁰ EMSA: Training & Co-operation, Technical Report 2014 and 2015

¹¹ Survey respondents from national Maritime Authorities and EMSA's Administrative Board who selected training and technical assistance as an area they wanted to provide feedback on were asked: "In your opinion, to what extent are the following areas of EMSA's work providing high value for money?"

as lost opportunities in terms of economies of scale¹². Today, training activities are organised by one main responsible unit which to some extent still builds on the expertise from different EMSA units. The consultation of EMSA staff has shown that none of the previous concerns with regard to budget planning and ensuring economies of scale apply anymore.

In the survey, all EMSA staff was asked whether their department or work area had sufficient resources and competences. Among the staff of unit C.4 which is responsible for the training activities, 18% indicate that this was the case to a high extent, 73% considered this to be the case to some extent. Only one respondent from this unit considered that the work area only had sufficient resources and capacities to a small extent.

Figure 11: Extent to which unit C4 considers available resources and competencies sufficient to complete tasks on time and meet expectations in terms of quality (N=11)¹³



With regard to the budget, EMSA staff argued during the interviews that they had sufficient resources to implement a satisfying training package. Each year, the number of training activities is planned based on the allocated budget. As any leftover funds will be used to implement additional training sessions, the activities reach close to full budget implementation. The interviewed staff was also satisfied with the human resources available in their unit.

For the development of DLPs, additional budgetary resources have been set aside.

The latest changes to EMSA's Founding Regulation (Regulation (EU) 2016/1625)¹⁴ which entails a new function for EMSA in the field on cooperation of coast guard functions, also assigns additional training activities to EMSA in this field (see Article 2b 1.(c)). Two of the CNTA focal points expressed concern that resources for training activities would overall be reduced as this additional task has to be covered by EMSA's unit responsible for training. They argued that there was a risk for a higher work load for unit B.3, leading to lower quality in the planning and implementation of training.

Interviewees from EMSA and DG MOVE underlined that additional resources had been planned including an additional post for training activities. EMSA staff also indicated that there was already some expertise concerning training on coast guard functions available in EMSA.

3.5 Added value

3.5.1 To what extent would it be more, less or equally efficient and/or effective to have these tasks carried out at national or local level? [EQ15]

The findings of the case study show that it would be less effective and efficient to organise similar training activities as provided by EMSA at national or local level. It would not be possible to reach the same results without EMSA or at least it would be more complicated.

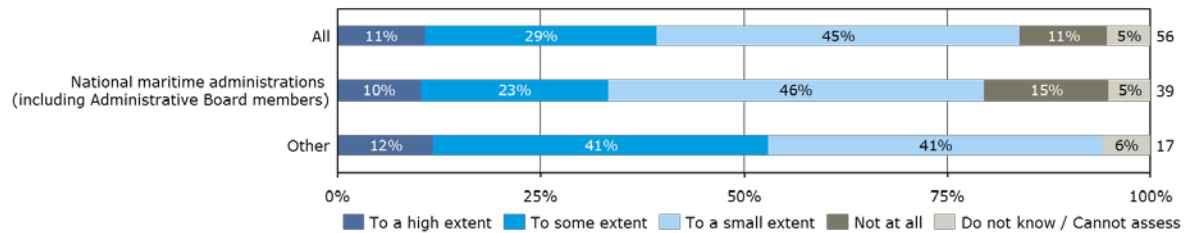
Among the survey respondents, 11% considered that it would not be possible at all to achieve the same results with regard to training if EMSA did not exist. Another 45% thought that the same results could only be achieved to a small extent. However, 11% of respondents thought that it would be fully possible to achieve the same results without EMSA.

¹² COWI (2008): Evaluation of the European Maritime Safety Agency – Final report

¹³ EMSA staff members were asked in the survey: "In your opinion, to what extent does your department or work area have sufficient resources and competencies to complete tasks on time and meet expectations in terms of quality?"

¹⁴ Regulation (EU) 2016/1625 of the European Parliament and of the Council of 14 September 2016 amending Regulation (EC) No 1406/2002 establishing a European Maritime Safety Agency

Figure 12: Extent to which similar results of training and technical assistance could be achieved through efforts at national and/or international level if EMSA did not exist (N=56)¹⁵



When asked about the added value of EMSA's training activities, CNTA focal points were not able to think of any other provider of training in the maritime area which offered training on the same topics (especially considering the wide scope EMSA is covering) or of the same quality and benefits in terms of generating cooperation between the Member States. The opportunity to share best practices between the Member States and the specific understanding of EU and international legislation which EMSA offers seems unique and training activities at national or local level would not be as effective.

4. CONCLUSIONS AND RECOMMENDATIONS

Overall, the findings of this case study show a very positive assessment of EMSA's training activities by all consulted stakeholders. Thanks to the CNTA meetings EMSA's training offers meet the needs of the Member States. They are effective in meeting attempted KPIs, outputs and results. Over the past years, the effectiveness and efficiency of trainings have increased and they represent an important added value for the Member States. The planned move towards the use of DLPs represents an important opportunity to reach an even bigger audience and further increase efficiency.

The combination of desk research, survey and interviews supports these findings, suggesting a strong validity of the overall conclusions.

What actions could be taken to improve the Agency's effectiveness, efficiency and/or added value? [Formative question 1]

The main challenge for EMSA will be to continue delivering these positive outcomes and results. While there is a great general satisfaction, the agency will need to continue to respond to changing needs of Member States. The introduction of DLPs and the systematic use of the CNTA meetings lay a good foundation for further improvements in the future.

Nevertheless, based on the findings of this case study, some recommendations can be made:

1. EMSA should ensure that the cycle of visits to Member States and the workshop concluding this cycle are used to identify further training needs. There might be training needs which Member States are unaware of but which become visible when EMSA assess the Member States' implementation of EU legislation.
2. The use of DLPs will be a balancing act to ensure that training activities become more efficient while not losing the main benefit of the training activities, the networking opportunities. Therefore, DLPs should be considered as an addition to the current in presence training but not replace it. DLPs should be used as introductory courses preparing for training at EMSA premises and as a mean to reach target audiences in the Member States' administrations who would otherwise not be able to receive training through EMSA.
3. Linked to the previous recommendation, is the need to find the right system to use the DLPs. Some Member States would like the DLPs to be an obligatory first step before any participant

¹⁵ Survey respondents were asked: "Imagine that EMSA did not exist: To what extent could similar results of the following EMSA activities be achieved through efforts at national and/or international level? – training and technical assistance"

can join a training at EMSA's premises. This would ensure that all participants have a minimum level of expertise. For more experienced persons there could be a test at the end of the DLP which could also be taken without going through the entire DLP to show expertise in a specific field.

5. ANNEX

List of references:

- COWI (2008): Evaluation of the European Maritime Safety Agency – Final report
- EMSA: Annual reports 2011 to 2015
- EMSA: Work programmes 2011 to 2016
- EMSA (2014): 9th Meeting of the Consultative Network on Technical Assistance, September 2014 - Conclusions
- EMSA Administrative Board (2015): Methodology for visits to Member States, adopted by the EMSA Administrative Board at its 43rd meeting on 18 November 2015
- EMSA (2015): Training & Co-operation, Technical Report 2014 – internal report
- EMSA (2016): 11th CNTA meeting – 2017 EMSA training proposals & DLPs – slides to the presentation
- EMSA (2016): Blank evaluation questionnaire for training activities
- EMSA (2016): Statistics on assessment of trainings for Member States 2011-2015 – internal document
- EMSA (2016): Training & Co-operation, Technical Report 2015 – internal report
- EMSA (2016): Training & Co-operation – The way ahead, 11th CNTA meeting – slides to the presentation
- EMSA (2016): Training catalogue. Available at: <http://www.emsa.europa.eu/implementation-tasks/training-a-cooperation/trainings-for-member-states.html>

List of interviewees:

Name	Organisation	Type of stakeholder	Date of interview	Contact details
Georgios Christofi	EMSA	Head of Unit Environment & Capacity Building	03.10.2016	Tel: +351 21 1209 486
Giuseppe Russo	EMSA	Senior Project Officer Training & Cooperation	02.11.2016	Tel: +351 21 1209 393
Nikolaos Katsoulis	EMSA	Project Officer on Training & Cooperation	21.10.2016	Tel: +351 21 1209 438
Barbara Sellier	European Commission, DG MOVE	Deputy Head of Unit Relations with the European Maritime Safety Agency	20.10.2016	Tel: +32 2 29 86932
Thor Clausen	Norwegian Maritime Authority Sjøfartsdirektoratet	Alternate CNTA focal point, Norway Senior Approval Engineer	17.10.2016	Tel: +47 52 74 52 85
Els Claeys	DG Maritime Transport - Policy Support Federal Public Service Mobility and Transport	CNTA focal point, Belgium Naval Architect - Policy Advisor/Safety	14.10.2016	Tel: +32 22 77 35 26
Agnieszka Piotrowska	Ministry of Maritime Economy and Inland Navigation	CNTA focal point, Poland	14.10.2016	Tel: +48 22 583 86 50

	Maritime Education Department			
Albena Kaitina ¹⁶	Ministry of Transport, Information Technology & Communications of the Republic of Bulgaria	CNTA focal point, Bulgaria Chief expert International & National Regulations in Shipping Directorate, Maritime Administration Executive Agency	02.11.2016	Tel: +359 2 930 09 19

Evaluation questions correspondence table:

EQ	Descriptor	Case study section / question
EQ 1	1.2 Extent to which the objectives and tasks set out in the Regulation have matched the needs of stakeholders in the field of European maritime safety	3.1.1 To what extent is it (still) relevant to have EMSA conduct training for experts from Member States?
EQ 6	6.1 Extent to which EMSA's activities have produced the planned/desired outputs	3.3.1 To what extent has EMSA's work in this field produced the desired outputs?
	6.2 Extent to which the outputs (i.e. products/services) are being used by beneficiaries	3.3.2 To what extent are the delivered outputs being used by the beneficiaries?
	6.3 Extent to which the outputs produced have contributed to: <ul style="list-style-type: none"> Improved application of international/EU maritime legislation by the EC and MS 	3.3.3 To what extent has EMSA's work in this field contributed to improved application of international maritime legislation by the European Commission and the Member States?
	6.3 Extent to which the outputs produced have contributed to: <ul style="list-style-type: none"> Increased cooperation and sharing of best practices between MS 	3.3.4 To what extent has EMSA's work in this field contributed to increased cooperation and sharing of best practices between the Member States?
EQ 7	7.2 Extent to which EMSA staff find that they have sufficient resources and appropriate processes in place for completing tasks in accordance with expectations in terms of time and quality	3.4.5 To what extent do staff members find that they have sufficient resources and appropriate processes in place to carry out the work and fulfil the requirements and expectations?
EQ 8	8.1 Extent to which the achievement of the desired outputs and results (or lack thereof) can be attributed to other (external) factors outside the Agency's control	3.3.6 Which other factors influenced the achievement of the desired outputs and results?
EQ 9	9.2 Extent to which the outputs and results generated from EMSA's work are considered as having contributed to: <ul style="list-style-type: none"> High, uniform and effective level of maritime safety and 	3.3.3 To what extent has EMSA's work in this field contributed to a high, uniform and effective level of maritime safety and security in Europe?

¹⁶ Interviewed together with her alternate Nedyalka Boneva and Peter Ivanov (inspector and participants in numerous trainings)

EQ	Descriptor	Case study section / question
	security in Europe 9.2 Extent to which the outputs and results generated from EMSA's work are considered as having contributed to: <ul style="list-style-type: none"> Efficient European maritime traffic and transport 	3.3.4 To what extent has EMSA's work in this field contributed to efficient European maritime traffic and transport?
EQ 10	10.1 Extent to which EMSA's stakeholders say that they are satisfied with EMSA's work	3.2.1 To what extent are EMSA's stakeholders satisfied with the Agency's work?
	10.2 Extent to which EMSA's stakeholders find that the outputs and results produced by the Agency match their needs	3.2.2 To what extent do EMSA's stakeholders find that the outputs and results produced by the Agency match their needs?
		3.2.3 How has the Agency worked on implementing the recommendation from the previous evaluation to "apply a needs-oriented approach to training activities"?
EQ 11	11.4 Extent to which the work performed by EMSA can be said to: <ul style="list-style-type: none"> Produce similar results at lower costs, or Produce improved results at similar costs 	3.4.1 To what extent has EMSA been able to increase its efficiency in this area by producing similar results at lower costs, or improved results at similar costs?
	11.6 Extent to which stakeholders agree that EMSA's work has contributed to reduced administrative burden for national authorities and the maritime industry	3.4.2 To what extent has EMSA's work in this field resulted in reduced costs for administrations at national level?
EQ 15	15.2 Extent to which stakeholders agree that the same results could not have been achieved without the existence of a dedicated EU agency	3.5.1 To what extent would it be more, less or equally efficient and/or effective to have these tasks carried out at national or local level?