Evaluation of the European Commission's Civil Protection Prevention and Preparedness Projects (2014-2020)

Final Report

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Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO)

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Final Report

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1 Introduction

1.1 Objectives and scope of the evaluation

This study aims to provide the European Commission's Directorate-General European Civil Protection and Humanitarian Aid Operations (DG ECHO) with an external and independent evaluation of the results of the Prevention and Preparedness Projects (PPPs) financed by the Union Civil Protection Mechanism (UCPM) budget during 2014-2020. The evaluation has the following specific objectives:

- Highlighting the factors that are most critical to the success of a given PPP;
- Identifying a list of 'best practice' projects that fulfil the evaluation criteria; and
- Putting forward possible options for the short/long-term future of the programme and informing future calls for proposals, starting with the design of the 2021-2027 Multi-Annual Financial Framework (MFF) programming cycle.

The scope of the evaluation included the 28[1] EU Member States, six UCPM Participating States and 19 eligible third countries. It covered 132 cross-border projects (Track 2)[2] financed by the UCPM budget throughout the seven call cycles in 2014-2020, the evaluation period (See Annex 1).

Table 1 provides an overview of the scope of the study.

Table 1. Overview of the elements of the evaluation

Items	In scope
Timeframe	• All 132 'Track 2' projects financed by the UCPM budget during the seven call cycles throughout 2014-2020.
Stakeholders	• National/regional civil protection/maritime authorities; • Academia/research institutes; • International organisations; • Non-governmental organisations (NGOs); • Private entities.
Documentation	• Commission decisions; • Annual work programmes; • Text of the calls for proposals; • Project proposals; • Grant agreements; • Project reports for the selected sample of projects; • UCPM interim evaluation.
Geography	• 28 EU Member States[3] and six UCPM Participating States[4]; • 19 eligible third countries: - EU Neighbourhood countries[5];

[1] United Kingdom (UK) was an EU Member State until 2020 (inclusive).

[2] Call for proposals to award multi-beneficiary grants in civil protection and marine pollution.

[3] EU Member States: Belgium, Bulgaria, Czechia, Denmark, Germany, Estonia, Ireland, Greece, Spain, France, Croatia, Italy, Cyprus, Latvia, Lithuania, Luxembourg, Hungary, Malta, Netherlands, Austria, Poland, Portugal, Romania, Slovenia, Slovakia, Finland, Sweden, UK.

[4] UCPM Participating States: Iceland, Norway, Serbia, North Macedonia, Montenegro, Turkey.

[5] Southern Neighbourhood countries: Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestine**, Syria***, Tunisia

Items	In scope
	- Instrument for Pre-Accession (IPA) beneficiary countries that are not Participating States[6].
Expected results	• Evaluation of the results of the PPPs financed by the UCPM budget during 2014-2020; • Assessment of the effectiveness, efficiency, relevance, coherence, EU added value and sustainability of the results of PPPs; • A list of 'best practice' projects based on the evaluation criteria; • Dissemination of the results of the evaluation.
Expected users	• Relevant EU services and EU Member States, UCPM Participating States and eligible third countries.

1.2 Prevention and Preparedness Programme (PPP Programme)

This section provides an overview of the Prevention and Preparedness Projects (PPP) Programme, based on findings from the desk research, mapping of PPPs, network analysis and stakeholder consultation.

1.2.1 Union Civil Protection Mechanism and the PPP Programme

The **Union Civil Protection Mechanism (UCPM)** was established by Decision No 1313/2013/EU to enhance cooperation and coordination in the field of civil protection, and to develop the effectiveness of systems for preventing, preparing for and responding to natural and man-made hazards. The UCPM was amended by Decision (EU) 2019/420[7], boosting the connection between prevention, preparedness and response[8], and expanding the accessibility and utilisation of scientific knowledge on disasters.

DG ECHO **co-finances[9] PPPs in civil protection and marine pollution** through the **PPP Programme**[10]. **Prevention projects** support EU Member States, Participating States and eligible third countries to achieve better protection and resilience against disasters by preventing or reducing their effects[11], focus on areas where cooperation provides added value, and complement existing instruments of EU macro-regional strategies. **Preparedness projects** strive to raise the level of preparedness of civil protection systems at national and EU level to respond quickly and efficiently to disasters and to intensify disaster preparedness awareness among civil protection and/or marine pollution professionals and volunteers[12]. (See Annex 3 for the PPP Programme intervention logic for both prevention and preparedness.)

** This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

*** EU cooperation with Syria is currently suspended due to the political situation; however, in principle, Syria is eligible for cooperation under the Neighbourhood, Development and International Cooperation Instrument, thus activities may recommence once the situation improves.

Eastern Neighbourhood: Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine.

[6] Western Balkans: Albania, Bosnia and Herzegovina, Kosovo.

[7] https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019D0420&from=EN.

[8] https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52017PC0772&from=EN.

[9] Co-funding takes place under the EU's MFF 2014-2020: https://www.consilium.europa.eu/en/policies/eu-budgetary-system/multiannual-financial-framework/mff-2014-2020.

[10] The amounts allocated through the MFF are complemented by contributions from non-EU countries participating in the UCPM: https://ec.europa.eu/echo/funding-evaluations/financing-civil-protection_en.

[11] Work Programmes 2014-2019: https://ec.europa.eu/echo/funding-evaluations/financing-civil-protection_en.

[12] Work Programmes 2014-2019: https://ec.europa.eu/echo/funding-evaluations/financing-civil-protection_en.

1.2.2 Funding process

The UCPM **Annual Work Programme**[13] delineates how civil protection activities are financed at EU level by DG ECHO. Each year, DG ECHO publishes a **call for proposals** for PPPs, laying out the objectives, priorities and budget line for prevention and preparedness, respectively. Since 2019, calls for proposals' have been narrowed by combining both prevention and preparedness aspects, which has led to a slight decrease of proposal submissions.[14]

Two different budget lines provide funding for PPPs[15]: an **internal budget** for Member States and Participating States in the UCPM, and an **external budget** targeting eligible third countries, namely enlargement countries[16] not participating in the Mechanism and European Neighbourhood Policy (see Annex 1)[17]. Candidates must specify the budget line under which they are applying for funding.

The eligibility criteria for receiving funding for both prevention and preparedness projects have remained broadly similar throughout the evaluation period[18]. Between 2014-2015, consortia had to be composed of a minimum of two entities from different countries or international organisations. From 2016-2019, this requirement was set for a minimum of three entities. In 2020, the requirement of two entities has been re-introduced, as well as the requirement for beneficiary countries to share a border. The latter criterion was added to foster a more sustained cooperation in cross-border regions.[19]. **Similarly, award criteria** remained largely the same between 2014 and 2018 (i.e. understanding objectives of the call, nature of the project, methodology). Conversely, the specific evaluation criteria used by the evaluation committee have changed every year[20]. Since 2019, more consideration has been given to sustainability of PPPs and to the role of end users and beneficiaries[21].

Since 2017, Call for Proposals are published in the e-Grants system (see Annex 1 for definitions of calls for proposals and e-Grants). PPP applicants must **submit their applications electronically** and the consortia can access the platform through a participants' portal[22].

1.2.3 Typology of projects

A total of 132 projects were funded during the 2014-2020 MFF, 67 focused on prevention and 65 on preparedness. 97 projects have already been completed, with 32 still ongoing. 48 PPPs were 'follow-up projects' that built on previously funded projects.

The **funding** allocated between 2014-2020 was EUR 67.4 million, of which EUR 33.1 million was for ***prevention projects*** (EUR 26.5 million from the internal budget and EUR 6.6 million from the external budget) and EUR 34.3 million for ***preparedness projects***

[13] https://ec.europa.eu/echo/funding-evaluations/financing-civil-protection_en.

[14] DG ECHO scoping interview

[15] Calls for proposals 2014-2020: https://ec.europa.eu/echo/funding-evaluations/financing-civil-protection/calls-for-proposal_en.

[16] IPA II countries not participating in the UCPM.

[17] For calls under the external budget, consortia must include at least one entity from a Member State or a Participating State as a lead consortium partner. From 2020, eligible third country national authorities can also act as leaders of a consortium.

[18] Calls for proposals 2014-2020: https://ec.europa.eu/echo/funding-evaluations/financing-civil-protection/calls-for-proposal_en.

[19] See work programme and call for proposals for 2014 and 2015.

[20] DG ECHO scoping interview.

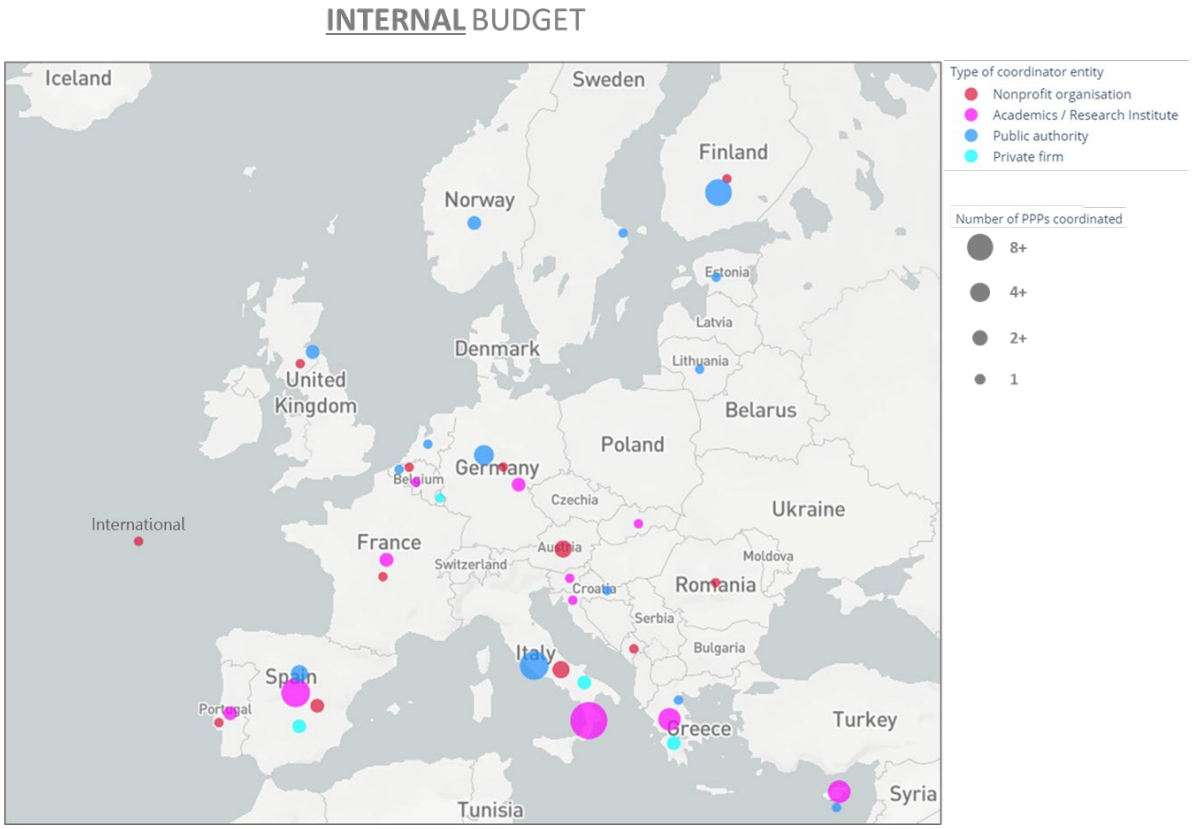
[21] DG ECHO scoping interview.

[22] DG ECHO scoping interview.

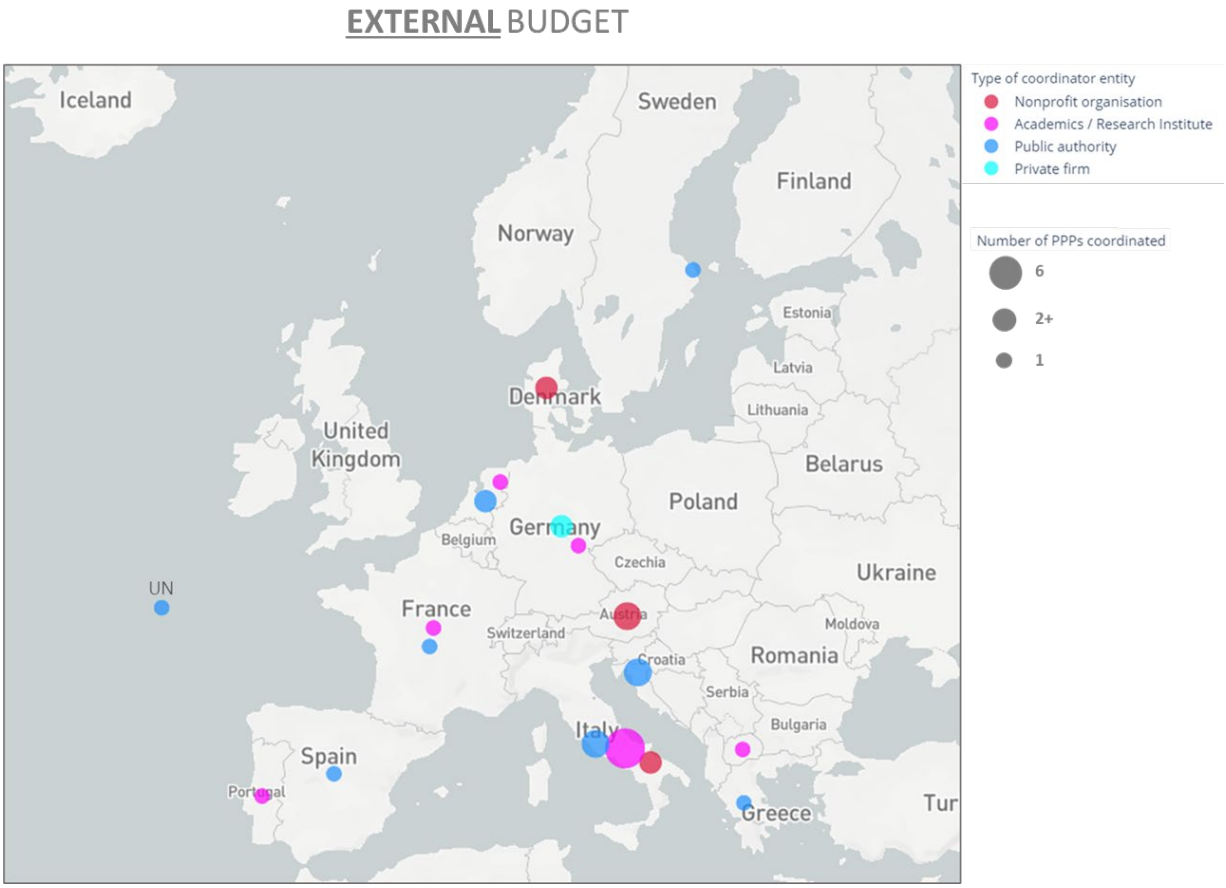
(EUR 25.5 million internal and EUR 8.8 million external). The average grant increased from EUR 481,000 in the 2014-2017 period to EUR 601,000 between 2018-2020[23].

Figure 1 shows substantial variation in the **types of PPP project coordinators** between countries, entities and internal and external budgets . For instance, **PPPs funded under the internal budget** were typically coordinated by academic and research institutions (41) followed by public authorities (34). Under the internal budget line, Italy, Spain, Finland and Germany had the highest number of entities that were PPP coordinators, while Hungary, Czechia and Ireland had the lowest number . Spain and Italy also had the most diverse combination of PPP coordinators (i.e. non-profit, academic, public authority), while Finland's PPP coordinators were predominantly represented by public authorities. **PPPs funded under the external budget** were mostly coordinated by public authorities (12), followed by academic and research institutions (11). Italy and Germany again coordinated the highest proportion of PPPs, as did Austria and the Netherlands, while Romania coordinated the fewest. Italy had the most diverse array of entities that were PPP coordinators (external budget), likely due to the number of PPPs in which it was involved. In Austria, the vast majority of PPP beneficiaries were non-profit organisations, often the Austrian branch of the Red Cross.

Figure 1. Types of PPP coordinators, 2014-2020



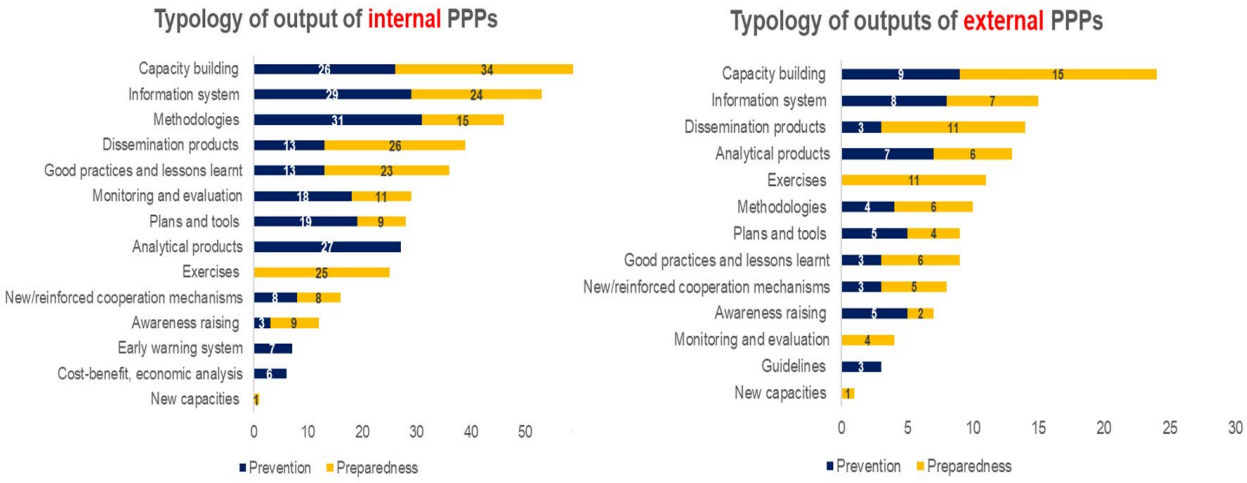
[23] In 2018, the maximum EU grant amount increased to EUR 800,000 and to EUR 1 million in 2019.



Source: ICF elaboration based on project mapping data.

Figure 2 shows that between 2014-2020, the **outputs of internal PPPs** primarily included: capacity-building activities (training, modules, workshops), establishment of information systems (databases, software applications) and new/redefined methodologies (e.g. risk management planning, urban resilience). The **outputs of external PPPs** included: capacity-building activities (training, modules, workshops), information systems (e.g. databases, apps), and dissemination products (events, flyers etc.).

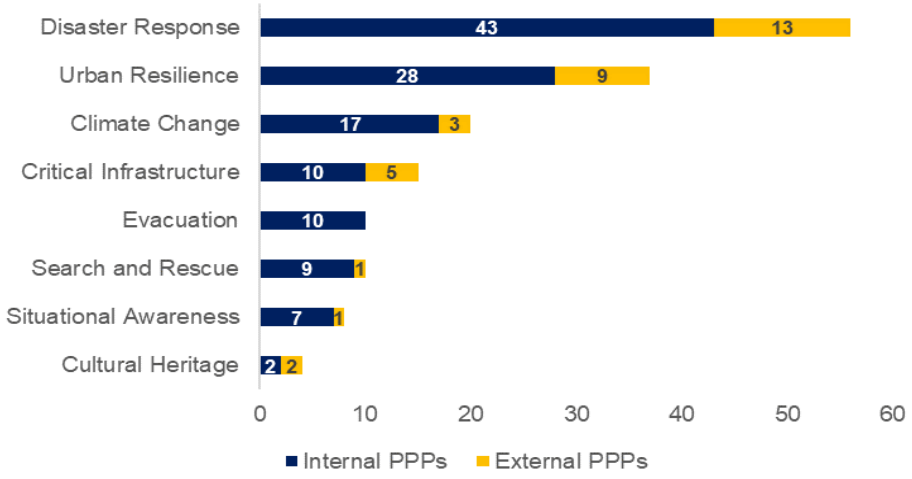
Figure 2. Typology of PPP project outputs



Source: ICF elaboration based on project mapping data.

Figure 3 shows the **most covered sectors by PPPs across budget lines,** including disaster response (57), urban resilience (37) and climate change (20). Conversely, the sectors with least cover were critical infrastructure, evacuation and search and rescue, situational awareness and cultural heritage.

Figure 3. Sectors covered by PPPs (2014-2020)

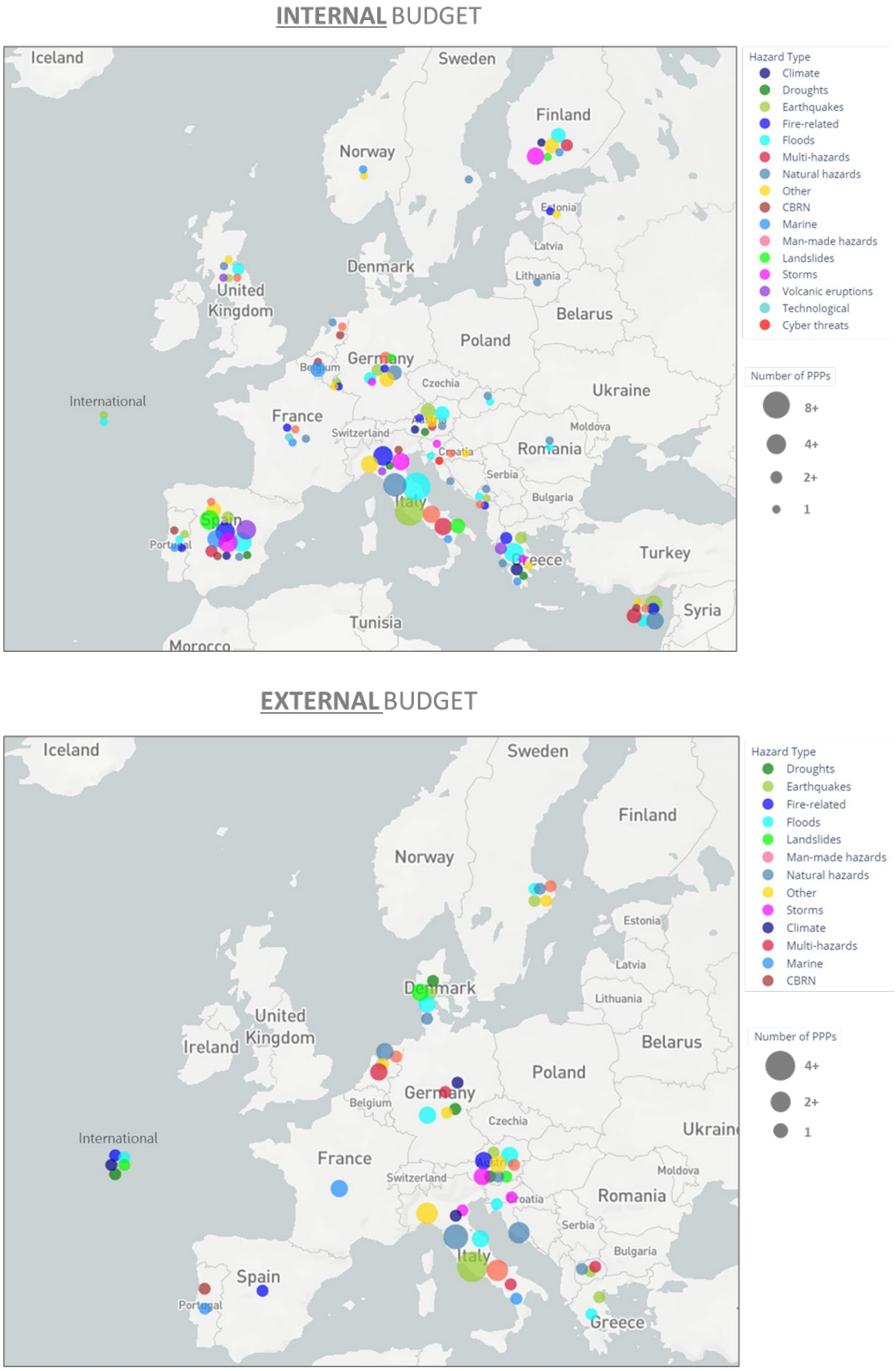


Source: ICF elaboration based on project mapping data.

Figure 4 shows the wide range of **hazards** covered by the PPPs during the evaluation period. The majority of those funded under the **internal budget** focused on floods (35), earthquakes (29), and the overarching criteria of natural hazards[24] (24). PPPs funded under the **external budget** focused on activities related to natural hazards (13), floods (11), earthquakes (11) and man-made hazards (6). Figure 4 depicts the hazards addressed in the internal and external PPPs in the country of the coordinating entity.

[24] The categorisation 'natural hazards' and 'man-made hazards' was used as an overarching criteria for PPPs that did not focus on one specific hazard but, rather, all hazards that fit within this category. The category 'multi-hazard' refers rather to PPPs that target 2+ specific hazards

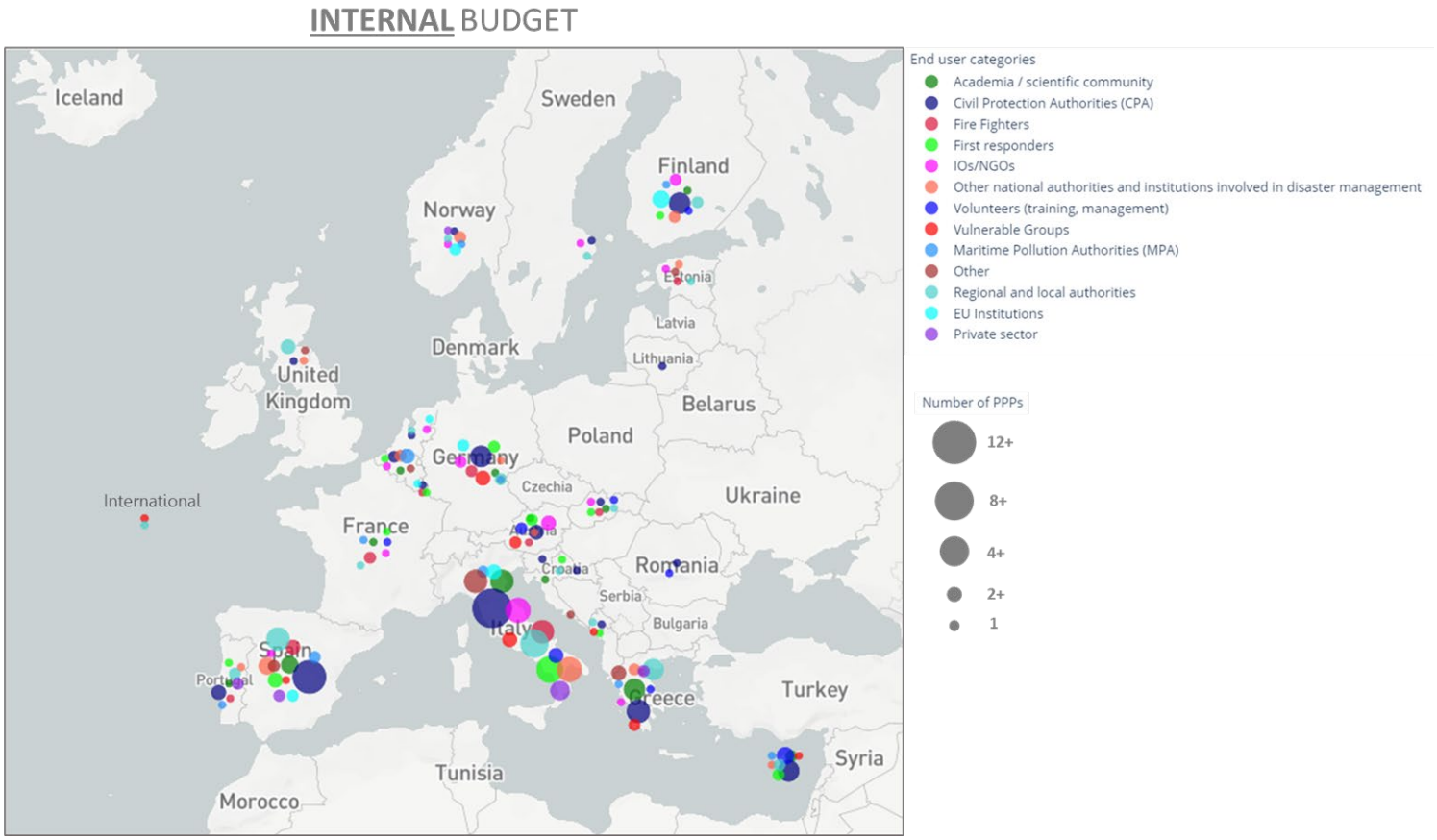
Figure 4. Hazards covered by internal and external PPPs by country of the coordinating entity (2014-2020)

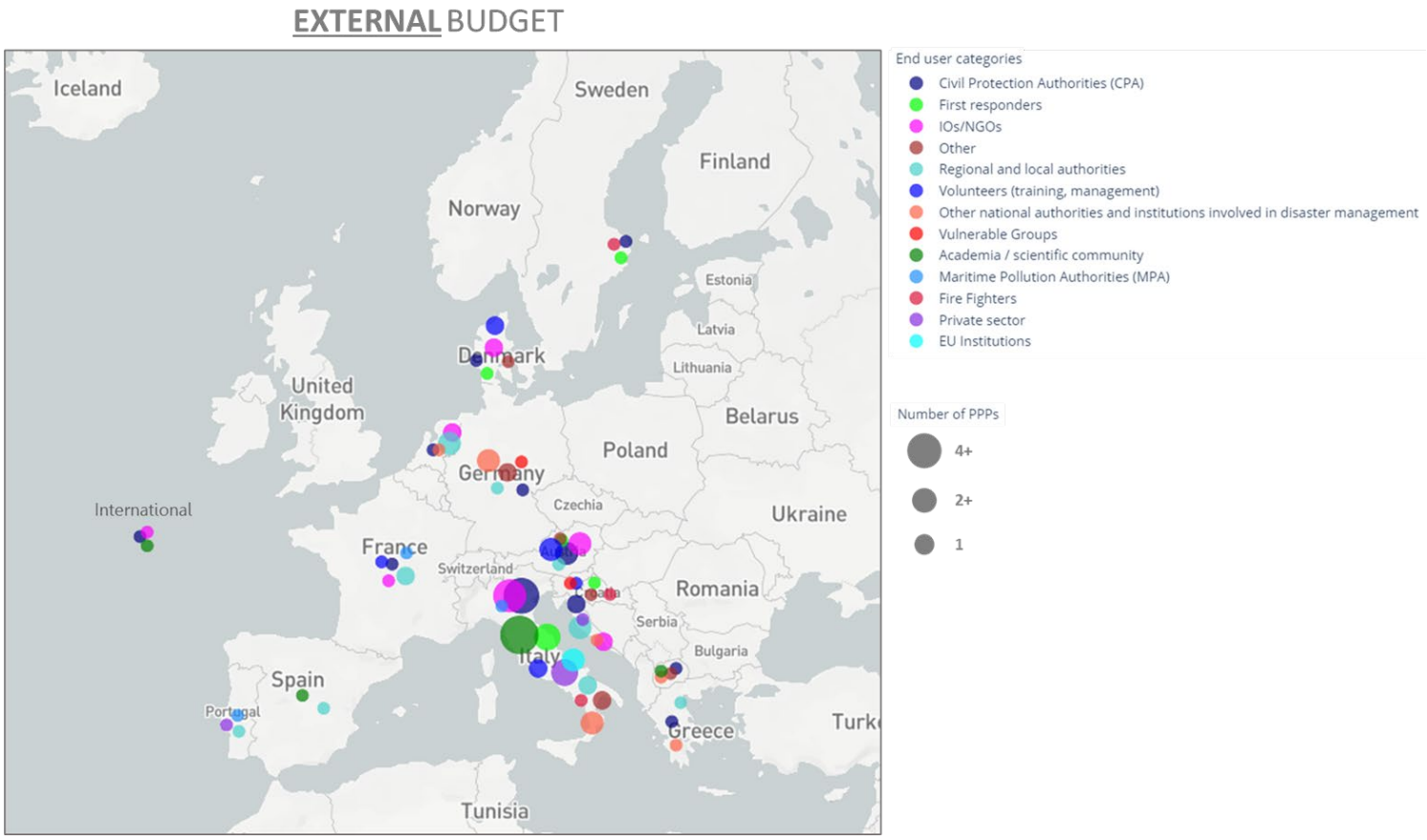


Source: ICF elaboration based on project mapping data.

The **most common end users** were civil protection authorities for PPPs funded under each of internal and external budget lines (76 and 20 PPPs, respectively) (Figure 5). For PPPs funded under the **internal budget** line, regional/local authorities were the next most popular category of end users (43), followed by first responders and other relevant national authorities (26 each). For PPPs funded under the **external budget** line, the other most common target users were international organisations and NGOs and regional/local authorities (17 and 15 PPPs, respectively).

Figure 5. End users targeted by internal and external PPPs by country of the coordinating entity (2014-2020)

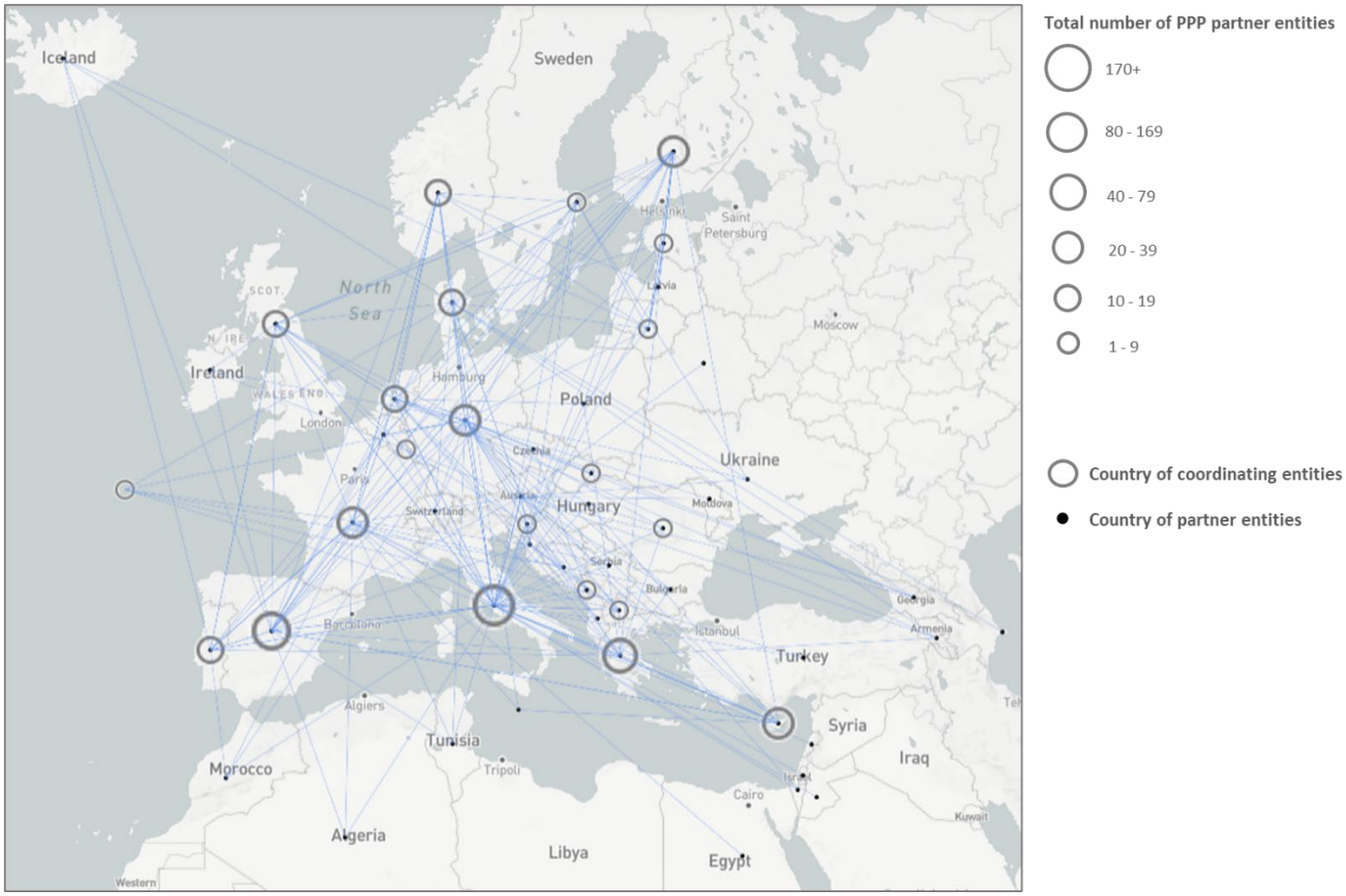




Source: ICF elaboration based on project mapping data.

Figure 6 presents the **results of the network analysis,** which shows the links between countries where PPPs have been implemented during the evaluation period (i.e. countries with entities that coordinated PPPs, 'coordinating countries', and countries with entities that were PPP partners). The network is structured as a non-weighted, directed network diagram, with ties flowing from the coordinating countries to each country of their PPP partners. The coordinating countries (nodes) are displayed as circles, with the blue lines representing the ties (edges). The size of the nodes on the coordinating country vary according to the number of entities with which they cooperated as PPP beneficiaries within the evaluation period. The geographical spread of coordinating country to partner country relationships is quite extensive. While many of the partnerships and coordinators are in mainland Western Europe, there are ties reaching north to Iceland, south to Algeria and Israel, and east to Ukraine. United Nations (UN) and international organisations coordinating PPPs are shown in the North Atlantic Ocean, southwest of Ireland, to record the influence of non-national actors in the PPP Programme.

Figure 6. Coordinating country networks



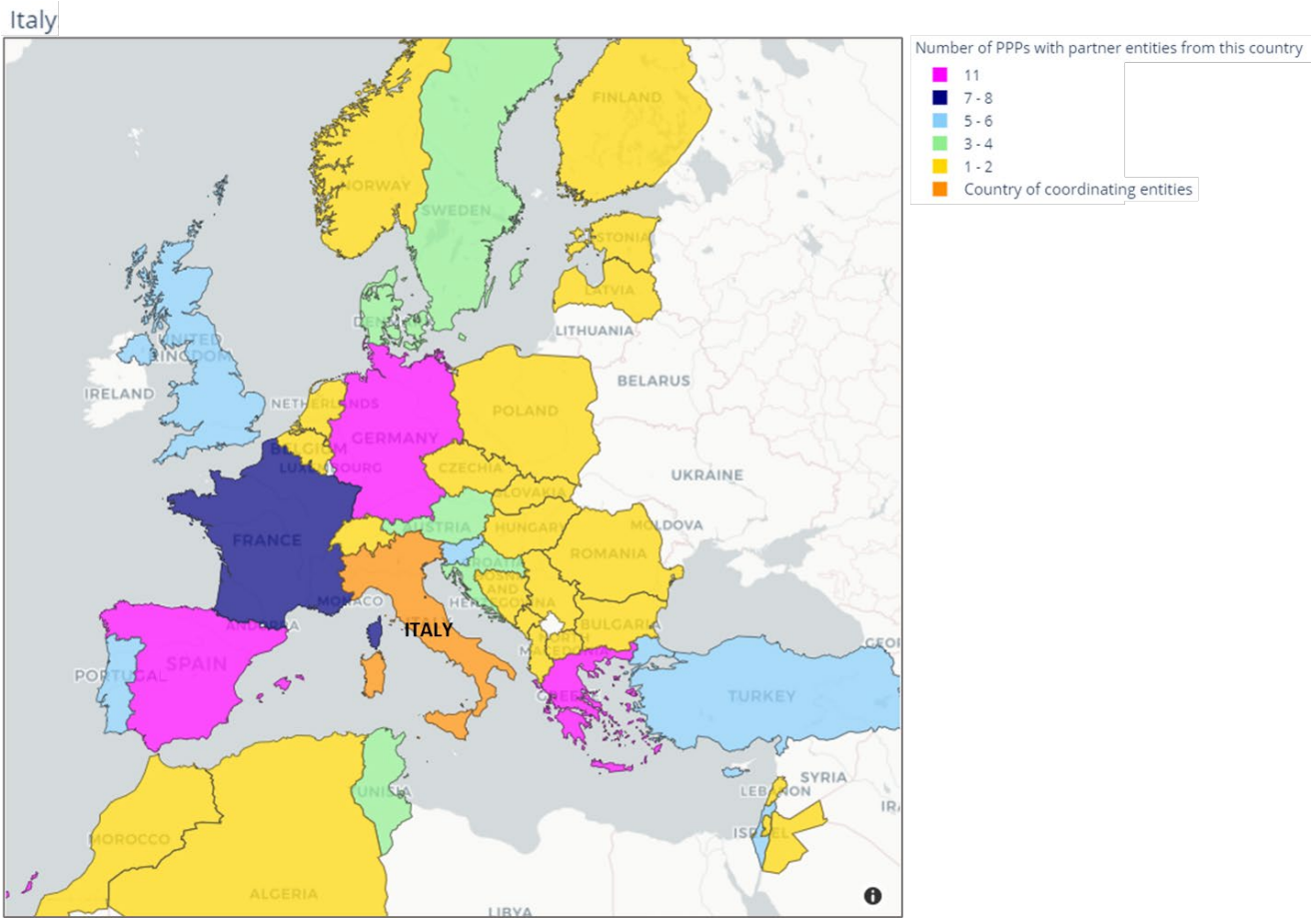
Source: ICF elaboration based on project mapping.

1.2.4 In-depth network analysis of countries that most frequently had entities coordinating PPPs

An in-depth network analysis focused on the countries with most entities coordinating PPPs during the evaluation period. The analysis covered the 11 countries with entities that **coordinated a minimum of four PPPs in 2014-2020**: Italy, Spain, Finland, Austria, Cyprus, Germany, Greece, France, Croatia, the Netherlands and Portugal. The maps were created on the basis of all PPP entities in the country in question and show the quantity of PPPs coordinated with entities in other countries.

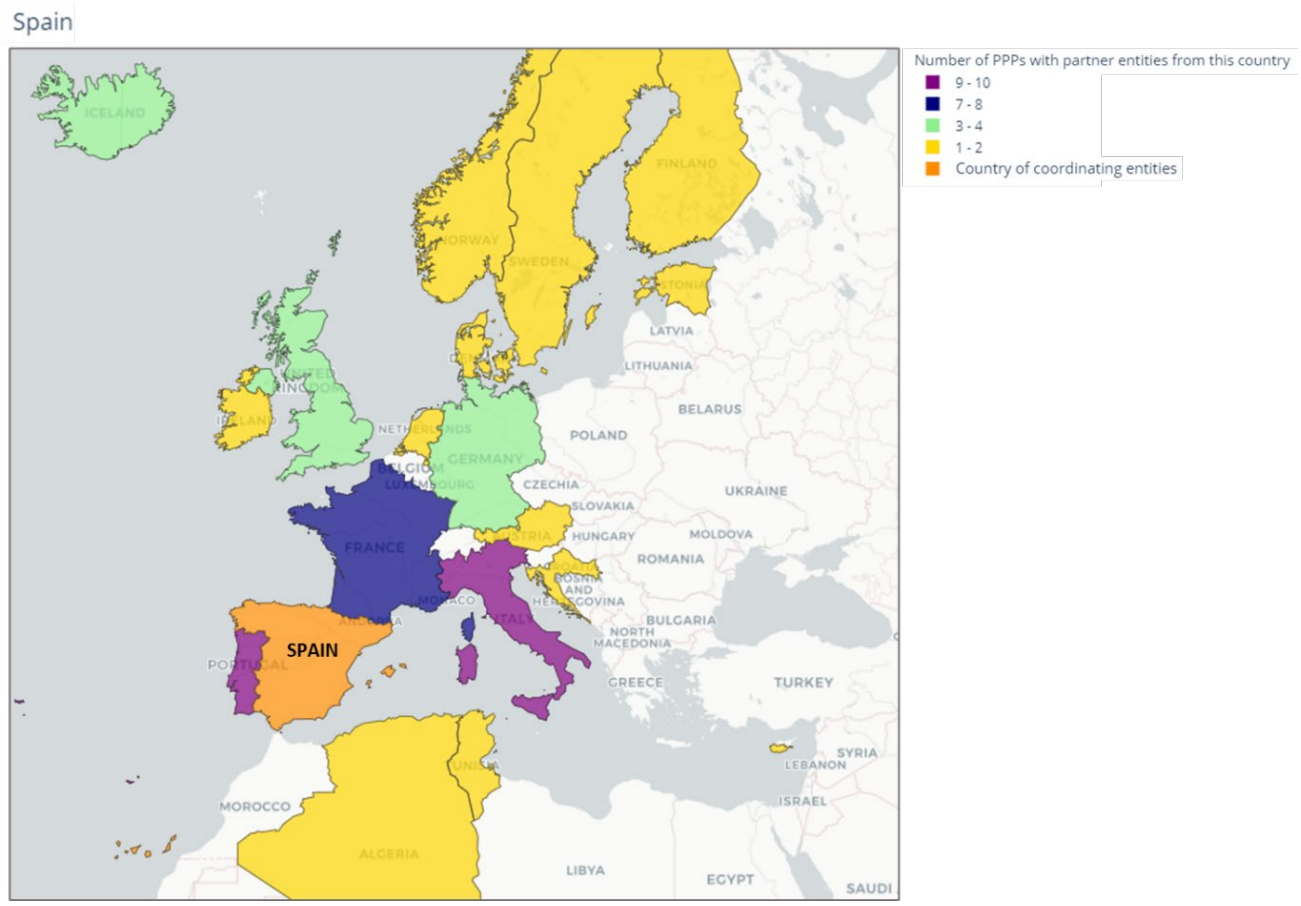
Italian and Spanish entities coordinated the most PPPs, coordinating a minimum of 10 PPPs each. **Italian entities coordinated significantly the most PPPs across the evaluation period** (37) and thus cooperated with entities from the widest variety of countries, covering most EU Member States and a significant portion of the Southern Neighbourhood countries. Spanish entities had more concentrated engagement with a selection of countries in their immediate neighbourhood, both within (e.g. France and Italy) and outside (e.g. Algeria and Tunisia) the EU.

*Figure 7. National origin of PPP partner entities participating in PPPs coordinated by **Italian** entities*



Source: ICF elaboration on the basis of project mapping data.

*Figure 8. National origin of PPP partner entities participating in PPPs coordinated by **Spanish** entities*

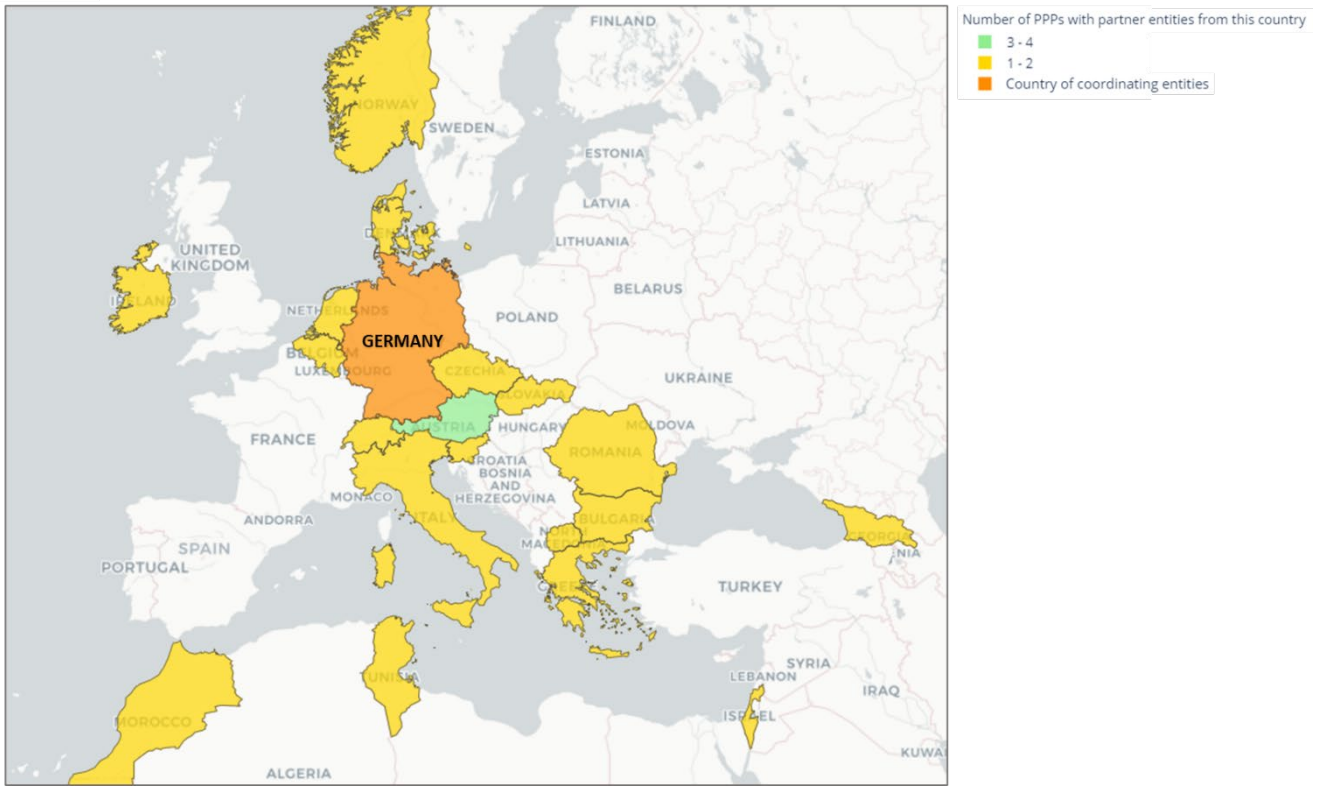


Source: ICF elaboration on the basis of project mapping data.

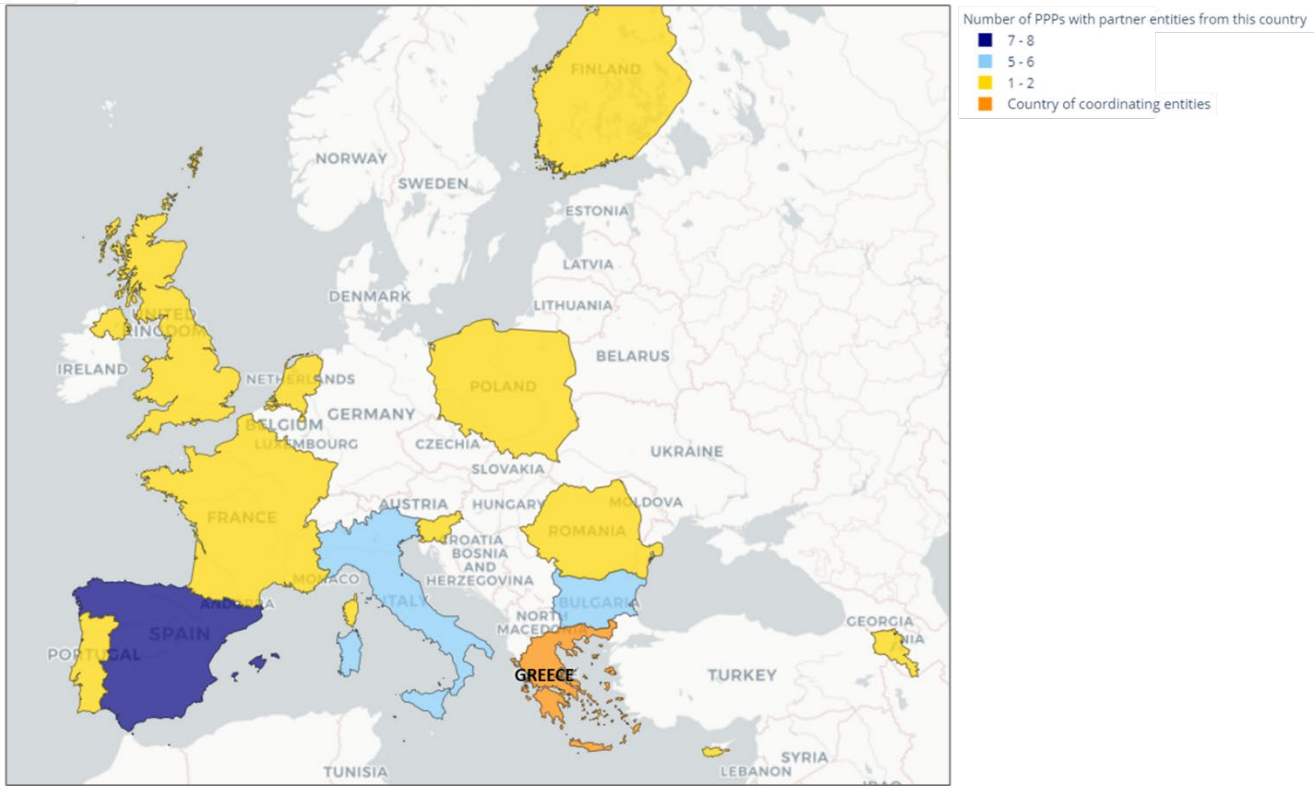
German, Greek and Finnish entities had the next highest numbers of PPP coordination, at 10, nine and eight, respectively. These were generally spread across different EU Member States. PPPs coordinated by German entities were typically with Austrian entities, while PPPs coordinated by Finnish entities generally with Swedish entities or those from countries in its immediate neighbourhood (Estonia, Latvia, Lithuania). PPPs coordinated by Greek entities were primarily with French, Italian and Bulgarian entities. For German entities, cooperation was fostered with entities from the Eastern Neighbourhood and Western Balkans, while Greek and Finnish entities focused their cooperation on other EU Member States.

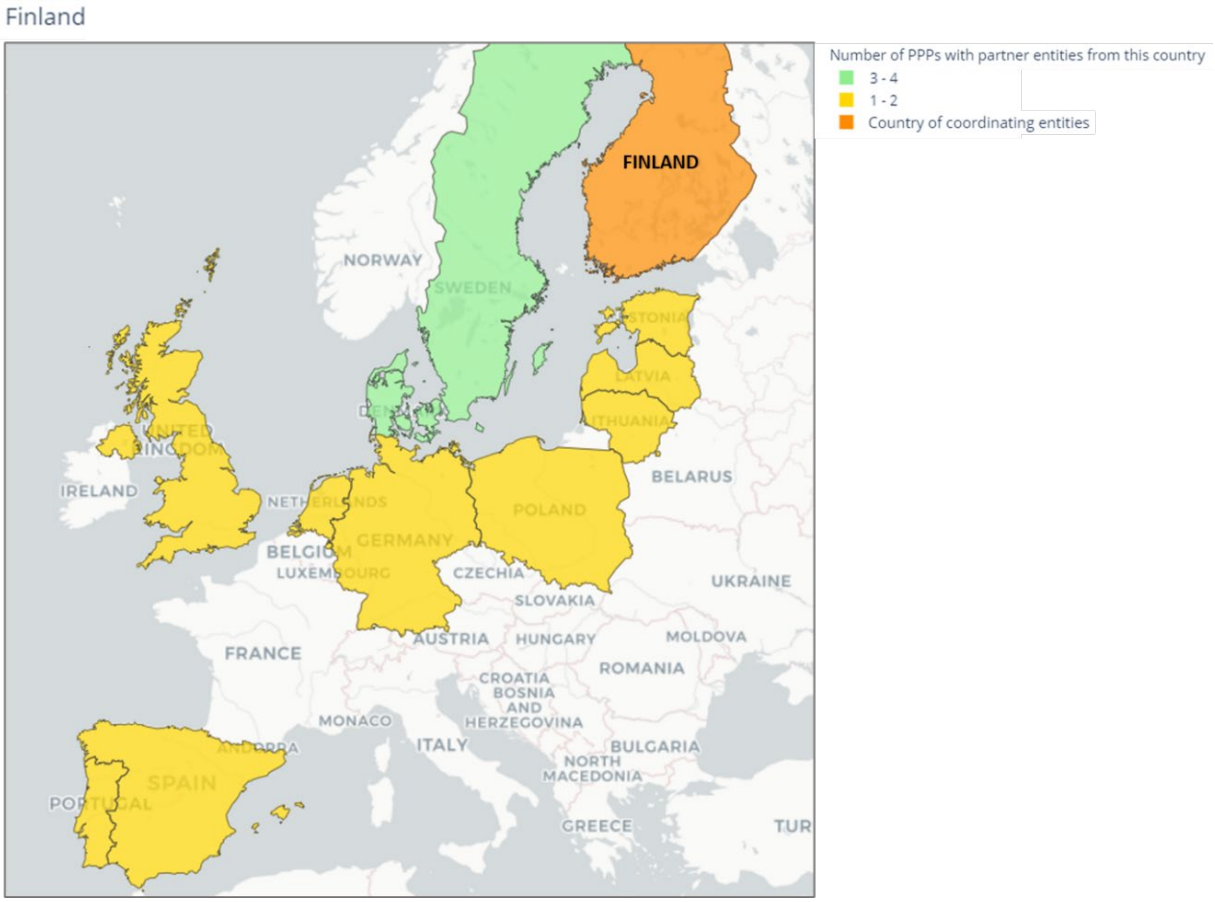
*Figure 9. National origin of PPP partner entities participating in PPPs coordinated by **German, Greek and Finnish** entities*

Germany



Greece



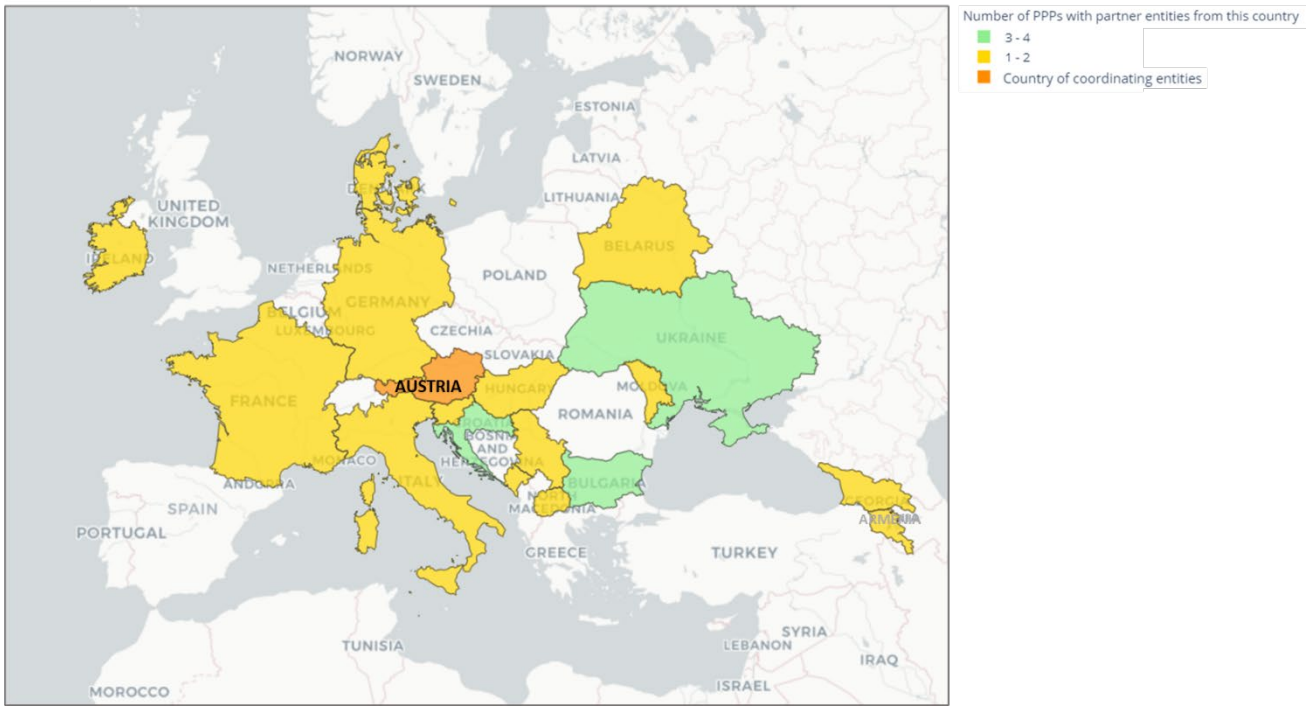


Source: ICF elaboration on the basis of project mapping data.

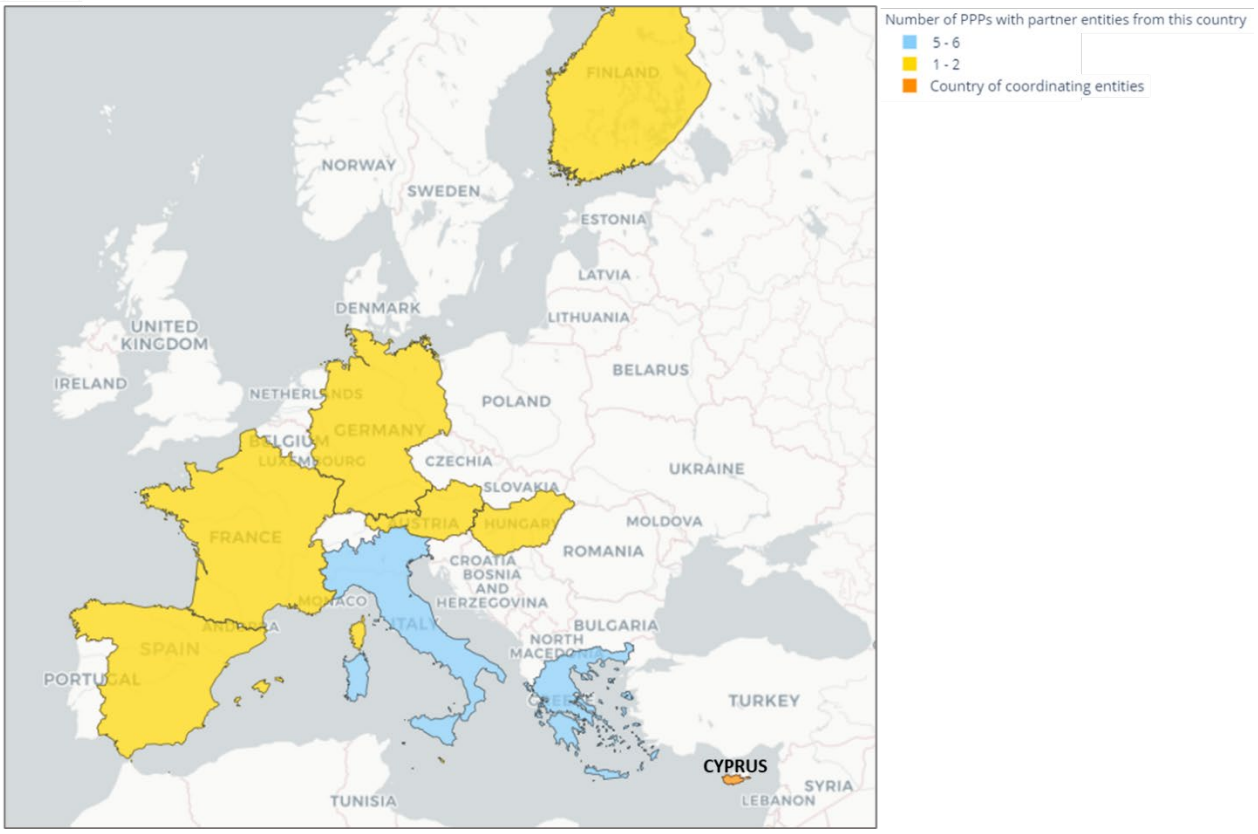
Austrian, Cypriot, French and Croatian entities were the next most frequently involved in coordinating PPPs (Austrian and Cypriot entities coordinated six PPPs, with five each for French and Croatian entities). The Austrian Red Cross coordinated all six PPPs represented. PPPs coordinated by Cypriot entities were usually with other EU Member States, primarily Italian and Greek entities. However, the PPPs coordinated by Austrian, French and Croatian entities reached beyond the EU, with those coordinated by French entities, for example, fostering cooperation with mostly Southern Neighbourhood countries (Morocco, Algeria, Egypt). Half of the PPPs coordinated by the Austrian Red Cross took place in Eastern Neighbourhood and Western Balkan countries. PPPs coordinated by Croatian entities took place almost exclusively with those countries with which it shares a border, including EU Member States (Slovenia), UCPM Participating States (Serbia) and Western Balkan countries (Bosnia and Herzegovina), or with others in close proximity (Albania, North Macedonia).

*Figure 10. National origin of PPP partner entities participating in PPPs coordinated by **Austrian, Cypriot, French and Croatian** entities*

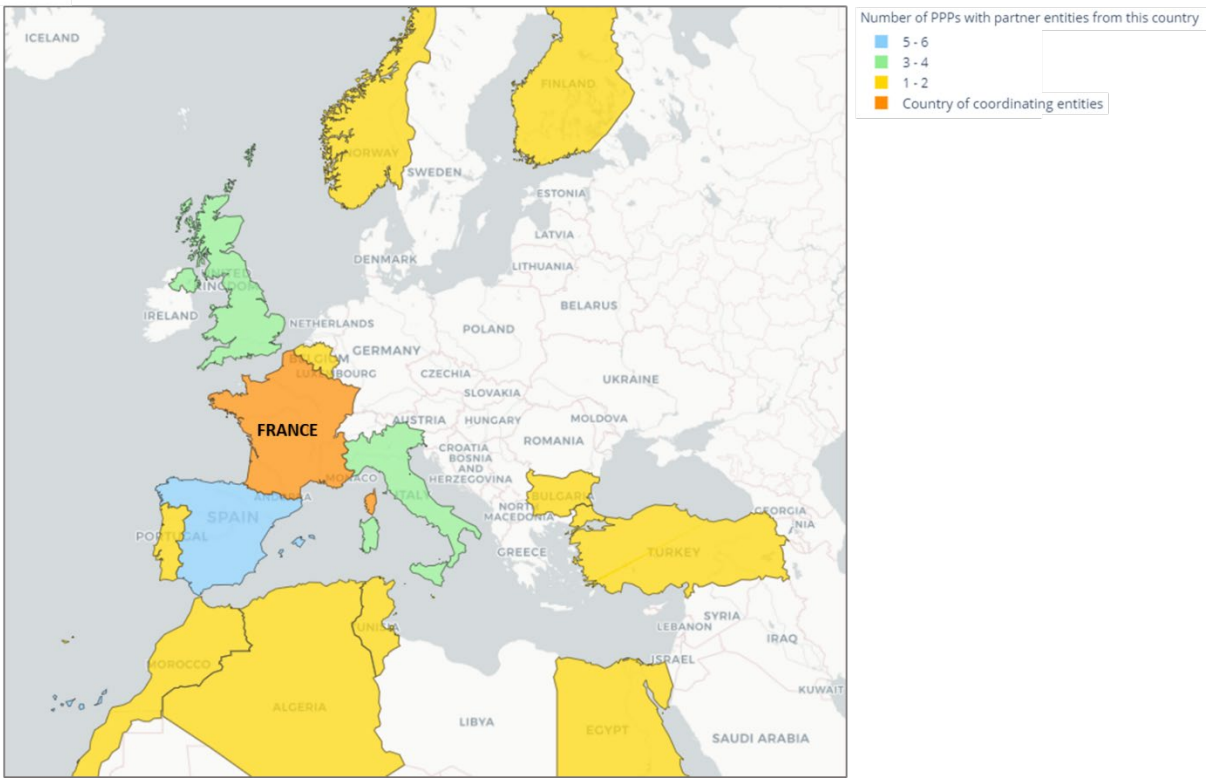
Austria



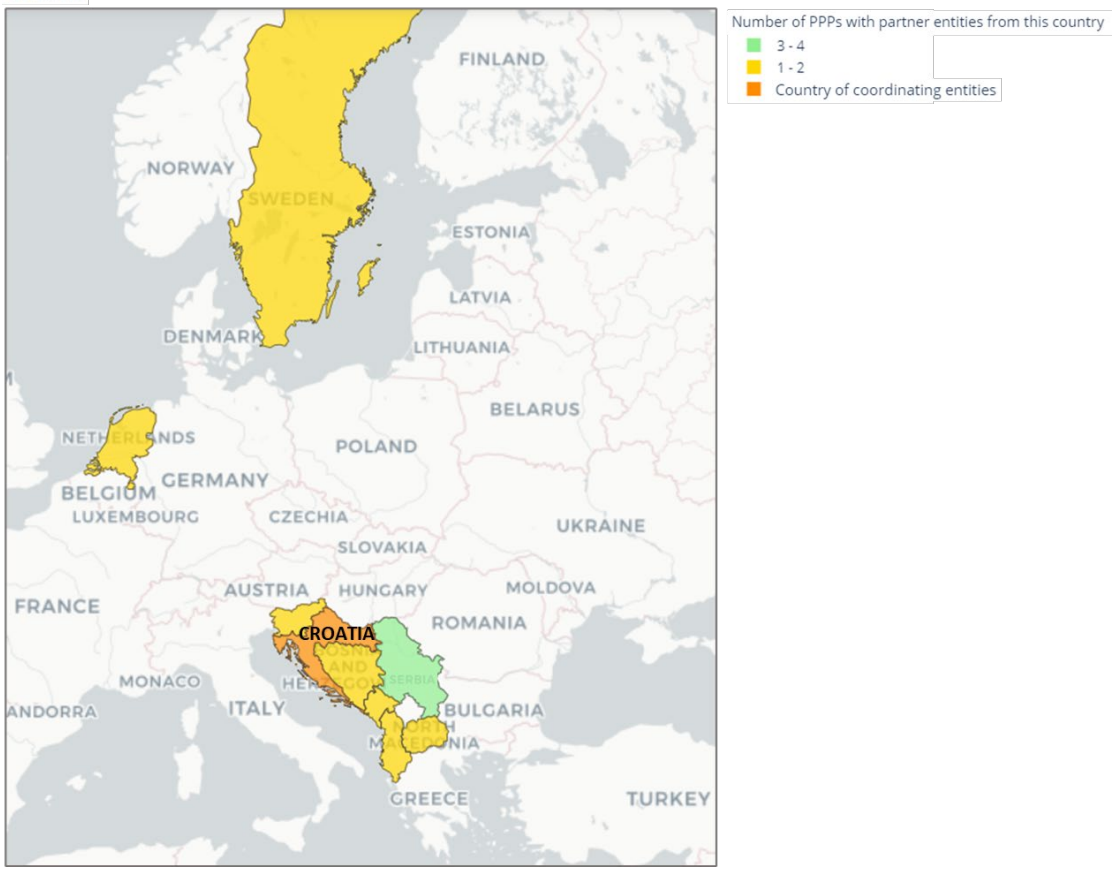
Cyprus



France



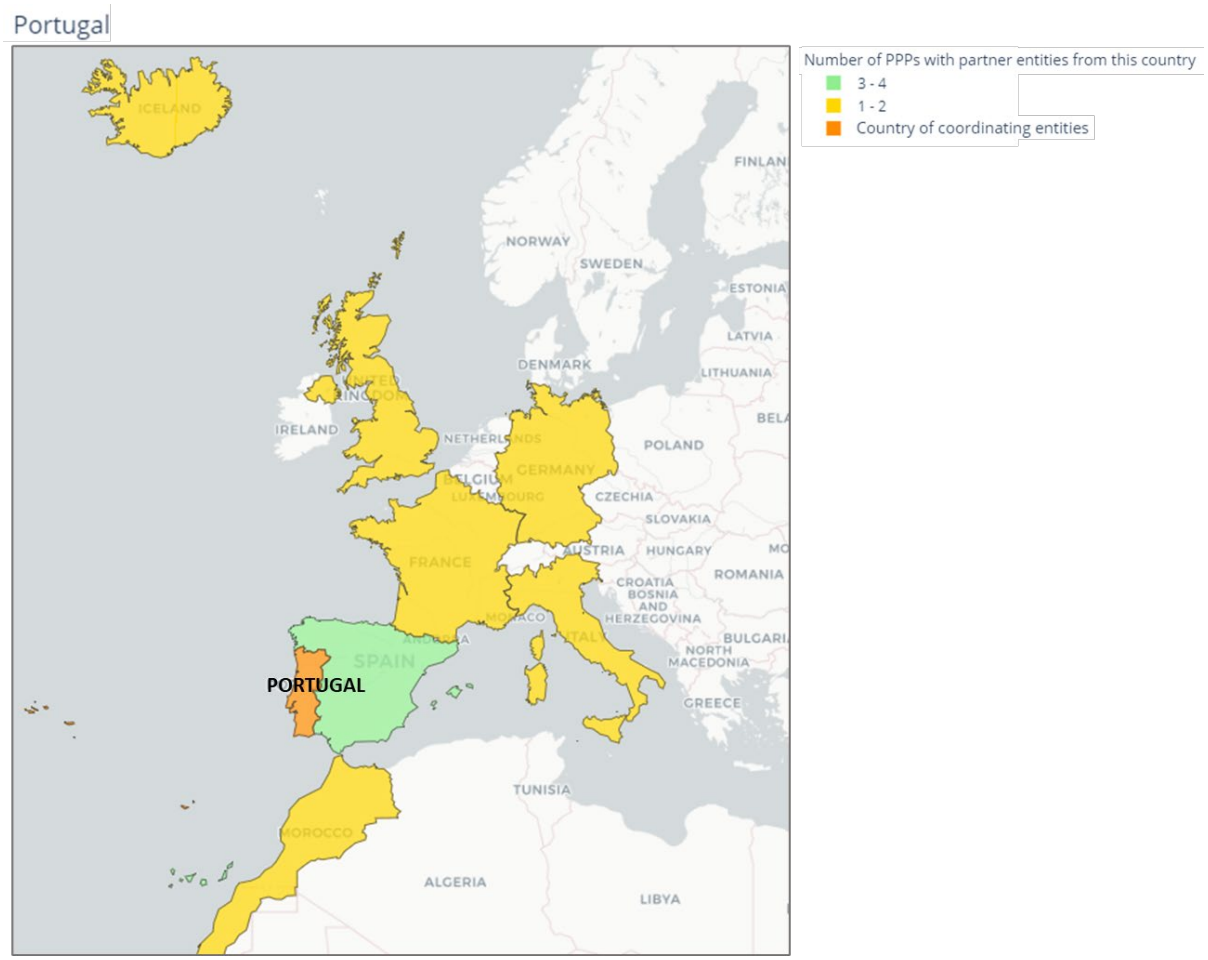
Croatia

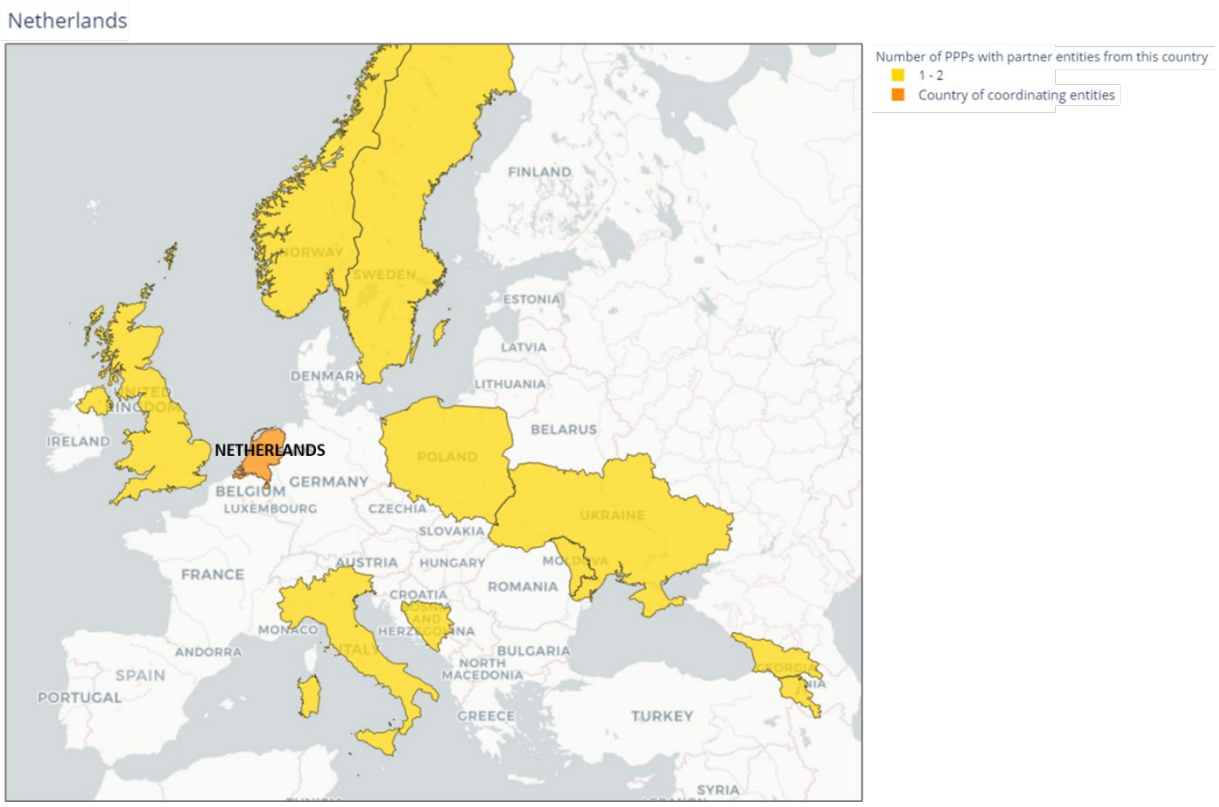


Source: ICF elaboration on the basis of project mapping data.

Lastly, within this selection of countries with the highest numbers of PPP coordinating entities, **Portuguese and Dutch entities** coordinated the fewest**,** at four each. Portuguese entities usually cooperated with Spanish entities and those from six other countries (EU Member States, Iceland, Morocco). By contrast, PPPs coordinated by Dutch entities typically involved partners from eligible countries in the Eastern Neighbourhood, as well as Bosnia and Herzegovina in the Western Balkans.

*Figure 11. National origin of PPP partner entities participating in PPPs coordinated by **Portuguese and Dutch** entities*





Source: ICF elaboration on the basis of project mapping data.

2 Methodology

This section provides an overview of the study's methodological approach, focusing on the inception, desk and field phases. It provides an overview of the data collected, together with methodological challenges and limitations of the evaluation.

2.1 Methodological approach and data collection tools

2.1.1 Inception phase

The inception phase provided a foundation for the evaluation through several specific tasks:

- **Rapid evidence assessment:** the evaluation team assembled and reviewed all key documentation, data and literature to assess the quality of existing evidence and identify data gaps to address.
- **Scoping interviews:** Six interviews were conducted with relevant DG ECHO staff (Units B.1, B.2 and A.3) who have been involved in selection and management of PPPs in order to set the evaluation context and identify further data gaps.
- **Refining of evaluation framework, methodology and tools:** the previous tasks informed the design of the data collection tools. The evaluation team developed surveys and interview questionnaires (by stakeholder type) and revised the evaluation framework.

2.1.2 Desk phase

The desk phase consisted of the collection of data and information from various available sources, including a comprehensive desk review, mapping of projects, stakeholder consultation and network analysis.

Desk research and project mapping

The evaluation team carried out an **in-depth analysis of existing documentation**, literature and data on the PPP Programme, UCPM and other relevant EU, international and selected national instruments providing funding for PPPs.

This was complemented by the **mapping of the 132 PPPs** that took place during 2014-2020. This mapping comprised different layers of analysis of the qualitative and quantitative information gathered from the project documentation of the 132 PPPs. This multi-layered approach involved a general mapping of all 132 projects, complemented by a deeper qualitative and quantitative mapping of 35 PPPs, selected by the evaluation team in collaboration with DG ECHO (see Annex 4 for the comprehensive list of 132 and 35 PPPs analysed).

- **First layer of mapping:** A repository of available quantifiable information from all 132 funded PPPs, including financial data, consortium data and information that can be included in typologies (e.g. type of project, sector).
- **Second layer of mapping:** The evaluation team selected 35 PPPs for a targeted review of project documentation (i.e. proposal, grant agreement), as well as DG ECHO's data and feedback.

Stakeholder consultation

The mapping of projects was accompanied by consultation with key stakeholders (197 responses to four online surveys, 103 interviews) and with 33 end users through e-workshops (inclusive of consultations carried out in the field phase).

The evaluation team conducted four **online surveys** with: 1) **PPP coordinators,** 2) **members of consortia**[25] for projects between 2014-2020[26], 3) **national civil protection authorities** in EU Member States, UCPM Participating States and eligible third countries, and 4) national representatives of civil protection authorities on the **Civil Protection Committee (CPC)**. The evaluation team received the following completed surveys (see Annex 5 for the full stakeholder consultation breakdown):

- 47 project coordinators (of 132 contacted);
- 117 members of consortia (of 431 contacted);
- Seven national civil protection authorities (of 52 countries contacted across EU Member States, UCPM Participating States and eligible third countries[27]); and
- 26 national representatives of civil protection authorities on the CPC (of the 34 countries of the UCPM, i.e. 28 Member States and six UCPM Participating States).

Overall, the survey respondents were largely representative of PPP beneficiaries, whose response rate was somewhat higher. With most national representatives coming from the CPC, there was a higher representation of national perspectives from EU Member States and Participating States. Nevertheless, results were triangulated with interview results to close the gap in national perspective, particularly for eligible third countries.

The evaluation team also ran a series of interviews to collect qualitative data from: 1) **national civil protection authorities** from EU Member States, UCPM Participating States and eligible third countries, 2) **PPP project coordinators** from the 35 PPPs selected through the project mapping, and 3) **other relevant EU stakeholders**.

The evaluation team conducted the following interviews (see Annex 5 for the full stakeholder consultation breakdown):

- 28 interviews with national civil protection authorities from the 52 countries within scope of the evaluation (see Annex 1):
  - 14 interviews with national civil authorities from the 28 **EU Member States**;
  - 4 interviews with national authorities from the six **UCPM Participating States**; and
  - 10 interviews with national authorities from the 19 **eligible third countries;**
- 38 interviews with PPP project coordinators; and
- Five interviews with EU stakeholders

The evaluation team also carried out a parallel assessment focussing on **unsuccessful PPP applicants and authorities less active in the PPP Programme**. Interviews with these stakeholders provided a comparative angle on the impact of PPP funding. The response rate from the stakeholders contacted was lower than expected, meaning that this methodological tool could not be relied on as originally envisioned (see section 2.2 below). The evaluation team conducted the following interviews:

- Three interviews with unsuccessful PPP applicants (of 18 contacted); and
- Two interviews with national authorities of the five less active in the PPP Programme (i.e. beneficiaries for the fewest PPPS - Hungary, Lithuania, Luxemburg, Malta and Slovakia).

[25] PPP partners are referred to as 'members of consortia', in line with the survey terminology. Annex 2 has further detail on the terms used for PPP beneficiaries.

[26] Invites were also sent to the coordinators of 2020 PPPs that were ongoing, but not those that were funded and yet to begin.

[27] Although Syria falls into this category, the evaluation team did not contact Syrian authorities as cooperation is suspended due to the ongoing conflict.

Network analysis

The evaluation team conducted a **network analysis** (see Section 1.2), which presents the links between countries where PPPs have been implemented. The network analysis conceptualises the relationships between entities and countries, highlighting how different countries work together on PPPs. The analysis focuses on the nature of the PPPs and relationships forged by the countries that were most frequently beneficiaries of the Programme, as well as the overall inter-connections between countries. The analysis also provides an insight into the typology of hazards, end users and entities coordinating PPPs in the framework of internal and external budgets. The results of the network analysis are presented in a series of maps, depicting:

- Types of PPP coordinators by internal and external PPPs;
- Types of hazards covered by internal and external PPPs (the types of hazards covered are linked to the country of the coordinating entity not to the target countries of the PPPs);
- End users targeted by internal and external PPPs;
- Coordinating country networks: this map shows the links between coordinating entities and partner entities across all countries, as well as the total number of partners of each coordinator entity (by country);
- PPP partners for selected countries with at least four coordinating entities (Italy, Spain, Germany, Greece, Finland, Austria, Cyprus, France, Croatia, Portugal, Netherlands).

2.1.3 Field phase

Finally, **six case studies** (Table 2) were developed with the Evaluation's Civil Protection Expert Panel[28], three each for prevention and preparedness. In-depth interviews were carried out with the six PPP project coordinators, as well as 23 PPP partners, four DG ECHO Desk Officers working on the respective PPPs, and e-workshops with 33 end users.

Table 2. Six PPPs selected as case studies

Pillar	Project acronym	Project name	Budget line	Year
PREPAREDNESS	POSOW 2	Preparedness for oil-polluted shoreline area clean-up and oiled wildlife interventions	EXT	2014
	PROMEDHE	Protecting Mediterranean Cultural Heritage during Disasters	EXT	2015
	IPCAM 2	Increasing Preparedness Capacities Across the Mediterranean 2	EXT	2016
PREVENTION	U-SCORE	Managing urban risks in Europe: implementation of the City Disaster Resilience Scorecard	INT	2015
	SAVEMEDCOAST	Sea level rise scenarios along the Mediterranean coasts	INT	2016
	CapaCities	Disaster Risk Management Capacity Development for Cities in Eastern Partnership Countries	EXT	2017

[28] Juergen Hoegl, Kenn Christensen, Andrea de Guttry, Antonin Petr, Laurent de Pierrefeu.

2.1.4 Reporting

Drawing from the data collected through the inception, desk and field phases, the report addresses evaluation questions on the corresponding evaluation criteria established in the earlier Inception and Desk Reports (see Annex 2 for the evaluation questions).

The evaluation team also held an **expert validation workshop** with the evaluation's Civil Protection Expert Panel. The workshop with the full panel took place on 12 April 2021 and lasted approximately three hours. The experts received the draft final report with the Steering Committee's comments and guidance beforehand, with the workshop acting as a forum to discuss the validity of the data collected, evaluation findings and recommendations. All insights from the experts were then incorporated into the evaluation report.

2.2 Methodological challenges and limitations

Several methodological challenges and limitations emerged with respect to data collection activities:

- Due to the ongoing COVID-19 pandemic, the **case studies' envisaged field visits to PPPs had to be conducted remotely**. While these e-workshops brought together stakeholders from more remote localities and across countries, it was at the cost of the planned observations of activities and outputs of ongoing PPPs.
- There were **difficulties in obtaining a high participation rate for the targeted online surveys**. Despite six rounds of reminders, participation remained especially low among the national civil protection authorities.
- Similarly, there were **difficulties obtaining interviews**, especially with national stakeholders from EU Member States. Substantial difficulties were experienced in respect of unsuccessful PPP applicants and countries less active in the PPP Programme, with stakeholders citing COVID-19 absences or a lack of access to documents because of remote working circumstances.
- Despite the broad linguistic range of the evaluation team, **language barriers** posed some challenges for the targeted interviews. Where possible, the evaluation team conducted interviews in national languages of the consultees.
- The **available PPP documentation differed in detail,** somewhat limiting the systematic qualitative mapping of the 35 selected PPPs. In addition, only a minority of PPP beneficiaries provided quantitative project data. There were no available quantitative data on the benefits of the projects or the extent to which the projects reduced disaster risk and/or led to efficiency gains. This hindered the cost-benefit analysis, which had to rely on proxy data and could only be carried out for a small number of projects;
- As this is the first evaluation of the PPP Programme, **this evaluation could not rely on past baseline data nor on a performance assessment framework at programme level**. Therefore, an evaluation framework developed ex-post specific indicators to assess the Programme as best as possible.

As outlined in the section, complementary research methods were used to enhance the reliability and validity of the data collected and to provide the basis for cross-verification, corroboration and triangulation of the evaluation results. The vested interests of different stakeholder groups were considered to address potential bias and to ensure objectivity.

3 Evaluation findings

This section consists of the evaluation findings across the evaluation criteria: effectiveness, efficiency, relevance, coherence, EU added value and sustainability.

Each section starts with a table introducing the key findings under each sub-criteria. Then, findings and evidence are presented in a narrative form and supported by call out boxes that illustrate specific examples, graphs and tables. Throughout the sections bold text highlights main findings and/or important evidence generated by data collection.

3.1 Effectiveness

3.1.1 Level of achievement of PPP Programme and project objectives

Key points:

- Overall, PPPs selected for funding under the PPP Programme during the evaluation period achieved the objectives set out in their proposals.
- The good cooperation among PPP beneficiaries was the main success factor in project implementation. Some of the main factors hindering the effectiveness of PPPs included communication problems and different levels of commitment among consortia members, political challenges and complex administrative procedural rules, and difficulties in working with local partners.
- The objectives set out in PPPs were in line with the objectives set in the calls for proposals (see Annex 1). Almost all objectives of the PPP Programme in the field of preparedness were achieved, along with a majority of those in prevention.
- Some of the factors hindering the effectiveness of the PPP Programme included the lack of visibility of project outputs, lack of access to information on previous PPPs, complex administrative requirements at Programme and national level, and the absence of continuation plans for some of the projects.
- Networking opportunities were the main factor contributing to the success of the PPP Programme.

3.1.1.1 Level of achievement of project objectives as set out in their proposals

Overall, PPPs selected for funding under the PPP Programme achieved the objectives set out in their proposals. Nevertheless, a number of projects faced obstacles in undertaking the planned activities, in some cases delaying project implementation and the delivery of outputs.

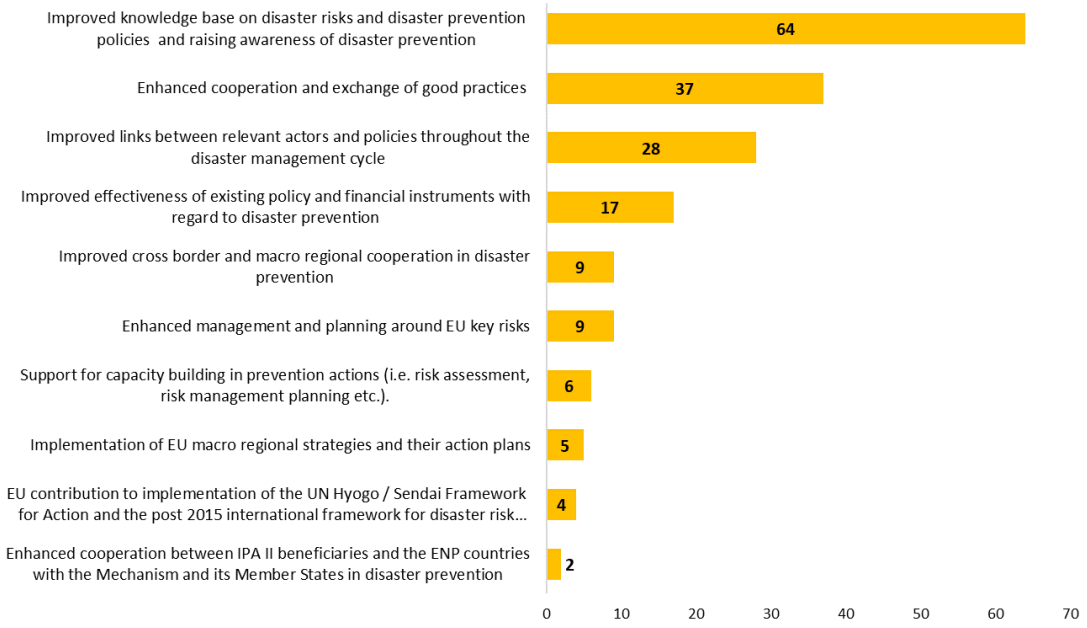
Level of achievement of prevention project objectives as set out in their proposals

Most of the prevention projects expected to **improve the knowledge base on disaster risks and disaster prevention policies and to raise awareness of disaster prevention** (i.e. better understanding and adaptation to the future impacts of climate change - 64 projects) (Figure 12). At least one-third of the prevention projects funded aimed to:

- Enhance cooperation and exchange of good practices in the field of prevention (37 projects); and,
- Improve the links between relevant stakeholders and policies throughout the disaster management cycle (prevention-preparedness-response-recovery) (28 projects).

Other outcomes expected from prevention projects included more effective prevention-related policies and financial instruments, improved cross-border cooperation in the field of prevention, and enhanced management and planning around EU key risks (Figure 12).

Figure 12. Number of prevention projects contributing to each expected outcome



Source: ICF, based on project mapping (n=67).

Most completed prevention projects that received funding under the PPP programme produced their planned outputs[29]**, achieved their objectives**[30] **and delivered the expected outcomes**[31]. Some went even beyond what was set out in their proposals[32]. For example, the ImProDiret project scaled up its dissemination and awareness-raising activities with the local community, which was not foreseen in the initial proposal[33]. Similarly, the U-SCORE project created synergies at city level that were outside the initial anticipated reach of the project[34]. The CapaCities project's additional accomplishments included the establishment of the Disaster Risk Management (DRM) Department in Kutaisi (Georgia) and raising awareness of the need for local-level DRM planning at national level and among other municipalities[35]. The outputs of the RECIPE project had an impact on countries that were neither targeted nor part of the project[36]. The FLOOD CBA 2 project's additional deliverables included additional training tutorials and data tools[37].

A minority of prevention projects did not achieve their intended outputs and outcomes[38]. Findings from the project mapping were confirmed by the stakeholder consultation, as only 2% of the project coordinators and 3% of the consortia members

[29] Project mapping, case studies, surveys of project coordinators (60%), members of consortia (61%), national civil protection authorities (72%).

[30] Project mapping, case studies, interviews with project coordinators (12).

[31] Project mapping, case studies, surveys of project coordinators (62%), members of consortia (61%), national civil protection authorities (72%).

[32] Case studies, project mapping, interviews with project coordinators (2).

[33] Project mapping and stakeholder consultation.

[34] Project mapping and case study.

[35] Project mapping.

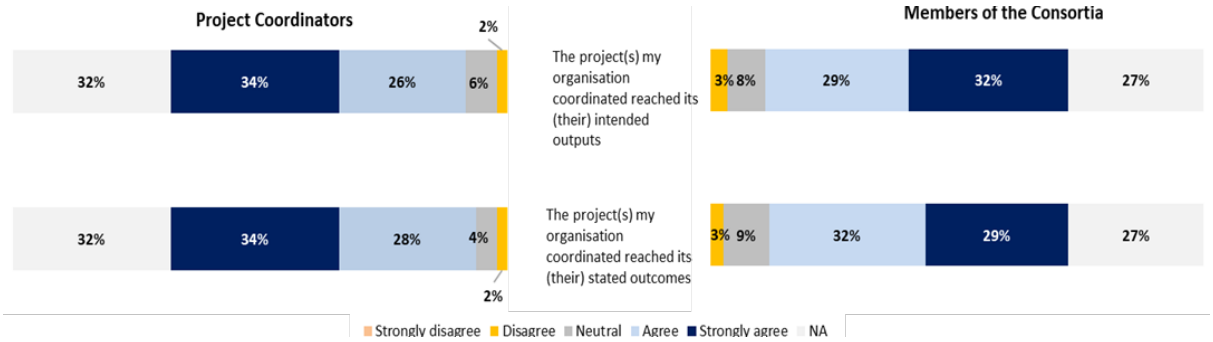
[36] Project mapping.

[37] Project mapping.

[38] Project mapping, case studies, surveys of project coordinators (2%) and of members of consortia (3%).

surveyed stated that their projects did not achieve the planned outputs and outcomes (see Figure 13). Although some prevention projects did not fully achieve all of their targets (e.g. U-SCORE, OpenRisK, SMUFF, SASPARM 2.0)[39], the overall delivery of the project was not significantly undermined[40].

Figure 13. Share of project coordinators and consortia members who believe that their prevention projects achieved their stated outputs and outcomes



Source: ICF, based on survey of project coordinators (n=47) and survey of members of the consortia (n=117). NA = not applicable.

Level of achievement of preparedness project objectives as set out in their proposals

The main **expected outcomes** of at least one-third of **preparedness projects** funded under the PPP Programme included[41]:

- Better awareness and skills among civil protection and marine pollution experts and volunteers working in the field of preparedness (i.e. thorough the development of advanced training and/or exercising capacities) (39 projects); and
- Increased preparedness through closer cooperation and exchange of good practices among the EU Member States, UCPM Participating States and eligible third countries (29 projects); and
- Greater transferability of results in the field of preparedness to other states, regions or organisations (27 projects).

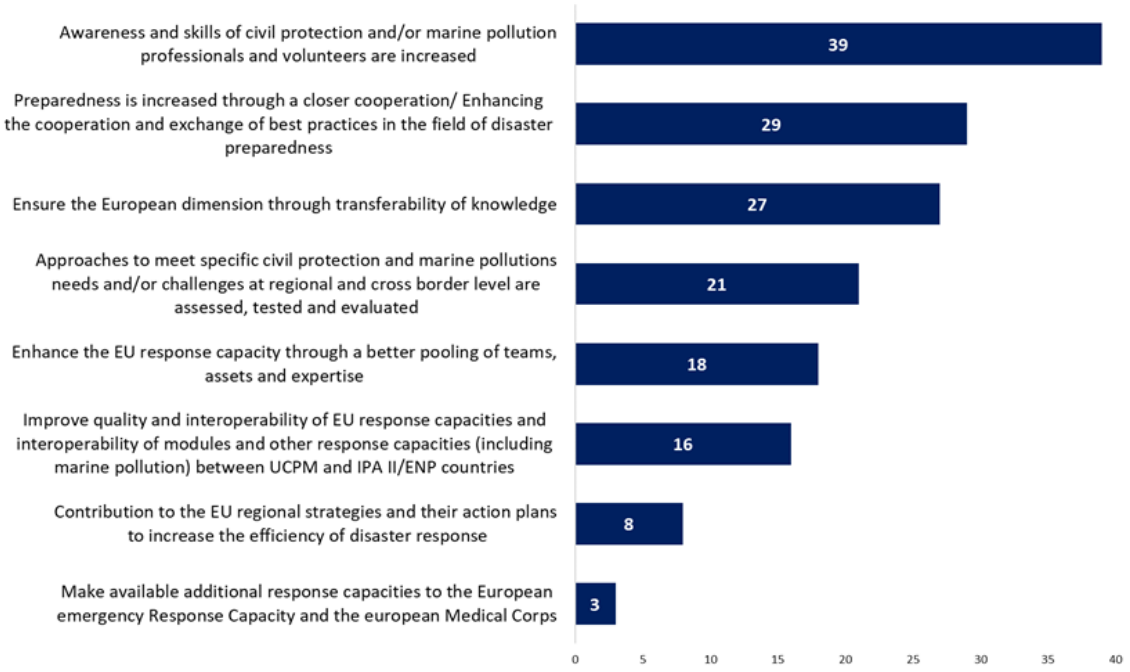
Other expected outcomes of preparedness projects included assessments of innovative approaches to meet civil protection and marine pollution needs, enhanced EU response capacity through better pooling of teams and assets, improved quality and interoperability of EU response capacity, and the development of action plans to increase the efficiency of disaster response. Only three preparedness projects aimed to increase the response capacities of the European Medical Corps and the European Emergency Response Capacity (EERC) (see Figure 14).

[39] Project mapping.

[40] Project mapping and stakeholder consultation.

[41] Project mapping.

Figure 14. Number of preparedness projects contributing to each expected outcome



Source: ICF, based on project mapping (n=65).

A majority of completed preparedness projects that received funding under the PPP Programme produced the intended outputs[42] and achieved their expected outcomes[43] and objectives[44]. Some projects delivered additional outputs and outcomes that were not included in their original proposal[45]. For example, the EVANDE project produced additional UCPM training, the PACES project introduced scientifically sound scenarios from educational institutions in Greece and Cyprus, and the ALTER project benefitted the Ministry of Emergency of Armenia – although not an end user – which modified some legal provisions in response to project findings.

Only a minority of preparedness projects did not achieve their expected outputs and outcomes[46]. Findings from the project mapping were confirmed by the stakeholder consultation, as only 2% of the project coordinators and 3% of the members of the consortia surveyed stated that their preparedness projects did not achieve the planned outputs and outcomes (see Figure 15). Despite the fact that some of the project targets were not fully achieved (e.g. POSOW 2, EASeR, IPCAM 2, HNS-MS, EMPREP, MERCI, EURACARE), other activities yielded outcomes beyond those proposed (e.g. POSOW 2, EASeR, MERCI)[47] and the overall achievement of the project was not significantly undermined[48].

[42] Project mapping, case studies, surveys of project coordinators (49%), members of consortia (63%), national civil protection authorities (71%).

[43] Project mapping, case studies, surveys of project coordinators (47%), members of consortia (64%), national civil protection authorities (85%).

[44] Project mapping, case studies, interviews with project coordinators (12).

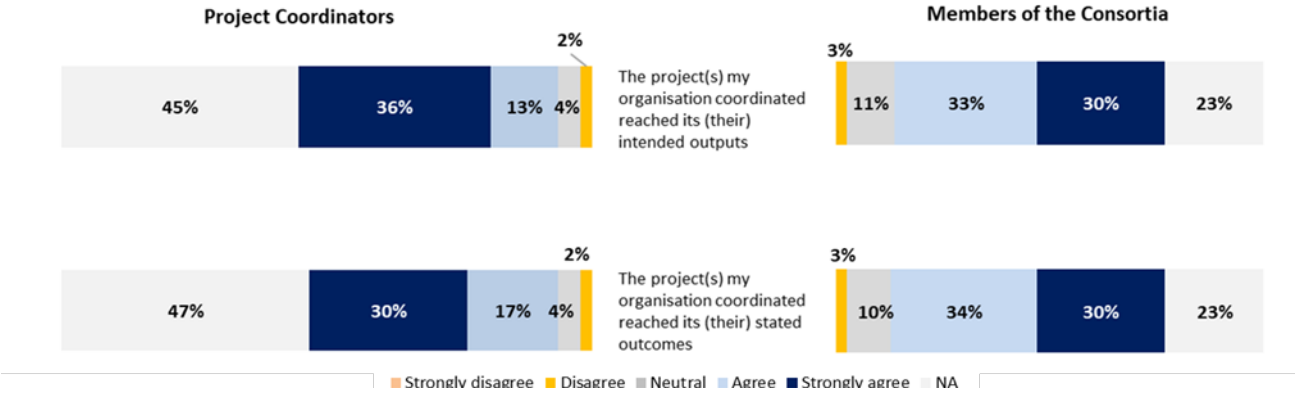
[45] Project mapping, interviews with project coordinators (3).

[46] Project mapping, case studies, surveys of project coordinators (2%), members of consortia (3%).

[47] Project mapping.

[48] Project mapping.

Figure 15. Share of project coordinators and consortia members who believe that their preparedness projects achieved their stated outputs and outcomes



Source: ICF, based on survey of project coordinators (n=47) and survey of members of the consortia (N=117). NA= not applicable.

Factors facilitating and hindering the effectiveness of PPPs

The main **factors that facilitated the successful implementation of both prevention and preparedness projects** included:

- **Good internal coordination and strong cooperation among PPP beneficiaries** (i.e. high level of understanding, flexibility and commitment of partners) was identified as the main factor positively contributing to the successful implementation of PPPs[49]. The organisation of regular meetings between beneficiaries was considered a good practice in the implementation of PPPs[50].

TRANSNATIONAL BENEFICIARIES AND ACTIVE PARTICIPATION OF NATIONAL CIVIL PROTECTION AUTHORITIES AS SUCCESS FACTORS

One of the main strengths of the PROMEDHE project was that it gathered five national civil protection authorities, all sharing a common view on the importance of investing in disaster preparedness, including for the safeguarding and protection of damaged cultural heritage, the need to establish effective interinstitutional coordination arrangements with other national players involved in disaster management, and the significance of increased exchanges of expertise at regional and transnational level.

Source: Project mapping and case study.

[49] Case studies, project mapping, interviews with project coordinators (14), members of consortia (3) and national civil protection authority (1), surveys of project coordinators (18 responses), members of consortia (39 responses) and national civil protection authorities (3 responses).

[50] Interviews with project coordinators (2) and member of consortium (1), survey of project coordinators (2 responses).

- **Building on existing partnerships** and relying on known partners was seen as a facilitating factor for project implementation[51].
- **Good cooperation with national civil protection authorities and other national authorities** in beneficiary countries, as well as their interest and commitment to project outputs facilitated the implementation of PPPs[52].
- Working **with local partners** was considered good practice in the implementation of PPPs, as they help in identifying priorities and needs on the ground, as well as in engaging with key stakeholders at national level[53].
- **Cross-border PPP beneficiaries**[54] was considered as a facilitating factor as it allowed for the transfer of knowledge between different countries and different contexts, as well as for the exchange of good practices and lessons learned.
- **Compressive planning at proposal stage** (e.g. defining achievable and clear objectives and work packages, understanding the needs of end users, assigning clear roles to PPP beneficiaries, identifying the right methodology) constituted facilitating factors[55]. Adequate project scoping and project and financial planning were key for successful project implementation.
- **Close cooperation and active involvement of end users in the project** (e.g. through field missions, workshops, surveying end users, working with local partners), including at proposal stage, facilitated project implementation[56]. Understanding the needs of end users and giving them a sense of ownership of the final products contributed to the successful achievement of project outcomes.
- **High technical expertise together with a combination of scientific, operational and thematic expertise, and the strong experience** of project

IMPORTANCE OF THE INVOLVEMENT OF END USERS IN THE DESIGN AND IMPLEMENTATION OF PPPS

In the **EVANDE project**, end users were consulted and provided feedback at all steps of the project, from the development of the proposal to the design and delivery of project outputs. On the basis of that feedback, the project delivered additional outputs that were not initially foreseen (i.e. an additional training course on the UCPM and electronic certification for a training course).

In the **POSOW 2 project**, the widespread consultation of end users at the beginning of the project to assess their needs was considered a key element in the successful implementation of the project.

Source: Project mapping and case studies.

[51] Interviews with project coordinators (5), surveys of project coordinators (3 responses) and of members of consortia (5 responses).

[52] Project mapping, interviews with project coordinators (7) and members of consortia (2), surveys of project coordinators (4 responses), members of consortia (7 responses) and national civil protection authorities (1 response).

[53] Project mapping, interviews with project coordinators (4), surveys of project coordinators (9 responses) and of members of consortia (5 responses).

[54] Project mapping, case studies, interviews with project coordinators (2), surveys of project coordinators (6 responses), members of consortia (39 responses) and national civil protection authorities (1 response).

[55] Case Studies, project mapping, interviews with project coordinators (3), surveys of project coordinators (8 responses), members of consortia (26 responses) and national civil protection authorities (1 response).

[56] Project mapping, interviews with project coordinators (5), surveys of project coordinators (10 responses) and of members of consortia (9 responses).

coordinator(s) and partners contributed to the successful implementation of projects[57].

- **Use of innovative methodologies and technologies** (e.g. organisation of virtual training, innovative hazard assessment methodology, new methodologies for disaster risk reduction, exploitation of earth observation products, use of drones, use of mathematical modelling to increase transferability)[58] made project outputs more attractive to end users and in some cases facilitated the transferability of results.
- **Previous experience in developing and managing other PPPs and other EU-funded projects in similar thematic areas** (e.g. IPA funds, Interreg projects) facilitated the delivery of project outputs[59].

The technical support provided by DG ECHO[60], having a smaller number of beneficiaries per PPP[61], and implementing good dissemination and visibility strategies[62] facilitated the successful implementation of PPPs. Having a fully dedicated staff member dealing with financial and administrative issues related to project implementation was also considered good practice in some projects[63].

The majority of prevention[64] and preparedness[65] projects were implemented as planned. This was confirmed by both the project mapping and the stakeholders surveyed (see Figure 16). However, **some projects faced obstacles and challenges** that did not have an impact on the delivery of the project outcomes but led to some delays in project implementation[66]. In a few instances, implementation obstacles prevented the delivery of some planned outputs[67].

[57] Project mapping, interviews with project coordinators (4), members of consortia (2) and national civil protection authority (1), surveys of project coordinators (12 responses), members of consortia (12 responses) and national civil protection authorities (1 response).

[58] Surveys of project coordinators (14 responses), members of consortia (38 responses) and national civil protection authorities (2 responses).

[59] Project mapping, interviews with project coordinators (7) and national civil protection authority (1), surveys of project coordinators (5 responses) and members of consortia (3 responses).

[60] Project mapping, surveys of project coordinators (9 responses), members of consortia (11 responses) and national civil protection authorities (2 responses).

[61] Interviews with project coordinators (2), survey of members of consortia (4 responses).

[62] Surveys of project coordinators (3 responses) and of members of consortia (2 responses).

[63] Project mapping, interview with project coordinator (1). See, for example, the EASeR project.

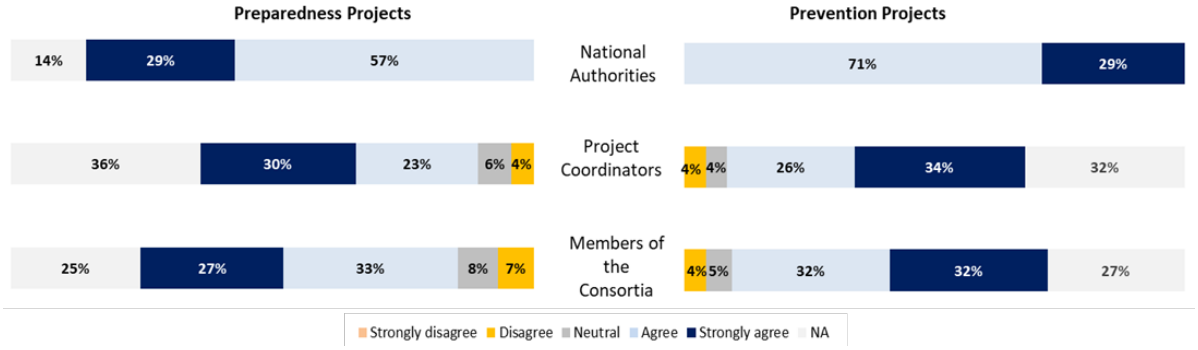
[64] Project mapping, surveys of project coordinators (60%), members of consortia (64%) and national civil protection authorities (100%).

[65] Project mapping, surveys of project coordinators (53%), members of consortia (60%) and national civil protection authorities (86%).

[66] Project mapping, 18 preparedness projects and 13 prevention projects experienced implementation delays. Delays affected project activities, submission of progress/final reports and delivery of project outputs. The length of the delay ranged from a few days to seven months.

[67] Project mapping, 5 preparedness projects and 2 prevention projects.

Figure 16. *Share of National authorities, project coordinators and consortia members which stated that the project(s) they endorsed was (were) implemented as planned*



Source: ICF, based on survey of project coordinators (n=47), survey of members of the consortia (n=117) and survey of national civil protection authorities (n=7).

Challenges and obstacles negatively impacting project implementation included:

- **Communication obstacles** and cooperation difficulties among PPP beneficiaries. Such obstacles included language barriers, difficulties posed by different national contexts and procedures, cultural differences and varying expectations[68].
- **Political challenges** (e.g. lack of political will, changes in political priorities, political instability and political tensions, changes in national administrations, limited access to data) and difficulties in dealing with national and local authorities led to project implementation challenges, particularly in third countries[69]. In the same vein, complex national administrative procedural rules (e.g. accessing additional/complementary funding, recruitment and contractual issues, purchasing equipment, VAT eligibility, tax requirements, long purchasing processes), differences in national administrative procedures, and budget cuts at national level also hampered the effective delivery of some projects[70].
- **Difficulties with local partners** (lack of human and financial resources, local partners not used to DG ECHO administrative requirements, lack of understanding of UCPM procedures, etc.) hindered project delivery[71].
- **Uneven level of commitment**, motivation and preparation among PPP beneficiaries had a negative impact on project implementation[72].

[68] Project mapping, interviews with project coordinators (2), member of consortia (1) and national civil protection authority (1), surveys of project coordinators (4 responses), members of consortia (17 responses) and national civil protection authorities (3 responses).

[69] Project mapping, interviews with project coordinators (12) and members of consortia (4), surveys of project coordinators (3 responses) and of members of consortia (3 responses).

[70] Interviews with project coordinator (1), members of consortia (2) and national civil protection authority (1), surveys of project coordinators (3 responses) and of members of consortia (4 responses).

[71] Interviews with project coordinators (2) and national civil protection authority (1), surveys of project coordinators (3 responses) and of members of consortia (1 response).

[72] Interviews with project coordinators (3), surveys of project coordinators (5 responses) and of members of consortia (4 responses).

POLITICAL AND INSTITUTIONAL CHALLENGES

U-SCORE: conservative culture and/or insufficient national legislation blocked enhanced cooperation between public/private partnerships for the benefit of project activities targeting large-scale crises.

PROMEDHE: regional political tensions between Israel and Palestine created challenges in balancing national and regional interests and activities. In Israel, the project was seen as sensitive and required the approval of high-level national authorities.

IPCAM 2: the complex set-up of Tunisian civil protection created significant challenges in getting enough stakeholders on board to support the institutionalisation of outputs.

POSOW 2: training activities planned in Libya could not be carried out for security reasons and were held in Tunisia instead. Similarly, in the EmPrep project, the political situation in Armenia (the 'Velvet Revolution') hampered the delivery of some of the project outputs (some foreseen Memoranda of Understanding (MoU) were not signed).

Source: Project mapping and case studies.

- A **smaller number of projects also experienced challenges** in their communication with DG ECHO (i.e. not enough support provided by Desk Officers and changes in Desk Officers)[73]. Although the current DG ECHO submission and reporting system was generally viewed as an improvement, some project coordinators and partners observed that the administrative requirements (i.e. reporting requirements, financial requirements, the electronic submission platform) still translated into time-consuming procedures with a negative impact on the implementation of the project[74]. Several projects (e.g. HNS-MS, DECATASTROPHIZE, CRUA, POSOW 2, MELOGIC) experienced unforeseen changes in the composition of the consortia (e.g. change of project coordinator, key experts) delayed project implementation[75]. Unexpected disasters and emergencies, such as the earthquakes in Italy in 2016-2017, the collapse of Morandi Bridge in the city of Genoa in 2018, the Manchester arena terrorist attack, and recurring fires in Portugal required the intervention of civil protection authorities and some consortia members, resulting in delays in a few projects (e.g. EASeR, PACES, PROMEDHE, U-SCORE 2, IPCAM 2, PrepCaP, START, EMPREP).

Obstacles posed by the COVID-19 pandemic (e.g. travel restrictions, reaching out to end users, carrying out exercises and tests) had a significant impact on project implementation (primarily in the form of delays and cancelled activities such as trainings and exercises, which required the participation of several participants from

[73] Project mapping, interviews with project coordinators (4) and member of consortia (1), surveys of project coordinators (4 responses) and of members of consortia (3 responses).

[74] Interviews with project coordinators (2) and member of consortia (1), surveys of members of consortia (6 responses).

[75] Project mapping, interview with project coordinator (1), surveys of project coordinators (1 response) and of members of consortia (2 responses).

entities involved in the project as well as end users)[76]. Some examples of PPPs negatively impacted by COVID-19 include: AIDERS, EASER, IMAROS, PROMETHEUS, Ready To Respond, PREVAIL, ARIMA, ProCultHer, SCORCH, CASCADE, SAVEMEDCOASTS 2 and EVE[77].

3.1.1.2 Level of achievement of PPP Programme objectives (as set in calls for proposals)

The objectives set in PPPs for the evaluation period are in line with the objectives set in the calls for proposals (see Annex 1). Almost all of the objectives of the PPP Programme (as set out in the calls for proposals) in the field of preparedness and a majority of those in prevention were achieved. Most factors hindering the effectiveness of the PPP Programme were intrinsic to the Programme. Networking opportunities were the main success factor of the PPP Programme.

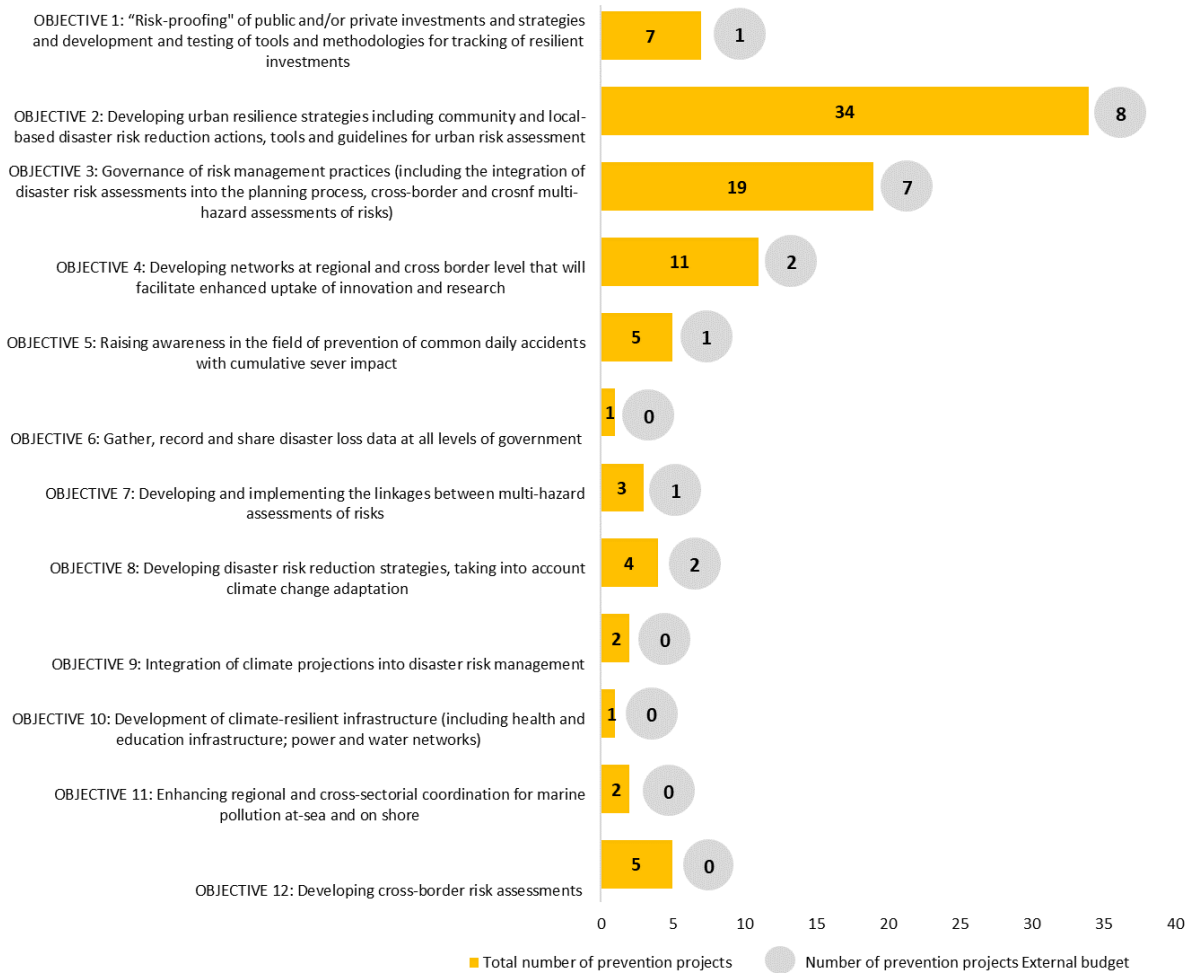
Level of achievement of PPP Programme objectives in the field of prevention

The objectives set out in prevention projects were aligned with the objectives set in the calls for proposals (see Annex 1). Over the evaluation period, each of the objectives identified in the PPP calls for proposals was covered by PPPs. Nevertheless, the level of coverage of the PPP Programme objectives varied substantially between objectives (Figure 17).

[76] Interviews of project coordinators (13), surveys of project coordinators (14 responses), members of consortia (31 responses) and national civil protection authorities (5 responses).

[77] Project mapping and interviews with project coordinators.

Figure 17. Number of prevention projects under each objective, 2014-2020



Source: ICF, based on project mapping.

Prevention projects contributed to achieving the majority of the relevant PPP Programme objectives. Nonetheless, the degree of achievement of those objectives varied significantly, with some objectives achieved to a great extent and others only partially achieved or not achieved). Most completed prevention projects funded under the PPP Programme effectively achieved their intended outcomes and contributed to one or more of the specific objectives described in Figure 17 (see section 3.1.1.1). For most objectives, this was confirmed by the responses to the surveys (see Annex 12). Thus, the PPP Programme, through funded prevention projects, greatly contributed to:

- Developing networks at regional and cross-border level to facilitate enhanced uptake of innovation and research (objective 4);
- Raising awareness in the field of prevention of common daily accidents with cumulative severe impact (objective 5);
- Developing and implementing the linkages between multi-hazard assessments of risks (objective 7);
- Developing disaster risk reduction strategies, taking into account climate change adaptation (objective 8); and
- Developing cross-border risk assessments (objective 12).

Table 3. Level of achievement of PPP Programme objectives in prevention

	NUMBER OF PROJECTS UNDER THE OBJECTIVE	PC agree / strongly agree	MOC agree / strongly agree	NA agree / strongly agree	CPC agree / strongly agree
OBJECTIVE 1: 'Risk-proofing' public and/or private investments and strategies and development and testing of tools and methodologies for tracking resilient investments	7	32%	31%	28%	19%
OBJECTIVE 2: Developing urban resilience strategies, including community and local-based disaster risk reduction actions, tools and guidelines for urban risk assessment	34	58%	38%	58%	39%
OBJECTIVE 3: Governance of risk management practices (including the integration of disaster risk assessments into the planning process, cross-border and cross multi-hazard assessments of risk)	19	49%	62%	100%	39%
OBJECTIVE 4: Developing networks at regional and cross-border level that will facilitate enhanced uptake of innovation and research	11	68%	64%	72%	61%
OBJECTIVE 5: Raising awareness in the field of prevention of common daily accidents with cumulative severe impact	5	72%	70%	86%	54%
OBJECTIVE 6: Gathering, recording and sharing disaster loss data at all levels of government	1	30%	32%	43%	19%
OBJECTIVE 7: Developing and implementing the linkages between multi-hazard assessments of risks	3	64%	62%	86%	50%
OBJECTIVE 8: Developing disaster risk reduction strategies, taking into account climate change adaptation	4	55%	59%	57%	31%
OBJECTIVE 9: Integrating climate projections into disaster risk management	2	47%	46%	43%	39%
OBJECTIVE 10: Developing climate-resilient infrastructure (including health and education infrastructure; power and water networks)	1	12%	25%	14%	23%
OBJECTIVE 11: Enhancing regional and cross-sectoral coordination for marine pollution at-sea and on shore	2	23%	26%	14%	15%
OBJECTIVE 12: Developing cross-border risk assessments	5	51%	55%	100%	50%

Source: ICF, based on project mapping, surveys of project coordinators (PC), members of consortia (MOC), national civil protection authorities (NA), and representatives of civil protection authorities in the Civil Protection Committee (CPC).

Although to a **lesser extent, prevention projects funded under the PPP Programme also contributed to**:

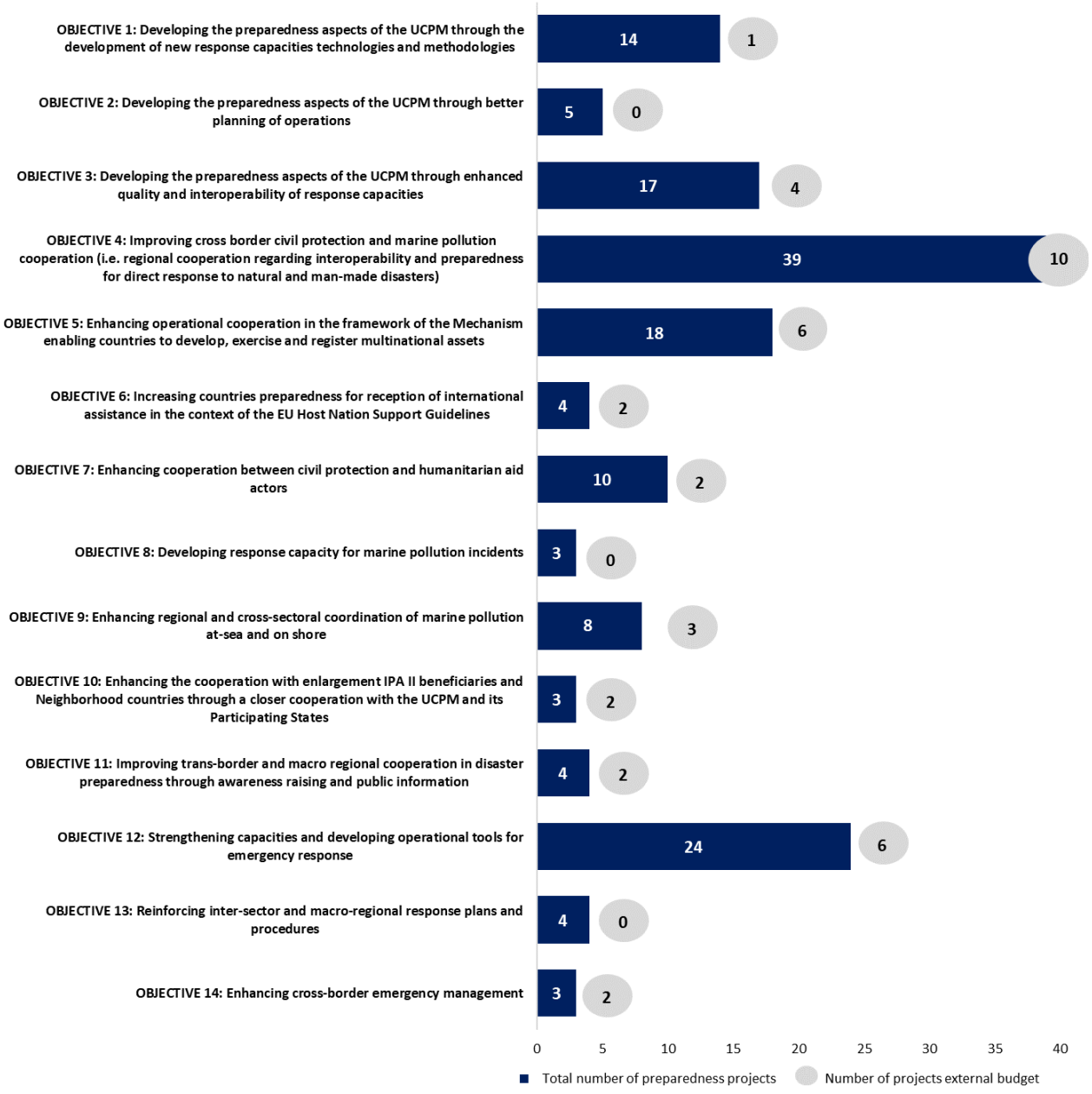
- **Developing urban resilience strategies**, including community and local-based disaster risk reduction actions, tools and guidelines for urban risk assessment (objective 2). However, while this objective was covered by the highest number of funded prevention projects (34) and a majority of project coordinators (58%) and national civil protection authorities (58%) surveyed believed that the PPP Programme succeeded in achieving this objective, only a (large) minority of members of CPC (39%) and consortia members (38%) agreed that the PPP Programme contributed to developing urban resilience strategies.
- **Improving the governance of risk management practices** (i.e. the integration of disaster risk assessments into the planning process, cross-border and cross multi-hazard assessments of risks) (objective 3). This objective was also covered by a high number of projects (19). Nevertheless, less than half of the project coordinators (49%) and CPC members (39%) surveyed believed that the objective was achieved, while all national civil protection authorities and most consortia members (62%) believed that the PPP Programme succeeded in improving the governance of risk management practices;
- **Integrating climate projections into disaster risk management** (objective 9). The PPP Programme objective to risk-proof public and/or private investments and strategies, develop and test tools and methodologies for tracking of resilient investments (objective 1) was considered achieved by a large minority of stakeholders consulted[78], despite the fact that only seven projects pursued that objective (see Table 3). Similarly, a large minority of survey respondents believed that the PPP Programme managed to improve the gathering, recording and sharing of disaster loss data at all levels of government (objective 6) (see Table 3). This is consistent with the results of the project mapping, which revealed that only one prevention project aimed to achieve this specific objective. In the same vein, only a minority of survey respondents considered the PPP Programme successful in developing climate-resilient infrastructures (objective 10) and in enhancing regional and cross-sectorial coordination for marine pollution at-sea and on shore (objective 11) (see Table 3). These two objectives were only covered by one and two prevention projects, respectively, which partly explains why they were not fully achieved. It is likely that stakeholders' awareness of the impact of the prevention projects on marine pollution is lower than for more traditional civil protection issues.

Level of achievement of PPP Programme objectives in the field of preparedness

The objectives set in preparedness projects were in line with those in the calls for proposals (see Annex 1). As for prevention, over the evaluation period, each of the objectives identified in the PPP calls for proposals were covered by PPPs. Nonetheless, differences were evident in the level of coverage of the PPP Programme objectives in the field of preparedness (Figure 18).

[78] This objective was addressed by one of the highest shares of members of consortia (13%) and members of the CPC (19%), who expressly stated that the objective was not achieved.

Figure 18. Number of preparedness projects under each objective, 2014-2020



Source: ICF, based on project mapping

Preparedness projects contributed to achieving almost all of the relevant PPP Programme objectives. Most completed preparedness projects funded during the evaluation period effectively achieved their intended outcomes and contributed to one or more of the specific objectives presented in Figure 18 (see section 3.1.1.1). This was confirmed by the analysis of survey responses, which suggested that preparedness projects contributed to achieving most of the objectives in the field of preparedness (See Annex 12). Thus, the PPP Programme, through funded preparedness projects, succeeded in:

- Developing the preparedness aspects of the UCPM through the development of new response capacities, technologies and methodologies (objective 1), better

planning of operations (objective 2) and enhanced quality and interoperability of response capacities (objective 3);
- Improving cross-border civil protection and marine pollution cooperation (i.e. regional cooperation regarding interoperability and preparedness for direct response to natural and man-made disasters) (objective 4);
- Improving cross-border and macro-regional cooperation in disaster preparedness through awareness-raising and public information (objective 11);
- Strengthening capacities and developing operational tools for emergency response (objective 12); and
- Enhancing cross-border emergency management (objective 14).

Table 4. Level of achievement of PPP Programme objectives in the field of preparedness

	NUMBER OF PROJECTS UNDER THE OBJECTIVE	PC agree / strongly agree	MOC agree / strongly agree	NA agree / strongly agree	CPC agree / strongly agree
OBJECTIVE 1: Developing the preparedness aspects of the UCPM through the development of new response capacities, technologies and methodologies	14	70%	71%	71%	73%
OBJECTIVE 2: Developing the preparedness aspects of the UCPM through better planning of operations	5	72%	69%	100%	66%
OBJECTIVE 3: Developing the preparedness aspects of the UCPM through enhanced quality and interoperability of response capacities	17	57%	63%	71%	61%
OBJECTIVE 4: Improving cross-border civil protection and marine pollution cooperation (i.e. regional cooperation regarding interoperability and preparedness for direct response to natural and man-made disasters)	39	53%	51%	58%	50%
OBJECTIVE 5: Enhancing operational cooperation in the framework of the UCPM, enabling countries to develop, exercise and register multinational assets	18	27%	45%	72%	69%
OBJECTIVE 6: Increasing countries' preparedness for reception of international assistance in the context of the EU Host Nation Support Guidelines	4	19%	42%	72%	73%
OBJECTIVE 7: Enhancing cooperation between civil protection and humanitarian aid actors	10	34%	44%	86%	39%
OBJECTIVE 8: Developing response capacity for marine pollution incidents	3	17%	25%	43%	19%
OBJECTIVE 9: Enhancing regional and cross-sectoral coordination of marine pollution at-sea and on shore	8	13%	21%	43%	12%
OBJECTIVE 10: Enhancing cooperation with enlargement IPA II beneficiaries and Neighbourhood countries through closer cooperation with the UCPM and its Participating States	3	34%	34%	57%	50%
OBJECTIVE 11: Improving cross-border and macro-regional cooperation in disaster preparedness through awareness-raising and public information	4	51%	55%	57%	54%
OBJECTIVE 12: Strengthening capacities and developing operational tools for emergency response	24	75%	70%	100%	69%
OBJECTIVE 13: Reinforcing inter-sector and macro-regional response plans and procedures	4	34%	43%	86%	39%
OBJECTIVE 14: Enhancing cross-border emergency management	3	55%	51%	86%	58%

Source: ICF, based on project mapping, survey of project coordinators (PC), survey of consortia members (MOC), survey of national civil protection authorities (NA), survey of representatives of civil protection authorities in the Civil Protection Committee (CPC).

The PPP Programme also contributed, albeit to a lesser extent, to:

- **Enhancing operational cooperation in the framework of the UCPM,** enabling countries to develop, exercise and register multinational assets (objective 5). This objective was covered by a large number of preparedness projects (18). However, the stakeholders surveyed were divided as to whether it was effectively achieved, with most national civil protection authorities (72%) and CPC members (69%) believing that the PPP Programme enhanced such operational cooperation and only a minority of project coordinators (27%) and consortia members stating that this objective was achieved (45%);
- **Enhancing cooperation between civil protection and humanitarian aid actors** (objective 7). This objective was also covered by a relatively high number of preparedness projects (10). Nevertheless, less than half of the project coordinators, members of consortia and members of the CPC believed that the PPP Programme succeed in achieving this objective. On the other hand, most national civil protection authorities (86%) surveyed believed that the PPP Programme reinforced the cooperation between civil protection and humanitarian actors;
- **Enhancing cooperation with enlargement IPA II beneficiaries and Neighbourhood countries** through closer cooperation with the UCPM and its Participating States (objective 10);
- **Reinforcing inter-sector and macro-regional response plans and procedures** (objective 13);

- While the large majority of national civil protection authorities (72%) and members of CPC (73%) surveyed believed that preparedness projects contributed to **increasing countries' preparedness for the reception of international assistance in the context of the EU Host Nation Support Guidelines** (objective 6), only a minority of project coordinators (19%) and less than half of the members of consortia (42%) surveyed agreed with that statement. Despite the fact that several preparedness projects (7 completed and 4 ongoing) addressed aspects related to marine pollution over the period 2014-2020, only a minority of stakeholders consulted believed that the PPP Programme effectively contributed to **developing response capacity for marine pollution incidents** (objective 8) or to **enhancing regional and cross-sectoral coordination of marine pollution** at-sea and on shore (objective 9) (see Table 4).

Factors facilitating and hindering the effectiveness of the PPP Programme

Most of the factors that hindered the effectiveness of the PPP Programme related to the functioning of the PPP Programme itself. The networking opportunities created by the PPP Programme were the main factor contributing to the effectiveness of the PPP Programme.

Figure 19. Main factors facilitating and hindering the effectiveness of the PPP Programme

Source: ICF, based on project mapping, interviews, survey of national civil protection authorities (n=7) and survey of CPC members (n=26).

The main **factors hindering the effectiveness of the PPP Programme** included:

- **Lack of visibility of projects' output and lessons learned**. There is a need for more communication and dissemination of the outputs from PPPs at different levels (national, regional, international)[79]. The limited use of some final PPP outputs by end users (mostly national institutions) also hindered the global effectiveness of the PPP Programme[80].
- **Lack of access to information on previous PPPs and limited internal coherence of funded projects** hindered the overall effectiveness of the PPP Programme[81]. DG ECHO only facilitates access to project outcomes and cooperation among projects via visits and or events. Expanding the content of the DG ECHO site on UCPM PPPs and including information on the outputs of all completed UCPM PPPs would increase the impact of the PPP Programme and allow consortia members to better capitalise on existing results and lessons learned, while reducing the risk of overlaps between PPPs (see section 3.4.1). Additionally, having information on other EU-funded civil protection-related activities in similar areas would avoid overlaps between EU-funded projects and allow PPPs to maximise synergies with ongoing and completed EU projects in the area of civil protection. This could be achieved through increased visibility of existing EU-level platforms and lists of EU-level projects (e.g. Community of Users platform, as well as other platforms developed by DG REGIO) (see section 3.4.2);
- Complex **administrative requirements** at both Programme[82] and national level[83] had a negative impact on the effectiveness of the PPP; and
- **Absence of a follow-up plan for completed projects reduced PPP effectiveness.** PPPs should carefully consider the absorption and general capacity of national partners (especially in third countries) and plan their activities accordingly. Project proposals should include a plan for long-term financing and sustainability of the project. Additional follow-up on projects would be very beneficial, especially for prevention projects, which have a more long-term nature[84].

The limited time given to consortia to develop the projects also limited the potential for the PPPs' performance[85]. Extending the duration of projects could allow the consortia to better develop and exploit the outputs produced[86]. The lack of full (100%) funding was also seen as an obstacle for the implementation of some projects[87].

[79] Scoping interviews (2), surveys of project coordinators (2 responses), members of consortia (1 response) and CPC members (4 responses).

[80] Case studies, interviews with project coordinators (5) and national civil protection authority (1).

[81] Project mapping, case studies, interviews with project coordinators (2), members of consortia (2) and national civil protection authorities (5), scoping interview (1), surveys of project coordinators (2 responses) and of CPC members (2 responses).

[82] Interviews with project coordinators (2), member of consortia (1), survey of members of consortia (6 responses).

[83] Interviews with project coordinator (1), members of consortia (2) and national civil protection authority (1), surveys of project coordinators (3 responses) and of members of consortia (4 responses).

[84] Project mapping, interview with project coordinators (3), member of consortia (1) and national civil protection authorities (3), surveys of project coordinators (1 response) and of CPC members (2 responses).

[85] Interview with national civil protection authority (1), surveys of project coordinators (1 response) and of CPC members (2 responses).

[86] Interviews with national civil protection authority (1), survey of CPC members (2 responses).

[87] Case studies, interview with project coordinator (1), survey of CPC members (3 responses).

Additionally, the uneven degree of information recorded in DG ECHO's Technical Evaluation Sheets can be considered as a limiting factor for the effectiveness of the PPP Programme as a whole. Although not directly related to the effectiveness of each single project, the Technical Evaluation Sheet provides an opportunity for DG ECHO to assess project outcomes and impacts, potential obstacles and challenges, and may serve as a learning tool for future programming.

On the other hand, the **networking opportunities created by the Programme were the main factor contributing to the effectiveness of the PPP Programme**[88]. Communication with DG ECHO is both a project-level challenge[89] (see section 3.1.1.1) and, in some cases, a factor contributing to the overall effectiveness of the PPP Programme[90].

3.1.2 PPP Programme contribution to higher levels of preparedness and prevention for disaster in EU Member States, UCPM Participating States and eligible third countries

Key points:

- The PPP Programme contributed to some extent to increasing the level of disaster preparedness and prevention in EU Member States, UCPM Participating States and eligible third countries (see Annex 1) over the evaluation period.
- This impact primarily materialised through the reinforcement of cooperation at international and national level and through a higher level of awareness of disaster risk preparedness and prevention.

Through the outcomes of PPPs, the PPP Programme contributed to increasing the level of disaster preparedness and prevention in EU Member States, UCPM Participating States and eligible third countries (see Annex 1). It reinforced cooperation at international and national level and increased awareness of disaster risk preparedness and prevention in EU Member States, UCPM Participating States and eligible third countries. It also promoted the use of EU funds to support sustainable disaster preparedness and prevention in Member States.

Although the PPP Programme has improved the level of awareness of the UCPM in eligible third countries[91], some still lack basic awareness[92].

PPP Programme contribution to higher levels of prevention in EU Member States, UCPM Participating States and eligible third countries

Overall, **the outcomes of prevention projects funded under the PPP Programme contributed to achieving a higher level of prevention** in EU Member States, UCPM Participating States and eligible third countries (Figure 20). The **PPP Programme also successfully promoted the use of EU funds to support sustainable disaster prevention** in the Member States.

[88] Surveys of project coordinators (8 responses) and of CPC members (10 responses).

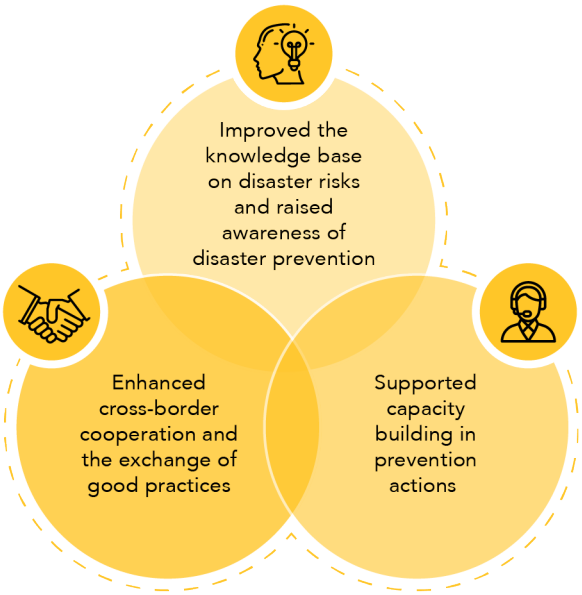
[89] Project mapping, interviews with project coordinators (4) and member of consortia (1), surveys of project coordinators (4 responses) and of members of consortia (3 responses).

[90] Surveys of national civil protection authorities (2 responses) and of CPC members (4 responses).

[91] Interviews with project coordinator (1), national civil protection authorities (5) and end user (1).

[92] Interviews with national civil protection authorities (4).

Figure 20. PPP Programme contribution to achieving a higher level of prevention in EU Member States, UCPM Participating States and eligible third countries



Source: ICF, based on project mapping, case studies and stakeholder consultation.

Article 4(4) of Decision 1313/2013 defines prevention as 'any action aimed at reducing risks or mitigating adverse consequences of a disaster for people, the environment and property, including cultural heritage'[93]. During the period 2014-2020, DG ECHO co-financed 67 prevention projects[94] that aimed to contribute to a higher level of protection and resilience against disasters in EU Member States, UCPM Participating States and eligible third countries[95]. Those projects represented 51% of the total number of projects awarded funding under the PPP Programme[96].

Most prevention projects funded over the evaluation period achieved their intended outputs and expected outcomes (see section 3.1.1.1) **and thus contributed to a higher level of protection and resilience against disasters** within EU Member States, UCPM Participating States and eligible third countries. A majority of national civil protection authorities interviewed believed that the PPP Programme's funding of prevention projects raised the level of prevention in their countries[97]. Nevertheless, when compared to preparedness projects, the impact of prevention projects was less visible and tangible[98]. This may primarily be due to the very nature of prevention projects, which often require the involvement of a wide range of stakeholders and national authorities, alongside high investment and structural changes that take a long time to materialise. The impact of prevention projects was higher in countries with a

[93] Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism: https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32013D1313.

[94] 14 of which were funded through the external budget.

[95] PPP Programme project mapping.

[96] PPP Programme project mapping.

[97] Eight of the national civil protection authorities interviewed, compared to two national civil protection authorities that felt the PPP Programme did not help to achieve a higher level of prevention.

[98] Four national civil protection authorities did not know whether or not prevention projects had contributed to raising the level of prevention or could not quantify their effect.

lower starting point than in those with existing good levels of prevention[99]. Even though some prevention projects did not manage to fully achieve the foreseen impact (e.g. SAVEMEDCOAST, OpenRisK, SMUFF), most managed to reach their intended end users. The end users consulted as part of the case studies confirmed the overall success of prevention projects in reaching the target stakeholders (at least to some extent).

Prevention projects chiefly contributed to achieving a higher level of prevention in EU Member States, UCPM Participating States and eligible third countries **by improving the knowledge base on disaster risks and disaster prevention policies and raising awareness of disaster prevention[100]**. As a result of the PPP Programme, the level of awareness of disaster prevention increased in EU Member States, UCPM Participating States and eligible third countries benefiting from prevention projects. For instance, the project EXTREMA acted as a platform for cities to discuss issues related to warm weather events and to exchange good practices in managing heatwaves. Even cities that were not initially participating in the project contacted the consortium to express their interest and to incorporate some of the good practices in their own cities. The MEREPUV project improved the ability of benefiting municipalities in the Netherlands to conduct vulnerability assessments addressing cascade effects of disaster events and increased their knowledge of efficient local-level measures to protect citizens from the severe consequences of power outages[101]. The cities participating in U-SCORE reported that the project's Disaster Resilience Scorecard process helped them to identify new stakeholders previously not involved in disaster resilience work. All cities taking part in the project strengthened their cooperation structures based on these lessons learned[102].The SAVEMEDCOASTS project targeted a better-informed local population, providing scientific evidence of the impact of rising sea levels on their communities.

Prevention projects **enhanced cross-border cooperation and the exchange of good practices in the field of prevention**[103]. Projects funded during the evaluation period reinforced cooperation and developed new formal partnerships as a follow up to some prevention projects. For example, the SASPARM 2.0 project led to the signature of an MoU between the Italian and Palestinian civil protection authorities. The good cooperation developed in the framework of prevention projects also led to the reinforcement of partnerships among beneficiaries, which, in a number of cases, translated into the conceptualisation of new projects under the PPP Programme and other EU-funded programmes, such as Horizon 2020 or Interreg[104], e.g. the U-GEOHAZ project gave rise to the RISCOAST project under Interreg. Eight prevention projects funded under the PPP Programme during the evaluation period led to one or more follow-up projects during the same period[105].

[99] Interviews with project coordinators and national civil protection authorities.

[100] Project mapping, case studies, interviews with project coordinators (5), national civil protection authorities (7) and end users (2), surveys of project coordinators (6 responses), members of consortia (13 responses) and national civil protection authorities (1 response).

[101] Project mapping, interview with member of consortia (1).

[102] Case studies.

[103] Project mapping, case studies, interviews with project coordinators (5), member of consortia (1), national civil protection authorities (13) and end users (2), surveys of project coordinators (1 response) and of members of consortia (6 responses).

[104] Interviews with project coordinators (5), survey of project coordinators (2 responses).

[105] Project mapping.

ENHANCED CROSS-BORDER COOPERATION AND EXCHANGE OF GOOD PRACTICE IN THE FIELD OF PREVENTION

The panel discussions, joint workshops and international scientific conference organised as part of the RECIPE project facilitated the establishment of a platform for exchange of experience and best practice between experts and countries with very different levels of prevention. As a result of knowledge acquired during the project, Croatia improved its system approach assessment methodology for critical infrastructure protection, taking into consideration the cross-sectoral and cross-border dimension of critical infrastructure. When RECIPE was implemented, Serbia did not have a specific framework for the protection of critical infrastructure and the knowledge acquired through the project was very relevant to improvements in this area.

The outputs of SMUFF and TAMIR are currently used by several entities in connection to early warning systems. Data on flooding risks produced as part of the project are used daily in Finland and also shared with other countries, such as Spain.

The EXTREMA project served as an international platform for cooperation and the exchange of knowledge on the consequences of heatwaves and the need to create cooling spaces among different cities in several countries (e.g. Athens in Greece and Rotterdam in the Netherlands). The exchange of good practices led to the establishment of new cooling spaces and strategies in a number of cities (e.g. Rotterdam). The results of EXTREMA will also be included in the next edition of the World Health Organization (WHO) report for hot weather events as a chapter entitled 'EXTREMA: an emergency notification system for extreme temperatures taking into consideration the intra-city spatial variability'.

The Peer Review Mechanism developed under U-SCORE 2 is now available for cities across the world on the UN's platform, and the UN has an additional complementary tool, Making Cities Resilient (MCR). The city of Busan in South Korea approached U-SCORE 2 cities about the Peer Review Mechanism and now has a formal relationship with the cities, which saw them exchange personal protective equipment (PPE) throughout the COVID-19 crisis.

Source: Project mapping, case studies, stakeholder consultation.

In addition to cross-border cooperation, prevention projects also resulted in increased cooperation of beneficiaries with local actors.

The PPP Programme succeeded in **supporting capacity-building in prevention actions** (e.g. risk assessment, development of disaster risk management plans and risk management tools), raising the level of prevention of EU Member States, UCPM Participating States and eligible third countries[106]. More specifically, prevention projects allowed the feasibility of new risk assessment systems to be tested[107] and, in some cases, improved risk assessment processes and strengthened disaster risk management structures[108]. For example, the system developed by the ASPires project was successfully integrated into existing crisis management systems in the beneficiaries' and end users' countries[109] and the ASPires-GEO module is now used for early detection of forest fires[110].

[106] Case studies, interviews with project coordinator (1) and national civil protection authority (1), survey of project coordinators (6 responses) and of members of consortia (10 responses).

[107] Project mapping.

[108] Interview with national civil protection authority (1), surveys of project coordinators (1 response) and of members of consortia (5 responses).

[109] Project mapping.

[110] Survey of members of consortia (1 response).

The technology developed by the PREDICATE project has been used by Cyprus Civil Defence in real incidents to safely locate and extract people from search and rescue. Cyprus Civil Defence also established an Aerial Information Team that became responsible for operating and maintaining Unmanned Aerial Systems[111]. The RECIPE project aided the Croatian civil protection authorities in designing a new structure for an efficient and effective model of national critical infrastructure protection system[112]. Additionally, as a result of the CapaCities project, the municipalities targeted by the project improved their disaster risk management planning (in line with the Sendai Framework priorities) and increased their resilience to disasters.

ENHANCED PREVENTION AT EU LEVEL

ERICHA outputs were introduced in the European Flood Awareness System (EFAS), enhancing EFAS capability to issue alerts for long-term and short-term forecasts related to floods in Europe. The inclusion of these products in EFAS also ensures their accessibility to national/regional hydrological services and civil protection authorities that are members of EFAS. As EFAS is one of the main monitoring and alerting tools of the European Response and Coordination Centre (ERCC) for flood forecasting, managed by DG ECHO, DG ECHO also indirectly benefited from the outputs of ERICHA.

ERICHA products are also being used in national control rooms managed by national civil protection authorities in Spain, France, Italy, Finland and Norway.

Source: Project mapping and stakeholder consultation.

In several cases, the outputs of prevention projects had a **direct impact on prevention policies at local and/or national level**[113]. For example, the toolkit developed under the CRUA project in 2014 was adopted as the main community resilience guide by the Regional Community Resilience Group (RCRG) established by the UK Government's Department for Infrastructure, which works with communities across Northern Ireland to support them in developing community emergency plans. Several years after the project ended, RCRG staff and other disaster management stakeholders in the UK are still using the CRUA toolkit[114]. The outputs from SAVEMEDCOASTS were adopted by the municipalities of Cinque Terre and Venice, which included the project outputs in their climate change adaptation policies[115]. The Emilia Romagna region and the Liguria Region in Italy have also used SAVEMEDCOASTS data in the revision of their regional plans for the protection of the marine and coastal environment.

The majority of the members of CPC (65%) and a large majority of the national civil protection authorities (86%) surveyed believed that **the PPP Programme successfully promoted the use of EU funds to support sustainable disaster prevention in their Member States**.

PPP Programme contribution to higher levels of preparedness in EU Member States, UCPM Participating States and eligible third countries

The PPP Programme— through the outcomes of the funded preparedness projects— has contributed to higher levels of preparedness in EU Member States, UCPM Participating

[111] Project mapping, interview with project coordinator (1).

[112] Interview with national civil protection authority (1).

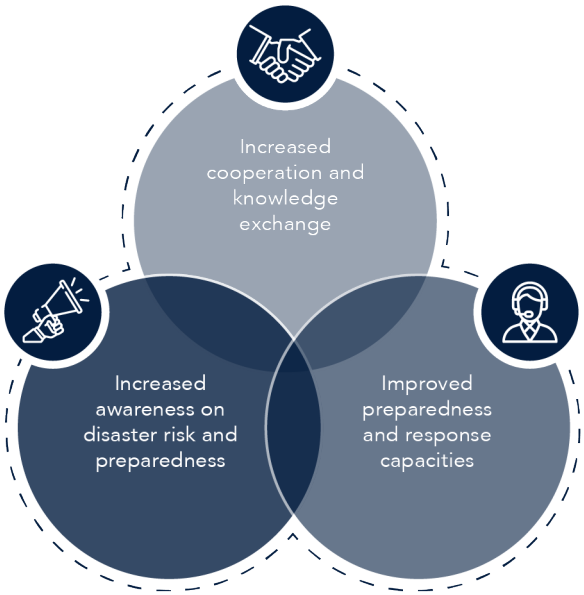
[113] Interviews with project coordinators (3) and national civil protection authorities (2), survey of project coordinators (1 response).

[114] Interview with national civil protection authority (1).

[115] Case studies, interviews with project coordinators (2).

States and eligible third countries (see Annex 1) (see Figure 21). The PPP Programme also successfully promoted the use of EU funds to support sustainable disaster preparedness in the Member States.

Figure 21. PPP Programme contribution to achieving a higher level of preparedness



Source: ICF, based on project mapping, case studies and stakeholder consultation.

Article 4(3) of Decision 1313/2013 defines preparedness as 'a state of readiness and capability of human and material means, structures, communities and organisations enabling them to ensure an effective rapid response to a disaster, obtained as a result of action taken in advance'[116]. During the evaluation period, DG ECHO co-financed a total of 65 preparedness projects[117] that aimed to enhance EU Member States', UCPM Participating States' and eligible third countries' capacity to respond to disasters by improving their level of preparedness, enhancing cooperation and exchange of information among relevant stakeholders, and raising awareness of disaster risk and preparedness. Those projects represented 49% of the total number of projects awarded funding under the PPP Programme for the period[118].

The majority of **preparedness projects funded between 2014-2020 achieved their intended outputs and expected outcomes** (see section 3.1.1.1) **and contributed to a higher level of preparedness** in EU Member States, UCPM Participating States and eligible third countries. The majority of national civil protection authorities interviewed agreed that preparedness projects funded under the PPP Programme increased the level of preparedness in their countries[119]. This impact was higher in countries with relatively lower level of preparedness compared to those with existing high levels of preparedness[120]. Even though some preparedness projects did not manage to fully

[116] Decision No 1313/2013/EU of the European Parliament and of the Council of 17 December 2013 on a Union Civil Protection Mechanism: https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32013D1313.

[117] PPP Programme project mapping. 46 projects funded through the internal budget and 19 projects funded through the external budget.

[118] PPP Programme project mapping.

[119] Seven national civil protection authorities interviewed, compared to two national civil protection authorities that believed preparedness projects had not contributed to raising the level of preparedness.

[120] Interviews with project coordinators and national authorities.

achieve their foreseen impacts (e.g. IPCAM 2, HNS-MS)[121], most reached their intended end users. Most end users consulted as part of the case studies confirmed the overall success of preparedness projects in reaching the target stakeholders (at least to some extent).

Preparedness projects primarily enhanced the level of preparedness of EU Member States, UCPM Participating States and eligible third countries by **increasing cooperation among relevant stakeholders (including at cross-border level),** as well as **promoting the exchange of knowledge and good practices to address common issues in the field of preparedness**[122]. The PPP Programme in the period 2014-2020 chiefly led to a higher level of cross-border cooperation among Member States, Participating Countries and eligible third countries, as well as better collaboration among actors in the field of preparedness at national level. Overall, cooperation with local authorities also improved as a result of preparedness projects[123].

PREPAREDNESS PROJECTS' CONTRIBUTIONS TO INCREASED COOPERATION AND KNOWLEDGE EXCHANGE

In Cyprus, the **PACES project** triggered key discussions on appropriate accommodation in emergency shelters and brought together different national agencies with a role in emergency shelter (e.g. humanitarian actors) that were not previously cooperating. The PACES project gave national civil protection authorities a space for such action and cooperation.

PROMEDHE resulted in increased dialogue and exchange on disaster management, as well as reinforced collaboration between the civil protection authorities of Italy, Cyprus, Israel, Jordan and Palestine. The participants continue to cooperate even after completion of PROMEDHE. Through the project, the field of cultural heritage protection was aligned and better integrated into the civil protection area.

The 'EUROWA Charter' developed as part of the **EUROWA project** (and its successor, EUROWA 2) was signed by eight organisations (ONIRIS (France), Oiled Wildlife Response Network Ireland, ProBird (Germany), SON-Respons (the Netherlands), SUBMON (Spain), Wildlife Rescue Centre Ostend (Belgium), WWF Finland and WWF Poland), thus becoming an established network for better cooperation and exchange of knowledge on oiled wildlife response in Europe.

As a result of the **ALTER project**, the Ministry of Emergency of Armenia introduced a legal requirement for all organisations carrying out small-scale exercises to inform the Ministry in order to improve coordination and allow representatives from the Ministry of Emergency to take part. The project also managed to improve cooperation between Armenia and Georgia by involving Georgian authorities in some project activities.

The cooperation started during preparedness projects led to the signature of MoUs between different countries. For example, the relationships built through PROMEDHE led to the signature of an MoU between the Italian and Jordanian civil protection authorities, and the DIRECT project led to the signature of an MoU between Slovenia and Czechia.

Source: Project mapping, case studies, stakeholder consultation.

[121] Project mapping and case studies.

[122] Project mapping, case studies, interviews with project coordinators (11), members of consortia (2), national civil protection authorities (13) and end users (6), surveys of project coordinators (7 responses) and of members of consortia (5 responses).

[123] Interviews with project coordinators (7), members of consortia (3) and national civil protection authority (1).

The PPP Programme reinforced existing links between beneficiaries. The cooperation established through preparedness projects led to the development of new projects in the field of preparedness (inside and outside the PPP Programme)[124]. For example, the collaboration established as part of the EVANDE project led to the development of other projects under different instruments like Erasmus and Horizon 2020. The project developed under Horizon 2020 (RURITAGE) currently involves 38 partners from all over the world[125]. The outputs of the TaFF project have also been included in a European Neighbourhood Policy project (ENP-CP), where one work package is dedicated to building on the project results to strengthen the flood mitigation capacities in the area of flash floods and integrate volunteers into flood response operations in Algeria and Morocco. Here, ENP-CP will use TaFF workshop and training material and run a workshop on TaFF results. Similarly the YAPS project has led to several bilateral projects[126]. Additionally, nine preparedness projects funded during the evaluation period led to one or more follow-up preparedness projects under the PPP Programme[127].

ENHANCED PREPAREDNESS CAPACITY THROUGH THE PROVISION OF TRAINING

The training developed as part of the **PFA-CE project** became part of the regular operational planning and practice of the Red Cross in Serbia. The project outputs related to the management of spontaneous volunteers proved a valuable asset in the current COVID-19 crisis, where the Serbian Red Cross had to manage a large body of spontaneous volunteers.

Source: Stakeholder consultation and project mapping.

Through the funding of preparedness projects, the PPP Programme contributed to enhancing EU Member States', UCPM Participating States' and eligible third countries' capacity to respond to disasters **by raising awareness of disaster risk and preparedness**[128]. For instance, YAPS was very successful in raising young people's awareness of preparedness and self–protection and led to additional awareness-raising activities at national level[129]. In Israel, the PROMEDHE project was seen as an excellent platform for creating an infrastructure of national and international awareness of the importance of protecting and preserving cultural sites and assets[130]. The EVANDE project was also very successful in raising volunteers' awareness of natural disasters. At the end of 2017, the e-learning platform developed by EVANDE had more than 200 registered users and more than 100 courses attended.

The PPP Programme contributed to improving the level of preparedness and response capacities in Member States, Participating States and eligible third countries through the delivery of training and the development of actions plans, protocols and

[124] Interviews with project coordinators (4) and national civil protection authorities (2), survey of project coordinators (2 responses).

[125] Interview with project coordinator (1).

[126] Interviews with project coordinators (2) and national civil protection authority (1).

[127] Project mapping.

[128] Project mapping, case studies, interviews with project coordinators (2), member of consortia (1), national civil protection authorities (3) and end users (4), surveys of project coordinators (7 responses) and of members of consortia (5 responses).

[129] Project mapping, interviews with national civil protection authorities (2).

[130] Case studies.

guidelines[131]. Through the provision of training to civil protection experts and volunteers, preparedness projects contributed to enhancing the preparedness capacities of EU Member States, UCPM Participating States and eligible third countries[132]. As an example, the planning guidelines developed by the MASC project to support local responders in the delivery of modular mass shelter have been used worldwide and were incorporated into UN and International Organization for Migration (IOM) training[133]. The e-learning platform developed by the EVANDE project is currently used to provide training in the context of the United Nations Educational, Scientific and Cultural Organization (UNESCO) Global Geoparks Network and some UNESCO working groups[134]. Similarly, the training developed by EASeR was required by the UN Office for the Coordination of Humanitarian Affairs (OCHA) as part of its own training curriculum[135] and POSOW 2 training materials have been systematically incorporated in the local operational procedures of the targeted countries[136].

Some of the **action plans, protocols and guidelines** developed as part of preparedness projects helped to improve disaster response[137]. In the case of the MERCI project, for example, guidelines and tools were developed to respond to multi-sites or multi-risks simultaneous events that were later incorporated in the internal planning system of the Italian Red Cross[138]. As a result of the PROMEDHE project, yearly workplans on emergency preparedness were established in Israel, and national authorities are planning to establish a new 'search and rescue' unit to preserve cultural heritage and artefacts in the case of earthquakes. The project also contributed to improving and strengthening national protection and preparedness strategies in Palestine[139]. Finally, the flash flood guidelines developed by TaFF were integrated into the training curriculum of German civil protection experts[140].

[131] Interviews with project coordinators (3), national civil protection authorities (3) and end users (2), surveys of project coordinators (5 responses), members of consortia (4 responses) and national civil protection authorities (2 responses).

[132] Project mapping, interviews with project coordinator (1), national civil protection authority (1) and end users (3), survey of project coordinators (2 responses).

[133] Interview with national civil protection authority (1).

[134] Project mapping, interview with project coordinator (1), survey of project coordinators (1 response).

[135] Project mapping.

[136] Case studies.

[137] Interviews with project coordinators (4) and end user (1), survey of project coordinators (1 response) and of members of consortia (3 responses).

[138] Project mapping, interview with project coordinator (1).

[139] Case Studies.

[140] 1 Project Coordinator interviewed.

ENHANCED RESPONSE CAPACITIES AS A RESULT OF PREPAREDNESS PROJECTS

The **DIRECT project**, which focused on disaster resilient communities and towns, increased the response capacities of the targeted institutions in Montenegro, Slovenia and Czechia and contributed to increasing the resilience of communities and schools through awareness campaigns and the production of evacuation plans.

PROMEDHE succeeded in increasing the response capacities of the relevant national stakeholders. It led to an overall increase in national and regional awareness and expertise on cultural heritage in Israel, which resulted in better protection and safeguarding of cultural heritage in the event of disasters.

The outputs of the **PACES project** helped to overcome bottlenecks created by the lack of emergency shelters, while the CIPRAS project allowed Croatia to acquire mass equipment that reinforced its material capacity to response to emergencies.

The e-tools and methodology developed by the **VeTOOLS** project are now used by civil protection authorities and volcano observatories to reduce volcanic risk.

Source: Project mapping, case studies, stakeholder consultation.

A large majority of the CPC members (88%) and all national civil protection authorities surveyed believed that **the PPP Programme successfully promoted the use of EU funds to support sustainable disaster preparedness in their Member States**.

3.1.3 Potential indicators to demonstrate the (positive) changes achieved by the PPP Programme

Key points:

- Findings pertaining to potential **project-level indicators** to be introduced:
  - There is a lack of consistency of PPPs in identifying project indicators at the proposal stage;
  - No common project-level indicators from calls for proposals were adopted by PPP consortia throughout the evaluation period, with almost no mention of the population of indicators identified at proposal stage. Nevertheless, there are seven general indicators identified that were used across five PPPs or more;
  - Both the lack of consistency of project indicators in PPP proposals and lack of commonality between indicators used can be attributed to differing guidance provided in the proposal templates;
  - The large majority of stakeholders argued that project-level indicators to measure the impact of PPPs should be introduced in calls for proposals;
  - A structure outlining the minimum requirements for project-level indicators should be included in each PPP project proposal, as well as more guidance on drafting indicators;
  - To ensure more effective monitoring of project performance across the PPP project cycle, project-level indicators should be measured at both interim and final stage of the project.
- Findings pertaining to potential **programme-level indicators** to be introduced:
  - There are currently no indicators to demonstrate the impact of the PPP Programme and/or to generate programme-level data;
  - The large majority of national-level stakeholders agreed that programme-level indicators should be introduced in the PPP calls for proposals to measure the progress/impact of the Programme;

- To monitor and evaluate the performance of the PPP Programme, DG ECHO should consider the development of a Planning, Monitoring, Evaluation and Reporting (PMER) policy, to be set out in legislation or as a 'soft policy measure'. This PMER policy and the related performance measurement framework (PMF) should be fully aligned with and/or integrated with UCPM-level monitoring and evaluation processes. The PMER and PMF should inform one another throughout their monitoring and evaluation processes.

This section discusses potential project-level and programme-level indicators that could be introduced to demonstrate the changes achieved by the PPPs and the PPP Programme as a whole.

Project-level indicators

PPPs across the evaluation period did not systematically identify project indicators at proposal stage. Approximately 45% of the 35 PPPs[141] analysed in-depth included project indicators at proposal stage. These were largely preparedness projects and PPPs funded under the internal budget line[142]. No common project-level indicators established in the calls for proposals were adopted by PPP consortia, with little mention of the population of the indicators identified at proposal stage. In fact, the broad typology of activities, outputs and outcomes of PPP projects poses significant challenges in identifying common-level activity, output and outcome indicators.

However, **seven general indicators were** commonly used across PPPs in the evaluation period. Table 5 shows the indicators that were used in five or more PPPs, structured according to typology of indicator.

Table 5. Indicators adopted by five to 17 PPPs

Typology of indicator	Indicators
Activity-related indicators	• Number of stakeholders involved (by type of activity)[143]; • Number of active participants in coordination meetings[144]; • Number of timely submission of deliverables[145]).
Output-related indicators	• Number of event participants[146]; • Number of staff trained[147].

[141] Project mapping of 35 PPPs in-depth.

[142] Project mapping of 35 PPPs in-depth.

[143] Interviews with project coordinators (3), survey of project coordinators (4 stakeholders).

[144] Project mapping of 2 preparedness projects under the internal budget line, interviews with project coordinators (2), survey of project coordinators (2 stakeholders).

[145] Project mapping of 2 preparedness projects under the internal budget line, interviews with project coordinator (1), survey of project coordinators (2 stakeholders).

[146] Project mapping of 4 preparedness projects under the internal budget line, 2 preparedness projects under the external budget line and 1 prevention project under the external budget line, interviews with project coordinators (2), survey of project coordinators (8 stakeholders).

[147] Interview with project coordinator (1), survey of project coordinators (2 stakeholders).

Outcome-related indicators	• Number of organisations/countries that adopted PPP outputs[148];
Impact-related indicators	• Number of end users satisfied with PPP outputs[149].

Source: ICF elaboration based on interviews with PPP project coordinators and project mapping.

Different guidance provided in proposal templates throughout the evaluation period contributed to both the lack of consistency of project indicators identified in PPP proposals, and the **lack of frequently used indicators across PPPs**. Over the course of the evaluation period, the proposal templates varied in the level and type of guidance provided for applicants to develop project-level indicators to monitor the performance of the project. One proposal template used for the 2017, 2018, 2019 and 2020 calls for proposals, for example, provides a clear request to 'define appropriate indicators for measuring the progress of achievement, including a unit of measurement, baseline value and target value'[150]. By contrast, the proposal templates used in 2015 and 2016 only refer to 'quantitative and qualitative indicators the applicant proposes to use'[151].

The 2019 Call for Proposals introduced a 'basic results framework', which provided guidance on project-level indicators and showed positive progress towards standardised typology of indicators in PPP proposals[152]. The framework highlighted the PPP Programme's shift in focus from output-oriented to outcome-oriented PPPs. It provided two frameworks (one each for preparedness and prevention), laying out information for applicants on expected outcomes, outputs and types of deliverables in order to assist the formulation of indicators. This was a positive step towards the achievement of standardised typology of indicators in PPP proposals.

The vast majority of stakeholders (63%) argued that project-level indicators to measure the impact of PPPs should be introduced in calls for proposals. The large majority of stakeholders, especially at national level, agreed that common-level project indicators should be introduced in calls for proposals (Figure 22). Stakeholders highlighted that these must be simple[153] to ensure all types of entities involved in the Programme can measure them, and flexible[154], so that they can be tailored to the needs of the PPP beneficiaries and PPP activities. However, a minority of stakeholders expressed their scepticism about the introduction of common-level impact indicators, observing that they may hinder the creativity[155] and flexibility[156] of the PPP Programme, both of which were seen as an asset of the PPP Programme in comparison to other EU funds (see

[148] Project mapping of 2 preparedness projects under the internal budget line and 1 preparedness project under the external budget line, interviews with project coordinator (2) and member of consortia (1), survey of project coordinators (4 stakeholders).

[149] Project mapping of 1 preparedness project under the internal budget line, 3 preparedness projects under the external budget line and 1 prevention project under the external budget line, interview with project coordinator (1), survey of project coordinators (4 stakeholders).

[150] 2017, 2018, 2019, 2020 PPP Programme Calls for Proposals.

[151] 2015, and 2016PPP Programme Calls for Proposals.

[152] 2019 PPP Programme Call for Proposals.

[153] Interviews with project coordinators (4) and national civil protection authorities (3).

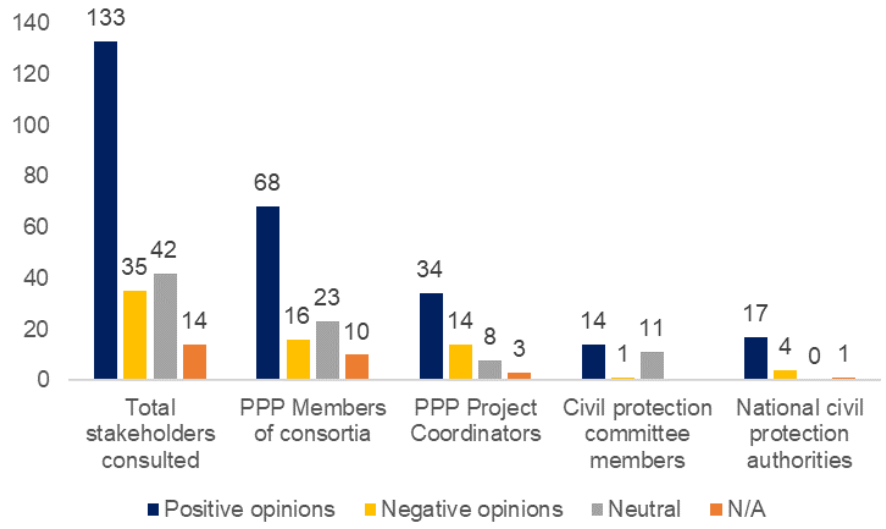
[154] Interviews with project coordinators (4).

[155] Interview with national civil protection authority (1), surveys of members of consortia (2 stakeholders) and CPC members (1 stakeholder).

[156] Interviews with project coordinators (3) and national civil protection authorities (2), survey of project coordinators (1 stakeholder) and of members of consortia (1 stakeholder).

section 3.3.1). This could be mitigated by using a small number of compulsory common-level impact indicators, with the remainder left to the discretion of the PPP beneficiaries.

*Figure 22. Stakeholder opinions on project-level indicators in PPP Programme calls for proposals to measure the **impact of projects***



*Source: ICF elaboration from interviews and survey responses. **Positive opinions**: interview responses 'Yes they should be introduced' and survey responses Strongly agree-agree; **Negative opinions:** interview responses 'No they should not be introduced', survey responses Strongly disagree-disagree; **Neutral responses**: interview responses = neutral opinions, Survey responses = neutral, **N/A**: interview responses = N/A, survey respondents = N/A.*

Key performance indicators at project-level and minimum requirements for project-specific indicators could be included in the Programme calls for proposals, alongside more guidance on drafting indicators. Rather than introducing only common indicators - which may pose a challenge due to the varied typology of PPP activities and outputs - the calls for proposals could include a selection of key performance indicators and minimum requirements for additional project-specific indicators. DG ECHO could introduce the requirement to set indicators for all general and specific objectives of the project to enable successful monitoring of its implementation. In fact, 44% of the PPP reporting indicators for the 35 PPPs reviewed in-depth already attribute indicators to objectives[157]. Within these minimum requirements, each indicator should include:

- **The objectives** the PPP aims to achieve pertaining to the specific indicator;
- **A target value:** the estimation of success of each activity/ output/ outcome/ impact;
- **A unit of measurement:** specifying how to inform the value of the indicator and its timeframe;
- **A baseline value** will allow changes over time to be measured, as well as 'before and after assessment'. If no baseline value is available, this should be collected at the beginning of the project;
- **The typology of stakeholder** or **target group** involved in the relevant PPP objective; and
- **The sources and tools** necessary to collect such information.

[157] Project mapping.

The majority of stakeholders[158] argued that more guidance could be provided in call for proposals, with general indicator categories (e.g. output, outcome and impact indicators), goals, milestones and examples of well-drafted indicators. Not all PPP Programme stakeholders are well-versed in drafting indicators, and thus require more guidance, such as in the form of a 'handbook'. For example, U-SCORE 2 had to rely on the University of Manchester to develop indicators, as the project beneficiaries were municipalities that were not familiar with indicators, with many of the indicators still considered too complex by the local stakeholders involved[159]. This guidance, in conjunction with the minimum requirements, will aid the standardisation of project-level indicators across the Programme and facilitate their aggregation when measuring programme-level performance.

Indicators should be measured at both the interim and final stages of the project. On the one hand, ex post measurement of indicators will allow the potential impact of a PPP to be assessed, and potentially calculate its level of success to determine whether it is eligible for a follow-up PPP[160]. On the other hand, an interim measurement of indicators will generate project monitoring data for DG ECHO at project level, which can be used to assess any implementation challenges. The monitoring of PPPs should be an ongoing activity by project management, with dedicated resources, involving consistent internal data collection and analysis to identify and measure gaps between actual and planned performance at different staged throughout a project's lifecycle. This will enable the beneficiaries to take corrective measures when they foresee implementation challenges. For example, the in-depth review of IPCAM 2 found that that the measurement of indicators and milestones at interim stage would have allowed for corrective action at an early stage, which would have had an impact on the quality of implementation and results. Given the potential burden of adding monitoring activities to the work of project management, DG ECHO should provide the necessary support, such as ensuring a platform within e-Grants to input monitoring data.

Programme-level indicators

No indicators are currently used to demonstrate the impact of the PPP Programme and/or to generate programme-level data. The majority of national-level stakeholders[161] agreed that programme-level indicators should be introduced to measure the progress/impact of the Programme. Stakeholders suggested programme-level indicators should be related to (in descending order of importance):

- Measurement of levels of cross-border cooperation fostered[162];
- Measurement of levels of awareness of disaster risk (by country, at EU level)[163];
- Number and type of projects building on existing macro-regional frameworks[164];
- Number and type of projects funded (by country, at EU level)[165]; and

[158] Interviews with project coordinators (6) and national civil protection authorities (4), survey of project coordinators (3 stakeholders).

[159] Project mapping, interview with project coordinator (1).

[160] Interview with national civil protection authority (1).

[161] Interviews: 11 national civil protection authorities said 'yes they should be introduced', survey of national civil protection authorities – all 7 respondents responded 'Strongly agree-agree', survey of CPC members (14 stakeholders).

[162] Interview with national civil protection authority (1), surveys of national civil protection authorities (3 stakeholders) and of CPC members (4 stakeholders).

[163] Surveys of national civil protection authorities (3 stakeholders) and CPC members (4 stakeholders).

[164] Survey of national civil protection authorities (3 stakeholders) and of CPC members (3 stakeholders).

[165] Survey of national civil protection authorities (3 stakeholders) and of CPC members (2 stakeholders).

- Measurement of the contribution of the PPP Programme to the broader civil protection strategy and priorities[166].

To monitor and evaluate the performance of the PPP Programme, DG ECHO should consider the development of a PMER policy, to be set out in legislation[167] or as a 'soft policy measure'.[168] A PMER policy sets out the principles, processes and tools, and action plan for undertaking PMER-related activities over a multi-annual framework period. It details the activities to be undertaken, their frequency and supporting procedures, as well as the distribution of roles and responsibilities. In addition to the monitoring and evaluation of PPP performance conducted through project-level indicators, a programme-level PMER policy would:

- **Provide reliable performance information** by assisting management to deliver against targets, promptly address problems and take planning and budgetary decisions;
- **Improve learning** through regular reviews of multi-annual planning documents and PPPs and learn more about the effectiveness and performance of the Programme; and
- **Strengthen accountability and transparency,** providing empirical evidence on the outcomes and impacts of the PPP Programme and reliable information to relevant Programme stakeholders.

A **PPP Programme-level PMER should be closely aligned with and/or incorporated in the evaluation and monitoring activities at UCPM-level,** as established in Article 13 and 34 of Decision No 1313/2013/EU[169]. UCPM-wide activities are monitored, assessed and evaluated on a five-year basis, and at both interim stage and ex post. This includes the set up and management of a programme of lessons learned from civil protection actions within the UCPM, including from the entire disaster management cycle.

A PMER policy consists of a cycle of interconnected planning, monitoring, evaluation and reporting activities, carried out on a multi-annual basis. Firstly, **planning** refers to the process through which the objectives, priorities and activities of the PPP Programme are defined and scheduled on an annual (annual work programmes) and/or multi-annual basis (multi-annual Programme plan to be established in sync with the five-year UCPM evaluation period). When the programmed activities are carried out, they are subjected to continuous monitoring (e.g. monitoring missions in the field). This must consist of a combination of project-level monitoring and data collection across PPPs at programme-level. Monitoring is a continuous exercise, while evaluation aims to measure the project performance based on a set of criteria and indicators. In order to be in line with the UCPM-level evaluation activities, these should be conducted at interim stage and ex post. The main goal of evaluation is to establish findings, conclusions and recommendations for future programming or improvement to current PPPs. Once the performance of the PPPs and Programme have been monitored and evaluated, they are reported using key performance indicators (KPIs) and qualitative statements, through regular performance reports and/or external evaluations. Figure 23 shows how the processes inform one another and are inter-related.

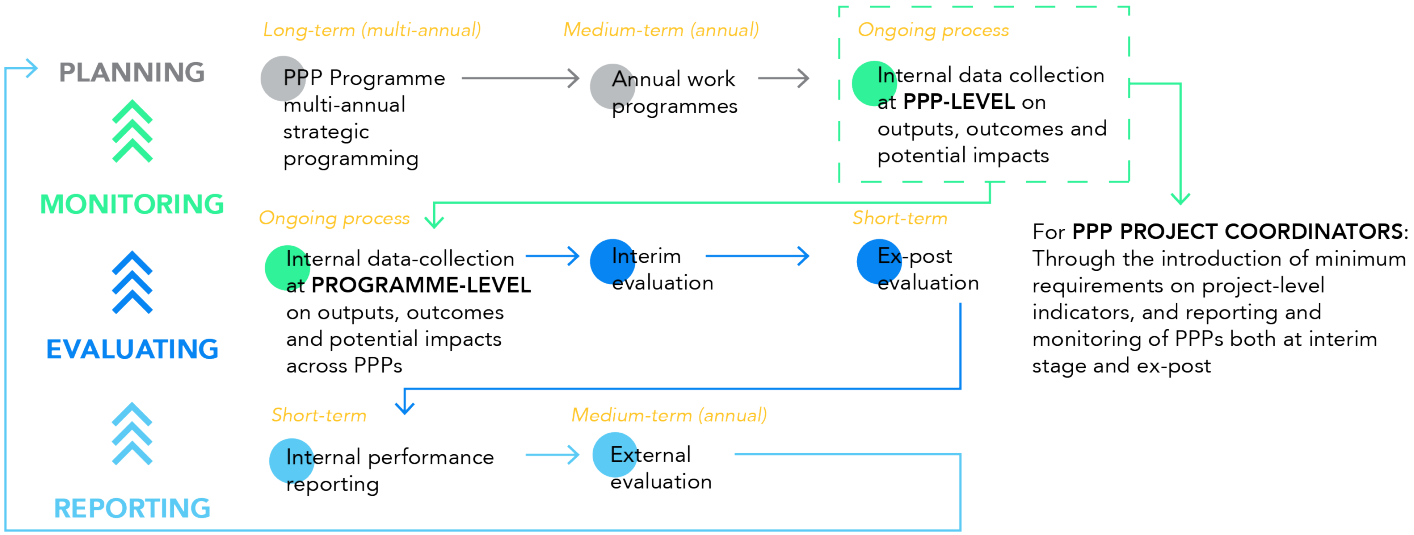
[166] Interview with national civil protection authority (1), survey of national civil protection authorities (1 stakeholder) and of CPC members (1 stakeholder).

[167] Interviews with DG ECHO (1), EU stakeholders (3) and national civil protection authority (1).

[168] Interviews with DG ECHO (2).

[169] https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:02013D1313-20190321&from=EN.

Figure 23. Overview of sample PPP Programme PMER policy process



Source: ICF elaboration.

Other European Commission Directorates-General (DGs) with funding programmes include PMER provisions within their programme legislation. European Commission DGs managing programmes, such as the DG Regional and Urban Policy (REGIO) management of Interreg, established monitoring and evaluation provisions in the programmes' regulation. The PMERs vary according to the size and type of programme. For instance, DG REGIO manages several large funds and has an entire unit dedicated to aggregating project-level indicators[170]. Table 6 summarises the components of a selection of European Commission DGs' approaches to monitoring, evaluating and reporting on programmes within their remit.

Table 6. European Commission DGs' PMERs for programmes

Directorate-General	Programme managed	Multi-annual objectives	Programme-level indicators	Project-level indicators
DG REGIO	*Interreg* *European Regional Development Fund* *Cohesion Fund*	Multi-annual objectives are set according to the six-year programming period.	Programme-level targets are set, monitored and reported.	Project applicants must rely on a list of set common project-level indicators[171]. Projects can suggest specific indicators with a valid reason. Common project-level indicators are set with a network of Member State experts in monitoring and evaluation.

[170] Interviews with EU stakeholders (2).

[171] Annex 1: https://ec.europa.eu/regional_policy/sources/docoffic/2014/working/guidance_monitoring_eval_en.pdf.

Directorate-General	Programme managed	Multi-annual objectives	Programme-level indicators	Project-level indicators
DG EAC (Education and Culture)	*Creative Europe*	Creative Europe reports on the achievements of indicators and objectives on an annual basis[172].	Programme-level indicators are set in relation to each of the Programme's specific and general objectives[173].	
DG HOME (Migration and Home Affairs)	*ISF-Police*	ISF police has multi-annual strategic general and specific objectives, in line with its programming period (e.g. 2014-2020)	Member States report on programme-level indicators set in relation to each specific objective of the Instrument[174].	There are no common indicators at project level, Member States may prepare their own guidelines and monitoring.

The **PMF** is a framework that brings all performance-related activities together:

- **Intervention logic of the PPP Programme** will be based on the UCPM legislation, corresponding to a UCPM-level intervention logic, and will reflect the logical framework included in the PPP call for proposals. Unlike the logical framework, this will take a multi-annual perspective. The intervention logic will be composed of inputs (financial and human resources), objectives (annual and multi-annual), outcomes (i.e. short-term results) and impacts, organised in a logical manner to reflect the cause-and-effect chain of the PPP Programme; and
- An **indicator framework** containing - for both levels of objectives - indicators, judgement criteria and measures to inform the extent to which the Programme achieves its objectives. This framework should be fully integrated and designed with the indicator framework of the UCPM-level PMF.

The **intervention logic** underpinning the PMF will describe the main elements of the Programme's intervention (inputs, activities) and their logical relationship with the Programme's goals and intended results (outputs, outcomes, and potential impacts). This should incorporate a UCPM-wide perspective and take into consideration a UCPM-level intervention logic. Several aspects should be reflected and developed when drafting the intervention logic:

- **Logic of intervention:** used to evaluate the effectiveness of the Programme, it will depict the logical relationship between the resources, activities, outputs and impacts of the Programme. Its purpose is to establish causal relationships between these elements and to ascertain the outcomes and impacts that can be expected if the activities are successful.
- **Activities:** PPPs funded by EU Member States and UCPM Participating States, and PPPs funded with beneficiaries in eligible third countries;
- **Outputs**: the end products of PPPs (e.g. strategy on flood prevention);

[172] Article 18 of Regulation (EU) No 1295/2013: https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32013R1295&from=EN

[173] Article 18 of Regulation (EU) No 1295/2013: https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32013R1295&from=EN

[174] Annex II to Regulation (EU) No 513/2014: https://eufunds.gov.mt/en/EU%20Funds%20Programmes/Migration%20Funds/Documents/AMIF%20and%20ISF/ISF/ISF%20Police%20Regulation.pdf

- **Outcomes:** changes that may be directly attributable to PPPs and their outputs (e.g. enhanced awareness of disaster risks in target population); and
- **Impacts:** these can come into effect once the outcomes have been achieved and refer to changes and effects that contribute to strategic objectives (e.g. higher levels of prevention and/or preparedness).

Annex 7 contains an **illustrative example of an intervention logic** based on good practices.

The second component of the Programme's PMF would be an **indicator framework**, directly linked to the intervention logic and integrated within a UCPM-level framework that facilitates the assessment of PPP achievements. Each indicator and will be connected to several elements:

- **An objective** (as established in a multi-annual programming document or the annual work programme);
- **A judgement criterion** specifying the aspect of the PPP that will allow its successes to be assessed;
- **A measure** with a unit of measurement and associated calculations that will inform the value of the indicator or a judgement based on those criteria;
- **Typology of stakeholder** or **target group** involved in the relevant PPP objective; and
- **Sources and tools** necessary for collecting such information.

As more than one indicator can be relevant for a judgement criterion, indicators will be differentiated according to levels of achievement (i.e. output, outcome, impact). Standardised project-level indicators will not only help project-level monitoring and evaluation, but also feed into the programme-level PMF. If applicable, recurring indicators featured in programme-level and project-level planning can be identified as 'core indicators'. (See Annex 8 for an example of an indicator framework.)

3.2 Efficiency

3.2.1 Adequacy of PPP Programme financial support

Key points:

- Overall, the financial support provided by the PPP Programme was sufficient to facilitate the successful implementation of the projects selected. The resources provided under the PPP Programme were sufficient to achieve its objectives.
- The EU co-financing rate for 2014-2018 projects (75% of eligible costs, with a limit of EUR 800,000 per proposal) was sufficient to facilitate the successful implementation of the projects selected.
- The EU co-financing rate for 2019-2020 projects (85% of eligible costs, with a limit of EUR 1 million per proposal co-financed from the internal budget, and EUR 400,000 per proposal co-financed from the external budget in 2019 and EUR 500,000 in 2020) was sufficient to facilitate the successful implementation of the projects selected.
- Projects suffering from a lack of financial resources mostly referred to personnel, travel and subsistence and equipment costs that were higher than expected.

Most PPPs were delivered within the set budget thresholds[175]:

- From 2014 to 2018, only two PPPs had a proposal budget with a total cost exceeding EUR 1.07 million, the threshold set for the period[176], and one PPP had a consolidated grant data budget whose total cost exceeding this threshold[177].
- After 2018, none of the internal budget line PPPs had a proposal budget with a total cost exceeding EUR 1.18 million[178], the then-threshold for internal projects. Two external budget line PPPs had a proposal budget with a total cost exceeding EUR 470,588, the threshold in 2019, and none exceeded EUR 588,235, the threshold in 2020[179] (see Annex 1 for a description of the terms 'internal and external budget').

Overall, the internal budget line received about 77% of the total amount of grants from the consolidated grant budget within the evaluation period[180]. It received about 83% of the total amount of grants from the consolidated grant budget in 2019[181]. Stakeholders did not consistently comment on the distribution between the internal and external budget line.

In absolute terms, the correlation between funding allocated and quantity of projects financed remained largely consistent through the seven call cycles.[182] Between 2014-2019[183], both decrease in parallel - with the exception of 2014-2015, when the number of projects decreased faster than the amount of funding allocated. Preliminary data suggest that this trend continued in 2020[184]. In relative terms, however, the average funding per project increased overall between 2014-2019, while the quantity of projects financed decreased.[185] Preliminary data show that the average funding per project decreased between 2019-2020[186].

In 2014, most of the amounts of the grants were similar and about half of the maximum available amount, whereas after 2014 there were significant differences between project grants[187] (Figure 24).

[175] Project mapping: 92 projects have final budget spent data available; no data on EVE.

[176] Project mapping: 112 PPPs between 2014 and 2018 (inclusive), 81 of which have proposal budget data available. The two PPPs in question were YAPS and EVE.

[177] Project mapping: 108 PPPs have consolidated grant data available. The project in question is EVE.

[178] Project mapping: 15 internal budget line projects from 2018 to 2020 (inclusive).

[179] Project mapping: 3 external budget line projects in 2018 and 2 external budget line projects in 2020. The two projects in 2019 were Be-Ready and StrengthVOL.

[180] Project mapping.

[181] No consolidated grant data available for 2020.

[182] Project mapping: as per the consolidated grant budget.

[183] No consolidated grant data available for 2020.

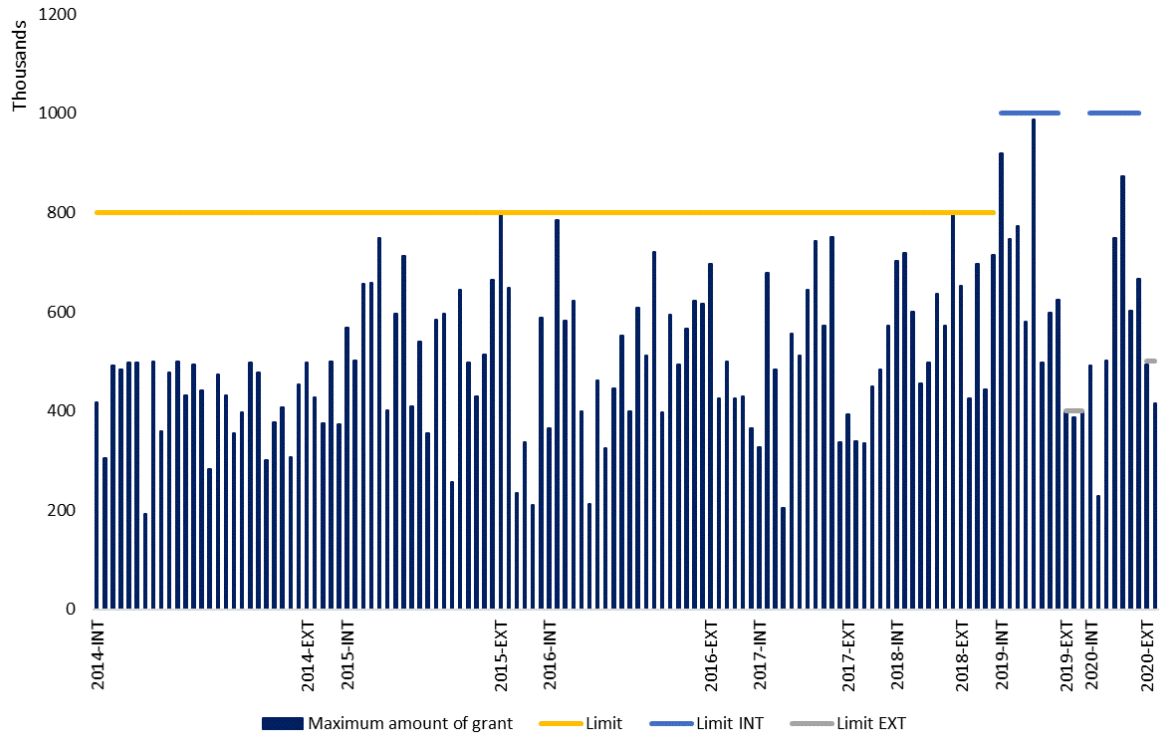
[184] Proposal data rather than consolidated grant budget data.

[185] Project mapping: consolidated grant budget (no data available for 2020), combining both internal and external projects. Average funding per project increased 2014-2015, decreased 2015-2017, and then largely increased 2017-2019.

[186] Proposal data rather than consolidated grant data available for 2020. A decrease of 13%.

[187] Project mapping: as per the consolidated grant budget. The maximum grant available was EUR 800,000 between 2014-2018, EUR 1 million for internal budget line projects in 2019 and 2020, EUR 400,000 for external budget line projects in 2019 and EUR 500,000 for external budget line projects in 2020.

Figure 24. Maximum grant available vs. maximum grant allocated (PPPs within evaluation period)



Source: ICF project mapping, consolidated grant budget. Data for 2020 are preliminary, based on proposal stage figures.

Table 7 provides an overview of the average maximum grant allocated per project per year.

Table 7. Average maximum grant allocated per project per year

Year	Average grant per project (EUR)	Grant as % of maximum funding available
2014 – INT	417,231.53	52%
2014 – EXT	434,959.80	54%
2015 – INT	543,605.93	68%
2015 – EXT	469,570.67	59%
2016 – INT	513,625.18	64%
2016 – EXT	473,695.67	59%
2017 – INT	527,936.15	66%
2017 – EXT	428,625.27	54%
2018 – INT	622,557.28	78%
2018 – EXT	586,380.51	73%
2019 – INT	716,210.33	72%

2019 – EXT	395,092.33	99%
2020 – INT	587,572.17	59%
2020 – EXT	454,100.16	91%

Source: ICF project mapping, consolidated grant budget. Data for 2020 are preliminary, based on proposal stage figures.

Only four projects experienced a significant change (increase or decrease of >20%) in the EU contribution part of the budget between the proposal and grant stages[188]. This implies that the difference between the maximum EU grant available and the maximum EU grant requested by a project is not caused by an intervention at EU level but, rather, lies elsewhere. During the consultations, none of the stakeholders explicitly explained the difference between the maximum amount of grant available and the amount of grant allocated, with several only referring to the need for a larger budget at Programme level and more resources at project level, or to strict budgetary requirements[189].

Secondly, **most stakeholders consider the EU co-financing rate for the PPP Programme sufficient to facilitate the successful implementation of projects**[190]. Only three PPPs[191] did not implement the planned project activities for reasons not related to funding.

A minority of stakeholders disagreed that the co-financing rate was sufficient for successful implementation of their projects and noted concerns relating to:

- Insufficiency of funding for projects financed through the external budget line[192];
- Difficulties or burdens linked to providing or finding the remaining resources (not covered by the co-financing rate)[193]; and
- Ineligibility of VAT costs, which might prevent certain stakeholders from participating in the PPP Programme[194].

Table 27 in Annex 9 provides some of these examples.

A majority of stakeholders considered that projects suffer(ed) very little or not at all from a lack of financial resources[195]. Asked to elaborate on the extent to which the project suffered from a lack of financial resources, less than 5% of respondents noted that personnel costs were higher than expected[196]. Other costs that caused difficulties

[188] Project mapping.

[189] National civil protection authorities, case studies, project coordinators (9 out of 73).

[190] Surveys of project coordinators (36 out of 47), national civil protection authorities (5 out of 7), CPC members (21 out of 26); Interviews – "National civil protection authority" 16 out of 17, "Case studies" 4 out of 4 and "Project Coordinator" 6 out of 6 who referred to the issue; "Field Report" 4 out of 5 case studies who referred to the issue.

[191] 2 PREP projects, 1 PREV project.

[192] Survey of project coordinators (2 out of 11 who expressed concerns).

[193] Survey of project coordinators (4 out of 11 who expressed concerns), "Field Report" 1 out of 5, "National civil protection authorities" 4 out of 30 who made remarks.

[194] "Project Coordinators" 2 out of 33, "National civil protection authorities" 2 out of 30.

[195] Surveys of project coordinators (19 'not at all' and 14 'very little' (out of 47)) and of members of consortia (48 'not at all' and 30 'very little' (out of 117)).

[196] Surveys of project coordinators (3 out of 27) and of members of consortia (1 out of 56). Not all respondents - 27 and 56, respectively – agreed that there was a lack of financial resources.

included travel and meeting costs[197], VAT costs[198] and equipment costs (e.g. hardware, software, materials for experiments)[199]. In addition, a small number of respondents found it difficult to justify flat rates in national organisations[200] and stated that the resources were insufficient for ensuring follow-up, generating intended impact[201], or involving more local actors[202]. Overall, however, the majority of stakeholders believed that lack of financial resources had little or no effect on the implementation of the project(s) and on the achievement of project objectives/expected results[203].

A majority of stakeholders consider Horizon 2020 an alternative EU-level funding mechanism to the PPP Programme[204]. Other instruments explicitly referred to include the IPA, United Nations Development Programme (UNDP) funding, Erasmus funding, (bilateral) Interreg, the European Neighbourhood Instrument and the Life Programme[205]. Where information was provided, EQ6.4 elaborates on the relative (dis)advantages of some of these instruments.

The fact that VAT costs are ineligible was mentioned multiple times as a potential issue, and more than half of stakeholders indicated that the percentage of non-refundable costs of PPPs was 0% or between 0.1% and 5%[206]. Around 11% said that it was between 5.1% and 10%, around 9% that it was between 10.1 and 15%, and around 21% that it was more than 15%. Survey responses suggested a typology distribution of non-eligible costs, involving contributions in kind, deductible VAT, and 'other'[207]. 'Other' non-refundable costs include overhead costs above the limit (7%)[208], 'resources of the institute, not explicit in the proposal', some personnel expenses, costs that were deemed non-refundable due to EU or national rules, and some equipment costs that were limited. A full overview of the typology distribution of non-eligible costs from the responses to the surveys can be found in Annex 9. The information in projects' financial statements could not be used in a structured manner to corroborate stakeholders' perceptions.

3.2.2 Cost-effectiveness of the PPP Programme

Key points:

- The PPPs had a variety of quantifiable eligible and non-eligible costs that stakeholders believed proportionate to or outweighed by their benefits.
  - Personnel and travel and subsistence costs formed the bulk of the absolute and relative costs. There are some differences in cost category distribution between the external and internal budget line;
  - The internal budget line received more funding in absolute and relative terms, but also received more proposals; and,

[197] Surveys of project coordinators (3 out of 27) and of members of consortia (1 out of 56).

[198] Survey of project coordinators (2 out of 27).

[199] Surveys of project coordinators (1 out of 27) and of members of consortia (4 out of 56).

[200] Survey of project coordinators (2 out of 27).

[201] Surveys of project coordinators (1 out of 27) and of members of consortia (3 out of 56).

[202] "Survey of members of consortia (2 out of 56).

[203] Respectively, surveys of project coordinators (21 out of 28) and of members of consortia (44 out of 70) and surveys of project coordinators (21 out of 28) and of members of consortia (47 out of 70).

[204] National civil protection authorities and project coordinators (13 out of 18).

[205] National civil protection authorities and project coordinators (7 out of 17).

[206] Survey of project coordinators (26 out of 47).

[207] Survey of project coordinators (n=46).

[208] Survey of project coordinators (3 out of 7).

- The PPPs across the evaluation period contributed primarily to reducing the vulnerability of assets and/or improving disaster response.

- Further observations:
  - A closer look at 'deviation' (significant variation[209]) in costs shows the following:
  - The change in the total travel and subsistence, equipment and sub-contracting cost categories between the initial and final budget shows some deviations across projects financed within the internal and external budget lines[210].
  - The change in the average cost per project between the initial and final budget for the equipment, travel and subsistence and sub-contracting cost categories shows some deviations. Both the overall and the internal budget line PPPs reflect this. The external budget line PPPs show deviations in slightly different cost categories[211].
  - Deviation could have several causes, such as an increase in project activities, a change in activities (leading to a different distribution of costs across categories), price changes, etc. It could also be caused by an underestimation of costs at project design stage or by improper management throughout the project lifecycle (cost increase) or by suboptimal distribution of money across projects (cost decrease), for example. Significant outliers may also play a role.
  - It is possible that deviations point to the potential for savings. However, the lack of available standardised data makes it impossible to pinpoint the exact cause of deviation.

The PPPs ended with a variety of quantifiable eligible and non-eligible costs, both overall and within the internal and external budget line individually. The cost categories include eligible direct costs (personnel, travel and subsistence, equipment, sub-contracting costs and other direct costs), the indirect/overhead costs and the non-eligible costs (i.e. in-kind contributions) of the 80 selected projects.

In absolute terms, internal projects received more funding overall than external projects, with personnel costs taking up the largest chunk of funding. Personnel costs and sub-contracting costs took up a larger part of the overall funding for internal projects than for external projects (relatively speaking and excluding in-kind contributions). For external projects, travel and subsistence costs, equipment costs and other direct costs took up a larger part of the overall funding received compared to internal projects (relatively speaking and excluding in-kind contributions). Internal projects and external projects received relatively the same funding for other indirect costs/overheads as part of the overall funding received[212]. Annex 9 provides an overview of the final cost categories per year, as well as of the number of projects, for internal budget line projects, external budget line projects and all projects together[213]. No final data are available for 2018 up to and including 2020.

On average, internal projects received more funding than external projects, with personnel costs again taking up the largest portion of funding. In addition, for internal

[209] For the purposes of this evaluation.

[210] Within the internal budget line, the other direct costs category also contains some discrepancies.

[211] The travel and subsistence costs category is the largest for external budget line PPPs. The subcontracting costs category is not as relevant for these PPPs.

[212] Project mapping.

[213] Project mapping.

projects, personnel costs and subcontracting costs took up a larger part of the overall funding than external projects (relatively speaking and excluding in-kind contributions). For external projects, travel and subsistence costs, equipment costs and other direct costs took up a larger part of the overall funding received than internal projects (relatively speaking and excluding in-kind contributions). On average, internal projects and external projects received the same amount of funding for other indirect costs/overheads as part of the overall funding received[214]. Annex 9 contains an overview of the final average cost per project per cost category, per year, for internal budget line projects, external budget line projects and the projects all together[215]. No final data are available for 2018 up to and including 2020.

The available data suggest that in absolute terms[216] there was a downward trend in the amount of funding allocated and number of projects financed (i.e. number of grant agreements) since 2017[217]. In relative terms, the amount of funding allocated per project has gone up, however. For internal projects, the absolute amount of funding allocated decreased between 2017 and 2018 and increased again from 2018 to 2019. The number of projects was 11 (2017), eight (2018) and eight (2019). For external projects, the absolute amount of funding allocated slightly increased between 2017 and 2018 but decreased from 2018 to 2019. The number of projects generally decreased. In relative terms, the amount of funding allocated per project went up between 2017 and 2018, and then down between 2018 and 2019. Various explanations are possible - for example, the internal budget line received more applications of sufficient quality[218]. The description of trends should not, therefore, be seen as a judgement.

In general terms, PPPs may aim to contribute to operational efficiency savings[219] and/or reducing the consequences of natural and man-made hazards (see Figure 25), which depend on[220]:

- Probability of occurrence and intensity of the hazard;
- Vulnerability of the assets, which depends on their level of exposure and fragility/resilience; and
- Speed, quality and capacity of response to the disaster.

[214] Project mapping.

[215] Project mapping.

[216] Considering both internal and external projects.

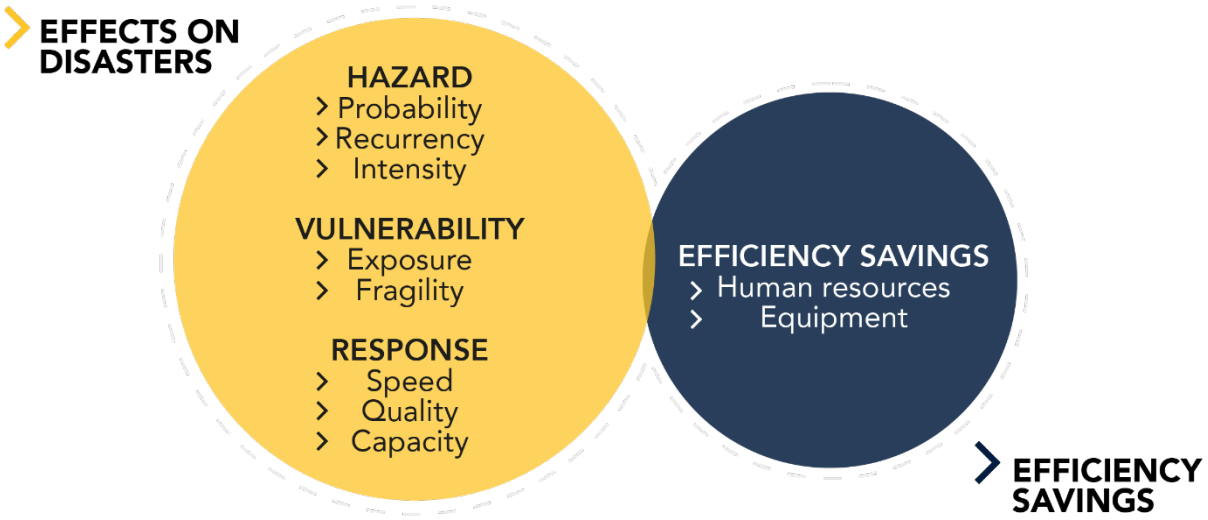
[217] Project mapping.

[218] DG ECHO representatives.

[219] When a project contributes to reducing the costs to deliver the same speed, quality and capacity of response provided before the implementation of a project.

[220] Developed by the evaluation team based on findings from project documentation and available literature, including: Mechler, R. (2005). 'Cost-benefit analysis of natural disaster risk management in developing countries'. Working paper. *Deutsche Gesellschaft fuer Technische Zusammenarbeit* (GTZ), Eschborn; Shreve, C. M. and Kelman, I. (2014). ‚Does mitigation save? Reviewing cost-benefit analyses of disaster risk reduction'. *International journal of disaster risk reduction*, 10, 213-235; Rademaekers, K., Eichler, L., Andersen, B. H., Madsen, N. and Rattinger, M. (2009). *Strengthening the EU capacity to respond to disasters: Identification of the gaps in the capacity of the Community Civil Protection Mechanism to provide assistance in major disasters and options to fill the gaps–A scenario-based approach*. Netherlands: ECORYS.

Figure 25. Primary influence of PPP projects (evaluation period)



Source: ICF elaboration from project mapping data and desk research.

As can be seen in Figure 25, **the PPPs contributed primarily to reducing the vulnerability of assets and/or improving response to disasters** (see section 3.1).

A majority of stakeholders agreed or strongly agreed that the overall benefits of the PPPs significantly outweighed than their costs[221]. In some cases, stakeholders underlined that certain outputs or outcomes would not have been possible through national systems, that levels of prevention and/or preparedness were raised through PPPs, or that outputs were beyond what was originally promised. Some were able to show that their project outputs are still actively being used[222] (Table 8).

Table 8. Stakeholders' comments on benefits

Examples
'The technology developed for the project has been used by Cyprus civil defence in real incidents to safely locate and extract people from search and rescue - this is invaluable saving lives considering the funding you get.'
'For example, when the Notre Dame cathedral caught fire in Paris this brought to the forefront the importance of the theme of the project. The French civil protection authorities got in touch with them to receive the project information and material.'

Source: Interviews with project coordinators.

Some stakeholders emphasised that the costs of the PPPs or PPP Programme were reasonable compared to the expectations/expected outputs, i.e. there was a balance between the scope of the PPPs or the PPP Programme and the associated costs and benefits[223]. No stakeholder specifically commented on the (more focused) scope of the projects in relation to the available budget.

[221] Surveys of project coordinators (43 out of 47) and of members of consortia (84 out of 117). A large majority of project coordinators agreed or strongly agreed, as did a majority of members of consortia. "national civil protection authorities", "Case studies" and "Project Coordinators" 15 out of 16 who referred to this topic during the interviews.

[222] National civil protection authorities, case studies and project coordinators (5 out of 16).

[223] National civil protection authorities (3) and case studies (1).

To complement the qualitative views of stakeholders on the benefits of the funded project, the evaluation sought to partially quantify/monetise the benefits of some funded projects. A quantification framework was developed based on existing cost-benefit analysis (CBA) models. It considered the difficulties/challenges identified and aimed to provide a simplified approach, focusing on direct and tangible key benefits/benefit components, where estimation is less dependent on subjective judgement. Table 9 gives an overview of the key benefits selected to be quantified/monetised.

Table 9. Key benefit categories

Key benefit category	Sought to be (partially) quantified/monetised?
Avoided costs of operational response	
Avoided emergency services costs	√
Avoided cost of clean-up	√
Avoided human/social costs	
Reduction in number of lives lost	√[224]
Reduction in number and/or seriousness of injured and ill people	√ (partial, reduction of total injured/ill only)[225,226]
Reduction in number of displaced people and/or improvement of the conditions of situation of displaced people	√ (partial, reduction of total displaced)[227,228]
Other (e.g. avoided losses in livelihood, for income and subsistence)	X
Avoided material damage	
Avoided damage to/loss of infrastructure	√ (partial)[229]
Avoided damage to/loss of property	√ (partial)[230]
Other (e.g. avoided damage to/loss of household possessions)	X
Avoided environmental costs	
Avoided damage to the environment (e.g. loss of biodiversity)	√ (partial)[231,232]

[224] Based on *the Value of a Statistical Life (VOSL).*

[225] Difficult to be quantified/monetised as it depends on the impact of the project on the severity of the injuries/illness and of the duration of absence from work.

[226] Based on the Value of Statistical Injury (VSI) calculated as a function of the VOSL (Sartori, D., Catalano, G., Genco, M., Pancotti, C., Sirtori, E., Vignetti, S. and Del Bo, C. (2014). Guide to cost-benefit analysis of investment projects). Economic appraisal tool for Cohesion Policy, 2020.

[227] Difficult to be quantified/monetised as it depends on the impact of the project on the variation to the severity of psychological damage, for example.

[228] Based on costs per emergency shelter and costs of returning people to their location.

[229] Based on past costs and cost ratios.

[230] Based on past costs and cost ratios.

[231] Quantification/monetisation depends on the availability of data on the relevant environmental aspects.

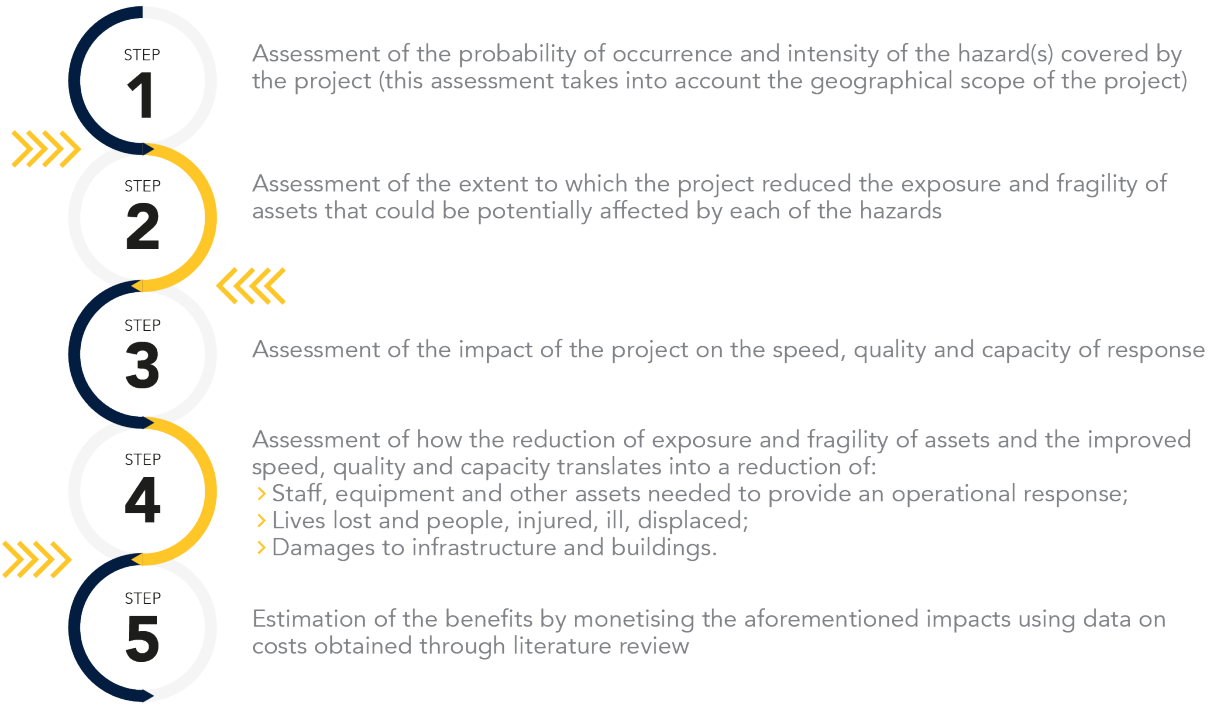
[232] Based on past costs and cost ratios.

Other (e.g. macroeconomic effects, sectoral impacts, reduction in economic activity)	X

Source: ICF elaboration based on project mapping data and desk research.

Figure 26 shows the steps undertaken for the quantification/monetisation of benefits. Where lack of data prevented step 4, the final two steps (step 4 and step 5) were omitted and the order of magnitude of the benefits was derived by extrapolating available data on past costs of relevant disasters and/or benefits of similar projects.

Figure 26. Steps undertaken for the quantification/monetisation of benefits of PPPs



Source: ICF elaboration.

Annex 10 contains the detailed application of this framework to the six case study PPPs[233]. The results of the exercise must be interpreted with care, as it was often necessary to rely on proxies and assumptions to fill significant data gaps. Notable gaps included: (a) lack of quantitative data on the extent to which the activities carried out in the project contributed to reducing vulnerabilities and/or improving response to disasters; and (b) lack of data on the baseline (i.e. scenario without the project), including the expected impact of the disasters without the project, or on alternative approaches. The results suggest that it is likely that five of the six projects examined will bring net positive benefits, although these results cannot be considered representative, given the small size of the sample.

Some additional basic information is provided on the initial and final budget in relation to cost categories. **For all projects together and for the internal budget line projects, the personnel cost category and travel and subsistence cost category represented the largest change in relative distribution between initial and final costs**. Overall, personnel changed by 2% (increase) and travel and subsistence by 3%

[233] SAVEMEDCOAST and CapaCities were not included in the analysis due to difficulties in the attribution of benefits.

(decrease). For internal budget line projects, personnel changed by 3% (increase) and travel and subsistence by 3% (decrease). **For external budget line projects, travel and subsistence represented the largest change**, with a 2% change (decrease) between initial and final costs[234]. This could imply that applicants systematically underestimate and overestimate the costs of these categories during the initial (proposal or grant agreement) stage. However, the change does not exceed 3% and the variation across projects and outliers should be studied (see below). Annex 9 contains an overview of the relative distribution of eligible cost categories (initial and final), both direct and indirect, of the 80 selected projects, for the internal budget line, external budget line and all projects, respectively[235]. There are no final data from 2018 up to and including 2020.

The change in some total cost categories between initial and final budget, as well as in the average cost per project of some total cost categories, shows some significant deviations. This is discussed below by budget line and for all projects taken together[236].

The data show that for internal PPPs, the total of all eligible cost categories (with the exception of the personnel category) decreased between 2014 and 2017. If any change of 20% or higher from initial to final stage is considered significant, there were four eligible cost categories with significant deviations: travel and subsistence, equipment, subcontracting costs, and other direct costs (see Annex 9 for overview). The average change from initial costs to final costs was largest for equipment, although little data were available and many projects went from zero planned costs to a higher number during the final stage. However, the average change still seems quite large in categories such as travel and subsistence and subcontracting. This might in part be due to the mix of proposal and grant data for the initial stage costs (see Annex 9 for overview). The number of internal projects that either increased or decreased their costs by more than 5-10% (a relatively small change), by more than 10-20% (a slightly significant change), or by more than 20% (a significant change) are presented in Table 10.

Table 10. Number of projects that increased or decreased in costs between the initial planning and the final budget – internal PPPs

	Personnel	Travel and subsistence	Equipment	Subcontracting	Other direct costs	Overheads
Number of projects with data (of 80 selected)	*35*	*35*	*11*	*32*	*29*	*35*

[234] Project mapping.

[235] Project Mapping. This concerns the initial and final costs reported from 2014 to 2020 (inclusive). The initial costs are a mix of proposal costs and grant agreement costs, as not all grant files were available. Final data were used, in keeping with the 'first phase' data.

[236] All findings based on project mapping for 80 selected projects. For each project category (internal, external, all) the first figure describes the total cost variation per eligible cost category (excluding those projects lacking data at initial or final cost stage). The columns in the first figure indicate the absolute costs per category at initial stage and at final stage, respectively. The line reflects – per cost category – the change that took place between the initial stage and the final stage. For all project categories, the second graph, also based on the 80 selected projects, describes the relative change between initial and final project costs per project through the average of all projects per category. The initial costs are a mix of proposal costs and grant agreement costs, as not all grant files were available. The graph reflects data from 2014 to 2017 (inclusive), as no final cost data are available from 2018 to 2020. No data were available for the equipment category in 2017. Finally, for the second figure for each project category, all projects reporting blanks or zeros were removed in the calculation of the average.

	Personnel	Travel and subsistence	Equipment	Subcontracting	Other direct costs	Overheads
>5-10%	9	3	1	2	1	6
>10-20%	6	7	2	7	2	7
>20%	3	22	8	20	25	5

For external projects, the total of all eligible cost categories decreased between 2014 and 2017, with three eligible cost categories showing significant deviations (>20%): travel and subsistence, equipment and subcontracting costs (see Annex 9 for overview). The average change from initial costs to final costs was largest for travel and subsistence. The average change was also quite large in the other direct costs and equipment categories. This picture is slightly different than that of the overall (see below) or internal projects picture. The same limitations apply as to internal PPPs. Finally, there were fewer external projects than internal projects to analyse (see Annex 9 for overview).

The number of external projects that either increased or decreased in costs by more than 5-10% (a relatively small change), by more than 10-20% (a slightly significant change), or by more than 20% (a significant change) are presented in Table 11.

Table 11. Number of projects that increased or decreased in costs between the initial planning and the final budget – external PPPs

	Personnel	Travel and subsistence	Equipment	Subcontracting	Other direct costs	Overheads
Number of projects with data (of 80 selected)	*15*	*15*	*9*	*11*	*13*	*14*
>5-10%	3	2	1	1	0	5
>10-20%	4	0	0	2	3	3
>20%	3	11	8	6	9	2

Taking all PPPs together, the data show that, overall, the total of all eligible cost categories (with the exception of the personnel category) decreased between 2014 and 2017, with three eligible cost categories showing significant deviation (>20%): travel and subsistence, equipment and subcontracting (see Annex 9 for overview). The average change from initial costs to final costs was the largest for equipment. However, in other categories such as travel and subsistence and subcontracting, the average change was also quite large. The same limitations as mentioned previously apply (see Annex 9 for overview). The number of projects that either increased or decreased their costs by more than 5-10% (a relatively small change), by more than 10-20% (a slightly significant change), or by more than 20% (a significant change) are presented in Table 12.

Table 12. Number of projects that increased or decreased in costs between the initial planning and the final budget (overall)

	Personnel	Travel and subsistence	Equipment	Subcontracting	Other direct costs	Overheads
Number of projects with data (of 80 selected)	*50*	*50*	*20*	*43*	*42*	*49*
>5-10%	12	5	2	3	1	11
>10-20%	10	6	2	9	5	10
>20%	6	33	16	26	34	7

The variations depicted in Table 12 can partly be explained by the clear presence of **significant outliers**[237]. For example, 34 out of 42 projects with other direct costs data changed by more than 20% (Table 12), despite the fact that the average cost variation per project in this category was 9%.

Significant deviation could have several causes – an increase in project activities, a change in activities (leading to a different distribution of costs across categories), price changes, etc. It could also be caused by an underestimation of costs at project design stage or by improper management throughout the project lifecycle (cost increase), or by suboptimal distribution of money across projects (cost decrease), for example. It is thus possible that deviations point to potential savings. However, stakeholders did not consistently or directly refer to other **factors explaining the deviations**[238]. Only one stakeholder referred to differences in living standards and purchasing power parity between Member States and Participating States (see Annex 1)[239]. The findings under EQ6.2 (see section 3.2.3) examine administrative burden (potentially leading to cost and time overruns, for example in the personnel cost category) and slowed communication (potentially leading to time overruns). Changes in the travel and subsistence and equipment categories could possibly be explained by the often-large amounts involved with a single travel trip or piece of equipment[240] (see also EQ4.1, section 3.2.1). The extent to which this applies to the subcontracting and other direct cost categories is unclear. Certain data limitations also applied.

3.2.3 Efficiency: potential for efficiency savings

Key points:

- Inefficiencies led to the use of more resources than planned, where the same outputs and outcomes could have been attained with fewer resources. Inefficiencies could materialise at organisational (e.g. management and administrative structures) and/or cost level.

[237] Project mapping.

[238] No definitive comment can be made on the difference in type of projects/activities driving the discrepancies in cost.

[239] National civil protection authority.

[240] Project mapping.

  - Data on significant variations (or deviations), particularly at project level, indicate possible inefficiencies at cost level. At the same time, significant efforts have been made to improve the efficiency of the PPP Programme, and (project-level) stakeholders are largely positive about issues relating to efficiency. Data were insufficient to draw robust conclusions.
  - Inefficiencies at both project and programme level seemed to stem from disproportionate administrative burden, such as process timelines, reporting and management requirements.
- The reporting and monitoring mechanism of the PPP was not excessively burdensome but improvements could be made (e.g. simplification of templates at the European Commission level would decrease the time spent on these templates by project stakeholders).
- Unfortunately, there is not enough data to support a robust conclusion on whether the reporting and monitoring mechanism of the PPP Programme allows for the identification and correction of inefficiencies during the implementation of the PPPs. It could be argued that EU-level stakeholders do not have enough capacity (i.e. human resources) to identify and correct inefficiencies during the implementation of the PPPs.
- Changes in DG ECHO administrative processes at European Commission level would enable the same results to be achieved in a more cost-efficient way. For example, more flexible documentation requirements for public administrations and easier processes for requesting budget amendments. Many stakeholders also believed that the continuation of successful projects and better sharing of project results could improve cost-effectiveness.

'Inefficiencies' is the key concept here, i.e. the use of more resources than planned, where the same outputs and outcomes could have been attained with fewer resources. Inefficiencies could materialise at organisational (e.g. management and administrative structures) and/or cost level[241]. Findings from EQ5.2 (see section 3.2.2) showed significant deviations in total costs between the initial stage and the final stage for certain cost categories. The average cost variation per project also seemed significant for certain categories. There were instances (e.g. equipment costs), where the cost went up from zero during the initial stage to a higher number during the final phase of the project, suggesting possible inefficient planning[242].

Figure 27, Figure 28 and Figure 29 show the percentage variation of internal budget line, external budget line and all **PPPs increasing more than 20% in costs per cost category,** using the 80 selected projects and data from 2014-2017[243,244]. Data on equipment were lacking but the other cost categories show a different picture at project level[245]. A variation in and of itself is not directly linked to an inefficiency – it might be due to an increase in project activities, for example. However, the variation could also reflect suboptimal planning at project design stage. It is thus possible that variations show a potential for savings, although there were insufficient data to draw conclusions.

[241] Sickles, R.C. and Zelenyuk, V. (2019). *Measurement of Productivity and Efficiency: Theory and Practice*. Cambridge: Cambridge University Press.

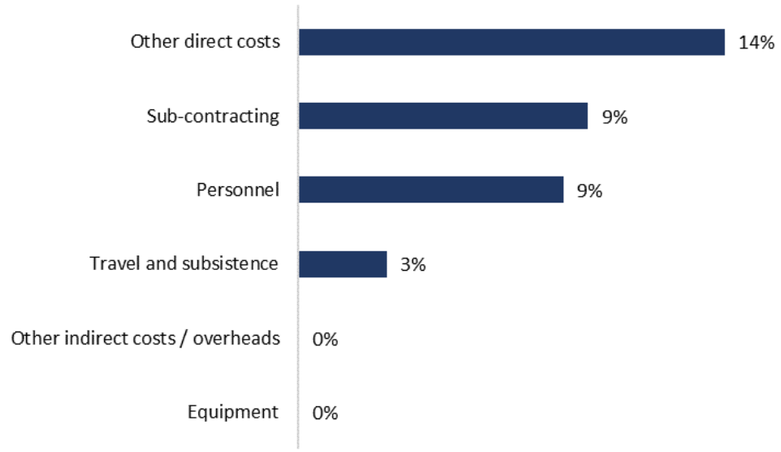
[242] Data were also limited.

[243] Final data for 2018-2020 were not available. The same restrictions as under EQ5.2 apply (e.g. no equipment data for 2017, removal of projects with blanks or zeros).

[244] Project mapping.

[245] The relative size of each cost category must be taken into consideration, both in terms of the part of the total costs it makes up (see for example EQ5.1 and 5.2), as well as the data available per cost category.

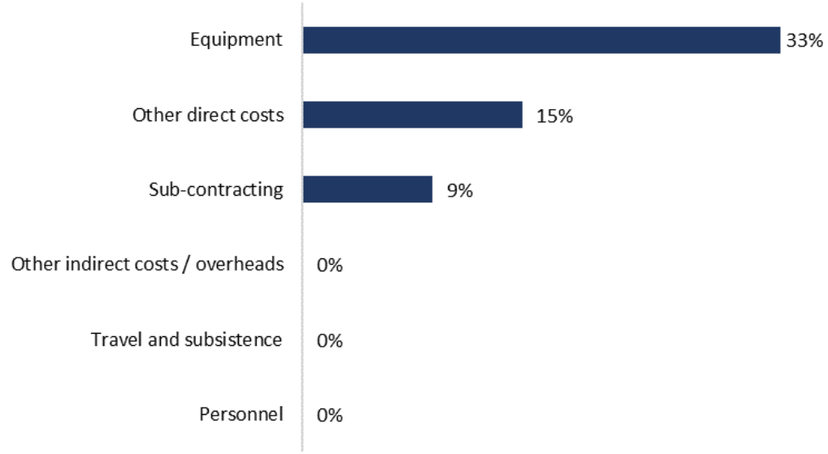
Figure 27. Percentage of internal budget line PPPs increasing in costs >20% (2014-2017)



Other direct costs = 4 of 29 projects with data; subcontracting = 3 of 32; personnel = 3 of 35; travel and subsistence = 1 of 35; other indirect costs/overheads 0 of 35; equipment 0 of 11.

Source: ICF based on project mapping.

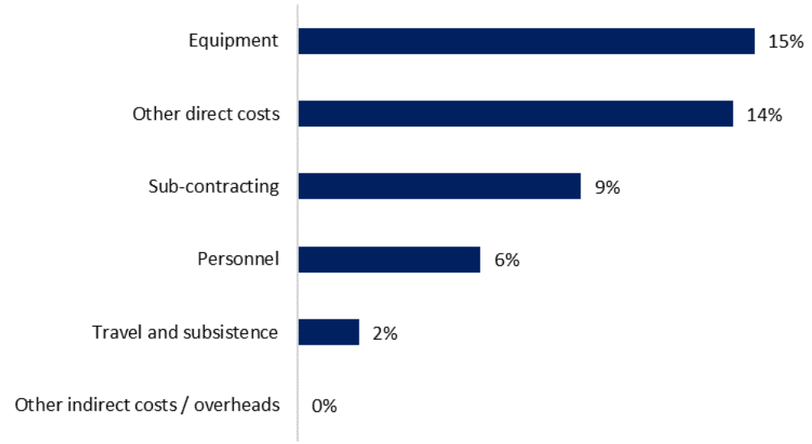
Figure 28. Percentage of external budget line PPPs increasing in costs >20% (2014-2017)



Equipment = 3 of 9 projects with data; 2 of 23; subcontracting 1 of 11; other indirect costs/overheads 0 of 14; travel and subsistence 0 of 15; personnel 0 of 15.

Source: ICF based on project mapping.

Figure 29. Percentage of projects (all) increasing in costs >20% (2014-2017)



Equipment = 3 of 20 projects with data; other direct costs = 6 of 42; subcontracting costs = 4 of 43; personnel costs = 3 of 50; travel and subsistence = 1 of 50; other indirect costs/overheads = 0 of 29.

Source: ICF based on project mapping.

Despite flagging specific inefficiencies, stakeholders remained generally positive, with the majority of stakeholders considering there were no major cost overruns[246] nor major delays[247]. There was no broad consensus, however, as around 40% of each separate stakeholder group (project coordinators, members of consortia[248]) either were neutral or disagreed[249]. A large majority of stakeholders considered that the results were achieved in the most efficient way[250] and that even if there were inefficiencies, these were not substantial[251].

Several stakeholders mentioned various factors influencing the extent to which inefficiencies could have been anticipated and reduced. Examples are given in Table 13.

Table 13. Factors influencing inefficiencies and the extent to which they could have been anticipated and reduced

	Factor influencing inefficiencies	Extent to which this could have been anticipated and reduced
1[252]	Delay due to project partners	Could not reasonably have been expected at project design stage
2[253]	Delay due to slow communication with public authorities	Equally challenging to predict at project design stage
3[254]	Lack of indicators for measuring results of projects	Something which could possibly have been anticipated
4[255]	Applied science projects requiring more effort in practice	Depends on context; to a certain extent, time could have been built in for this at project design stage
5[256]	Administrative burden (impacting personnel costs)	It could potentially be argued that this could partly have been anticipated – as, according to stakeholders, the PPP project cycle is relatively short, and as multiple EU programmes deal with this issue

Although the feedback on this topic was limited, **stakeholders generally considered that the introduction of e-Grants and the streamlining of the Electronic**

[246] Surveys of project coordinators (37 out of 47) and of members of consortia (87 out of 117).

[247] Surveys of project coordinators (27 out of 47) and of members of consortia (69 out of 117).

[248] Originally referred to as 'members of consortia' during the stakeholder consultations, but hereafter referred to as beneficiaries.

[249] Surveys of project coordinators (19 out of 47) and of members of consortia (47 out of 117).

[250] Surveys of project coordinators (41 out of 47) and of members of consortia (91 out of 117). Within the separate members of consortia stakeholder group, a majority agreed or strongly agreed.

[251] Surveys of project coordinators (40 out of 47) and members of consortia (90 out of 117). A large majority of project coordinators responded with 'very little' or 'not at all'.

[252] Case studies (1), project coordinator (1).

[253] Project coordinators (2).

[254] National civil protection authorities.

[255] Project coordinator.

[256] See 'process timelines' below.

Submission system[257] had a positive impact on efficiency at programme level[258]. They noted that the application process had become easier or was easier compared to other funding instruments, that information flow was facilitated, and that electronic submission was 'a great improvement to save money, time and energy'. Stakeholders also made suggestions on how to further improve processes, such as further reducing repetitive questions in the budget template and the bureaucratic procedure in general[259]. Negative responses suggested that the electronic platform is still 'too rigid' (not easy to quickly navigate, documents only allowed in PDF form, only one attachment allowed in some cases), the budget format is too complex (it 'can easily be ten pages long'), there is no (easy to find) helpdesk in case of IT issues (meaning they take quite some time to resolve), and the submission template only becomes available once the reporting opens[260] (see section 3.2.3 for more information on the e-Grants system).

No comments were made about the merged objectives, priorities and available budget across PPPs since 2020 increasing efficiency at programme level, nor about the narrowing of thematic categories in the PPP Programme calls for proposals (see Annex 1) improving cost-effectiveness of the evaluation of applications.

Overall, stakeholders believed that the main identified sources of inefficiencies were at both European Commission level and project level[261]. Most referred to **administrative burden** (including strict reporting requirements) when they described inefficiencies (or cost/time overruns)[262].

Firstly, for EU staff, the process timelines are not necessarily balanced with the administrative tasks required. For example, the introduction of the e-Grants system helped to a certain extent, but the set up of each call remains time-consuming for EU staff and the two-year project cycle gives DG ECHO very little time for actual monitoring. Secondly, current reporting creates a potentially disproportionate administrative burden. Of the national-level and project-level stakeholders, one suggested to 'reduce documentation requirements for public administrations [and] reduce the period of the evaluation process, it is difficult because some deadlines of the project cycle can be very tight/overlap'[263]. Amendments to projects could be easier[264] or the budget form could be simplified in general (one stakeholder noted that 'the budget Excel can easily be tens of pages long'[265], while another felt they had to repeat certain types of information throughout the budget template[266])[267]. Thirdly, according to stakeholders, streamlining management requirements should decrease the administrative burden. Two stakeholders

[257] 'e-Grants' is used to manage proposals and monitor projects. The Electronic Submission System was streamlined though a simplification of the application form, supporting documents and annexes that applicants must provide.

[258] Out of limited response, 'national civil protection authorities (4 out of 5), project coordinators (4 out of 7).

[259] National civil protection authority (1) and project coordinator (1).

[260] Project coordinators (4 out of 12).

[261] Half of the members of consortia believed that the main sources of inefficiencies were at European Commission level, while half believed that they were at project level: survey of members of consortia (20 European Commission, 20 project level). A little more than half of the project coordinators believed that the main sources of inefficiencies were at project level: survey of project coordinators (6 out of 10).

[262] Survey of members of consortia (8 out of 22), DG ECHO (4 out of 4), national civil protection authorities (11), project coordinators (4).

[263] National civil protection authority.

[264] National civil protection authorities (2).

[265] Project coordinator.

[266] National civil protection authority.

[267] National civil protection authority (1).

believed that the submission forms could be simplified (even at the application phase)[268], with two others noting that working with the online portal and reporting is time-consuming, at least for the budget format[269].

Other comments on inefficiencies on behalf of DG ECHO were very limited and are therefore not representative, but can be summarised as follows:

- A minority of stakeholders referred to the lack of a fast response/communication from DG ECHO[270]; and
- A minority of stakeholders referred to a lack of technical knowledge (i.e. quality control) on the part of DG ECHO[271].

According to a limited number of stakeholders, the main reasons for inefficiencies at **project level were**:

- Internal organisation and changes in team composition[272]; and
- Delays caused by project partners[273].

One stakeholder[274] referred to 'cultural awareness of different partners, different working procedures between EU and third countries (see Annex 1), for example how they calculate the gross amount (with or without taxes) for budgeting calculations'. Finally, as expected, some stakeholders referred to COVID-19 as a factor causing inefficiencies[275].

One EU-level stakeholder described the timeliness and efficiency of the intervention's process for reporting and monitoring as having both positive and negative aspects. On the one hand, it removed administrative work and streamlined remaining work by connecting communication and financial systems and storing information in one place. On the other hand, setting up each call still takes a lot of time, and there is scope for more synergies by combining different calls together under e-Grants. Other stakeholders were broadly positive about the introduction of 'e-Grants' to manage proposals and monitor projects and the streamlining of the forms, supporting documents and annexes that applicants must provide on the Electronic Submission System (see EQ6.1 and EQ6.2 for detail)[276]. Some comments and suggestions for further improvement were also made.

Unfortunately, stakeholders did not elaborate on the role of the reporting and monitoring mechanism of the PPP Programme in identifying and correcting inefficiencies. Indirect criticism of the timing, usability and required documentation of the mechanism is implied in the issue of administrative burden and time overruns. This may say something about the burden imposed by the reporting and monitoring mechanism, and also about its ability to quickly identify (and deal with) issues/inefficiencies.

The process for reporting and monitoring could be further improved through more staff. At EU level, a majority of (a limited number of) stakeholders referred to the need for

[268] National civil protection authorities (2).

[269] Project coordinators (2).

[270] Survey of members of consortia (3 out of 22), project coordinators (4 out of 6).

[271] Survey of members of consortia (2 out of 22), interviews – one national civil protection authority and project coordinator.

[272] Surveys of project coordinators (3, on changes to team composition) and of consortia (2).

[273] Case studies and project coordinator.

[274] National civil protection authority.

[275] Project coordinators (4).

[276] Out of limited response, project coordinators (4 out of 7) and national civil protection authorities (4 out of 5).

more staff, noting that there is no time for monitoring (and therefore no ability to share lessons learned and the results of projects)[277]. One EU-level stakeholder noted that the 'volunteering' system of Desk Officers does not help, as the assigned work of following the project(s) closely is in addition to their primary job.

In terms of measures[278] to further improve cost-effectiveness at project level, national-level measures were most popular among all relevant stakeholders, followed by EU-level measures and project-level measures[279]. National-level measures were only slightly more popular than EU-level measures among project coordinators and partners. On measures to further improve cost-effectiveness at programme level, most relevant stakeholders (a limited number) suggested EU-level measures, then project-level measures, and finally national-level measures[280]. Only one stakeholder suggested fewer and larger projects and larger consortia[281]. In essence, it could be argued that changes at national level appear to be the most relevant to drive efficiencies at project level, and that changes to EU rules on the management of the Programme and the project appear to be the most relevant to drive efficiencies at Programme level.

Figure 30 summarises repeated suggestions from stakeholders across Programme and project levels[282].

[277] DG ECHO (3 out of 4).

[278] The concept of 'measures' was not defined in the survey and stakeholders described a variety of topics.

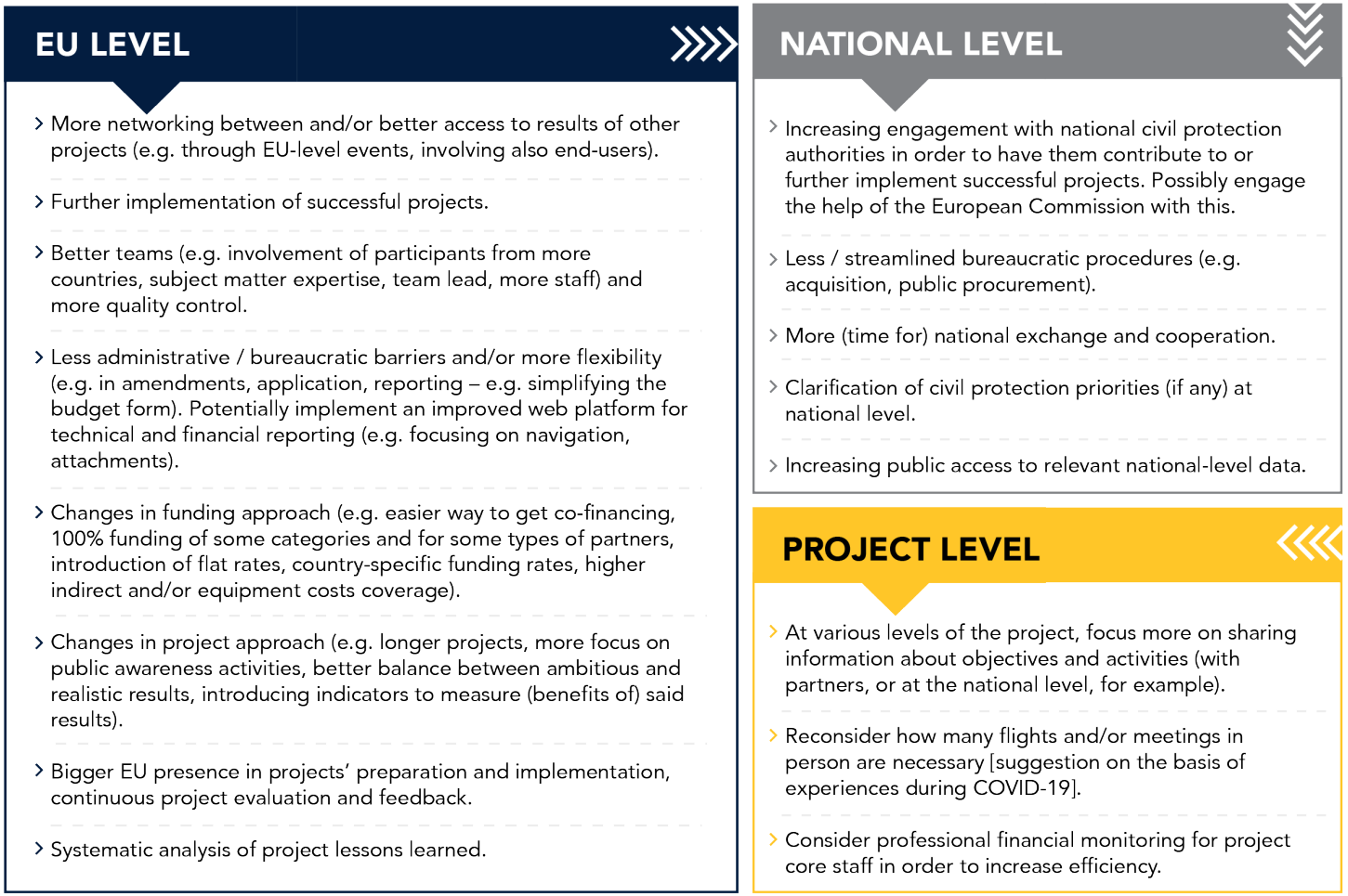
[279] Survey of project coordinators (n=51) - 18 at national level, 17 at EU level and 16 at project level; survey of members of consortia (n=133) - 48 at national level, 46 at EU level and 39 at project level.

[280] Survey of national civil protection authorities - 5, 4 and 2, respectively.

[281] Survey of national civil protection authorities.

[282] Survey of project coordinators - 45 responses; survey of members of consortia - 98 responses on project level. Some of these suggestions were backed by input provided to the Field Report or through project documentation – e.g. regarding reusing outputs/outcomes, flexibility (with delays, timing of project) and a decreased administrative burden (RECIPE, EVAPREM, IPCAM 2); finance for the continuation/follow-up on successful projects (PROMEDHE); and professional financial monitoring and teams containing at least some experienced staff (EASeR). Five interviewees from national civil protection authorities and project coordinators supported better dissemination/sharing of (other) project results. 11 interviewees supported a decrease in administrative burden (including reporting and documentation).

Figure 30. Cost-effectiveness measures, according to stakeholders



Note: the measures are not ranked by importance. Source: ICF, based on project mapping.

Specific suggestions by stakeholders (some referenced under EQ6.2) included:

- It would be 'helpful to have some contact before the call is launched also to inform [national] authorities about the timing'[283];
- Simplify amendments to projects (in line with decreasing the administrative burden)[284];
- Simplify the documentation, e.g. the budget form (in line with decreasing the administrative burden)[285];
- Improve the navigability of the portal used for PPPs (e.g. more attachments, submitting in non-PDF formats, such as word documents) (in line with decreasing the administrative burden)[286];
- Hiring a staff member to take care of financial monitoring and reporting for the project, saving PPPs time and avoiding potential inefficiencies and mistakes[287];
- Annual review of project results to see if there is a need to improve cost-effectiveness[288]; and
- Introducing indicators and rules for the (quality) of PPP results[289].

Stakeholders mentioned Horizon 2020 and IPA as alternative programmes/funds to the PPP Programme (see EQ4.1) Table 14 summarises stakeholders' views of the relative merits of the PPP Programme compared to its alternatives[290].

Table 14. PPP Programme, Horizon 2020 and IPA: stakeholder opinions

Programme / Fund / Initiative	Advantages compared to PPP Programme	Disadvantages compared to PPP Programme
HORIZON 2020	› Allows for bigger projects › 100% co-financing rate › Proposal stage budgeting requirements are more flexible	› Less accessible than PPP Programme › PPP call application form is easier › Bigger Horizon 2020 consortia might find it trickier to cooperate and collaborate
IPA*	› IPA projects have a higher budget and less competition for funding	› IPA process takes far longer (2-3 years) › Easier to make an offer for PPPs, as it is more predictable › PPP schedule is very clear and easy to follow and the timeframe between submitting the proposal and starting the project is shorter

** = This comparison is only partially relevant as the IPA targets only 'enlargement countries'.*

Source: national civil protection authorities (8) and project coordinators (14).

[283] National civil protection authorities (2).
[284] National civil protection authorities (2).
[285] National civil protection authority (1).
[286] National civil protection authority (1).
[287] Project coordinator (1).
[288] National civil protection authority (1).
[289] National civil protection authority (1.
[290] "National civil protection authorities (8) and project coordinators (14).

For instance, one stakeholder noted that 'funding under national projects is easier, faster and less time-consuming'[291]. Others remarked that one of the successes of the PPP Programme is that it has a narrow and clear focus, which facilitates and promotes the Programme's effectiveness and efficiency[292].

EU-level measures to address undue administrative burden and management inefficiencies could include[293]:

- A system whereby DG ECHO staff supports PPP colleagues where possible[294] ('volunteering system'). This helps in the short-term but creates other issues (overlapping responsibilities, effective quality control, availability of correct technical expertise, etc.) in the longer term;
- Stimulating bigger projects with more funding –the same amount of internal work, but the projects could have more relevance/significance/impact;
- In terms of EU staff division (of labour), legal and financial officers to ensure that compliance and policy people follow-up; and
- Harness the scope for 'more synergies by combining different calls together under e-Grants. In general, more synergy across units working on different calls would be useful'.

Quantity of PPP beneficiaries might influence project efficiencies. Two stakeholders observed that PPPs with fewer beneficiaries are easier to coordinate[295]. However, the impacts of decreasing the number of beneficiaries are unclear, for example on the exchange and dissemination of knowledge. The more that beneficiaries have worked together previously, the more efficient they are. One stakeholder remarked that cooperation within a consortium went well because the partners already knew each other[296].

Multi-annual call programming[297] could reduce administrative burden. One stakeholder[298] suggested that 'From an administrative perspective, having calls in an MFF, longer-term strategic level could provide administrative efficiency, lessen the administrative burden of applying and also from European Commission side the administrative burden of evaluating projects for selection every year. If there is an MFF framework they would have milestones, check these, then renew the programme.' This assumes that the number of projects would decrease, however[299].

No specific remarks addressed organisational/management structures and/or cultural approaches in relation to administrative burden. In general, it could be argued – on the basis of the administrative burdens described, and the related cost and time overruns (e.g. personnel costs)– that there is scope, in terms of costs and benefits, to attempt some of the solutions or measures suggested by stakeholders. The actual concrete, quantifiable costs and benefits of these measures need further research.

[291] National civil protection authority (1).

[292] Project coordinators (4).

[293] DG ECHO (4).

[294] Acting as so-called Desk officers with their own responsibilities.

[295] Case studies and project coordinator.

[296] National civil protection authority.

[297] Compared to 2-year call programming, for example.

[298] National civil protection authority.

[299] Otherwise there is no difference between 49 projects every seven years or seven projects every year for seven years.

3.3 Relevance

3.3.1 Relevance of the PPP Programme to the needs of the UCPM, Member States and eligible third countries

Relevance of the PPP Programme to the needs of the UCPM

Key points:

- Overall, at UCPM-level, the PPP Programme's objectives, priorities and eligible priorities were well-aligned with the UCPM's general and specific objectives, with some scope for improvement, especially in the priority-setting process and PPP outputs focused on complementing UCPM resources to aid national and EU-level capacity.
- Needs that should be addressed included accessible mapping of all EU/UCPM civil protection projects in the field of prevention and preparedness for PPPs to avoid duplication of effort at EU-level, and an added focus on awareness-raising activities and health emergencies.
- The alignment of UCPM-level needs was facilitated by consideration of UCPM general and specific objectives in the Programme priority-setting process, the requirement for PPP proposals to identify Programme objectives they addressed, and the feedback from DG ECHO to unsuccessful applications on potential improvements to better align with the needs of the Programme.
- Factors that hindered the alignment of UCPM-level needs included a lack of systematic consultation with other UCPM units and EU-level stakeholders, the lack of multi-annual indicators and monitoring system and, to a lesser extent, the low alignment of some proposals to EU-level prevention and preparedness needs.

The PPP Programme's objectives, priorities and activities were generally well-aligned with the UCPM's general and specific objectives, as laid out in Article 3(1) of the Decision[300]. There was room, however, for more PPPs focused on UCPM-specific outputs and for deeper consultation of EU-level UCPM stakeholders. Firstly, the PPP Programme's objectives and priorities reflected clear consideration and effective incorporation of the UCPM's specific and general objectives through priority setting. The PPP Programme's objectives, priorities and activities were perceived by stakeholders[301] to be well-aligned with the UCPM objectives by stakeholders, highlighting that PPPs in the evaluation period produced tools relevant for the UCPM[302]. Indeed, throughout the evaluation period, 22 PPPs produced outputs to be integrated within the UCPM, which many stakeholders[303] perceived as a positive practice to be replicated further in the coming years.

The level of consultation with other DG ECHO units[304], EU agencies[305] and multi-annual monitoring[306] could be improved. Internal consultation between DG ECHO

[300] Commission Implementing Decision (EU) 2014/762 of 16 October 2014 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism.

[301] Interviews with project coordinator (1), member of consortia (1), DG ECHO (3), EU stakeholders (2), national civil protection authorities (6).

[302] Interviews with project coordinators (4), national civil protection authorities (5), DG ECHO 1), EU stakeholder (1).

[303] Interviews with project coordinators (4), national civil protection authorities (5), EU stakeholder (1), DG ECHO (1).

[304] Interviews with DG ECHO (3).

[305] Interviews with EU stakeholders (2).

[306] Interviews with national civil protection authorities (8), DG ECHO (2) and EU stakeholders (2).

units , as well as with relevant EU institution representatives take place when setting the PPP Programme priorities. However, the process appears generally ad hoc. More systematic consultation at priority-setting stage could include other DG ECHO units working on the UCPM, as well as relevant EU agencies (e.g. the European Maritime Safety Agency). The introduction of a multi-annual planning and monitoring system, including programme-level multi-annual objectives and indicators clearly connected to UCPM monitoring and evaluation activities (see section 3.1.3), would ensure closer alignment of PPP Programme activities to the needs of the UCPM. Such a multi-annual planning and monitoring system would ensure that the level to which PPP activities actively contribute to PPP Programme and higher UCPM objectives and priorities is constantly monitored and evaluated, making it easier to identify room for closer alignment.

The **UCPM-level needs not sufficiently addressed in the evaluation period were** (in descending order of importance: 1) a systematic mapping of existing EU and UCPM civil protection projects[307], 2) a lack of focus on awareness-raising activities, and 3) a lack of focus on 'acute health emergencies'.

A mapping of existing EU-level projects and the results of completed PPPs should also feed into the PPP Programme's priority-setting[308] to ensure that incoming PPPs build on existing results and ensure a more streamlined achievement of UCPM objectives without duplication of effort[309]. Such a mapping of existing EU-level civil protection projects in the field of prevention and preparedness, and of the results of completed PPPs, should be considered in conjunction with a thorough needs assessment. DG ECHO should compile a comprehensive list of existing civil protection projects specifically focusing on prevention and preparedness to support the selection of PPP proposals that address UCPM and EU-level needs that are insufficiently addressed across the Programme, UCPM and other EU funds. Awareness-raising for preparedness and a culture of prevention is outlined in the UCPM specific objectives in Article 3(1) of the Decision. However, the majority of stakeholders[310] agreed that awareness-raising activities, especially among the general public, did not feature sufficiently across the funded PPPs. While 22 PPPs[311] addressed awareness-raising during the evaluation period, a closer focus on engaging the general public would be useful. Similarly, 'acute health emergencies' are underlined as a type of disaster for the UCPM to address in Article 1 of the Decision[312], but only feature as a sub-category in the PPP Programme's prevention objectives. Only nine PPPs, mostly funded under the internal budget line, address health emergencies[313].

Figure 31 presents the **facilitating factors for the alignment of the PPP Programme with UCPM-level needs**: 1) consideration of the UCPM's specific and general objectives when drafting UCPM objectives, 2) narrowing of the PPP Programme's objectives, 3) requirement for project proposals to signal the project's link to the PPP Programme objectives, and 4) feedback sent to applicants after an unsuccessful application.

[307] Interviews with national civil protection authorities (2), DG ECHO (1) and EU stakeholders (3).

[308] Interviews with national civil protection authorities (2), DG ECHO (1) and EU stakeholders (3).

[309] Interviews with national civil protection authorities (2), DG ECHO (1) and EU stakeholders (3).

[310] Interviews with project coordinators (2) and national civil protection authorities (3); surveys of project coordinators (7), members of consortia (10) and CPC members (2).

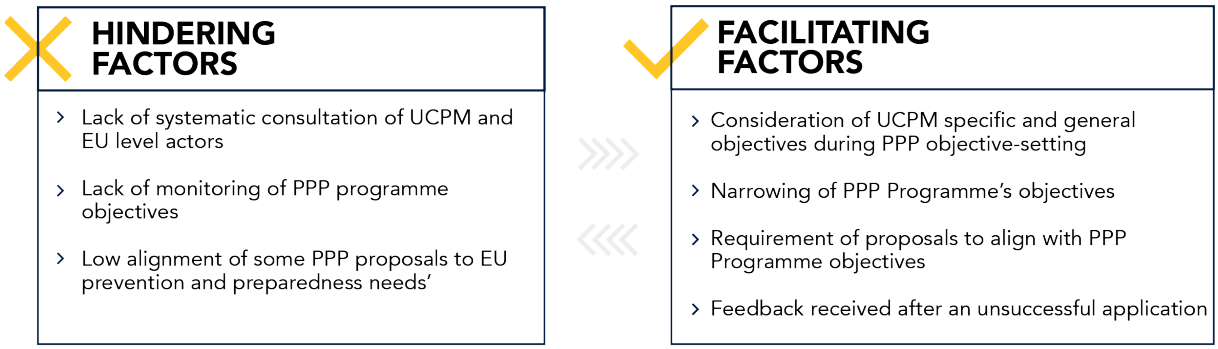
[311] Project mapping.

[312] Commission Implementing Decision (EU)2014/762 of 16 October 2014 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism

[313] Project mapping.

The consideration and inclusion of the UCPM's general and specific objectives[314] in the PPP Programme objectives facilitates close alignment at UCPM-level. The narrowing of PPP Programme objectives and merging of the prevention and preparedness calls for proposals in 2019 (as recommended in the 2014 UCPM Evaluation[315]) prevents duplication across calls and makes them easier to monitor[316]. Additionally, the requirement for applicants to lay out the PPP objectives their project seeks to address facilitates monitoring and ensures that PPP activities contribute to the Programme objectives. Finally, all unsuccessful PPP applicants consulted[317] highlighted that the feedback provided by DG ECHO helped them understand how to better align their projects with the needs of the UCPM.

Figure 31. Typology of factors that have hindered and facilitated the relevance of the PPP Programme ***at UCPM-level***



Source: ICF, based on interviews and survey responses.

Figure 31 also shows the **factors that hinder the alignment of the PPP Programme with UCPM-level needs**: 1) a lack of systematic consultation of UCPM and EU-level actors in the PPP Programme priority-setting, 2) a lack of multi-annual monitoring of PPP objectives, and 3) low alignment of some PPP proposals to EU prevention and preparedness needs.

Relevant EU-level stakeholders were consulted during PPP programme objective-setting but there is space for a more structured and systematic consultation[318] of other DG ECHO units and stakeholders to ensure that the multifaceted needs across the UCPM are covered. Stakeholders[319] also pointed out that the lack of multi-annual objectives and monitoring, part of a PPP Programme PMER (see section 3.1.3) of how PPP Programme priorities contribute to PPP and UCPM objectives hindered the PPP Programme's alignment with UCPM general and specific objectives. Finally, stakeholders[320] highlighted that some PPP proposals had a low level of alignment with EU prevention and preparedness needs.

[314] Interviews with DG ECHO (2).

[315] Ex post evaluation of Civil Protection Financial Instrument and Community Civil Protection Mechanism (recast) 2007-2013, p 98.

[316] Interviews with project coordinators (3) and DG ECHO (1).

[317] Interviews with unsuccessful PPP applicants (3).

[318] Interviews with DG ECHO (3) and EU stakeholders (2)

[319] Interviews with national civil protection authorities (8), DG ECHO (2) and EU stakeholders (2).

[320] Interviews with national civil protection authorities (3) and DG ECHO (3).

Relevance of the PPP programme to the national-level needs of EU Member States, UCPM Participating States and eligible third countries

Key points:

- At national level, the PPP Programme's objectives, priorities and eligible activities were well-aligned with the needs of EU Member States, Participating States and eligible third countries, especially regarding innovative solutions to civil protection issues and cross-border cooperation.
- The PPP Programme made concerted efforts to incorporate the needs of national stakeholders, with room for improvement in the manner of consultation of national authorities and more meaningful inclusion of the needs of third countries. For third countries, the misalignment originated in the PPP Programme's lack of awareness of their needs and channels to discuss PPP Programme-specific needs.
- Needs that should be further addressed for EU Member States, UCPM Participating States and eligible third countries include more innovative capacity-building, cross-sectoral cooperation between entities, mitigation of long-term impacts of disasters, marine pollution and early warning systems.
- Factors that facilitated the alignment with the needs of EU Member States and UCPM Participating States were the level of information and advice provided by DG ECHO and national needs assessments conducted through EU programmes. For eligible third countries, these were the level of information provided by DG ECHO, and national needs assessments.
- Factors that hindered the alignment of all national level needs were the lack of mapping of existing PPPs and differing national involvement. For EU Member States and UCPM Participating States this also included decentralised civil protection structures, while for eligible third countries it included the lack of a forum to discuss PPP-specific needs.
- Reasons for different involvement of participants in the PPP Programme included administrative burden, low awareness, lack of human and financial resources, lack of experience with the UCPM and EU funding or reliance on other sources of funding. Language barriers also played a role, as did the fact that tackling natural and man-made disasters is not as pressing a need for some EU Member States, UCPM Participating States and eligible third countries.

Overall, **the PPP Programme's objectives, priorities and eligible activities were well-aligned with the needs of EU Member States, Participating States and eligible third countries, especially regarding innovative solutions to civil protection issues and cross-border cooperation.** Across EU Member States, UCPM Participating States and eligible third countries, the PPP Programme responded to an overarching need for innovative and creative solutions to national issues[321] and for cross-border cooperation on transnational civil protection issues[322]. In comparison to other sources of EU, national and international funding, the PPP Programme presents an opportunity for new creative research to find solutions to civil protection issues faced across borders and to build and enhance cooperation across borders on specific prevention and preparedness issues.

The PPP Programme makes concerted efforts to incorporate the needs of national stakeholders, with scope for improvement in the manner of consultation of all national authorities. For EU Member States and UCPM Participating States, the large majority of stakeholders[323] agreed that they had sufficient opportunities to express their

[321] Interviews with national civil protection authorities (7); surveys of national civil protection authorities (1 stakeholder) and of CPC members (3 stakeholders).

[322] Interviews with national civil protection authorities (13).

[323] Interviews with national civil protection authorities from EU Member States and UCPM Participating States (16).

needs to be incorporated in the PPP Programme. Since the 2013 Decision[324], EU Member States and relevant stakeholders should be involved in PPP Programme priority-setting. Indeed, national representatives of EU Member States and UCPM Participating States have the opportunity to express their needs at the CPC, which the majority of stakeholders[325] agreed is an effective medium. Nevertheless, stakeholders highlighted that this could be improved through a deeper analysis of national and EU-level needs prior to CPC meetings, given the limited time to discuss issues at these meetings[326]. For instance, stakeholders suggested an analysis of national and EU-level civil protection needs could be conducted through the Knowledge Network and/or expert technical working groups[327], and/or via a questionnaire to be sent to national authorities prior to the CPC meeting[328], with EU and national-level needs then discussed and finalised as PPP Programme priorities at the meeting.

For **eligible third countries, while the PPP Programme successfully addressed their need to enhance cooperation** with EU Member States and the UCPM, other needs were less well-aligned than for EU Member States and UCPM Participating States, which was attributed to a lack of awareness of their needs[329] and a channel to voice those needs[330]. The large majority of national civil protection authorities from eligible third countries[331] confirmed that the Programme was relevant in bringing closer and deeper cooperation with EU Member States and the UCPM. Nevertheless, the majority of national third country authorities[332] argued that the PPP Programme was not as well aligned to their general civil protection needs, especially since the main available channel used to express them is project proposals[333]. Relevant needs assessment exercises influencing third countries' involvement in the PPP Programme were primarily conducted through the EU Prevention Preparedness Response to Disasters Programme, both with Southern and Eastern Partnership countries (PPRD East and South), the UCPM Peer Review Programme, the IPA or relevant EU delegations[334].

Despite the sufficient opportunities granted to express their needs, there was a varied level of participation of entities as PPP beneficiaries across EU Member States and UCPM Participating States. Indeed, as can be seen in Figure 32 and Figure 33 there was a varied involvement of entities from selected EU Member States and UCPM Participating States as PPP beneficiaries.

[324] Commission Implementing Decision (EU)2014/762 of 16 October 2014 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism

[325] Interviews with national civil protection authorities from EU Member States and UCPM Participating States (8).

[326] Interviews with national civil protection authorities (2) and DG ECHO (1).

[327] Interviews with national civil protection authorities (3); survey of CPC members (1 stakeholder).

[328] Interviews with national civil protection authorities (5); survey of CPC members (3 stakeholders).

[329] Interviews with project coordinators (3) and national civil protection authorities from eligible third countries (3).

[330] Interviews with national civil protection authorities from eligible third countries (7).

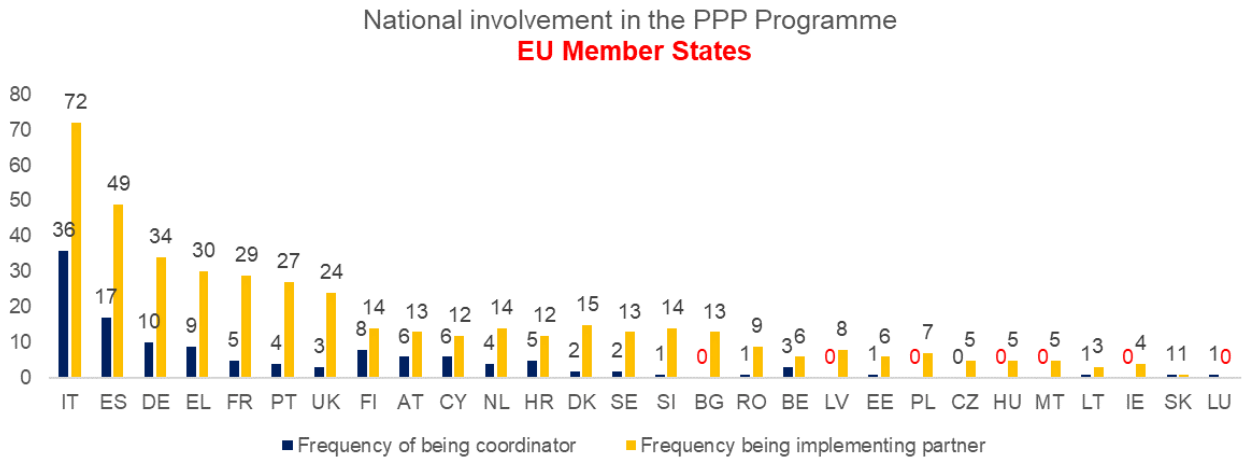
[331] Interviews with national civil protection authorities from eligible third countries (11).

[332] Interviews with national civil protection authorities from eligible third countries (7).

[333] Interviews with national civil protection authorities from eligible third countries (7).

[334] Interviews with national civil protection authorities from eligible third countries: PPRD East/South (3); IPA (2); UCPM Peer Review Programme (2); EU delegation (2).

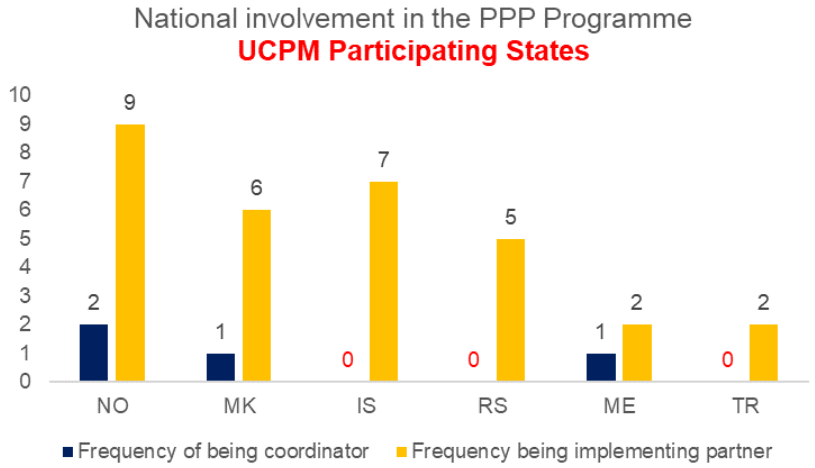
*Figure 32. Frequency of entities from **EU Member States** acting as coordinator and partner*



*Source: ICF elaboration, based on project mapping. Figures in **red** highlighted instances where a country was not a coordinator or partner for any PPPs*

For **UCPM Participating States** (Figure 33), there is a smaller gap between countries with the most and least entities that were PPP beneficiaries throughout the evaluation period compared to the EU Member States. Nevertheless, entities from Montenegro and Turkey were less active in the Programme than those in Norway and North Macedonia.

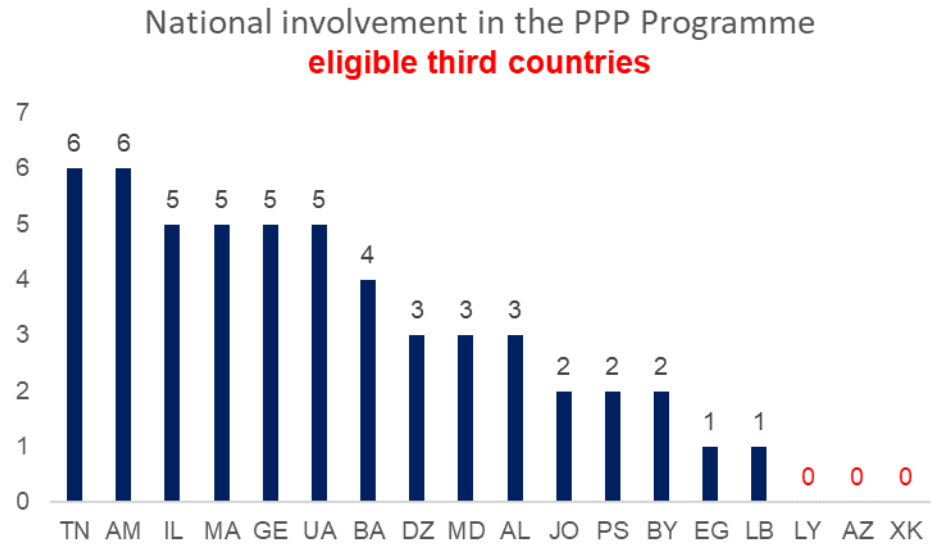
*Figure 33. Frequency of entities from **UCPM Participating States** acting as coordinator and partner*



*Source: ICF elaboration, based on project mapping. Figures in **red** highlighted instances where a country was not a coordinator or partner for any PPPs.*

For **eligible third countries** who did not have sufficient opportunities to express their needs and expectations of the PPP Programme the level of participation of entities as PPP beneficiaries was also varied. Figure 34 shows how countries like entities in Tunisia and Armenia were far more involved than entities in Libya, Azerbaijan and Kosovo.

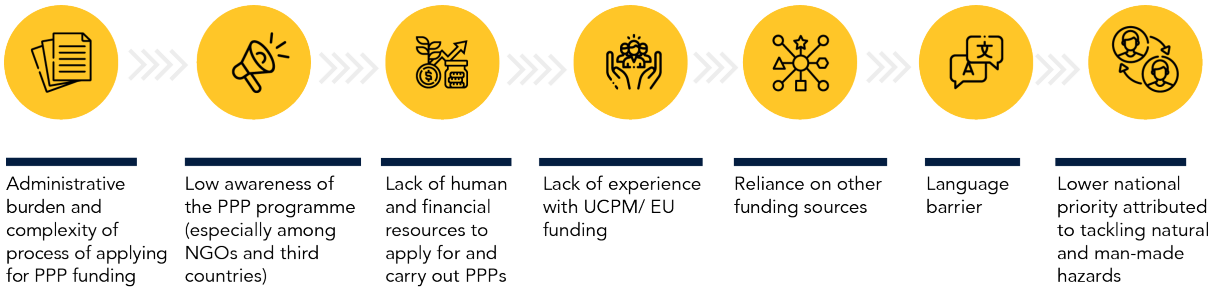
*Figure 34. Frequency of entities from **eligible third countries** acting as implementing partner*



*Source: ICF elaboration, based on project mapping. Figures in **red** highlighted instances where a country was not a coordinator or partner for any PPPs.*

The **reasons attributed by stakeholders for these different levels of engagement with the PPP Programme among EU Member States, UCPM Participating States and eligible third countries were** (in descending order of importance, Figure 35): 1) administrative burden and complexity of the process of applying for PPPs[335], 2) low awareness of the PPP Programme[336], 3) lack of financial and human resources to apply for PPP funding, and carry out PPPs[337], 4) lack of experience with the UCPM[338], as well as with applying for EU funding[339], 5) reliance on other sources of funding (such as national funding or EU funding[340], 6) language barrier[341], and 8) lower national priority for tackling natural or man-made hazards[342].

Figure 35. Reasons for lack of national involvement in the PPP Programme



[335] Interviews with project coordinators (10) and national civil protection authorities (2).
[336] Interviews with project coordinators (2) and national civil protection authorities (9).
[337] Interviews with project coordinators (3) and national civil protection authorities (7).
[338] Interviews with project coordinator (1) and national civil protection authorities (6).
[339] Interviews with project coordinators (3) and national civil protection authorities (4).
[340] Interviews with project coordinators (4) and national civil protection authorities (2).
[341] Interviews with project coordinators (2) and national civil protection authorities (3).
[342] Interviews with project coordinators (3) and national civil protection authorities (2).

Source: ICF elaboration, based on interviews and survey responses.

Firstly, while some countries have dedicated offices to apply for EU funding, others struggle to find financial and human resources and experience to tackle the (perceived) complex administrative process of applying for PPPs. In addition, awareness, especially among NGOs and third countries, was dependent on the proactivity of the relevant national focal point (NFP) in disseminating information on the Programme. To increase awareness of the PPP Programme, Spain held national-level 'PPP Programme information days', where former PPP coordinators and applicants shared lessons learned and tips on applying and participating in PPPs, thus raising awareness across stakeholder categories[343]. Such awareness events in the local language also overcame the language barrier to understanding PPP Programme processes. While only two EU Member States relied on national funding rather than PPP Programme funding, other countries preferred to turn to other EU or international sources of funding due to longer-standing experience. Finally, some stakeholders argued that their countries have fewer natural and man-made hazards and their minor involvement in the Programme reflected the fact that tackling natural and man-made hazards was not as high a national priority.

National needs were well-aligned overall with the PPP Programme but a minority of needs were not sufficiently addressed across the evaluation period. These were (in descending order of importance): 1) more accessible and innovative capacity-building, 2) cross-sectoral cooperation between entities, 3) mitigation of long-term impacts of natural and man-made disasters, 4) marine pollution, and 5) early warning systems.

Firstly, while capacity-building activities were covered in 84 PPPs[344], stakeholders[345] highlighted the need for these to be more innovative, accessible (e.g. online), and sustainable (e.g. Train the Trainer courses). Stakeholders[346] underlined the necessity to cover cross-sectoral cooperation more comprehensively (i.e. collaboration between different entities, such as NGOs and research institutes, and at different levels of government, such as regional, local). Stakeholders[347] also suggested that future PPP Programme calls for proposals should include a longer-term perspective by focusing on the mitigation of societal impacts of natural and man-made disasters. A hazard that was not sufficiently addressed, according to national stakeholders, was a more specific focus on different problems related to marine pollution, considered to be covered too generally and mostly under the internal budget line[348]. Early warning systems were only covered in seven internal budget PPPs and were highlighted[349] as a need insufficiently addressed at national level.

Figure 36 presents the **factors that facilitated** the alignment of the PPP Programme with the needs of **EU Member States and UCPM Participating States**, namely: 1) countries having national-level civil protection strategies to which PPPs could contribute, 2) the introduction of Track 1 (single country) and Track 2 (multi-country) grants, 3)

[343] Interviews with project coordinators (2) and national civil protection authorities (3).

[344] ICF project mapping of PPPs - 24 external budget PPPs and 60 internal budget PPPs

[345] Interviews with national civil protection authorities (4), end user (1) and a project coordinator (1). Survey of project coordinators (4), members of consortia (4) and with civil protection committee members (3).

[346] Interview with national civil protection authorities (2), end users (4); surveys of project coordinators (7), members of consortia (10) and CPC members (2).

[347] Interview with national civil protection authorities (3) and an end user (1). Survey of project coordinators (4 responses), national authorities (1) and CPC members (1).

[348] Interview with a DG ECHO representative (1), EU stakeholder (1), project coordinator (1) and national civil protection authorities (2). Survey of project coordinators (1) and members of consortia (1).

[349] Interview with a national civil protection authority (1). Survey of project coordinators (3), members of consortia (3) and CPC members (2).

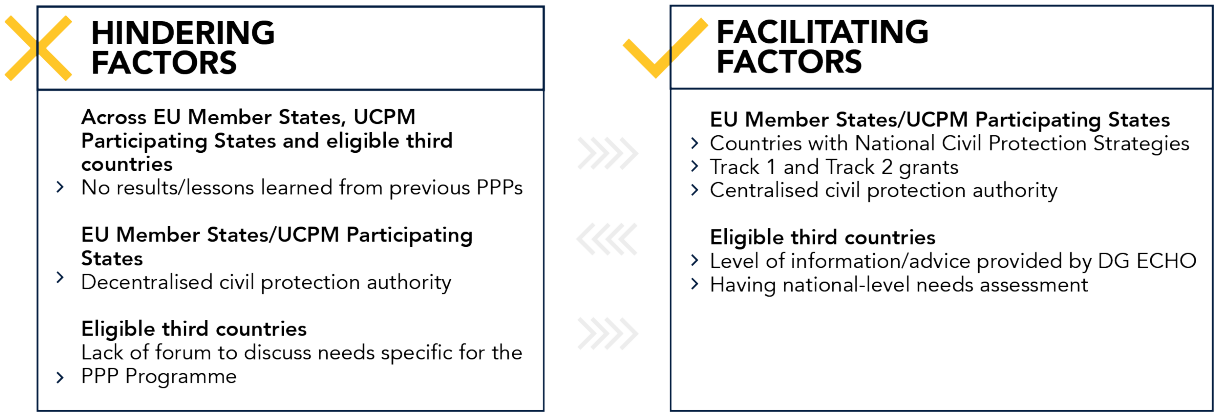
countries with centralised civil protection structures presenting civil protection needs in a more united manner.

Firstly, countries that have established or will soon establish a national-level civil protection strategy will have clearer priorities to present to the CPC and an accessible document that PPP applicants can consult and align with[350]. According to national civil protection authorities[351], the possibility of applying for PPP funding through Track 1 or Track 2 gives more comprehensive opportunities to address national or transnational civil protection needs specific to their own country. Finally, the national civil protection authorities with a more centralised structure (as opposed to structures where civil protection responsibilities are devolved to regional or local authorities) can have their needs more efficiently incorporated at PPP-level, with one single national standpoint presented at the CPC.

For **eligible third countries**, the **facilitating factors** aligning national needs with the PPP Programme were: 1) the level of information and advice provided by DG ECHO, and 2) national needs assessments conducted through EU programmes.

The level of information and support provided to national civil protection authorities from third countries from DG ECHO[352] enabled better understanding of the PPP Programme and how it can address certain needs. Additionally, the needs assessments carried out either nationally or through other EU forums (i.e. UCPM Peer Review Programme, PPRD East and South, IPA) enabled better understanding of national needs that could be addressed through the PPP Programme.

*Figure 36. Factors that have hindered or facilitated the relevance of the PPP Programme **at national level***



Source: ICF elaboration based on interviews and survey responses.

Figure 36 presents the main **factors hindering** the alignment of the PPP Programme with the needs of **EU Member States and UCPM Participating States.** The lack of coordination between regional, local and national level needs is the main hindering factor for countries with decentralised civil protection authorities. In some countries with federal structures, regions and provinces carry out civil protection work relatively independently of national authorities. On one occasion, a PPP conducted at the local-level with regional

[350] Interviews with project coordinator (1) and national civil protection authorities from EU Member States and UCPM Participating States (3).

[351] Interviews with national civil protection authorities from EU Member States and UCPM Participating States (5).

[352] Interviews with national civil protection authorities from third countries (3).

authorities directly contrasted with a national-level civil protection programme, with the national authority only becoming aware of the issue after the project ended[353].

The main factor hindering the alignment of the PPP Programme with the needs of **eligible third countries** was the lack of a forum to discuss their needs in relation to the PPP Programme. While dialogue with eligible third countries on priorities for civil protection cooperation takes place across different forums (e.g. regional policy dialogues, such as the Eastern Partnership), eligible third countries do not have the same opportunities as EU Member States and UCPM Participating States to express their needs to DG ECHO. This hinders the PPP Programme's ability to be closely aligned with the needs of eligible third countries and suggests a need for a discussion on the most appropriate platform for such exchanges.

Relevance of projects that received funding under the PPP Programme during 2014-2020 for end users

Key points:

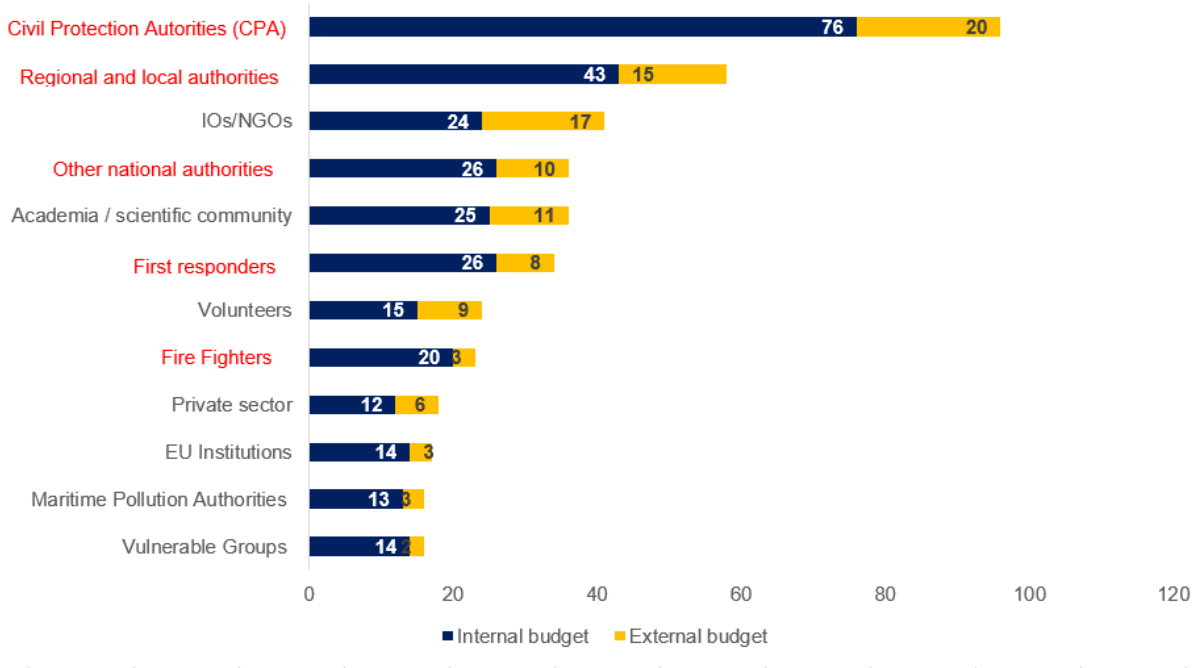
- The majority of PPPs sought to address the needs of relevant national end users across a variety of categories.
- End users in EU Member States and UCPM Participating States were involved in setting objectives and project design, with significant divergences nationally and by project. End users in third countries were less systematically involved, as an endorsement letter from end users was not required by PPP implementing partners.
- PPP results were relevant for end users, with scope for improvement in how systematically they are shared with targeted recipients. Access to PPPs beyond the end users' national context would also increase the relevance of the Programme.
- Local stakeholders were not sufficiently included in cross-sector cooperation nor was there sufficient involvement and consideration of diverse vulnerable groups across all PPPs.
- Factors that facilitated the alignment of the PPPs with end user needs were early and regular consultation, PPPs with an operational focus, equal representation of all end users, existing relationships between PPP consortia and end users, and the requirement for an endorsement letter from national authorities with PPP proposals.
- Factors that hindered the alignment of the PPPs with end user needs were the lack of time to approve PPP proposals, lack of flexibility for end users involved in projects beyond their responsibilities, and insufficient involvement of financial and human resources.

PPPs objectives, outcomes and activities in the evaluation period generally sought to address the needs of relevant national end users. While the end users varied across the selected PPPs (i.e. maritime authorities, national civil protection), this section uses the term to refer to the intended national-level recipient or user of the PPP outputs and outcomes. The large majority of stakeholders[354] confirmed that the PPPs they coordinated or endorsed were designed on the basis of a needs assessment of end users, which is a compulsory exercise since 2019. Figure 37 shows that the large majority of PPPs in the evaluation period across both internal and external budgets made concerted efforts to tailor PPPs activities and outcomes to the needs of end users.

[353] Interviews with national civil protection authority from an EU Member State (1).

[354] Interviews with national civil protection authorities (8), surveys of project coordinators (37 'Yes' and 6 'No') and of national civil protection authorities (all 7 'Yes').

Figure 37. End users of PPPs under internal and external budgets (2014-2020)



*Source: ICF elaboration based on project mapping: categories in **red** refer to national end users across internal and external budget lines.*

Across EU Member States, UCPM Participating States and eligible third countries, **end users were involved in the project conception, with significant divergences nationally and by project**. While the large majority of stakeholders[355] confirmed that end users were involved in project conception, half[356] highlighted scope for improvement and a minority[357] noted no involvement at all. For EU Member States, UCPM Participating States and the two eligible third countries that coordinated PPPs within the evaluation period, all PPP proposals required a letter of endorsement from their national civil protection authorities, a mechanism introduced to align the relevance of the projects for end users. However, **the level of information received by national authorities and the depth of consultation varied significantly**. Figure 38 shows that most stakeholders received a summary or abstract of the proposal, or the full proposal summary. In approximately 23% of cases, countries held discussions between applicants and the national civil protection authorities, which were positively regarded by stakeholders[358]. However, this is only possible in countries where the civil protection authorities have the capacity and time to do this. In addition, for end users only receiving documentation, the level of depth of the summary or full proposal depended on the project applicant[359], or was sent so close to the deadline as to hamper meaningful engagement[360]. On a minority of occasions, the PPPs changed after the endorsement in a way that diminished its relevance for end users[361]. This suggests that more meaningful

[355] Surveys of project coordinators (37 'Yes', 10 'No') and of national civil protection authorities (5 'Yes', 1 'No').

[356] Surveys of project coordinators (12) and of national civil protection authorities (2).

[357] Surveys of project coordinators (10) and of national civil protection authorities (1).

[358] Interviews with project coordinators (3) and national civil protection authorities (3).

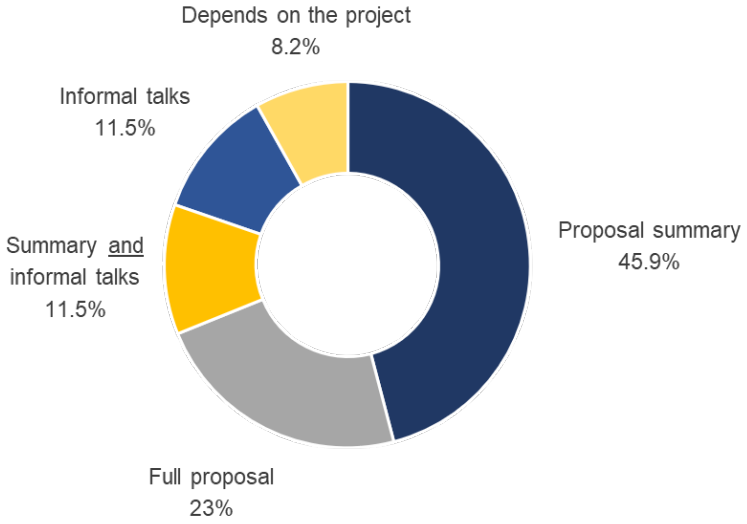
[359] Interviews with national civil protection authorities (2), surveys of project coordinators (3) and national civil protection authorities (1).

[360] Interviews with DG ECHO (1) and national civil protection authorities (3).

[361] Interviews with DG ECHO (1) and national civil protection authorities (2).

and sustainable engagement and endorsement would be beneficial, to ensure that the entire project's activities and outputs will remain relevant for national end users.

Figure 38. Project documentation received by national authorities prior to endorsement of PPP project proposal



Source: ICF elaboration based on interviews with national authorities, survey of project coordinators, survey of national civil protection authorities.

Eligible third countries could only coordinate PPPs more recently, compared to EU Member States and UCPM Participating States. There, the endorsement letter played a less significant role in ensuring that PPPs were relevant for end users, as it was only introduced as an obligation for third countries in 2019. **Most national civil protection authorities from third countries were not systematically included in objective-setting for the PPPs taking place in their territory**. From 2014-2018, the depth of knowledge on PPPs received by those authorities relied on the level of information provided by the PPP beneficiaries. This has now been addressed, with the introduction of the requirement for all PPP beneficiaries to obtain an endorsement letter from the national civil protection authority on the PPP in question, giving NCPs from eligible third countries a comprehensive overview of PPPs proposed in their country.

The **majority of end users across EU Member States, UCPM Participating States and eligible third countries believed that the results of PPPs in their country were relevant to their needs**[362]. This **could be improved through systematic sharing of PPP results within and beyond their national context**. PPP results were generally considered relevant by end users because they: 1) brought attention to new risks and areas of work[363], 2) improved channels for cross-sectoral cooperation[364], 3) helped to identify new sectors to cooperate with[365], and 4) created new tools to tackle a need[366]. While most PPP results were shared and received by relevant end users within their national context (see Effectiveness) in some countries this should be more

[362] Interviews with national civil protection authorities (8) and end user workshop participants (8).

[363] Interviews with national civil protection authorities (5) and end user workshop participants (8).

[364] Interviews with national civil protection authorities (5) and end user workshop participants (5).

[365] Interviews with national civil protection authorities (4) and end user workshop participants)3).

[366] Interviews with national civil protection authority (1) and end user workshop participants (4).

systematic[367]. Half of the stakeholders[368] agreed that end users across relevant sectors could be better aware of the PPP Programme and have access to its results. Sweden and Spain both have good practices in systematic dissemination of PPP results, where workshops and seminars were held with end users after the end of a PPP[369]. There, consortium members from their country presented PPP results to a committee of relevant end users. The large majority of stakeholders[370] argued that it would be beneficial to share results from all PPPs with the relevant end users, rather than just the PPPs taking place in their national context. This would significantly increase their relevance and amplify the benefits of the Programme from end users[371]. Mailing lists for different categories of end users could be created, with relevant PPP results disseminated annually by PPP beneficiaries.

According to national civil protection authorities and end users, the PPPs in the evaluation period did **not sufficiently address certain needs of end users from EU Member States, UCPM Participating States and eligible third countries**: 1) inclusion of local stakeholders in cross-sectoral cooperation[372], and 2) involvement of more diverse vulnerable target groups and deeper consideration of their needs[373].

Around 40% of PPPs[374] in the evaluation period targeted regional and local authorities, but stakeholders highlighted the need to improve cross-sectoral communication with local authorities specifically. Considering the cross-border nature of PPPs, there is limited scope for more cross-sectoral cooperation within the national context. Nevertheless, when considering deeper engagement with local authorities, it is necessary to build on existing cooperation, ensure alignment with the mandate of local government (e.g. during one mayoral term) and carefully select local stakeholders based on their motivation, autonomy (hierarchy), access to budget, and mandate to make decisions swiftly. During the evaluation period, only 12% of PPPs targeted a single category of vulnerable groups, encompassing children, elderly people, refugees and people with disabilities. This suggests scope for more work within different vulnerable communities, especially in eligible third countries where only one such PPP took place[375]. This also applies to PPPs not focused specifically on that community, which should consider diversity and vulnerable communities in a meaningful manner in their project.

The factors that facilitated the relevance of PPPs for **end users** were (in descending order of importance: 1) early[376] and regular[377] consultation of end users throughout the PPP, 2) including end users in the consortium[378], 3) PPPs with a more operational

[367] Interviews with national civil protection authorities (5).

[368] Surveys of national civil protection authorities (1) and of CPC members (14).

[369] Interviews with national civil protection authorities (2).

[370] Interviews with project coordinators (8), member of consortia (1), national civil protection authorities (10) and EU stakeholders (2).

[371] Interviews with project coordinators (8), member of consortia (1), national civil protection authorities (10) and EU stakeholders (2).

[372] Interviews with project coordinators (14), member of consortia (1), national civil protection authorities (10), DG ECHO (1) and EU stakeholder (1).

[373] Interviews with project coordinators (5), member of consortia (1), national civil protection authorities (3); surveys of project coordinators (7), members of consortia (11) and CPC member (1).

[374] Project mapping - 36 PPPs.

[375] Project mapping.

[376] Interviews with project coordinators (12) and members of consortia (2).

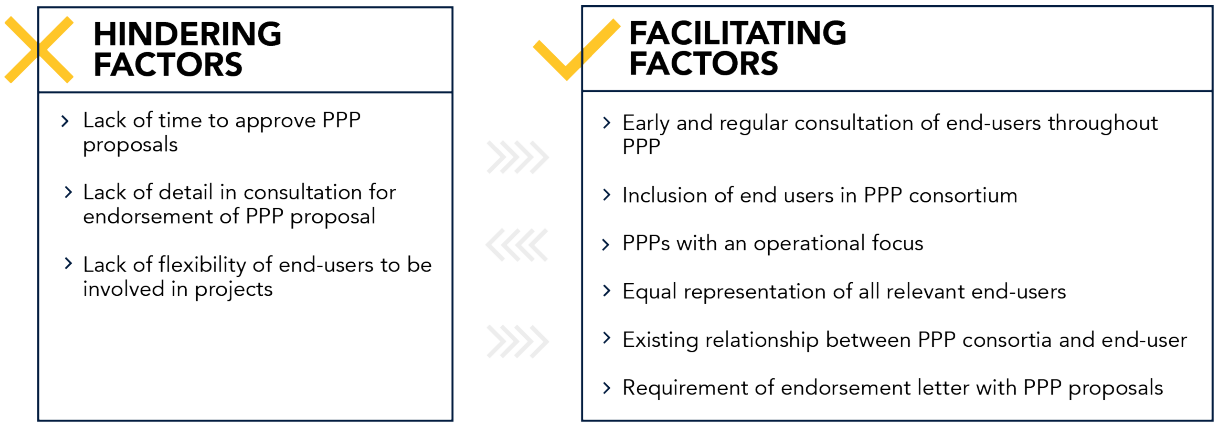
[377] Interviews with project coordinators (8) and national civil protection authority (1).

[378] Interviews with project coordinators (6), national civil protection authorities (3) and end user workshop participant (1).

focus[379], 4) proportionate representation of all relevant end users[380], 5) existing relationships between PPP applicant and end users, and 6) the requirement of the endorsement letter from end users with PPP proposals (Figure 39).

The meaningful inclusion of end users was an essential facilitating factor, giving end users ownership over the outputs and increasing the likelihood of their relevance beyond the end of the project. Early and regular consultation of end users ensured that the project's activities and outputs remained tailored for the end users. While some PPPs did this through the direct inclusion of end users within the PPP beneficiaries, for those where end user capacity was an issue, workshops and/or committees were established to ensure consistent consultation. Where relationships between PPP beneficiaries and end users predated the PPP, existing forums or communication channels helped the alignment of needs. In most cases, PPPs targeted more than one category of end user and the equal and proportionate inclusion and consultation of end users across categories was important to ensure equal alignment of needs. In addition, PPPs with a more 'operational' focus (i.e. producing easily usable tools/methods tailored for end users) were more accessible and thus relevant to end users. A few PPPs in the evaluation period created tools that were too complex for the intended recipients, such as IT systems that required advanced skills[381]. Finally, the requirement to include an endorsement letter by national civil protection authorities was perceived as a good step towards aligning PPPs with end user needs.

*Figure 39. Factors that hindered and facilitated the relevance of PPPs funded between 2014-2020 for **end users***



Source: ICF elaboration based on interviews and survey responses.

Figure 39 shows the **factors that hindered the relevance of the PPPs funded in the evaluation period for end users** (in descending order of importance): 1) lack of time to approve PPP proposals[382], 2) differing detail of systemic consultation, and 3) lack of flexibility to be more involved[383].

National civil protection authorities from highly active EU Member States not only received many PPP proposals too close to the deadline, giving them insufficient time to

[379] Interviews with project coordinators (10).

[380] Interviews with project coordinators (7) and end user workshop participants (4).

[381] Interviews with project coordinators (2), member of consortia (1) and national civil protection authorities (2).

[382] Interviews with national civil protection authorities (4) and end user workshop participants (2).

[383] Interviews with project coordinators (6), national civil protection authorities (2) and end user workshop participants (2).

approve and gauge the relevance of each PPP, but also without enough time between the annual work programmes and call for proposals to consult with end users and approach stakeholders on potential projects[384]. In addition, the varied level of consultation at project conception means that some PPPs were better aligned to end user needs than others. Also, due to the nature of the work of end users in dealing with civil protection emergencies, not all stakeholders had the flexibility to fully commit to being involved in PPPs, nor to integrate and consult their outputs.

3.3.2 Flexibility of PPP Programme to current and emerging needs

Key points:

- Across stakeholder categories, climate change, the COVID-19 pandemic and the capacity to deal with the increasing intensity and frequency of disasters were perceived as the most pressing cross-cutting emerging needs.
- Other emerging needs specific to hazard type and sector were rising sea-levels, forest fires, urban resilience, cyberthreats and increasing windstorms.
- The needs remained broadly similar across 2014-2020, with the exception of public health emergencies.
- The PPP Programme was considered suitable to address current and emerging needs, with scope for improvement in involving all relevant stakeholders and identifying more hazards.
- Most current and emerging needs were substantively addressed by the PPP Programme. Current needs could be more reflected in PPPs funded under the external budget, while public health emergencies should be addressed as an emerging need.
- The PPP Programme was flexible in addressing evolving needs, yet, on an operational level, it could allow for less complex processes to adapt PPPs.

Current and emerging needs in the field of prevention and preparedness for natural and man-made disasters

COVID-19, climate change and the capacity to deal with the increasing intensity and frequency of disasters were perceived as the most important needs across stakeholder categories. However, PPP beneficiaries placed more emphasis on the importance of technological advancements and addressing cyberthreats and rising sea-levels, while national stakeholders across EU Member States, UCPM Participating States and eligible third countries emphasised the links between hazards and repercussions of conflict.

Prominent current and emerging needs identified by stakeholders can be categorised as either **1) needs that cut across hazard types and sectors, or 2) needs relevant to a specific hazard or sector**. From Figure 40, the majority of current and emerging needs identified by stakeholders were **cross-cutting needs**, namely: 1) climate change[385], 2) capacity to deal with increasing intensity and frequency of disasters[386], 3)

[384] Interviews with national civil protection authorities from EU Member States highly active in the PPP Programme (5).

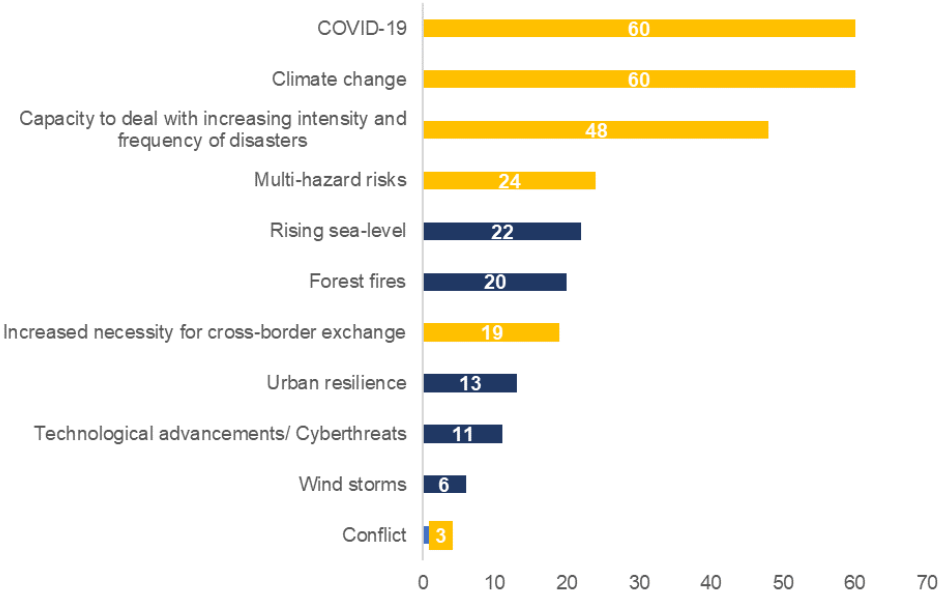
[385] Interviews with project coordinators (2) and national civil protection authorities (4); surveys of project coordinators (15), members of consortia (30), national civil protection authorities (4) and CPC members (5).

[386] Interview with national civil protection authority (1); surveys of project coordinators (13), members of consortia (27), national civil protection authorities (1) and CPC (6).

increasing links between hazard types[387], 4) increased necessity for cross-border exchanges[388] and 5) the repercussions of conflict[389].

Climate change and the increasing intensity and frequency of disasters, both significant issues across the evaluation, were seen as having the potential to significantly worsen in years to come, thus warranting more focus. Research and approaches to dealing with the links between different hazards are key, rather than addressing them in isolation. While multi-hazard risks were well addressed by PPPs, these often looked at multiple hazards rather than the links between them[390]. Only a minority of stakeholders highlighted the repercussions of conflict, but these may increase in relevance with more concrete proof of the increased risk of armed conflict as a result of natural disasters[391], and vice versa[392].

Figure 40. Stakeholder perceptions of current and emerging needs in the fields of prevention and preparedness



*Source: ICF elaboration based on survey of project coordinators, survey of national civil protection authorities, survey of members of consortia, survey of CPC members. Bars in **yellow** signify the current and emerging needs that cut across hazard types and sectors. Bars in **blue** are needs specific to a hazard type or sector.*

[387] Interviews with project coordinators (3), national civil protection authorities (3) and end user workshop participant (1); surveys of project coordinators (6), members of consortia (10), CPC members (1).

[388] Interview with national civil protection authority (1); surveys of project coordinators (7), members of consortia (8), civil protection committee members (3).

[389] Interviews with project coordinator (1) and national civil protection authorities (2); surveys of project coordinators (7) and of members of consortia (2).

[390] Project mapping - 17 external budget and 19 internal budget PPPs.

[391] https://climateandsecurity.org/2020/05/new-study-increased-risk-of-armed-conflict-after-climate-related-disasters/

[392] https://assets.publishing.service.gov.uk/media/57a08a09e5274a31e00003b6/61008-When_disasters_and_conflict_collide.pdf

Other current and emerging needs identified by stakeholders were **needs related to a specific type of hazards or sectors**, namely: 1) COVID-19[393] , 2) rising sea levels[394], 3) forest fires[395], 4) urban resilience[396], 5) cyberthreats[397], and 6) increasing windstorms[398]. Regarding COVID-19, stakeholders not only highlighted the importance of the ongoing crisis itself, but also the growing awareness that the civil protection community has not sufficiently considered the importance of prevention and preparedness work on pandemics and epidemics.

Current and emerging needs remained largely the same throughout the evaluation period, with public health emergencies being increasingly relevant in recent years. Climate change (Figure 41) is worsening and rapidly increasing in intensity, but has been a long-standing issue since 2014 and featured prominently across the evaluation period, along with its corollary needs (e.g. increasing forest fires). Similarly, issues pertaining to urban resilience, cyberthreats and conflict were evident during the evaluation period. The COVID-19 pandemic in 2020, however, drew into sharp focus the civil protection needs of public health emergencies. These first appeared as a priority during the 2019 Ebola epidemic, with a focus on its potential to spread to Europe and become a pandemic[399].

[393] Interviews with project coordinators (2) and national civil protection authorities (4); surveys of project coordinators (14), members of consortia (28), national civil protection authorities (2) and CPC members (10).

[394] Interviews with project coordinator (1) and national civil protection authorities (3); surveys of project coordinators (8) and of members of consortia (10).

[395]Interviews with project coordinators (2) and national civil protection authority (1); surveys of project coordinators (5), members of consortia (10) and CPC members (2).

[396] Interviews with project coordinator (1) and national civil protection authorities (2); surveys of project coordinators (2), members of consortia (6) and CPC members (2).

[397] Interviews with project coordinators (2); surveys of project coordinators (7) and members of consortia (2).

[398] Surveys of project coordinators (4), members of consortia (1) and CPC members (1).

[399] Evaluation Study of Definitions, Gaps and Costs of Response Capacities for the Union Civil protection Mechanism 2019, p 35.

Figure 41. Evolution of emerging civil protection needs

*Source: ICF elaboration based on Ex post evaluation of Civil Protection Financial Instrument and Community Civil Protection Mechanism (recast) 2007-2013, Interim evaluation of the Union Civil Protection Mechanism 2014-2016, Evaluation study of definitions, gaps and costs of response capacities for the Union Civil Protection Mechanism 2019, survey of project coordinators, survey of national civil protection authorities, survey of members of consortia, survey of CPC members. Climate change-related issues in **turquoise**, urban resilience in **grey**, cyberthreats in **light blue**, conflict in **dark blue** and public health emergencies in **yellow**.*

3.3.2.1 Flexibility and suitability of PPP Programme

The PPP Programme was suitable to address current and emerging needs, with half of stakeholders considering that relevant sectors could be better aware pf the PPP Programme[400] **and have access to its results**[401]**.** Nonetheless, the large majority of national stakeholders[402] agreed that overall the **PPP programme was suitable to address current and emerging needs**, due to the broad variety of hazards, sectors and activities within the Programme. however, suggested improvements for the PPP Programme's suitability included to cover even more hazard types, perhaps to be identified through the UCPM Knowledge Network, or exchanges of experts[403].

All **current and emerging needs were addressed to varying degrees by PPPs in the evaluation period.** Public health emergencies could feature more prominently in the PPP Programme. Likewise, the needs of eligible third countries could be better reflected in PPPs.

Current and emerging needs related to specific hazards and sectors (i.e. rising sea levels, forest fires, urban resilience, cyberthreats and windstorms) were addressed by PPPs[404] to some extent, especially those funded under the external budget. All issues

[400] Surveys of national civil protection authorities (1) and of CPC members (14).

[401] Interviews with project coordinators (5), EU stakeholder (1) and national civil protection authorities (5).

[402] Surveys of national civil protection authorities (all 7) and of CPC members (25).

[403] Interview with EU stakeholder (1). Survey of CPC members (2).

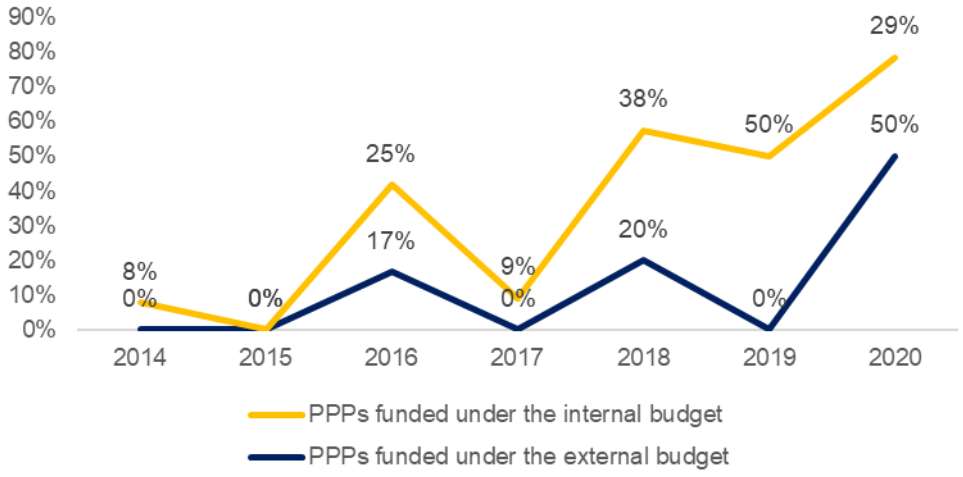
[404] Rising sea-levels: 29 internal budget PPPs, 7 external budget PPPs.

were well-covered through PPPs in the internal budget, with the exception of cyberthreats, which were addressed in only one PPP. For PPPs targeting eligible third countries, most needs were substantially addressed, with the exception of cyberthreats, which were not addressed at all.

The most prominent **cross-cutting needs** were climate change and public health emergencies, and these were taken into account by the PPP Programme to significantly varied degrees. Climate change and its worsening impacts was reflected in the PPPs financed in the evaluation period, while public health emergencies – now a heightened civil protection need highlighted by the COVID-19 global pandemic – were mostly unaddressed by PPPs.

Around 15% of PPPs specifically addressed **climate change** during 2014-2020, with the exception of 2015. The PPPs reflected the worsening impacts of climate change, with fluctuating and increasing amounts of PPPs across both the internal and external budget line (Figure 42).

*Figure 42. Proportion of PPPs addressing **climate change** funded under the external and internal budget lines, 2014-2020*



Source: ICF elaboration from project mapping.

In stark contrast with the quantity of PPPs covering climate change, only nine PPPs were dedicated to strengthening and improving health infrastructures. Figure 43 shows that the majority of projects covered the health-related risks of natural disasters. Only four projects (three of which are one project extended through follow-ups) target training and capacity-building of public health structures, namely: the European Union Medical Field Hospital (EU MFH) and the Training for Emergency Medical teams and Medical Corps.

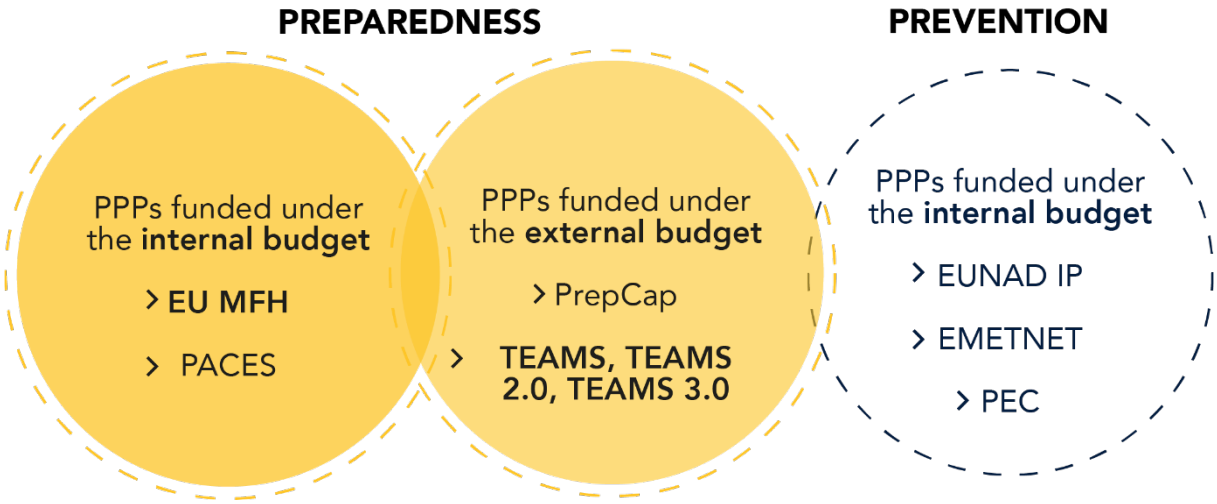
Forest fires: 21 internal budget PPPs, 4 external budget PPPs.

Cyberthreat: 1 internal budget PPP.

Infrastructure resilience: 28 internal budget PPPs, 9 external budget PPPs.

Wind storms: 3 internal budget PPPs and 5 external budget PPPs.

Figure 43. PPPs dealing with public health issues, 2014-2020



*Source: ICF elaboration from project mapping. In **bold** are the PPPs solely dedicated to public health structures.*

The lack of PPP activity in public health emergencies can be attributed to a lack of project proposals, as, since 2014, just two PPPs targeting health-related issues were not awarded funding. The rising prominence of the issue, accompanied by the lack of proposals, suggests that public health emergencies could be further highlighted and specifically mentioned in the UCPM PPP Programme priorities in the coming years. Article 1 of the Decision[405] highlights 'acute health emergencies' alongside natural disasters as an area of relevance to the UCPM, and the 2013 Decision[406] of the European Parliament and the Council on serious cross-border threats to health underlines an EU-wide necessity to work on pandemics, as a civil protection need. In addition, the WHO has campaigned on the importance of work on pandemic and influenza preparedness, showing the relevance of the topic for the PPP Programme[407]. Finally, scientists[408] have speculated that habitat loss created by climate change may increase the risk of pandemic outbreak, making it an issue of increasing pertinence in the coming years.

The PPP Programme and PPPs were flexible to emerging needs. Firstly, while the large majority of stakeholders[409] considered the PPP Programme flexible in addressing emerging needs, suggestions were made for more frequent 'lessons learned' exercises to be disseminated so that changes can be applied both at Programme level and by PPP applicants and beneficiaries. At a more operational level, stakeholders argued that a less

[405] Commission Implementing Decision (EU)2014/762 of 16 October 2014 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism.

[406] Decision No 1082/2013/EU of the European Parliament and of the Council of 22 October 2013 on serious cross-border threats to health and repealing Decision No 2119/98/EC.

[407] https://www.who.int/influenza/preparedness/pandemic/en/

[408] https://www.wfyi.org/news/articles/how-climate-change-increases-our-risk-for-pandemics

[409] Interviews with project coordinators (3), members of consortia (2), national civil protection authorities (2) and end user workshop participants (4).

Survey of project coordinators: 21 agreed, 17 strongly agreed.

Survey of members of consortia: 53 agreed, 30 strongly agreed.

Survey of national civil protection authorities: 4 agreed, 2 strongly agreed.

Surveys of national civil protection authorities (1) and CPC (14).

detailed workplan and simpler administrative processes[410] might provide more opportunities to modify project aspects in line with evolving needs on the ground.

3.4 Coherence

3.4.1 Internal coherence of the PPP Programme with other activities of the UCPM

Key points:

- The objectives of the PPP Programme are in line with the UCPM's general objective on prevention.
- The PPP project activities are broadly coherent with the general and specific objectives of the Programme.
- Overlaps between UCPM projects and other UCPM activities were raised by several stakeholders. The lack of internal coherence between projects was mainly due to the lack of information sharing on previous or ongoing projects.
- Communication and exchange of information are necessary to ensure synergies between DG ECHO activities, such as humanitarian aid and prevention and preparedness.
- A wide range of stakeholders suggested a repository or public list of previous or ongoing PPPs that would be easily accessible to relevant stakeholders.

The objectives of the PPP Programme are in line with those of the general UCPM prevention objective (based on an analysis of the PPP Programme's general and specific objectives, stated in the annual calls for proposals 2014-2020[411]). The PPP Programme's annual calls provide a more detailed framework and further describe the general objective of the UCPM's prevention objective[412]. This finding mirrored that of the Interim evaluation of the UCPM 2014-2016[413]. That Interim evaluation nevertheless stated that clearer priorities would lead to more focused projects and avoid duplication of objectives. Consultations carried out for this evaluation did not echo this finding, as a large majority of stakeholders seemed to fully understand the priorities of the UCPM PPP projects. Identified instances of duplication were not due to a lack of clarity on priorities and objectives of the Programme but, rather, to awareness and communication issues on existing projects and non-dissemination of the results of past projects.

The PPP project activities are broadly coherent with the general and specific objectives of the Programme (see intervention logic in Annex 3)**.**

Activities implemented by prevention projects were complementary to those supported by other UCPM pillars or activities. Most activities funded by prevention projects focused on risk assessment and other methodological tools. Other projects also sought to support capacity-building activities (34 projects) and develop IT solutions (14),

[410] Interviews with project coordinator (1), member of consortia (1), national civil protection authorities (2); surveys of project coordinators (2) and of members of consortia (5).

[411] Summarised in the intervention logic presented in the Inception Report.

[412] The UCPM prevention objective seeks to 'achieve a high level of protection against disasters by preventing or reducing their potential effects, by fostering a culture of prevention and by improving cooperation between the civil protection and other relevant services' (Article 4(4) Decision 1313/2013).

The PPP Programme's objectives on prevention specify that it aims to support projects to complement efforts of Member States in the field of disaster prevention, prevention of maritime disasters, complement existing cooperation frameworks provided by relevant EU macro-regional strategies and support IPA II beneficiary countries and ENP countries in the field of disaster prevention.

[413] European Commission (2017). Interim evaluation of the Union Civil Protection Mechanism, 2014-2016, https://ec.europa.eu/echo/sites/echo-site/files/ucpm_final_report.pdf

as well as exchange of information and best practices (23 projects) and other activities to improve cooperation and establish networks and partnerships (13 projects). These types of activities participated and fed into other UCPM activities related to knowledge-sharing and capacity-building (e.g. Disaster Risk Management Knowledge Centre (DRMKC) and risk assessment guidelines). Interviewees similarly noted that UCPM PPP prevention projects relied heavily on results and tools from previous or ongoing UCPM PPP projects[414].

Similarly, the objectives of the PPP Programme on preparedness were aligned with those of the UCPM, following an analysis of the annual calls for proposals[415]. Specific objectives and activities implemented by preparedness projects under the programme were complementary to those supported by other UCPM activities (from the project mapping analysis). Activities of preparedness projects e targeted actions to enhance operational cooperation in the framework of the mechanism (23 projects) or to strengthen capacity and develop operational tools for emergency response (24 projects). Several other projects focused on monitoring and evaluation activities (16 projects) and exchange of information and best practices (20 projects). All of these categories had potential synergies with other activities implemented under the UCPM overall, such as exercises and training[416]. A smaller proportion of preparedness projects focused on enhancing cooperation between civil protection and humanitarian aid actors (10)[417]. As with prevention projects, most interviewees (national authorities and project coordinators alike) confirmed that preparedness projects relied heavily on results and tools from previous or ongoing UCPM PPP projects[418].

Overlaps between PPPs and other UCPM activities were raised by several stakeholders[419]**.** A few stakeholders[420] wished to highlight the complementarity between the PPPs and other UCPM activities, for instance highlighting how they help strengthen cooperation between different departments of the national civil protection authorities across different types of activities. Nonetheless, the majority of

[414] 9 national civil protection authorities: EU Member States (5), Participating States (2), eligible third countries (2); project coordinators (10), case studies (3), EU institutions (1), international organisation (1).

[415] The UCPM preparedness objective seeks to achieve 'a state of readiness and capability of human and material means, structures, communities and organisations enabling them to ensure an effective rapid response to a disaster, obtained as a result of action taken in advance' (Article 4(3) Decision 1313/2013).

The PPP Programme's objectives on preparedness specify that the it aims i) To improve preparedness and enhance awareness among civil protection and marine pollution professionals and volunteers in the field of disaster preparedness; ii) To support and complement the efforts of Participating States for the protection of citizens, environment and property in the event of natural and man-made disasters; iii) To facilitate reinforced cooperation between Participating States in the field of preparedness; iv) To exchange information, experience, good practice and knowledge aimed at improving the performance of parties involved in civil protection (both private and public professionals and volunteers.); v) To support the enlargement countries and European Neighbourhood Policy countries in the field of disaster preparedness and enhance their cooperation within the UCPM and Participating States; vi) To support the development of European medical teams ready for deployment and the implementation of the reserve pool of medical teams; vii) To strengthen preparedness for responding to multi-sector emergencies; viii)To enhance protection from the effects of maritime disasters.

[416] For instance, it was suggested that a training session on cultural heritage could be integrated into the UCPM training curriculum (interview with EU Member State).

[417] For example, IPCAM and IPCAM 2 projects were financed in Tunisia at the same time as other two other projects funded by DG ECHO using their humanitarian funds.

[418] 9 national civil protection authorities: EU Member States (5), Participating States (2), eligible third countries (2); project coordinators (10), case studies (3), EU institutions (1), international organisation (1).

[419] 3 national civil protection authorities: EU Member State (1), Participating State (1), eligible third country (1), project coordinators (8), case study (1).

[420] 3 EU national civil protection authority representatives, Survey of Members of Consortia- 2 stakeholders

stakeholders[421] argued that there is scope for further synergies between PPPs and UCPM activities, particularly highlighting better links to be forged with the UCPM exercises, Knowledge Network and the UCPM Training Programme. In particular, the absence of a structured link between UCPM exercises/ training courses and the PPPs currently poses a risk of overlap in terms of duplication of effort as well as limits to the general complementarity of UCPM activities. As reported in Figure 2, several PPPs included the organisation of exercises and/or delivery of trainings in their activities or outputs. For example, project PROMEDHE organised a series of trainings on the protection of cultural heritage from natural and man-made hazards, a topic that was not covered by the UCPM Training Programme, as unanimously reported by stakeholders consulted. While its follow-up project ProCultHer seeks to address and incorporate the theme UCPM-wide, a more structured approach could guarantee that such gaps are promptly identified and acted upon internally by DG ECHO in a horizontal way.

The lack of internal coherence between PPPs and UCPM activities was mainly due to the lack of information sharing on previous or ongoing projects. The existing tools for exchange of information did not bring about systematic exchange of information, which tended to happen either on an ad hoc basis (within the frame of the implementation of a project, based on the institutional memory of DG ECHO staff or national authorities) or within a restricted circle and meetings between DG ECHO staff and authorities in EU Member States[422]. A review of proposal applications shows that references to past projects and activities appeared more frequently in recent proposals but remained sporadic[423]. Other tools, such as the 'Community of Users for secure, safe and resilient societies' (now Community of European Research and Innovation for Security (CERIS)), developed with the participation of the DRMKC, comprise a review of disaster resilience and crisis management projects. The platform is currently being revamped and could benefit from additional dissemination and awareness-raising among national authorities, project coordinators and members of consortia.

Communication and exchange of information are needed to ensure synergies between DG ECHO activities, for example Activities on humanitarian aid and those implemented by the PPP in the civil protection area[424]. The in-depth case studies showed that the PPP (DG ECHO staff) would benefit from a transfer of knowledge and working procedures from the humanitarian aid (i.e. outside the EU) to the (internal) EU context (e.g. on health and medical topics)[425]. Compared to humanitarian aid, where communication with ECHO field staff on thematic expertise is more easily achieved, exchange of information with the PPP Programme is often limited to legal and contractual aspects of a project, as PPP staff need to follow a wider portfolio of projects and topics.

A wide range of stakeholders mentioned solutions such as an online platform, repository or public list where the results of previous or ongoing PPP projects would be accessible to all stakeholders involved (national authorities, project coordinators and consortia members)[426]. This would amplify the internal coherence of the PPP Programme, as well as its relevance (see section 3.3) and effectiveness (see section 3.1).

[421] Interviews – 5 PPP project coordinators, 6 national civil protection authority representatives, 1 PPP member of consortia, 3 end users.

[422] Interviews with EU Member States (2).

[423] Confirmed in interview with EU Member State (1).

[424] Interview with project coordinator (1).

[425] 2 case studies (interviews with 2 project coordinators – one prevention project and one preparedness project).

[426] National civil protection authorities from EU Member States (5), project coordinators (9) and EU institution (1).

3.4.2 External coherence of the PPP Programme with other EU, international and national relevant financing instruments

Key points:

- There is a degree of complementarity between the UCPM PPP Programme and other EU-funded programmes. Projects and actions implemented through the Programme are complementary to other interventions or EU funds with similar objectives.
- There were increasing synergies between the PPP Programme and other EU-funded programmes, albeit to varying degrees.
- A comparative analysis of the PPP Programme's objectives and other EU programmes providing financial support to national authorities shows potential for complementarity and also overlap in relation to their operational objectives.
- Existing tools supporting coherence among programmes within the European Commission include consultation with other services on the annual work programme of the PPP Programme.
- Stakeholders from various backgrounds expressed the need for tools to publicise the results of PPPs more systematically.

There is a degree of complementarity between UCPM PPP Programmes and other EU-funded programmes. Projects and actions implemented through the Programme were complementary to other interventions or EU Funds with similar objectives.

There were increasing synergies between the PPP Programme and other EU-funded programmes[427]. Synergies were achieved where entities preparing proposals were involved in several projects and aware of different instruments and agencies, allowing them to map relevant ongoing activities[428]. However, proposals were sometimes limited to an extraction of literature review of projects funded by EU programmes[429]. The extent to which a proposal effectively builds on existing results or presents a risk of working in parallel with projects delivering the same results is best screened during the review of applications by the evaluation committee[430].

Complementarity of the PPP Programme and other EU-funded programmes was also achieved where:

- Findings and lessons learned were included in other EU and nationally-funded projects, particularly the integration of peer reviews results on disaster risk management[431];
- The exchange of methodologies and tools developed by projects funded by the PPP Programme improved linkages between projects and EU programmes[432].

A comparative analysis of the PPP Programme's objectives and other EU programmes providing financial support to national authorities, such as Horizon 2020 and Interreg, show potential for complementarity but also overlap in relation to their operational objectives (see Annex 11 for the complete comparative analysis). Complementarities and synergies were based on ongoing communication,

[427] Surveys of project coordinators (56%), members of consortia (47%) and national civil protection authorities (30%).

[428] EU Member State (1).

[429] Project mapping; interviews with project coordinator (1) and EU Member State (1).

[430] EU Member State (1), case study (1).

[431] Project coordinators (1) and members of consortia (3).

[432] Project coordinators (1) and members of consortia (2).

sharing information and tools, and, in one case, combining events[433]. Complementarity and synergy were especially strong when projects focused on the same region and/or disaster[434]. Complementarities between different EU programmes relevant to disaster risk management can be identified through platforms developed by the Community of Users[435].

Horizon 2020 is the financial instrument established to implement the innovation aspects of Europe 2020[436]. One of the numerous areas of Horizon 2020 relates to security ('Secure societies – Protecting freedom and security of Europe and its citizens'), under which it seeks to 'protect and improve the resilience of critical infrastructures, supply chains and transport modes' and to 'increase Europe's resilience to crises and disasters'. The activities funded through Horizon 2020 are highly complementary to those funded by the PPP Programme, as they support similar objectives and provide funding to similar beneficiaries and end users[437].

Consultations and research for this study confirmed synergies between PPP projects and Horizon 2020 in cases where PPPs were developed using methodologies developed by other projects funded by Horizon 2020 (e.g. USCORE2, AIDERS). This was possible through the involvement of project coordinators and consortia in the Horizon 2020 projects, which allowed them to identify unaddressed objectives. The PPP Programme generally funds projects with a focused area of activity and a technical methodology[438], which also nurtured Horizon 2020 projects (e.g. PREDICATE and SWIFTERS)[439]. In such cases, results from PPP projects served as a basis or prototype for other larger EU funding streams such as Horizon 2020 (e.g. ERICHA project). In comparison to the PPPs, Horizon 2020 grants funding to projects with a focus on research and infrastructure, e.g. the development of medical teams of search and rescue modules. While the PPPs would have supported research on the training module, it would be sufficient to fund the training facilities necessary for this activity. Thus, complementarities stemmed from the size of available grants but also from the objectives of the PPP Programme - while the Programme's objectives lean on the development of tools and methodologies, focusing on specific targets, Horizon 2020 allows the implementation of larger projects, with a longer timeframe and broader scope (civil protection and social science).

At regional level, there is also a direct thematic overlap between the PPP Programme, Cohesion Fund[440] and Interreg. The latter helps regional and local

[433] Project coordinators (9), national civil protection authorities of EU Member States (2), case studies (2).

[434] Project coordinators (9), national civil protection authorities of EU Member States (2), case studies (2).

[435] https://www.securityresearch-cou.eu/thethemes/Disaster-Resilience-and-crisis-management.

[436] Its general objective is 'to build a society and a world-leading economy based on knowledge and innovation across the whole Union, while contributing to sustainable development'.

[437] Research projects address all aspects of the disaster risk management cycle by strengthening cooperation and facilitating coordination within the EU in the areas of disaster prevention, preparedness and response (DG HOME (2019). A Community of Users on Secure, Safe and Resilient Societies, Mapping Horizon 2020 and EU-funded Capacity-Building Projects under 2016-2018 Programmes: https://tika.securityresearch-cou.eu/sites/default/files/docs/Community%20of%20Users%20%28CoU%29%20VI%20Mapping%20-%20Interactive_0.pdf; Mapping Horizon 2020 and EU-funded Capacity-Building Projects under 2014-2017 Programmes (2018): https://tika.securityresearch-cou.eu/sites/default/files/docs/DG_Home_COU_mapping_document%20Nov%202018%20%281%29.pdf.

[438] Interviews with project coordinators (2) and international organisation (1).

[439] Interviews with project coordinators (2) and EU Member State (1).

[440] See, for example, similarities with PPP objectives in projects such as 'Climate Change Adaptation & Risk Prevention': https://cohesiondata.ec.europa.eu/themes/5#; and 'Cohesion policy: preventing risks': https://cohesiondata.ec.europa.eu/stories/s/Cohesion-policy-preventing-risks/j9ce-3mtn/

governments across Europe to develop and deliver better policy[441]. The overlap is evident from a cross-cutting and horizontal perspective, as, like the PPP Programme, Interreg focuses on cross-border cooperation to tackle common challenges identified by border regions, including risk prevention (e.g. floods)[442]. Interreg can also fund specific actions that take into account 'environmental protection requirements, resource efficiency, climate change mitigation and adaptation, disaster resilience and risk prevention and risk management'. Similar to the synergies identified between the PPP Programme and Horizon 2020, preparedness projects built on previous Interreg projects (e.g. HAZRUNOFF, MARPOCS), with previous partnerships developing consortia for these preparedness projects.

Synergies were identified between the PPP Programme and other funds involved in cross-border cooperation, such as the IPA funds[443] (e.g. improving capacities of UCPM Participating States on forest fires, improving cross-border cooperation on disaster risk reduction between EU Member States, Participating States and third countries) and other regional initiatives, such as in the Baltic sea. The PPP Programme offers financing possibilities for some Member States to strengthen cooperation under this macro-regional strategy[444].

Stakeholders emphasised that the PPP Programme represents a rather small proportion of funding available as part of other EU programmes[445]. Further involvement of DG ECHO staff and the European Commission as a whole would help in identifying synergies[446]. Indeed, a siloed approach whereby a programme focuses on specific thematic aspects and tools is not solely an issue for the PPP Programme, and additional tools for information exchange could overcome the challenge.

Existing tools supporting coherence between the PPP Programme and other European Commission programmes include consultation with other services on the annual work programme. For instance, cooperation with the Joint Research Centre (JRC) could strengthen the capacity to facilitate logical solutions on risk assessment and crisis response[447]. Additional forms of consultation could be devised to harness unexploited synergies in thematic areas dealing with prevention and preparedness for marine pollution, an area with several competing initiatives (e.g. DG MARE and DG REGIO). Synergies with the PPP Programme could be improved by involving these services and other EU agencies (e.g. European Maritime Safety Agency (EMSA)) from the beginning of the project cycle (either in the definition of Programme priorities on marine pollution or in the evaluation of proposals related to marine pollution)[448].

[441] By building on its predecessor, Interreg IVC (2007-2013), Interreg Europe aims to get maximum return from the EUR 359 million financed by the European Regional Development Fund (ERDF) for 2014-2020. Interreg Europe supports activities for regional and local public authorities across Europe to share ideas and experience on public policy in practice, thereby improving strategies for their citizens and communities.

[442] Regulation 1299/2013 of 17 December 2013 on specific provisions for the support from the European Regional Development Fund to the European territorial cooperation goal. See also a selection of publications related to synergies and complementarities between ESIF and other EU funds: https://www.interact-eu.net/library#401-publication-list-synergies-and-compatibility-esi-funds-other-eu-funds

[443] Interviews with Participating States (2).

[444] Interviews with EU Member States (2).

[445] Project coordinators (2), EU institutions (2), international organisation (1).

[446] Surveys of project coordinators (1), members of consortia (2) and national civil protection authorities (2).

[447] Interview with project coordinator (1).

[448] Interviews with EU institutions (2).

Stakeholders expressed the need for tools to publicise the results of PPPs more systematically[449]. While individual dissemination tools exist for projects, there is a lack of an institutionalised tool to ensure that all stakeholders involved are aware of the existing results. A platform containing such information was developed by the Community of Users for secure, safe and resilient societies (driven by DG HOME) and should be more widely advertised[450]. This type of platform helps to avoid duplication of effort with other EU funding instruments. It could also support efforts to disseminate outcomes to national authorities and regional actors directly, allowing future projects to build on previous successes. Such tools are necessary to ensure that relevant stakeholders are interlinked and dissemination of outcomes is done efficiently.

Suggested additional tools could take the form of a list of projects, a search tool or a 'banking system' allowing research of other PPPs and projects under related EU programmes. Several stakeholders emphasised the potential use of the Knowledge Network to create better awareness of projects and also help the external coherence of the Programme[451].

Synergies resulted from cooperation between projects funded by the Programme and other EU funds (European Neighbourhood and IPA), as well as from cooperation with eligible third countries[452]. Overlaps between PPP projects and these funds, and with initiatives from other international organisations in Participating States and third countries (Organisation for Economic Cooperation and Development (OECD), World Bank, UN) were also reported, due to similar objectives with the Programme (capacity-building in prevention and preparedness areas). Consultations showed that the competent authorities of these countries were not always aware of the overlaps, and sometimes faced challenges in gaining an overview of all ongoing projects by different donors[453]. In UCPM Participating States and eligible third countries, the PPP Programme built the basis for other projects or investments, but these were not developed due to the lack of capacity of the third country to take them forward (lack of specialised staff to proceed with specific planning and application preparation for further proposals)[454].

Some PPPs managed to support other projects funded by national instruments or initiatives, and to integrate findings from projects implemented at national level into their design (e.g. YAPS, MASC, TaFF)[455]. Complementarity was achieved through capacity-building and training exercises[456], improved data and information sharing, ongoing communication and cooperation on lessons learned, and the involvement of academia[457].

Outputs of PPP projects complemented both national emergency planning and risk assessment programmes in EU Member States. They also helped to create new national programmes and initiatives (institutional cooperation on cultural heritage, developing

[449] Project coordinators (3), EU Member States (4), case studies (2).

[450] https://www.securityresearch-cou.eu/node/9215

[451] EU Member States (4) and international organisation (1).

[452] Interviews with project coordinators (2) and Participating State (1). For example, this concerned TaFF, ALTER projects and projects implemented with Participating States on thematic areas new for them such as cultural heritage. Surveys of project coordinators (4), members of consortia (2) and national civil protection authorities (2).

[453] Interviews with Participating State (1) and eligible third countries (3).

[454] Interviews with Participating State (1) and eligible third countries (3).

[455] Surveys of project coordinators (31%), members of consortia (30%), national civil protection authorities (30%), CPC members (42%).

[456] Project coordinators (1), national civil protection authorities (1).

[457] Surveys of members of consortia (2) and national civil protection authorities (1).

new modules on forest fire fighting)[458]. PPP results also fed into the content of bilateral agreements with neighbouring countries and other countries (e.g. Japan, Saudi Arabia) or projects (e.g. IPCAM, MASC projects)[459]. PPPs can thus be used as a stepping-stone to other initiatives at national level, tailored to the national priorities and specific risks[460].

Consultation and research on implementation of PPP projects showed that national coordination can be necessary to achieve coherent results. Local authorities are eligible under the Programme and can apply for funding autonomously, which creates the potential to conflict with national legislation and strategy. Endorsement letters solve this issue to a certain extent (i.e. there is no veto from the national authority on the funding). Another suggestion was to ensure that national or regional authorities - which hold responsibility for the implementation of disaster risk management - are included in locally-led initiatives funded by the Programme[461]. Synergies between the PPP and national initiatives can sometimes be limited by national legislation, particularly where PPP projects target large-scale crisis situations.

3.5 EU added value

Key points:

- Between 2014 and 2020 the PPP Programme had high EU added value in the magnitude of PPPs compared to what could have been achieved by Participating States and eligible third countries at national or regional level.
- The Programme made a valuable contribution to enhanced cross-border or transnational cooperation between governmental organisations and NGOs working in prevention and preparedness.
- The PPP Programme filled a clear gap in terms of the activities financed, allowing research organisations to cooperate more closely with civil protection authorities and other end users to produce innovative and highly operational outputs.
- The PPP Programme is complementary to other EU instruments and often served as a first step towards the development of tools, software, methodologies, and training activities, helping project partners to attract additional sources of funding for the continuation or upscaling of PPPs.
- The EU added value of PPPs could be enhanced through more systematic dissemination of project outputs and results at EU level. The Knowledge Network or the Emergency Response Coordination Centre (ERCC) portal could be used for the publication of project results.

3.5.1 EU added value of the PPP Programme

Overall, stakeholders involved in the PPPs believed that EU-level civil protection work benefitted from the Programme, with agreement from the large majority of project coordinators (92%)[462], national civil protection authorities (86%)[463] and CPC members (77%)[464]. In addition, **PPPs elevated cross-border cooperation and knowledge on preparedness and prevention issues of a transnational nature** (see examples

[458] Interviews with EU Member States (2) and eligible third country (1).

[459] Interviews with EU Member States (2) and Participating State (1).

[460] Interviews with EU Member State (1) and Participating State (1).

[461] Interview with EU Member State (1); case study (1).

[462] Survey of project coordinators: 43% (n=20) agreed; 49% (n=23) strongly agreed.

[463] Survey of national civil protection authorities: 57% (n=4) agreed; 29% (n=2) strongly agreed.

[464] Survey of CPC members: 65% (n=17) agreed; 12% (n=3) strongly agreed; 23% (n=6) neutral.

below)[465]. EU support gave projects credibility in the eyes of other important civil protection players, with EU funding acting as a 'quality label' that could turn participants into valuable partners for other international organisations (e.g. UN), thereby facilitating future international cooperation in the areas of prevention and preparedness[466].

Examples of improved cross-border cooperation via PPPs included: increased opportunities to address fire and flood risks in cross-border areas[467]; development of joint multi-hazard risk assessments and joint response plans between neighbouring countries[468]; the possibility to learn from other countries with more experience in dealing with certain types of natural hazards through PPP-funded exercises and training[469]; improved cooperation between governmental organisations and NGOs in Participating States and EU Member States[470]. Some eligible third countries also highlighted the important contribution of PPPs to enhancing their civil protection capacities and standards, bringing them a step closer to joining the UCPM in the future, which is their key priority[471].

The PPP Programme added value in areas where national or regional authorities could not have acted alone[472], with the majority of surveyed project coordinators (89%)[473] and members of consortia (77%)[474] agreeing. In addition, 89% of project coordinators[475] and 70% of members of consortia[476] disagreed with the statement that their organisation would have carried out the project(s) regardless of the PPP Programme's financial support.

On the other hand, PPP Programme technical support was indispensable to less than half of the project coordinators[477] and members of consortia[478] surveyed, with only 45% and 46%, respectively, disagreeing with the statement that their organisation would have carried out the project(s) regardless of the PPP Programme's technical support.

The EU added value of PPPs could be enhanced through better dissemination of project outputs and results at EU level, which would provide greater visibility to PPPs and enhance the updating of project results[479]. The Knowledge Network or the ERCC portal could be used to publish project results[480].

[465] Interviews with project coordinators (5), members of consortia (2), national civil protection authorities (7), eligible third countries (7) and end users (1).

[466] Interviews with project coordinators (3).

[467] Interviews with national civil protection authority (1) and eligible third countries (2).

[468] Interview with eligible third country (1).

[469] Interviews with national civil protection authorities (4) and eligible third countries (6).

[470] Interviews with project coordinators (2), members of consortia (2), national civil protection authorities (3), eligible third countries (2) and end user (1).

[471] Interviews with eligible third countries (4).

[472] Interviews with project coordinators (24), members of consortia (2), national civil protection authorities (9), eligible third countries (10), end users (2) and EU-level representatives (2).

[473] Survey of project coordinators: 36% (n=17) agreed; 53% (n=25) strongly agreed.

[474] Survey of members of consortia: 40% (n=47) agreed; 37% (n=43) strongly agreed.

[475] Survey of project coordinators: 36% (n=17) disagreed; 53% (n=25) strongly disagreed.

[476] Survey of members of consortia: 33% (n=39) strongly disagreed; 37% (n=43) disagreed; 21% (n=25) neutral.

[477] Survey of project coordinators: 13% (n=6) strongly disagreed; 32% (n=15) disagreed; 30% neutral; 23% (n=11) agreed; 2% (n=1) strongly agreed.

[478] Survey of members of consortia: 11% (n=13) strongly disagreed; 35% (n=41) disagreed; 38% (n=45) neutral.

[479] Interviews with project coordinators (5), national civil protection authorities (4) and eligible third countries (1).

[480] Interviews with project coordinators (4) and national civil protection authorities (3).

There are limited possibilities for national-level funding for research or innovation projects in the fields of preparedness and prevention. Eight EU Member States, three Southern Neighbourhood countries, two UCPM Participating States and one Eastern Neighbourhood and Western Balkan country reported that there is little or no funding available for similar projects at national level[481].

By contrast, stakeholders in seven EU Member States pointed to the availability of funding for prevention and preparedness research at national level, all of which typically apply for the PPP Programme[482]. In their view, the added value of the Programme lies in the opportunities it offers for cooperation and information exchange with a wider range of countries. In these EU Member States, cooperation at this scale was either not a high priority at national level or was far slower through other national initiatives.

Looking at possible alternatives, stakeholders gave examples of bilateral cooperation focusing on preparedness and prevention[483]. For example, two eligible third country representatives mentioned having several bilateral agreements in place with neighbouring EU Member States and third countries to facilitate regular information-sharing and cross-border cooperation. One national civil protection authority highlighted that its national civil protection structure has integrated a 'Resilience platform', which facilitates cross-border cooperation by mapping all stakeholders with whom they cooperate in prevention and preparedness projects. Stakeholders also noted, however, that bilateral cooperation tended to be more limited in scope and was therefore not comparable to the PPP Programme[484].

In cases where national or regional funding was available to finance prevention or preparedness projects, **that financial support alone would not have been sufficient to ensure an international or cross-border dimension, limiting the reach or upscaling possibilities of project outputs**[485]. The outputs of some PPPs are often integrated into the UCPM training cycle, increasing their added value[486]. Finally, the PPP Programme filled a clear gap, allowing research organisations to cooperate with civil protection authorities and other end users to produce innovative and highly operational outputs[487].

Examples of projects with substantial EU added value were identified: these had a strong cross-border or transnational cooperation dimension and/or their project outputs were transferable and relevant to end users beyond the project consortia.

- **PROMEDHE** (2015, external budget, PREP): For several beneficiaries, the project raised awareness of the existence and scale of safeguarding cultural heritage from hazards in their national contexts and provided tangible results and expertise in that respect. Stakeholders highlighted that the sharing of partners' expertise, the practical guidelines produced, and capacity-building exercises would not have been achieved nationally. The inclusion of three EU Member States with more experience in safeguarding cultural heritage allowed less experienced consortium members to learn valuable practices. The cross-border links created through the

[481] Interviews with project coordinators (7), national civil protection authorities (4) and eligible third countries (7).

[482] Interviews with project coordinators (6) and national civil protection authorities (5).

[483] Interviews with project coordinators (2), national civil protection authorities (5) and eligible third countries (2).

[484] Interviews with project coordinator (1) and national civil protection authorities (2).

[485] Interviews with project coordinators (8), members of consortia (1), national civil protection authorities (7) and eligible third country (1).

[486] Interview with national civil protection authority (1).

[487] Interviews with project coordinators (7), national civil protection authorities (3), eligible third countries (8) and end user (1).

project would not have been achieved at national level, particularly the exchange of knowledge and cooperation between the partners based in Israel and Palestine, due to the otherwise politically sensitive nature of their relations[488].

- **PREDICATE** (2015, internal budget, PREV): First respondents in three countries outside of the project consortium requested the technology developed during the project and provided positive feedback. Project partners received support from national authorities to attend high-level meetings to present and demonstrate the project outputs[489].
- **CapaCities** (2017, external budget, PREV): The modular curriculum, online activities and documentation developed, as well as the tool for self-assessment and peer review of disaster risk management capacity, are available freely online for other cities across Europe. The curriculum is designed for Eastern Neighbourhood countries, but many aspects are also applicable in EU Member States. Within their own countries, the three participating cities became practical examples of how to implement requirements from association agreements with the EU, and each city has met other cities in the country to share lessons learned[490].
- **U-GEOHAZ** (2017, internal budget, PREV): The project partners organised training on one of the project mapping tools for all of the regional geological surveys in another EU Member State. They also organised training for geological surveys in Ethiopia and Chile and hope to expand cooperation to Africa and South America to standardise and fine-tune the tools in different contexts[491].
- **Prometheus** (2019, internal budget, PREP): The project involved partners from three EU Member States, but its final product (the 'Prometheus system') was made available to the UCPM Participating States, as well as the EU Neighbourhood countries through training in the framework of the EU MODEX exercises. The system is expected to become the data management system for USAR operations (specifically for assessment purposes) and to be available in open-source format to support the advancement of some countries' USAR team response capacity. The final version of the system will be available in the UN languages, as well as Italian, which should facilitate international reach[492].
- **IOPES** (2019, internal budget, PREP): The project partners were invited to present project results in the context of a Horizon 2020 project (Project HEIMDALL), where several additional end users will be present[493].

Comparison between the PPP Programme and other EU instruments

The evaluation found **no real EU-level alternative to the PPP Programme for the development of prevention and preparedness projects in the field of civil protection**. Most stakeholders considered the PPP Programme complementary to other EU instruments and observed that it posed less of an administrative burden than other instruments. Compared to UCPM full-scale exercises and training modules, the PPP Programme allows training activities to have a more targeted or specific focus[494]. PPPs with training activities sometimes followed the same structure as UCPM training courses (e.g. the PROMEDHE project) and this was viewed positively by participants already

[488] PROMEDHE case study.

[489] Interview with project coordinator (1).

[490] Interview with project coordinator (1); case study.

[491] Interview with project coordinator (1).

[492] Prometheus final project report.

[493] Interview with project coordinator (1).

[494] Interviews with project coordinator (1) and national civil protection authorities (2).

familiar with this format[495]. In addition, PPPs might serve to identify training needs or future topics for UCPM training courses. For example, an end user participating in PROMEDHE noted that there should be more UCPM courses on the preservation of cultural heritage sites, as there is often limited knowledge and experience among civil protection authorities[496].

Similarities were identified between the PPP Programme and a recent UCPM cross-border cooperation call in their thematic coverage[497]. The additional funding provided for cross-border cooperation through such UCPM calls was welcomed by eligible third country representatives, who stressed that more cross-border cooperation PPPs and UCPM calls are needed, given the demand for funding to enhance capacity and facilitate cooperation between third countries, neighbouring EU Member States and UCPM Participating States[498].

Compared to the **Horizon 2020 Programme**, the PPP better facilitated the participation of end users in prevention and preparedness projects (e.g. allowing them to be project coordinators), given the more operational (rather than academic) nature of activities[499]. In addition, the PPP and Horizon 2020 Programmes were considered complementary, with the PPP Programme seen as the first step, 'setting the stage' for larger funding streams such as the Horizon-2020 Programme[500]. Some stakeholders found the PPP Programme easier to work with from an administrative and reporting perspective, while another would have liked to finance infrastructure under the PPP Programme[501], but instead had to apply for Horizon 2020 project in order to build a training centre for medical teams of search and rescue modules.

Comparing the PPP to the Interreg Programme, stakeholders felt that there was more continuity of collaboration under Interreg because the stakeholders involved work more closely and have pre-existing relationships[502]. Several stakeholders noted some room for improvement at Programme level in the PPP in reporting and other administrative requirements (see section 2), but one project coordinator pointed to the simpler programming model in the PPP Programme as more accessible and easier to work with. No additional evidence was identified to support this statement, however.

Finally, project partners applied to or received funding from the European Neighbourhood Instrument, the IPA, or the Internal Security Fund[503]. A small proportion of stakeholders believed the PPP Programme to have lighter administrative and reporting requirements than the ENI and the IPA[504], while also being complementary to these larger programmes, **filling a gap at EU-level in support for cooperation between Participating States and eligible third countries in prevention and preparedness**[505].

[495] PROMEDHE case study; interviews with project coordinator (1), national civil protection authority (1) and end user (1).

[496] Interview with end user (1).

[497] Call for Prevention and Preparedness Projects in Civil Protection and Marine Pollution (UCPM-2020-PP-AG).

[498] Interviews with eligible third countries (4).

[499] Interviews with project coordinators (2).

[500] Interviews with project coordinators (2).

[501] Interviews with project coordinators (2) and national civil protection authorities (2).

[502] Interviews with national civil protection authorities (2).

[503] Interviews with project coordinators (3), national civil protection authority (1) and eligible third countries (2).

[504] Interviews with project coordinators (2) and national civil protection authority (1).

[505] Interviews with project coordinator (1) and eligible third countries (2).

3.6 Sustainability

Key points:

- The majority of PPP outputs and results are likely to last beyond the end of the project, with varying degrees of uptake and follow-up on project outcomes across PPPs.
- 18 PPPs with a high level of sustainability were identified. The outcomes of these projects contributed to changes in national policy/legislation, their outputs were used by end users and/or the project partners secured additional funding for follow-up projects.
- PPPs usually led to improved cooperation between beneficiaries and this was considered highly likely to remain sustainable beyond the end of the project. Fewer PPPs had impacts on policy or investment, typically because they targeted impacts at operational rather than political level, such as increased awareness, new methodologies, increased capacities, or new tools.
- Key factors facilitating the sustainability of project outcomes included the transfer of knowledge through training and capacity-building activities; the development of tools that could be used beyond the end of the project; the establishment of working procedures between project partners; risk mitigation planning; and the involvement of national, regional or local civil protection authorities in PPPs from an early stage.
- Key hindering factors included high staff turnover in civil protection institutions; difficulties in securing additional funding for follow-up to PPPs and unforeseen budgeting constraints; and delayed/cancelled activities, including the limited availability of national civil protection authorities due to the COVID-19 pandemic.
- The sustainability and cross-fertilisation of PPP outputs and results could be improved through greater dissemination of project results at EU level.

3.6.1 Sustainability of PPP project outputs and results

The sustainability of PPP project outputs and results relates to the extent to which their outcomes last beyond the end of the project. The in-depth mapping of 35 PPPs (see below) suggests that at least half of their outputs and outcomes are highly likely to be sustainable . Over one-third of projects financed under the Programme built on previously funded smaller projects - 36% (48) of projects funded under the PPP Programme during the evaluation period were 'follow-up projects'[506]. Stakeholder perceptions of the sustainability of project outputs and results were positive, although mixed views on the need for additional funding or PPP support suggests that the sustainability of PPP outcomes may somewhat depend on additional funding. Most project coordinators (88%) and members of consortia (82%) considered it likely that the other effects of the projects would continue after project completion[507]. Both stakeholder groups agreed that the outputs developed throughout the project would continue to contribute to civil protection without PPP support[508].

National civil protection authorities and PPP beneficiaries had mixed views on whether the outcomes achieved by their organisation's projects could be achieved without further funding or the continuation of projects under the PPP

[506] Project mapping.

[507] Survey of project coordinators: 60% (n=28) agreed; 28% (n=13) strongly agreed. Survey of members of consortia: 56% (n=66) agreed; 26% (n=30) strongly agreed.

[508] Survey of project coordinators: 74% (n=35) agreed (n=25) or strongly agreed (n=10); Survey of members of consortia: 65% (n=76) agreed (n=58) or strongly agreed (n=18).

Programme. Over half of the national civil protection authorities surveyed agreed that the outcomes could continue without further funding or continuation under the PPP Programme[509], with only 36% of project coordinators[510] and 19% of members of consortia agreeing[511].

It was not possible to conduct a comprehensive sustainability mapping for all 132 projects financed during the evaluation period, as 32 are still ongoing (thus their sustainability cannot be assessed) and there were only limited data on the implementation of dissemination activities, follow-up activities, measurable impacts (beyond those observed and reported by project partners), and evidence of continued cooperation between project partners and end users in the 97 completed projects. Several PPP coordinators, partners and national civil protection authorities commented on the difficulty they themselves encountered in measuring or following-up the reach of their PPP's outcomes and results beyond national level[512]. For example, one project coordinator noted being unaware of the extent to which their project outputs were disseminated beyond Northern Ireland, or how activities might have continued in the countries of the project partners. She was therefore unable to quantify its impacts beyond what she could observe in Northern Ireland[513].

Based on the in-depth mapping of 35 PPPs, the outcomes of 18 PPPs (51%) were found to be highly likely to remain sustainable beyond the end of the project (Table 15). These PPPs were reported by stakeholders to have led or contributed to changes in national policy or legislation (3 PPPs), their outputs were used regularly by civil protection authorities or other end users following the end of the project (12 PPPs), and/or additional funding or other resources were secured for follow-up projects that built on the results of these PPPs (10 PPs).

Table 15. Uptake and use of project outputs and follow-up projects for selected PPPs

Budget year	Internal/ external Budget	Project acronym	Outputs integrated into national policy	Outputs regularly used by CP authorities	Follow-up projects are taking place
2014	INT (PREP)	EVANDE	√	X	√
2014	INT (PREP)	HNS-MS	X	X	√
2014	INT(PREV)	U-SCORE	√	X	√
2014	EXT (PREP)	POSOW 2	X	X	√
2014	EXT (PREP)	IPCAM	X	√	√
2014	INT (PREP)	VeTools	X	√	√
2014	INT (PREP)	CRUA	X	√	√
2015	INT (PREV)	SAFETY	X	X	√
2015	INT (PREV)	ERICHA	X	√	X
2015	EXT (PREP)	PRO MED HE	X	√	√

[509] Survey of national civil protection authorities: 57% (n=4) strongly agreed or agreed; 43% (n=3) neutral.
[510] Survey of project coordinators: 32% (n=15) agreed; 4% (n=2) strongly agreed.
[511] Survey of members of consortia: 16% (n=17) agreed; 3% (n=3) strongly agreed.
[512] Interviews with project coordinators (5), members of consortia (3) and national civil protection authorities (2).
[513] Interview with project coordinator (1).

2015	INT (PREV)	PREDICATE	X	√	X
2016	INT (PREV)	U-SCORE 2	X	√	X
2016	INT (PREV)	SAVEMED COASTS	X	√	√
2017	EXT (PREP)	ALTER	√	X	X
2017	INT (PREP)	TaFF	X	√	√
2017	INT (PREP)	EASeR	X	√	X
2017	INT (PREV)	U-Geohaz	X	√	√
2019	INT (PREP)	Prometheus	X	√	X

Source: ICF elaboration based on interviews with project coordinators, project mapping and case studies.

Eight of the 35 PPPs (23%) delivered outcomes that were used after the end of the project and also secured additional funding. This combination is particularly conducive to sustainability. Examples include:

- **IPCAM** (2014, Preparedness project under the external budget): The good practices developed by the project in operational tools for emergency management and for the request and management of international assistance through the UCPM assumed regional scope in the Mediterranean and were replicated in the framework of the PPRD South III Programme for their customisation and deployment in other countries in the region[514]. IPCAM was followed by IPCAM 2 (2016), but as yet there is no evidence of outcomes incorporated into national programmes[515].
- **EVANDE** (2014, Preparedness project under the internal budget): Some of the products developed are used in the Horizon 2020 follow-up project RUITAGE, which focuses on education and resilience[516]. Project partners are still using the online training platform developed under EVANDE to providing training for some UNESCO working groups[517]. For example, it was used to provide training on a wide range of hazards in the context of the UNESCO Global Geoparks Network[518].
- **CRUA** (2014, Prevention project under the internal budget): The main output, a toolkit for community resilience in urban areas, was formally adopted and is still regularly used by the RCRG of the Department for Infrastructure of Northern Ireland. The project coordinator is currently involved in the Atlantic Areas Programme, an Interreg project that aims to test the toolkit and results of CRUA to adapt them to the contexts of Spain, Portugal and France, providing training to civil protection authorities with community engagement for flood risk management. This project will focus on urban flooding and particular challenges created by changing weather[519].

[514] Interview with project coordinator (1).

[515] IPCAM 2 case study.

[516] See: https://en.unesco.org/ruritage#:~:text=jpg&text=RURITAGE%20is%20a%204%2Dyear,Cultural%20and%20Natural%20Heritage%20potential

[517] Interview with project coordinator (1).

[518] More information on the UNESCO Global Geoparks Network is available online at: http://www.unesco.org/new/en/natural-sciences/environment/earth-sciences/unesco-global-geoparks/

[519] Interview with project coordinator (1).

- **TaFF** (2017, Preparedness project under the internal budget): The guidelines for flash floods developed under this project were integrated into the guidelines for German civil protection training schools. The results of TaFF are also being tested and adapted within a European Neighbourhood Policy project (ENP-CP), which hopes to expand their adoption and implementation in Morocco and Algeria[520].
- Several project participants highlighted the importance of involving national, regional, or local civil protection authorities in the project from the beginning, in order to ensure that project outputs and results are used beyond the end of the project and integrated into national practices, policy or legislation. Involving national civil protection authorities in PPPs was not always easy for project coordinators, several of whom highlighted that lack of time and human resources, or national rules limiting civil protection authorities' involvement in external projects, made it very difficult to include a national authority as a project partner[521].

Factors contributing to the sustainability of PPPs

Internal success factors are presented below, by project cycle phase.

During project conception stage:

- **Establishment of common working procedures,** e.g. signing MoUs, developing common protocols[522];
- **Raising the profile of PPPs** at local, regional, national or transnational level[523]. One PPP partner highlighted that local political support for a PPP project from project conception stage, the existence of a political steering committee during the project, and high level adoption of the project end results increased the visibility of the project at national level and allowed increased use of project outputs after the project ended;
- **Strategic considerations included in the project proposal or plan**, such as developing a mechanism for early adoption of project outcomes and results at project inception stage[524], preparing a detailed dissemination strategy[525], requesting the input from civil protection authorities to ensure their interest and future use of the project outputs[526], or early determination of the person(s)/organisation(s) responsible for following the incorporation of the project's outputs into national policy/programmes[527];
- **Planning study visits to pilot areas prior to project development and submission** to have a clear overview of the situation the project beneficiaries will potentially face after approval[528];

[520] Interview with project coordinator (1).

[521] Interviews with project coordinators (5).

[522] Interviews with national civil protection authorities (2); surveys of project coordinators (7), members of consortia (11), national civil protection authorities (2) and CPC members (6).

[523] Interviews with project coordinators (3), national civil protection authority (1) and DG ECHO (1); survey of members of consortia (4).

[524] Interview with project coordinator (1).

[525] Interviews with project coordinators (2); survey of members of consortia (6).

[526] Interview with national civil protection authority (1); surveys of project coordinators (2), members of consortia (3) and national civil protection authorities (1).

[527] Interviews with project coordinator (2) and national civil protection authority (1); survey of project coordinators (2).

[528] Interview with project coordinator (1).

- **Formal commitment from end users to use the results of the project after the end of the project**, e.g. inclusion of a requirement to include in the project proposal a signed letter or 'exploitation plan' confirming end users' commitment[529].

During project implementation stage:

- **Transfer of knowledge to project participants through training activities and capacity-building**, the development of civil protection modules, or the sharing of project results during workshops, conferences, and other activities organised with end users[530];
- **Risk mitigation planning** was a type of output considered particularly sustainable, for example the development of a comprehensive coastal hazard scenario to support risk mitigation planning[531];
- **Creation of new networks or platforms** such as data-sharing platforms, particularly for projects financed under the external budget[532]. Eligible third country representatives highlighted the creation of new networks for cooperation between UCPM Participating States and EU Member States, and between EU Member States and Eastern Neighbourhood countries[533];
- **Development of tools or methodologies that may be easily used beyond the end of the project**[534], such as simulation tools to identify weaknesses in planning, instructional games for students to raise awareness about specific natural hazards, data visualisation platforms, and databases;
- **Networking with project partners**: the personal contacts created remained after the project ended and allowed for improved cooperation between civil protection authorities and other stakeholders[535];
- **Fostering cooperation between governmental organisations and NGOs,** e.g. by involving local networks of NGOs in PPP activities[536];
- **Online dissemination of project findings and tools** during the project through, e.g. the publication of project activities on the websites of civil protection authorities[537].

Follow-up after a PPP has ended:

- **Building on existing PPPs** through follow-up projects[538];
- **Expansion of existing platforms or networks:** While some stakeholders supported the creation of new networks or platforms, others considered it more

[529] Interview with project coordinator (1).

[530] Interviews with project coordinators (3), members of consortia (1), national civil protection authorities (4) and DG ECHO (1); Surveys of project coordinators (9), members of consortia (14), national civil protection authorities (2) and CPC members (16).

[531] Interview with national civil protection authority (1); Surveys of project coordinators (4), members of consortia (12), national civil protection authorities (1), CPC members (4).

[532] Interviews with eligible third countries (2); Surveys of project coordinators (5) and members of consortia (9).

[533] Interviews with eligible third countries (2).

[534] Interviews with project coordinators (4); Surveys of project coordinators (12), members of consortia (20), national civil protection authorities (1) and CPC members (4).

[535] Members of consortia (6) and CPC member (1).

[536] Interviews with project coordinator (1) and national civil protection authorities (2); Surveys of project coordinators (3) and of members of consortia (3).

[537] Interviews with project coordinator (1) and national civil protection authorities (2); Surveys of project coordinators (2) and of members of consortia (2).

[538] Interviews with project coordinators (8), national civil protection authority (1) and DG ECHO (1); Surveys of members of consortia (2) and of national civil protection authorities (2).

useful to expand existing platforms or networks to include new stakeholders and activities, avoiding risks of duplication or overlaps. One project coordinator suggested the use of the ERCC portal to share project outputs[539], while several stakeholders suggested using the UCPM Knowledge Network for the dissemination of project results[540];

- **Embedding outputs into the national civil protection framework,** e.g. through the inclusion of operational standard operating procedures (SOPs) in the national civil protection framework, the inclusion of IT tools developed in the PPP, or the development of policy tools[541];
- **Dissemination and communication of project results,** e.g. through written materials, workshops and conferences, online publications, appearances in local media (newspapers and the radio)[542] (Table 16);
- Reporting on dissemination activities is not consistent across PPPs and only limited statistics were available. The in-depth mapping of 35 PPPs allowed an indicative overview of dissemination activities to be compiled for internal and external budget PPPs by budget year and type of dissemination activity (Table 16 and Table 17 below). A total of 140 dissemination activities were conducted between 2014 and 2020 for the 35 PPPs analysed[543];
- Just over twice as many dissemination activities were reported for internal budget projects (93) than for external budget projects (47). For both internal and external budget projects, the most popular type of dissemination activity was a project website (reported for 19 internal budget PPPs and eight external budget PPPs), followed by the organisation of conferences and events (15 internal budget PPPs, six external budget PPPs) and other meetings (10 internal budget PPPs, seven external budget PPPs).

[539] Interview with project coordinator (1).

[540] Interviews with project coordinators (2), member of consortia (1) and national civil protection authorities (4); Survey of members of consortia (2) and of CPC members (1).

[541] Interviews with project coordinators (8), members of consortia (2), national civil protection authorities (6), DG ECHO (2) and end users (2).

[542] Interviews with project coordinators (3) and national civil protection authorities (2); Survey of project coordinators (2).

[543] Project mapping: projects could report more than one type of dissemination activity and these figures are indicative, as reporting is not consistent and it is possible that PPPs carried out more/fewer dissemination activities than those mentioned in project proposals or final project reports.

Table 16. Overview of dissemination activities conducted, by year and type of activity (internal budget PPPs)

Budget year	Meetings	Conferences and events	Workshop	Printed materials	Publications	Website	Social media	Newsletter	Visibility of EU funding[544]	Other	Yearly total
2014	0	1	1	1	0	1	0	0	0	0	4
2015	2	3	2	0	2	3	2	1	0	2	17
2016	3	2	3	1	4	4	3	2	0	0	22
2017	1	2	1	2	2	3	2	0	1	1	15
2018	3	5	0	2	3	4	2	2	0	0	21
2019	1	1	0	1	1	3	2	0	0	0	9
2020	0	1	1	1	0	1	0	1	0	0	5
TOTAL	**10**	**15**	**8**	**8**	**12**	**19**	**11**	**6**	**1**	**3**	**93**

Source: ICF elaboration based on project mapping of 35 PPPs, using data collected from project proposals and final project reports. Projects could report more than one type of dissemination activity and figures are indicative, as it is possible that PPPs carried out more/fewer dissemination activities than those in final project reports.

Table 17. Overview of dissemination activities conducted by year and type of activity (external budget PPPs)

Budget year	Meetings	Conferences and events	Workshop	Printed materials	Publications	Website	Social media	Newsletter	Visibility of EU funding[545]	Other	Yearly total
2014	1	1	1	1	1	1	1	2	0	0	9
2015	2	1	1	1	0	1	0	1	0	0	7
2016	1	1	0	0	0	0	0	0	0	0	2
2017	2	2	0	2	2	3	2	2	1	1	17
2018	1	0	2	1	1	2	0	0	0	0	7
2019	0	0	0	0	0	0	0	0	0	0	0
2020	0	1	1	0	1	1	1	0	0	0	5
TOTAL	**7**	**6**	**5**	**5**	**5**	**8**	**4**	**5**	**1**	**1**	**47**

Source: ICF elaboration based on project mapping of 35 PPPs, using data collected from project proposals and final project reports. Projects could report more than one type of dissemination activity and figures are indicative, as it is possible that PPPs carried out more/fewer dissemination activities than those in final project reports.

[544] Data only available for PPPs from 2017.

[545] Data only available for PPPs from 2017.

External factors facilitating the sustainability of PPPs

A lower number of external factors were identified, including:

- Expertise of PPP beneficiaries and the ability of the leading partner to lead[546];
- Strong interest among end users in using project outputs and integrating them into their own local structures[547];
- Increased awareness of the seriousness of issues surrounding health systems and crisis risks resulting from the COVID-19 pandemic[548];
- Flexibility of project partners in adapting to changing needs and unforeseen issues (e.g. budgetary constraints)[549].

Factors limiting the sustainability of PPPs

The main factors hindering the sustainability of PPPs included:

High staff turnover: There were mixed views on the extent to which high staff turnover is a limiting factor, suggesting that it depends on the national institutional civil protection context. While over half of project coordinators (60%)[550] and members of consortia (69%)[551] surveyed agreed that trained personnel would remain in employment after the project ended, other stakeholders highlighted high turnover of staff in both governmental and non-governmental sectors. This can pose a challenge to the sustainability of project outputs in general and to the sustainability of training activities in particular[552]. One project coordinator highlighted the high turnover of staff in the maritime pollution sector as an issue limiting the sustainability of project outputs, while a national civil protection authority reported that training activities tended to be some of the least sustainable types of PPP outputs, due to high staff turnover.

Effects of the COVID-19 pandemic: The health crisis affected the progress of several PPPs, in some cases delaying activities and limiting the dissemination or uptake of project outputs by civil protection authorities, whose resources were concentrated on the unfolding crisis[553].

Limited sources of funding: The difficulty or uncertainty in securing additional funding after the end of the project was considered an important limiting factor[554]. Only 26% of project coordinators reported securing further funding for their PPP[555]. Of those who secured further funding, 50% received funding from EU-level sources, such as the PPP Programme (26%), the UCPM (8%), Horizon 2020 (8%) and unspecified other EU source (8%). In addition, 58% of respondents received national funding, including from research institutions (17%), the national Ministries of Civil Protection (8%), Defence (8%) or

[546] Surveys of project coordinators (3), members of consortia (3) and national civil protection authorities (1).

[547] Interviews with project coordinators (3) and members of consortia (2).

[548] Interviews with project coordinators (4) and national civil protection authority (1); Survey of members of consortia (3).

[549] Interviews with project coordinators (3) and national civil protection authority (1); Survey of members of consortia (1).

[550] Survey of project coordinators: 36% agreed (n=17); 24% strongly agreed (n=11).

[551] Survey of members of consortia: 69% (n=81) either agreed (n=53) or strongly agreed (n=28).

[552] Interviews with project coordinators (7) and national civil protection authorities (2); Surveys of project coordinators (2) and members of consortia (3).

[553] Interviews with project coordinators (5) and national civil protection authority (1); Survey of project coordinators (2).

[554] Interviews with project coordinators (4) and members of consortia (2); Surveys of project coordinators (3) and of members of consortia (2).

[555] Survey of project coordinators: 26% (n=12) reported securing further funding for their PPP.

Research (8%), or unspecified sources (16%). A further 18% reported securing regional funding, with one respondent mentioning the Interreg programme and three others not specifying the source[556].

42% of respondents securing additional funding after the end of the project commented on the difficulty in securing additional funding. One Project coordinator, despite being successful in a previous application, highlighted the tough competition – and thus the uncertainty - when applying for PPPs. Another mentioned that there are fewer relevant calls for proposals at national level compared to EU level, therefore national funding 'is almost always secondary to EU funding'. Finally, unforeseen budgeting constraints were reported to have a limiting effect on the sustainability of project outcomes[557]. One project coordinator reported that despite including a sustainability strategy in the project design from the outset, many of the intended follow-up actions did not occur due to unforeseen budgeting constraints and the reallocation of teams to support EU exit planning[558].

3.6.2 Influence of PPP Programme on policy and investment

Broadly speaking, **PPPs usually led to improved cooperation between project partners, while fewer PPPs had direct impacts on policy or investment**. This appeared to be partly due to the fact that some PPPs did not intend to have an impact at political level, but, rather, at operational level through increased awareness, new methodologies, increased capacities, or new tools.

During the mapping of the 18 PPPs with a high degree of sustainability, three were found to have generated a deeper impact on policy and investment:

- **EVANDE** (2014, Preparedness project under the internal budget): The project sought to improve volunteer awareness and education on natural hazards through e-learning. It led to the development of national policies on education on earthquakes and tsunamis and encouraged some schools to purchase seismographs and earthquake simulators[559].
- **U-SCORE** (2014, Prevention project under the internal budget): The project had a deep impact on the understanding of risk and resilience between the departments working with the PPP beneficiaries and their stakeholders. End users confirmed that this influenced the national approach to resilience, with follow-up legislation passed at national level, informed by the project experience. In addition, the outputs of U-SCORE were scaled-up and made available through the UN network to more than 50 countries in the European and neighbouring regions[560].
- **ALTER** (2017, Preparedness project under the external budget): During the project, the beneficiaries observed the lack of coordination among national and local authorities and organisations conducting exercises in Armenia and realised that the civil protection system was not benefitting from these exercises. In highlighting this issue, the project connected the relevant actors so that the exercises could be of use to the civil protection authorities. The Ministry of Emergency then introduced a legal requirement for all such organisations to inform it of all future exercises. Some of the exercises conducted as part of the project were included in the Armenian Civil Protection Exercise Programme.

[556] Survey respondents could select multiple options under this question, thus percentages do not add up to 100%.

[557] Interviews with project coordinators (3) and member of consortia (1); Survey of project coordinators (1).

[558] Survey of project coordinators (1).

[559] Interview with project coordinator (1).

[560] U-SCORE case study.

In some cases, the PPP did not have an impact on national policy or investment because the project targeted the operational level, through increased awareness, new methodologies, increased capacities, or new tools[561].

The final type of impact from PPPs - which appears to be more common than policy change or investment - was strengthened cooperation between stakeholders involved in civil protection, as a result of their initial cooperation during a PPP. Several examples were identified of improved cooperation beyond the end of the project[562]:

- **Creation of new structures for cooperation**: U-SCORE end users confirmed that they are setting up new structures with local stakeholders to continue to improve communication and follow-up on the knowledge acquired during the project[563]. In addition, during PACES, national civil protection authorities overcame the 'bottleneck' of arrivals during the refugee crisis by identifying key local actors that could strengthen cooperation on shelter. Such cooperation with local actors and between project partners is still ongoing[564].
- **Ongoing bilateral cooperation**: The network generated by the consortium of PROMEDHE continues to work together in civil protection activities through bilateral MoUs[565]. Bilateral activities between the Tunisian and German project partners also continued beyond the end of IPCAM2[566]. Similarly, MoUs were signed between national civil protection authorities to improve cooperation between Montenegro and Slovenia and Montenegro and Czechia following activities conducted under DIRECT[567].

[561] Interviews with project coordinators (6) and national civil protection authority (1).

[562] Interviews with project coordinators (3), members of consortia (3), national civil protection authorities (8) and end users (4).

[563] Interviews with project coordinator (1) and end users (3).

[564] Interviews with national civil protection authorities (2).

[565] Interview with member of consortia (1).

[566] Interviews with members of consortia (2).

[567] Interview with national civil protection authority (1).

4 Conclusions

This section provides the conclusions of the evaluation on the basis of the findings presented in previous sections.

4.1 Effectiveness

Overall, **PPPs selected for funding under the PPP Programme during the evaluation period achieved the objectives set out in their proposals**. While a number of projects faced obstacles in undertaking the planned activities, these typically did not have an adverse impact of the delivery of the project results.

The main factors facilitating the effectiveness of PPPs included: good internal cooperation and coordination among beneficiaries, as well as the possibility to build on already existing partnerships; good cooperation between beneficiaries and national civil protection authorities and other national and local stakeholders; the cross-border nature of consortia; comprehensive planning at proposal stage; involvement of end users in project design and implementation; technical expertise of the beneficiaries and their previous experience with similar projects; and use of innovative methodologies. **Some of the main factors hindering the effectiveness of PPPs included:** communication problems and differing levels of commitment among beneficiaries; political challenges; complex administrative procedural rules; and difficulties in working with local partners.

The project-level objectives set in PPPs during the evaluation period were in line with the objectives set in the PPP calls for proposals for the same period. **Overall, almost all objectives of the PPP Programme in the field of preparedness and a majority of those in prevention were achieved**. Some of the factors hindering the effectiveness of the PPP Programme included the lack of visibility of project results; lack of access to information on previous PPPs; complex administrative requirements at Programme level and at national level; and the absence of continuation plans for some of the projects. Networking opportunities were the main factor contributing to the success of the PPP Programme.

Through **the results of PPPs, the PPP Programme contributed to increasing the level of disaster preparedness and prevention in EU Member States, Participating States and eligible third countries.** This impact was largely manifested through the reinforcement of cooperation at international and national level and through greater awareness of disaster risk preparedness and prevention in EU Member States, Participating States and eligible third countries. The PPP Programme successfully promoted the use of EU funds to support sustainable disaster preparedness and prevention in EU Member States. Although the Programme improved the level of awareness of the UCPM among eligible third countries, there is nevertheless room to increase awareness in some cases.

There was a lack of consistency in PPPs identifying project indicators at proposal stage, adopting common project-level indicators and referring to the population of those indicators. This likely stemmed from the varied guidance provided in the templates in the calls for proposals. The 'basic results framework' introduced in the 2019 call for proposals was a significant step towards standardisation of project-level indicators.

Seven general indicators were used across five or more PPPs. These were identified at activity-level (i.e. number of stakeholders involved, number of active participants in coordination meetings, number of timely submission of deliverables), output-level (i.e. number of event participants, number of staff trained), outcome-level (number of organisations/countries that adopted PPP outputs) and impact-level (i.e. number of end users satisfied with PPP outputs). The large majority of stakeholders

agreed that indicators measuring the impact of PPPs should be introduced in the PPP Programme calls for proposals.

There are no programme-level indicators to demonstrate the impact of the PPP Programme and/or used to generate programme-level data. The large majority of national-level stakeholders agreed that these should be introduced. Furthermore, differently from similar programmes implemented by other European Commission DGs, DG ECHO does not currently monitor and evaluate the performance of the Programme against a structured performance measurement framework (e.g. PMER framework).

4.2 Efficiency

Overall, **the financial support provided by the PPP Programme was sufficient to facilitate the successful implementation of the projects selected. The resources provided under the PPP Programme were sufficient to achieve its objectives.** PPPs that suffered from a lack of financial resources were mostly attributed to higher costs than expected, particularly for personnel, travel, subsistence, and equipment.

The PPPs incurred a variety of quantifiable eligible and non-eligible costs, that stakeholders believed proportionate to or outweighed by their benefits. Personnel and travel and subsistence costs formed the bulk of the absolute and relative costs. There were some differences between the external and internal budget line, e.g. personnel and subcontracting costs took up a larger part of the funding for PPPs under the internal budget line, while travel, subsistence, and equipment costs did for PPPs under the external budget line.

The benefits of PPPs generally generated operational efficiency savings and/or contributed to reducing the consequences of natural and man-made hazards. The PPPs primarily contributed to reducing the vulnerability of assets and/or improving the response to disasters.

The change in average cost per project between the initial and final budget for the equipment, travel and subsistence and subcontracting cost categories showed some deviations. Both the overall and the internal budget line PPPs reflected this. The external budget line PPPs showed deviations in slightly different cost categories. The travel and subsistence costs category was the largest for external budget line PPPs. The subcontracting costs category was not as relevant for these PPPs, which is corroborated by significant outliers explaining the discrepancies identified.

Data (particularly at project level) indicated some possible inefficiencies. At the same time, significant efforts were made to improve the efficiency of the PPP Programme, and (project-level) stakeholders were broadly positive about efficiency issues. Inefficiencies at both project and programme level seemed to stem from disproportionate administrative/bureaucratic burdens (including process timelines, management requirements). Nonetheless, the administrative/bureaucratic burdens were less than for other EU programmes (e.g. INTERREG). The reporting and monitoring mechanism of the PPP Programme was not considered excessively burdensome.

4.3 Relevance

The PPP Programme's objectives, priorities and activities were generally well aligned with the needs of the UCPM, EU Member States, UCPM Participating States and eligible third countries. At national level, concerted efforts were made to incorporate the needs of national stakeholders in PPP Programme priorities and objectives, especially EU Member States and UCPM Participating States, through the CPC. There is scope for improvement in consultation methods with national stakeholders, especially from eligible third countries.

National authorities saw the PPP Programme as particularly relevant in providing innovative solutions to national problems and enhancing cross-border cooperation. The

national needs identified that remained insufficiently addressed were: more innovative capacity-building; cross-sectoral cooperation; early warning systems; and the consideration of long-term societal impacts of disasters. Needs that were not sufficiently addressed at **UCPM-level** were: systematic mapping of civil protection projects on prevention and preparedness across the UCPM and other EU funds; awareness-raising activities; and the inclusion of acute health emergencies.

Issues hindering the relevance of the PPP Programme to UCPM-level needs included: lack of multi-annual PPP objectives and monitoring, systematic consultation of other DG ECHO units and relevant EU stakeholders as well as, to a lesser extent, the low alignment of some proposals with EU prevention and preparedness needs. Conversely, **factors that aided the alignment** of the PPP Programme with UCPM-level needs were: specific consideration of UCPM general and specific objectives in Programme priority and objective setting; and merging prevention and preparedness calls, thereby avoiding duplication and facilitating monitoring. Other facilitating factors were the requirement for PPP proposals to establish the Programme-level objective to which they contribute, and the feedback from DG ECHO to unsuccessful PPP applicants. **The main factor that hindered the alignment of the PPP Programme with national needs was the lack of comprehensive awareness of existing civil protection prevention and preparedness projects at national/EU/UCPM-level**. Other hindering factors included the lack of a forum to discuss needs and expectations of the PPP Programme for eligible third countries. By contrast, the **factors that facilitated the alignment of the PPP Programme with the needs of EU Member States and UCPM Participating States** were: national civil protection strategies acted as a reference for stakeholders; and centralised civil protection structures, which played a role in streamlining PPP proposals and priorities. Additionally, the factors contributing to the alignment of the PPP Programme with the needs of eligible third countries were: the level of information and support provided by DG ECHO, and national needs assessments.

EU Member States, UCPM Participating States and eligible third countries that had the fewest entities that were PPP beneficiaries argued this was due to the administrative burden, low awareness of the Programme, lack of human and financial resources or experience with the UCPM and EU funding, reliance on other sources of funding, language barriers, and lower national priority given to tackling natural and man-made hazards.

Throughout the evaluation period, the PPP objectives, outcomes, activities and results were relevant for targeted end users. Meaningful involvement of national civil protection authorities throughout project conception and across the PPPs ensured that the outputs were tailored for the needs, human, financial and absorption capacity of the end user authority. National end users' needs that were not sufficiently addressed were the inclusion of local actors in cross-sector cooperation and the involvement and meaningful consideration of vulnerable groups.

COVID-19, climate change and the capacity to deal with the increasing intensity and frequency of disasters were perceived as the most important emerging needs across stakeholder categories. Climate change and the capacity to deal with the increasing intensity and frequency of disasters were the most pertinent cross-cutting current and emerging needs identified, while the COVID-19 pandemic, rising sea-levels, forest fires, urban resilience, cyberthreats and increasing windstorms were the most pressing current and emerging needs specific to a particular hazard type. These remained broadly similar throughout the evaluation period, with a recent increase in relevance in public health emergencies. The PPP Programme was suitable to address current and emerging needs, with most of these needs addressed in the evaluation period. The PPP Programme was also considered sufficiently flexible to adapt to evolving needs on the ground.

4.4 Coherence

The PPP Programme builds on and provides a basis for other prevention and preparedness-related projects and investments under the UCPM. This was demonstrated during the evaluation period through the synergy and complementarity of the projects, which often relied on already existing results, tools and methodologies established by previous or ongoing projects. These synergies were often possible where pre-existing activities allowed project stakeholders to meet and/or hold the institutional memory to build on previous project results. **This also applies to the assessment of complementarity of the Programme with other EU programmes**, **particularly Horizon 2020 and Interreg**. However, existing tools and procedures on the exchange of information on results and outputs of PPP projects at EU level for similar activities were either insufficient (e.g. internal consultation processes) or not well advertised (e.g. Community of Users), hampering the development of further synergies with other EU programmes and regional strategies.

4.5 EU added value

The PPP Programme had high EU added value compared to what could have been achieved by EU Member States, UCPM Participating States and eligible third countries at national or regional level. The Programme filled a gap resulting from the limited availability of funding at national or regional level for cross-border or transnational cooperation projects in civil protection. In cases where some national or regional funding was available to finance such projects, this support alone would not have been sufficient to ensure an international or cross-border dimension to the project, limiting the reach or upscaling possibilities of project outputs. **PPPs provided particularly high added value in cross-border or transnational cooperation and/or transferability and upscaling of project outputs**.

Compared to alternative sources of funding at EU-level, **the PPP Programme filled a gap in terms of EU support for cooperation between EU Member States, UCPM Participating States and eligible third countries in prevention and preparedness activities.** Indeed, the PPP Programme often provided crucial support for innovative yet operational civil protection projects, adding credibility and visibility to PPPs and helping project coordinators to attract additional sources of funding for the continuation or upscaling of PPPs.

4.6 Sustainability

The analysis of selected PPP's across the evaluation period suggests that at least half of their outputs and outcomes are highly likely to remain sustainable beyond the end of the project. However, this analysis was limited to a sample of 35 PPPs and there is insufficient evidence to formulate a conclusion on the overall degree of sustainability of the Programme. **The degree of uptake of PPP outputs and results varied greatly across PPPs and it is often difficult for project coordinators to measure the reach or impact of their project beyond their own national context**. PPPs usually led to improved cooperation between project beneficiaries and this was considered highly likely to remain sustainable beyond the end of the project. The more limited impact of PPPs on policy and investment appeared to be partly due to the fact that some PPPs did not intend to have an impact at political level, but, rather, at operational level, through increased awareness, new methodologies, increased capacities, or new tools.

Key factors that facilitated sustainability were the transfer of knowledge through training activities and capacity-building; the development of tools or methodologies that could be used beyond the end of the project; the establishment of working procedures between partners (e.g. MoU); risk mitigation planning; and the involvement of civil protection authorities in PPPs, preferable from an early stage. The most prominent

factors limiting sustainability tended to be the high turnover of staff (and subsequent loss of the knowledge acquired), the limiting effects of the COVID-19 pandemic on planned project activities and the availability of civil protection authorities; and the difficulty and uncertainty experienced by project applicants in trying to secure additional funding for follow-up projects.

5 Recommendations

The recommendations presented here outline some measures that could facilitate, harmonise, and improve the effectiveness, relevance, coherence, EU added value and sustainability of the UCPM PPP Programme and PPPs.

1. **Increase awareness, accessibility and engagement with ongoing and past EU-funded projects on civil protection prevention and preparedness and their results**

Context: Currently, there is a lack of awareness of existing projects funded through the PPP Programme and other EU funds for civil protection issues. While recent years have seen PPP proposals increasingly reference other projects, such linkage remains inconsistent and sporadic.

- DG ECHO could collect and disseminate information on existing EU-level projects, upgrade the existing repository of information on Programme-level projects, and make it a requirement to reference existing projects in PPP proposals:
- **EU-funded civil protection projects on prevention and preparedness**
  - Dissemination of existing platforms and lists (Community of Users platform (now CERIS)[568], and other platforms developed by DG REGIO, such as keep.eu for Interreg projects[569]) would promote visibility and ensure that stakeholders have an overview of existing EU-level civil protection projects on prevention and preparedness.
  - Visibility would be strengthened if these platforms were linked to the results of the Knowledge Network to further support internal and external coherence of PPPs.
- **Repository of information on past and ongoing UCPM PPPs**
  - The lack of visibility of project results and the lack of access to information on previous PPPs were identified as key factors hindering the effectiveness of the PPP Programme. DG ECHO could upgrade the existing repository of information on past PPPs into a more accessible online platform. Such a platform would provide easy access to information on past or ongoing UCPM PPPs and grant access to their results, searchable by keyword "tags". This would increase stakeholders' knowledge of the PPP Programme and avoid duplication or overlap of projects.
  - That platform should be made available by DG ECHO to end users, raising awareness through mailing lists or through existing newsletters for different categories of end user across EU Member States, UCPM Participating States and eligible third countries. Alternatively, a yearly conference for selected end user representatives could focus on PPP results and outputs, helping

[568] https://www.securityresearch-cou.eu/node/9215

[569] https://keep.eu

them to determine specific PPP outputs that may be beneficial for their work.

- **Requirement for PPP Proposals to reference existing projects**
  - PPP applicants would then need to complete a section in the PPP proposal, showing their mapping of other relevant projects and how they will build on those existing results and foster synergies with ongoing ones. These should be selected from the lists of information on past and ongoing projects within the PPP Programme and from other funds.

The **benefits** for applicants in mapping EU-level projects on civil protection and PPPs would be avoiding duplication of effort and facilitating PPPs building on the result of previous projects. Disseminating that platform to relevant stakeholders (i.e. end users) would increase awareness and visibility of the projects. This requirement for PPP proposals to map their relationship to existing projects would also ensure deeper coherence.

2. Establish an internal PMER policy to assess the performance and quality of the PPP Programme

Context: DG ECHO does not currently make use of a multi-annual monitoring and evaluation system to assess the progress and achievements of the PPP Programme. Unlike other DGs that manage funding programmes (e.g. DG REGIO, DG HOME), no such monitoring or evaluation procedures are set in legislation or 'soft policy' measures.

- DG ECHO should introduce a **PPP Programme-level PMER policy to establish a multi-annual framework to measure performance and achievements (PMF)**. This would entail the implementation of a range of activities to assess the PPP Programme's performance in reaching its operational objectives, such as establishing multi-annual strategic objectives, and a performance measurement framework linking activities, objectives and results (i.e. outputs, outcomes and impacts) to a set of indicators, which would allow the measurement of the effectiveness of the Programme. Therefore, the Programme requires, as a minimum:
  - A PPP Programme **intervention logic**, illustrating the logical relationship between the resources, activities, outputs, outcome and impacts of the Programme. This would assess the causal relationship between the PPPs, specific outputs and impacts to be expected. This should build on the existing logical framework of the PPP Programme included in the calls for proposals, giving it a multi-annual perspective.
  - An **indicator framework** outlining the Programme-level indicators through which the planned outputs and impacts can be measured after the multi-annual period. Each indicator could be used to monitor the progress of the Programme across a multi-annual period. Each indicator should be linked to an objective, judgement criterion and a measure, as well as to the typology of stakeholder and target group, and the sources of information and tools for collecting such information.

In order to establish a full PMER Policy for the Programme, DG ECHO could carry out the following activities (also refer to Section 3.1.3 as well as to Annex 7 and Annex 8 for examples on how to structure the PMER Policy and PMF of the Programme):

- Develop a multi-annual **planning** framework;

- Develop a **baseline** document against which achievements will be measured and evaluated;
- Design the content of a PPP annual and multi-annual **monitoring and evaluation plan** including guidelines and principles on:
  - Monitoring of performance at project and Programme level (e.g. who, how and when to perform monitoring activities, resource needs, how to integrate monitoring data into the existing information systems, etc.);
  - Evaluation of performance at project (annual) and Programme (multi-annual) level (e.g. establishing internal and external evaluation cycles, defining resource needs, etc.);
- Define an approach for **reporting** on past and current performance of the Programme (e.g. identification of the target audiences, information needs, usefulness for strategic activities, type of reporting activities, etc.).

Any **PMER policy and PMF would need to be fully integrated and/or aligned with existing monitoring and evaluation processes of the UCPM** (as established by Article 13 and 34 of the Decision). The UCPM-level PMER and PMF need to inform the drafting of PPP Programme-level PMER and PMF, which in turn must feed into the UCPM-level monitoring and evaluation processes. This PMER should be set in legislation or through 'soft policy measures'.

- DG ECHO should **introduce better guidance for project-level indicators**, including core common project-level indicators and minimum requirements for indicators (i.e. unit of measurement, target value and, if possible, a baseline value).
- Other recommended improvements to improve the effectiveness of monitoring and evaluation of PPPs include:
  - **More systematic and consistent use of Technical Evaluation Sheets.** The quality of the information contained in DG ECHO's Technical Evaluation Sheets varies substantially from one project to another, with some Technical Evaluation Sheets providing very detailed information on achievements and others including little on project implementation and delivery. Challenges and good practices in project implementation are not systematically collected by DG ECHO.
  - **Monitoring of PPP follow-up activities.** There is a gap in the evaluation and monitoring of PPPs, particularly in the monitoring of PPP follow-up activities, as monitoring activities by DG ECHO end once the final payment is made. This means that limited data are available to measure the sustainability, reach and impact of PPPs. This limits DG ECHO's ability to measure the impact of the PPP Programme from a long-term perspective. It is recommended that DG ECHO introduces an ex-post evaluation of PPPs at the end of the project, which could include the use of monitoring activities such as an online survey sent to project coordinators and partners one year after the end of the project. Such ex-post evaluations could be carried out on a sample of completed projects at the end of each implementation year, in line with the annual/multi-annual evaluation plan developed within the PMER policy.

The **benefits** of improving the monitoring and evaluation of the PPP Programme would be to provide more reliable performance information, better learning through regularly reviewing the effectiveness and performance of the programme, and stronger accountability and transparency. More systematic and consistent use of the Technical Evaluation Sheets could facilitate the identification of successful and

unsuccessful projects, as well as challenges and good practices in project implementation. This information could also assist DG ECHO in deciding to fund follow-up projects. Finally, monitoring of PPP follow-up activities may influence the sustainability of PPPs, as well as providing useful insights.

3. Introduce clearer requirements for DG ECHO Desk Officers, including enhanced communication and engagement of DG ECHO Desk Officers with PPP beneficiaries

Context: The evaluation found that communication between PPP beneficiaries and DG ECHO could be improved. The technical support provided by DG ECHO was seen as a facilitating factor in project implementation, but this was not consistent across all PPPs.

Therefore, DG ECHO could produce a document clearly specifying the responsibilities of DG ECHO Desk Officers with regards to the management of PPPs. This document could:

- Encourage greater involvement of DG ECHO Desk Officers with the provision of technical support and advice in project implementation, which could facilitate the delivery of the planned outputs.
- Formalise more consistent participation from DG ECHO representatives in some of the project activities (kick off meetings, workshops, final presentations, etc.). This would not only have a positive impact on project results but also facilitate the interaction with high-level national authorities (particularly in eligible third countries), increase the credibility of the project and the visibility of DG ECHO funding for projects in the field of prevention and preparedness.

Overall, the **benefits** would include swifter delivery of planned project outputs, increased visibility and legitimacy of PPPs and the Programme overall. Additionally, a clearer understanding of the role of DG ECHO Desk Officers would be beneficial for DG ECHO in that it would allow for more consistency across PPPs, but also for PPP beneficiaries to have clearer expectations of DG ECHO's role in their project.

4. Introduce the possibility to request project extension/ expansions

Context: The evaluation found that the limited time (two years) given to consortia to develop projects may limit the potential of the PPP Programme.

Extension request: DG ECHO could consider adding the option for PPP beneficiaries to request funding for an additional one year without having to submit a new proposal for under the subsequent call for proposals, as provided for by other EU funding mechanisms (e.g. the Interreg Programme[570]). Extension requests should: 1) be available only for PPPs with remaining funds in their budget (by the end of contractual period); 2) demonstrate how they contribute to enhance the impact of the PPP – e.g. outreach, further dissemination, communication activities, etc. - by suggesting additional activities (i.e. not a prolongation of regular project activities) on the basis of the outcomes of the PPP. The consortia should discuss the potential extension with their respective DG ECHO Desk Officer prior to making the request. The extension request would have to clearly state the reasons for the extension, including a revision of the project results and the purpose of each proposed

[570] https://northsearegion.eu/project-information/faq/project-extensions/https://www.interreg-baltic.eu/fileadmin/user_upload/how-to-apply/ES_call1/Factsheet_IBSR_Extension_Stage_2018.09.13.pdf

additional activity. The request should be submitted for approval before the end of the contractual period (two years) and up to the deadline for the annual call for proposals and will be assessed by DG ECHO's evaluation committee. DG ECHO would then evaluate the extension request and decide whether or not an extension should be granted. To avoid that all beneficiaries would present such request, DG ECHO should consider limiting this possibility to projects which, for example:

- Have sufficient remaining funds to cover the additional activities;
- Maintain the same organisational structure within the consortium;
- Have successfully achieved a certain percentage of objectives and number of activities (e.g. >70%);
- Include well-justified reasons for the inclusion of additional activities to further enhance the impact of the PPP;
- Develop a coherent plan for the successful completion of additional activities;
- Present a financial plan in-line with the necessary resources needed to complete additional activities.

- **Expansion request**: the option to apply for a project expansion (Phase 2) through the submission of a new proposal under a subsequent call for proposals should still remain. This is because some PPP beneficiaries may wish to reconsider the entities involved in the consortium, the geographic/ thematic scope of the expanded project, the number and type of end users, etc. To encourage the expansion of particularly successful and promising PPPs, DG ECHO could consider introducing an additional and separate budget line for Phase 2 proposals in each annual call. Through this additional budget line, applications for Phase 2 projects would be separated from the ones for new projects and evaluated on the basis of, for example: 1) level of success of the Phase 1 project (e.g. achievement of objectives and results); 2) rationale for the conception of a Phase 2 (e.g. enlargement of geographic/ thematic scope, end users, etc.).

Extension and expansion requests could facilitate the continuation and sustainability of project results, particularly while: 1) reducing the administrative burden incurred in submitting (and evaluating) new proposals (extension); 2) improving the effectiveness of the Programme due to the further investment in successful projects (expansion).

5. Continue to further simplify the PPP reporting and monitoring mechanism

Context: The reporting and monitoring mechanism of the PPP is not excessively burdensome, in fact it is considered less burdensome than other programmes (e.g. Interreg). Nevertheless, recommended improvements are:

- DG ECHO could further simplify project templates, within the confines of standardised templates for all EU-funds.
- DG ECHO could consider making the documents submittable in non-PDF format.

The **benefit** would be that PPP applicants would spend less time filling in the forms and it would be easier for DG ECHO Desk Officers to comment on the documents submitted.

6. Facilitate access to national-level data for PPP applicants

Context: National-level data relevant for civil protection matters should made more publicly accessible so it can be accessed by PPP applicants and beneficiaries.

- DG ECHO could introduce a section in the endorsement form (or letter of support) where PPP applicants already request access for national-level data they foresee they will need.

The **benefit** would be to facilitate cooperation between PPP beneficiaries and national civil protection authorities and prevent methodological challenges and pitfalls of PPPs due to lack of access to data.

7. Support the creation of a forum where national civil protection authorities from eligible third countries on specific PPP-related needs and expectations into existing and/or incoming platforms and dialogues

Context: There is no forum for eligible third country civil protection authorities to express their expectations of the PPP Programme or their specific needs in the fields of prevention and preparedness. This has resulted in a lack of alignment of the Programme's activities with the civil protection needs of eligible third countries.

- DG ECHO could consider integrating this dialogue on the PPP Programme and prevention and preparedness civil protection needs into existing and/or incoming region-wide frameworks and dialogues. For instance, DG ECHO could seek ways to make use of existing/ future "knowledge platforms" or working groups (e.g. the UCPM Knowledge Network or the potential PPRD East Regional Cooperation Platform) to promote and perform structured discussions on what needs and expectations national and regional civil protection authorities from eligible third countries have of the PPP Programme;
- Since not all EU Member States and UCPM Participating States will be attending all dialogues with eligible third countries where discussions pertaining to the PPP Programme are relevant, an annual two-three page document summarising the main needs and expectations of eligible third countries regarding the PPP Programme could be produced and presented at the CPC meetings.

The **benefits would** include not only closer alignment of the PPP Programme's activities with the needs of eligible third countries, but also increased ownership on their part when it comes to applying for PPP funding and/or being beneficiaries in PPPs.

8. Consider more sources in the analysis of EU and national needs prior to CPC meetings

Context: The CPC meetings do not provide sufficient time to discuss national needs pertinent to the PPP Programme. More sources could be considered when conducting an EU-level and national-level needs assessment specific for the PPP Programme prior to these meetings.

- Such assessments could be conducted by DG ECHO through the UCPM Knowledge Network, expert/technical working groups. Alternatively, DG ECHO could compile and distribute a questionnaire to be completed by relevant national and EU-level stakeholders.
- DG ECHO could encourage national civil protection authorities to clarify prevention and preparedness national priorities in the form of national strategies, to be taken into consideration for this analysis.

Overall, the **benefits** would allow for more productive discussions within CPC meetings on matters pertaining to the PPP Programme, due to the short time-span of the meetings. It would lead to a more accurate finalisation of the yearly PPP Programme priorities.

9. Raise awareness of the PPP Programme and provide guidance on successfully applying for funding to overcome varying involvement across national contexts and entities

Context: Some EU Member States, UCPM Participating States and eligible third countries had fewer entities that were PPP beneficiaries. Reasons given for this lower involvement were administrative burden, low awareness of the Programme, lack of human and financial resources, or lack of experience with the UCPM and EU funding, reliance on other sources of funding, language barriers and lower national priority given to tackling natural and man-made hazards.

To overcome these difficulties:

- To raise awareness of the PPP Programme, DG ECHO could provide national authorities with resources from its own information days (i.e. presentations, leaflets), with information on the PPP Programme, how to apply for PPP funding, lessons learned and successful PPPs. National authorities could hold national 'PPP information days', where these resources - translated into the local language - are presented and distributed.
- These information days could also contain more general information on the UCPM, and applying for EU funding, which stakeholders also report as barriers to involvement.
- To complement these efforts and further support entities into submitting high-quality PPP proposals, DG ECHO could provide guidance (i.e. documents, online webinars) on writing a successful PPP application, as well as on particular application aspects (i.e. finding partners).

The **benefits** would be heightened awareness of the PPP Programme among different countries and entities, including overcoming the language barrier faced by some actors. It would also help some stakeholders to gain the capability to apply for PPP and general UCPM and EU funding.

10. Provide soft guidance on the minimum information that should be provided in applications to national authorities for endorsement

Context: PPP applications reach national end users with significantly varying amounts of information. Therefore, national authorities may struggle to engage meaningfully with the applicants providing very limited information and effectively determine whether the application for a PPP complements national efforts.

- DG ECHO could provide soft guidance for national civil protection authorities on setting a minimum requirement of information to be submitted for an

endorsement letter (e.g. proposal abstract, budget, and/or presentation). This could be included as an annex to the endorsement later, due to the fact the template is standardised across EU funds and thus cannot be altered.
- Additionally, the soft guidance could include detail on introducing a requirement for PPP applicants to specify what international/national obligations in the field of civil protection prevention and preparedness the PPP proposal helps the national civil protection achieve.

Overall, the **benefit** of this recommendation would be a more meaningful end user approval of PPP projects. This would increase the likelihood that the PPP outcomes and outputs will be successfully integrated and used by relevant end users, making the PPP more cost-effective.

11. Include end users and relevant stakeholders in project design through steering committees and regular workshops

Context: While PPPs were well-aligned with the needs of end users, there is scope for more systematic inclusion of end users throughout the duration of PPPs. As of 2019, there is a dedicated section of the PPP application form dedicated to the inclusion of end users.

- In the section on end users, DG ECHO could encourage PPP applicants (e.g. through guidance provided in the annual call or in an annex of the proposal template) to include details on their plans to set up committees or regular workshops from project start-up to ensure the inclusion of relevant end users and relevant stakeholders. These multi-stakeholder consultation plans should also show how they plan to represent all relevant stakeholders (e.g. private sector, national authorities, scientific community) proportionately, depending on their interest.
- DG ECHO could give this section on end user inclusion greater weight in the award criteria.

Overall, the **benefit** of this recommendation is that these forums could prove useful for PPP coordinators to disseminate PPP results to end users and relevant stakeholders, as well as increasing the visibility of the PPPs. Such consultation would also ensure that the project is well-aligned with relevant stakeholders' needs at different stages of the project.

12. Pay more attention to end users' capacity and sustainability in project proposals

Context: The evaluation found that the absence of a follow-up plan for some completed projects reduced the overall effectiveness of the PPP.

- The sustainability requirement in the proposals should include an evaluation of the end users' capacity to incorporate and make effective use of project outputs, as well as a requirement to include a detailed sustainability strategy ('exit strategy').
- When establishing award criteria and evaluating project proposals, DG ECHO should pay particular attention to how proposals assess the absorption capacity of end users, as well as to whether there is an adequate follow-up/sustainability strategy to ensure the usefulness and continuation of project results.

Overall, the **benefit** of this recommendation is that it would improve the effectiveness of PPPs by creating a more systematic evaluation and assurance of follow-up activities. This would ensure that PPPs are more sustainable and effectively disseminated and used by relevant stakeholders.

13. Place more importance on dissemination activities at proposal stage and more detailed reporting requirements for PPP project coordinators on dissemination activities at project stage

Context: The evaluation found considerable variation in reporting of project dissemination activities.

At **proposal stage**:

- The PPP proposal template could be revised to include a sub-category to the sustainability section for applicants to provide detailed dissemination strategies (e.g. mapping of stakeholders they wish to reach out to and tools they plan to use to do so).
- DG ECHO could also add a requirement for PPP applicants to nominate a team member responsible for the dissemination strategy.
- Additionally, DG ECHO could consider increasing the score for the award criteria in this sub-section of the proposal in order to encourage applicants to present well-structured and comprehensive dissemination plans.

At **project** stage:

- The addition of a common template (e.g. Excel sheet) for reporting on project dissemination activities would be welcome, alongside minimum reporting requirements in respect of the level of detail provided by project coordinators.

Overall, the **benefit** of this would be to harmonise reporting on dissemination activities, allowing for a more comprehensive overview of dissemination activities across the PPP Programme for monitoring and evaluation purposes.

ANNEXES

Annex 1: Glossary of terms

Term	Definition	Source
Annual Work Programme	The UCPM Annual Work Programme[571] lays out how civil protection activities are financed at the EU level by DG ECHO.	PPP Programme Annual Work Programmes 2014-2020
Call for Proposal	Each year DG ECHO publishes a call for proposals for PPPs, laying out the objectives, priorities and budget line for prevention and preparedness respectively.	PPP Programme Calls for Proposals 2014-2020
Civil protection	The protection of people, the environment and property against all kinds of natural and man-made disasters. As well as the deployment of forces and equipment in response to an emergency, it also involves the planning and preparation for such events. This includes carrying out risk assessments and agreeing protection and rescue plans and procedures	EUR-Lex, Glossary of summaries https://eur-lex.europa.eu/summary/glossary/civil_protection.html
Climate Change Adaption	Anticipating the adverse effects of climate change and taking appropriate action to prevent or minimise the damage they can cause, or taking advantage of opportunities that may arise	https://ec.europa.eu/clima/policies/adaptation_en
Disaster	Any situation which has or may have a severe impact on people, the environment, or property, including cultural heritage	Article 4 of Decision No 1313/2013/EU
Disaster management	The organisation, planning and application of measures preparing for, responding to and recovering from disasters	United Nations Office for Disaster Risk Reduction
Disaster preparedness	A state of readiness and capability of human and material means, structures, communities and organisations enabling them to ensure an effective rapid response to a disaster, obtained as a result of action taken in advance	Article 4 of Decision No 1313/2013/EU
Disaster prevention	Any action aimed at reducing risks or mitigating adverse consequences of a disaster for people, the environment and property, including cultural heritage	Article 4 of Decision No 1313/2013/EU
Disaster-related risks	The potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability and capacity	United Nations Office for Disaster Risk Reduction
Early warning	The timely and effective provision of information that allows action to be taken to avoid or reduce risks and	Article 4 of Decision No 1313/2013/EU

[571] https://ec.europa.eu/echo/funding-evaluations/financing-civil-protection_en.

Term	Definition	Source
	the adverse impacts of a disaster, and to facilitate preparedness for an effective response	
e-Grants	The Funding & Tenders Opportunities (SEDIA) platform and the SyGMa participants portal for PPP beneficiaries.	Interviews with DG ECHO stakeholders
Eligible third countries	**Southern Neighbourhood countries:** Algeria, Egypt, Israel, Jordan, Lebanon, Libya, Morocco, Palestine**, Syria***, Tunisia [572] **Eastern Neighbourhood:** Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine **Western Balkans:** Albania, Bosnia and Herzegovina, Kosovo	Article 28 of Decision No 1313/2013/EU
Emergency management	It is often used interchangeably, with the term disaster management, particularly in the context of biological and technological hazards and for health emergencies. While there is a large degree of overlap, an emergency can also relate to hazardous events that do not result in the serious disruption of the functioning of a community or society.	United Nations Office for Disaster Risk Reduction [573]
End users	Final users of PPP outputs and/or outcomes in target countries.	
EU Member States	Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden, United Kingdom[574]	https://europa.eu/european-union/about-eu/countries_en
European Emergency Response Capacity (EERC, or 'Voluntary Pool')	Capacity that together a range of different stakeholders and services from a number of EU countries, including relief teams, experts and equipment. These assets can be made readily available as soon as needed for EU civil protection missions all over the world.	http://ec.europa.eu/echo/what-we-do/civil-protection/european-emergency-response-capacity_en
European Flood Awareness System (EFAS)	The first operational European system monitoring and forecasting floods across Europe. It provides complementary, flood early warning information up to 10 days in advance to its partners: the National/Regional Hydrological Services and the European Response and Coordination Centre (ERCC)".	https://www.efas.eu/

[572] ** This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

*** EU cooperation with Syria is currently suspended due to the political situation; however, since in principle Syria is eligible for cooperation under the Neighbourhood, Development and International Cooperation Instrument, activities may be taken up again once the situation improves.

[573] United Nations Office for Disaster Risk Reduction (UNDRR) Terminology on Disaster Risk Reduction; https://www.unisdr.org/we/inform/terminology;

[574] The UK was eligible as an EU Member State between 2014-2020 inclusive.

Term	Definition	Source
European Forest Fire Information System (EFFIS)	System established by the European Commission in collaboration with the national fire administrations "to support the fire management services in the EU and neighbour countries and to provide the EC services and the European Parliament with harmonised information on forest in Europe".	http://forest.jrc.ec.europa.eu/effis/
Experienced volunteer	A person that actively volunteers in an organisation/capacity or initiative in the field of civil protection and disaster or emergency management and has a certain experience in national and/or UCPM missions, trainings and/or exercises.	European Commission - Orientation Paper on the Establishment of the Union Civil Protection Knowledge network
External budget line	PPP budget for projects benefitting eligible third countries.	PPP Call for Proposal 2014-2018
Host nation support	Any action undertaken in the preparedness and response phases by the country receiving or sending assistance, or by the Commission, to remove foreseeable obstacles to international assistance offered through the Union Mechanism. It includes support from Participating States to facilitate the transiting of this assistance through their territory	Article 4 of Decision No 1313/2013/EU
Internal budget line	PPP budget for projects benefitting EU Member States and UCPM Participating States.	PPP Call for Proposal 2014-2018
Logistical support	The essential equipment or services required for expert teams referred to in Article 17(1) to perform their tasks, inter alia communication, temporary accommodation, food or in-country transport.	Article 4 of Decision No 1313/2013/EU
Members of Consortia	See entry for PPP partners.	
Module	A self-sufficient and autonomous predefined task- and needs-driven arrangement of Participating States' capabilities or a mobile operational team of the Participating States, representing a combination of human and material means that can be described in terms of its capacity for intervention or by the task(s) it is able to undertake;	Article 4 of Decision No 1313/2013/EU
UCPM Participating State	Iceland, Montenegro, Norway, Serbia, the former Yugoslav Republic of Macedonia and Turkey	http://ec.europa.eu/echo/what/civil-protection/mechanism_en
PPP beneficiaries	All entities (project coordinator and partners) receiving funding for a PPP.	Article 24 of Decision No 1313/2013/EU
PPP Project coordinator	The PPP beneficiary in charge of project coordination and financial matters.	Interviews with DG ECHO stakeholders

Term	Definition	Source
PPP partners	PPP beneficiaries not involved in project coordination.	Interviews with DG ECHO stakeholders
Preparedness	A state of readiness and capability of human and material means, structures, communities and organisations enabling them to ensure an effective rapid response to a disaster, obtained as a result of action taken in advance;	Article 4 of Decision No 1313/2013/EU
Prevention	Any action aimed at reducing risks or mitigating adverse consequences of a disaster for people, the environment and property, including cultural heritage.	Article 4 of Decision No 1313/2013/EU
Response	Any action taken upon request for assistance under the Union Mechanism in the event of an imminent disaster, or during or after a disaster, to address its immediate adverse consequences.	Article 4 of Decision No 1313/2013/EU
Response capacity	Assistance that may be provided through the Union Mechanism upon request.	Article 4 of Decision No 1313/2013/EU
Risk assessment	The overall cross-sectoral process of risk identification, risk analysis, and risk evaluation undertaken at national or appropriate sub-national level.	Article 4 of Decision No 1313/2013/EU
Risk management capability	The ability of a Participating State or its regions to reduce, adapt to or mitigate risks (impacts and likelihood of a disaster), identified in its risk assessments to levels that are acceptable in that Participating State. Risk management capability is assessed in terms of the technical, financial and administrative capacity to carry out adequate: (a) risk assessments; (b) risk management planning for prevention and preparedness; and (c) risk prevention and preparedness measures.	Article 4 of Decision No 1313/2013/EU
Sendai Framework for Disaster Risk Reduction	15-year, voluntary, non-binding agreement which recognizes that the State has the primary role to reduce disaster risk but that responsibility should be shared with other stakeholders including local government, the private sector and other stakeholders".	http://www.unisdr.org/we/coordinate/sendai-framework

Annex 2: Evaluation questions

DFR section	Evaluation questions
EFFECTIVENESS	
Level of achievement of PPP Programme and project objectives	• **EQ2:** To what extent have the objectives of the PPP Programme and the selected projects been achieved? What factors have facilitated/hindered the effectiveness of the projects financed under the PPP Programme? • **EQ2.1:** To what extent did the projects that received financial support under the PPP Programme achieve their objectives? • **EQ2.2:** To what extent were objectives of the PPP Programme (as set in the workplans and calls for proposals) achieved in the field of prevention? • **EQ 2.3:** To what extent were objectives of the PPP Programme (as set in the workplans and calls for proposals) achieved in the field of preparedness?
PPP Programme's contribution to higher levels of preparedness and prevention for disaster in Member States, Participating States and eligible third countries	• **EQ1:** To what extent have the s (PPP) programme contributed to achieving the relevant goals set out in the Decision establishing the UCPM (e.g. Art. 4; Art. 5; Art. 21)? • **EQ1.1:** To what extent has the PPP Programme contributed to achieving a higher level of preparedness (as defined in Art.4(3) of Decision 1313/2013) in Member States, Participating States and eligible third countries? • **EQ1.2:** To what extent has the PPP Programme contributed to achieving a higher level of prevention for disaster (as defined in Art. 4(4) of Decision 1313/2013) in Member States, Participating States and eligible third countries?
Potential indicators to demonstrate the (positive) changes achieved by the PPP Programme	• **EQ3:** What indicators could be used to demonstrate the (positive) changes achieved by this programme? • **EQ3.1:** Are there any common indicators that could be used to demonstrate the impact of the projects financed under the PPP Programme? If so, which ones? • **EQ 3.2:** Should/ can the future calls for proposals include common project-level indicators? Should project-level indicators be measured throughout the course of projects? Should project-level indicators be measured only ex-post? • **EQ 3.3:** Are there any indicators that could be used to demonstrate the impact of the PPP Programme? If so, which ones? **EQ 3.4:** Should the Programme-level indicators be set out in legislation? Should the Programme level indicators be measured annually and/or at a multi-annual level?
EFFICIENCY	

Adequacy of PPP Programme financial support	• **EQ4:** Is the financial support provided by the PPP Programme sufficient to facilitate the successful implementation of the projects selected? • **EQ4.1:** To what extent have the resources provided under the PPP Programme been sufficient for achieving its objectives?
Cost-effectiveness of the PPP Programme	• **EQ5:** To which extent are the costs typically borne by the PPPs proportionate to the benefits the projects generate for the Mechanism? • **E5.1:** Were the costs incurred by the PPPs proportionate to the benefits they yielded?
Efficiency: potential for efficiency savings	• **EQ6:** Could the same results be achieved in a more cost-effective way? • **EQ6.1:** Were the results achieved in the most cost-effective way possible? • **EQ6.2:** What factors have influenced any possible inefficiency? • **EQ 6.3:** How timely and efficient was the intervention's process for reporting and monitoring? • **EQ 6.4:** Would there be alternative ways to achieve the same results in a more cost-effective way?
RELEVANCE	
Relevance of the PPP Programme to the needs of the UCPM, Member States and eligible third countries	• **EQ7:** To what extent are the objectives, priorities and activities of the calls for proposals adapted to the needs of the UCPM, EU Member States, Participating States and the third countries eligible for the PPP Programme? • **EQ 7.1:** To what extent were the objectives, priorities and eligible activities adapted to the needs of the UCPM, EU Member States, Participating States and the eligible third countries? • **EQ7.2:** Did any need(s) of the UCPM, EU Member States, Participating States and the eligible third countries remain unaddressed? If so, which ones? • **EQ7.3:** What were the factors that helped/hindered the alignment of the PPP Programme with the needs? • **EQ8:** Have the projects that received funding under the PPP Programme during 2014-2020 addressed issues which are relevant for the end users? • **EQ 8.1/8.2:** Are the objectives and activities of the projects selected addressed issues considered relevant for end users? Was there any need that remained unaddressed? • **EQ8.3** What were the factors that helped/hindered the projects address issues of relevance for end users?
Flexibility and Suitability of the PPP Programme to current and emerging needs	• **EQ9:** To what extent is the PPP Programme still relevant considering the current and emerging needs of the UCPM, EU Member States, Participating States and eligible third countries? • **EQ9.1:** Have the needs changed overtime? What are the current and emerging needs?

	• **EQ9.2:** To what extent are the design, objectives and activities covered by the PPP Programme in line with the current and emerging needs of the UCPM, EU Member States, Participating States and eligible third countries?
COHERENCE	
Internal coherence of the PPP Programme with other activities of the UCPM	• **EQ10**: To what extent does the PPP Programme demonstrate synergies and complementarity with the other activities of the UCPM?
External coherence of the PPP Programme with other EU, international and national relevant financing instruments	• **EQ11:** To what extent does the PPP Programme demonstrate synergies and complementarity with other EU, national, and international relevant financing instruments? • **EQ11.1:** To what extent has the PPP Programme managed to build on or provide a basis for other projects/initiatives supported by other EU financing instruments? • **EQ 11.2**: To what extent have the PPPs managed to build on or provide a basis for other projects/initiatives/investments supported by national instruments?
EU ADDED VALUE	
EU added value of the PPP Programme	• **EQ12:** To what extent did the PPP Programme add value compared to what could have been achieved by Participating States and eligible third countries acting at national or regional level? • **EQ12.1:** To what extent did the PPP Programme help Participating States and eligible third countries increase prevention and preparedness compared to what could have been expected from action at national or regional levels? • **EQ12.2:** Could other relevant EU and international instruments have helped increase cooperation in a more effective manner?
SUSTAINABILITY	
Sustainability of PPP project outputs	• **EQ13:** How likely are the outcomes generated by the PPPs to last beyond the end of the project? • **EQ13.1:** To what extent are the results generated by the PPPs likely to last beyond the end of the project? Which factors have contributed to this?
Influence of the PPP Programme on policies and investments	• **EQ13.2:** To what extent do the projects financed under the PPP Call use the outputs to generate a deeper, broader impact on policies and investments?

Annex 3: PPP Intervention logics

The intervention logics detail the rationale for the implementation of the PPP Programme, as well as its objectives, inputs, activities, outputs and the expected outcomes and impacts.

Figure 44. Prevention Intervention Logic

Rationale: To contribute to the achievement of the objectives of the UCPM, including 1) a high level of protection against disasters by preventing or reducing their potential effects, by fostering a culture of prevention and by improving cooperation between the civil protection and other relevant services; 2) enhancing prevention at Member State, Union level and in eligible third countries; 3) complementing existing cooperation frameworks and instruments in the field of disaster prevention.

General objectives	Specific objectives	Inputs	Activities	Outputs	Outcomes	Impacts
▪ To support and complement the efforts of Member States in the field of disaster prevention, focusing on areas where cooperation provides added value and complement existing cooperation frameworks/instruments provided by relevant EU macro-regional strategies ▪ To support the IPA II beneficiaries and the European Neighbourhood Policy countries in the field of disaster prevention and improve their cooperation with the Mechanism and its Participating States ▪ To strengthen resilience to climate change impacts in Europe and its Neighborhoods ▪ To reinforce cross-border disaster risk management through prevention in Europe, IPA beneficiaries and EU Neighborhood countries. ▪ To enhance the prevention of maritime disasters	"Risk-proofing" public and/or private investments, developing and testing tools and methodologies for tracking resilient investments Improving urban resilience (i.e. disaster risk reduction) Improving the governance of risk management practices Developing and implementing multi-hazard assessments of risks, risk management capabilities and risk management planning Developing networks at regional and cross-border level that facilitate enhanced uptake of innovation and research Raising awareness in the field of prevention of common daily accidents with cumulative sever impact Developing disaster risk reduction strategies Integrating climate projections into disaster risk management Developing climate-resilient infrastructure (including health and education infrastructure; power and water networks) Developing cross-border risk assessments Enhancing regional and cross-sectorial coordination for marine pollution at-sea and on shore	**2014-2020**: **Internal budget:** €26.5 M **External budget:** €6.6 M	▪ Research activities (e.g. case studies, feasibility studies, experimental work, literature review, analysis, mapping, etc.) ▪ Development methodologies (e.g. to integrate risk assessment into planning process, to define whether and when investments are justified, risk management planning, urban resilience, maritime risk prevention, to assess vulnerability of critical infrastructure to climate-related hazards etc.) ▪ Development of plans, operational procedures and processes (e.g. disaster risk management plans, SOPs, cross-sectoral, macro-regional and/or cross border risk management plans, disaster risk management plans etc.) ▪ Recommendations, tools and guideline development ▪ Cost-effectiveness and efficiency analysis (i.e. investment and business plans) ▪ (Development of) training courses, workshops, capacity-building actions ▪ Development of IT solutions (e.g. databases, online platforms, software, virtual office) ▪ Awareness-raising activities ▪ Dissemination (e.g. newsletter, brochure, leaflet, (social) media, emails, website), outreach (e.g. events, conferences, other publicity actions) ▪ Exchange (e.g. information, best practices) ▪ Improvement of cooperation (e.g. establishing networks, new partnerships etc.)	▪ Economic analyses ▪ Cost-benefit analyses of prevention measures ▪ Framework for a proposed investment plan ▪ Repositories of good practices, lessons learned and recommendations ▪ Conclusions of workshops, forums and end-users consultations ▪ Action plans ▪ Conclusions of feasibility studies ▪ Awareness raising campaigns ▪ Establishment of new/reinforced coordination mechanisms ▪ Development of new/enhanced multi-actor partnerships ▪ Establishment of new platforms/networks ▪ **Analytical products** (e.g. hazard assessments, climate scenarios, vulnerability analysis, risk assessments, risk data and end user need assessment, risk mapping, risk scenarios etc.). ▪ **Tools and guidelines** (e.g. urban risk management, climate change adaptation strategies, at-sea/on-shore risk prevention) ▪ **Practices, processes and working procedures** (i.e. cross-sectoral, macro-regional and/or cross border risk management plans, disaster risk management plans etc.) ▪ **Methodologies** (i.e. to integrate risk assessment into planning process, to define whether and when investments are justified, risk management planning, urban resilience, maritime risk prevention, to assess vulnerability of critical infrastructure to climate-related hazards etc.) ▪ Open source IT platforms (e.g. decision-making support tools) ▪ IT system architectures ▪ Datasets and databases ▪ Software applications	▪ The exchange of good practices in the field of prevention is enhanced ▪ Capacity building in prevention actions is reinforced ▪ Cooperation among key actors in the filed of prevention is reinforced ▪ Networks of competent authorities at national and sub-national level for specific risks are established ▪ New/ redefined methodologies are developed (e.g. climate change, maritime risk prevention, urban resilience etc.) ▪ Risk management plans are developed and shared (i.e. cross-border risk, urban risk management, climate change impacts) ▪ New processes and working procedures on risk prevention and risk management are developed ▪ Risk assessments for identified risks are developed (i.e. cross-border risk assessments) ▪ Europe-wide maritime risk assessment capability is strengthened ▪ The links between prevention measures and preparedness and response needs are reinforced ▪ The EU macro regional strategies/action plans in the field of disaster prevention is better implemented ▪ The UCPM contributed to the implementation of the Sendai international framework for disaster risk reduction and to the support of the EC Disaster Risk Management Knowledge Centre ▪ Joint data/information-sharing tools or platforms are established ▪ Risk assessments take into account climate change impacts ▪ Workflow and procedures for the management (including collection, validation and analysis) of disaster loss data are defined ▪ Macro-regional/national/regional risk assessments integrating climate change projections (including Na-Tech risks, cascading effects, etc.) are developed. ▪ Strategies and/or action plans for cross-border disaster risk management integrating projected climate change impacts are developed ▪ Proposals for investment projects aiming to retrofit public infrastructure and make it climate resilient are developed ▪ Assessments of vulnerable infrastructure in areas at high risk to climate hazards are carried out ▪ Preliminary studies (including cost-benefit analyses) for risk reduction structural investments (including consideration of ecosystem-based approaches) are carried out	▪ Increased level of **awareness of disaster prevention** ▪ The civil protection/marine pollution community on disaster prevention benefits from improved **knowledge base**, awareness and skills ▪ Timely and efficient **cooperation** between relevant actors throughout the disaster management cycle, including between civil protection and other relevant services, and/ or between PSs and eligible TCs ▪ Increased levels of **prevention**, including through improvements in the effectiveness of existing policy and financial instruments regarding disaster prevention in PSs and eligible TCs ▪ The effectiveness of existing policy and financial instruments on disaster prevention is improved ▪ Better integration of climate change in disaster risk awareness and planning ▪ Enhanced levels of prevention of maritime disasters

Figure 45. Preparedness intervention logic

Rationale: To contribute to the achievement of the objectives of the UCPM by: 1) enhancing preparedness at Member State, Union level and in eligible third countries to respond to disasters; 2) complementing existing cooperation frameworks and instruments in the field of disaster preparedness; 3) increasing public awareness and preparedness for disasters

General objectives	Specific objectives	Inputs	Activities	Outputs	Outcomes	Impacts
▪ To improve preparedness, and enhance awareness among civil protection and marine pollution professionals and volunteers in the field of disaster preparedness ▪ To support and complement the efforts PSs for the protection of citizens, environment and property in the event of natural and man-made disasters, ▪ To facilitate reinforced cooperation between PSs in the field of preparedness ▪ To exchange information, experience, good practice and knowledge aimed at improving the performance of parties involved in civil protection (both private and public professionals and volunteers.) ▪ To support the enlargement countries and European Neighbourhood Policy countries in the field of disaster preparedness and enhance their cooperation within the UCPM and PSs ▪ To support the development of European medical teams ready for deployment and the implementation of the reserve pool of medical teams ▪ To strengthen preparedness for responding to multi-sector emergencies ▪ To enhance protection from the effects of maritime disasters	Improving cross border civil protection and marine pollution cooperation, including regional cooperation, regarding interoperability and preparedness for, direct response to and reducing impacts of natural and man-made disasters Enhancing operational cooperation enabling countries to develop, exercise and register multinational assets. Increasing the countries' preparedness for reception of international assistance in the context of the EU Host Nation Support Guidelines Developing new response capacities Improving the planning of operations Enhancing the quality and interoperability of response capacities Enhancing cooperation between civil protection and humanitarian aid actors Enhancing support to Participating States in awareness-raising, public information, knowledge dissemination and education Strengthening capacities for emergency response Developing operational tools to facilitate emergency response Reinforcing inter-sector and macro-regional response plans and procedures Enhancing cross-border emergency management Developing response capacity for marine pollution incidents Enhancing regional and cross-sectorial coordination of marine pollution at-sea and on shore Enhancing the cooperation with enlargement and Neighbourhood countries through a closer cooperation with the UCPM and its Participating States *(Only for external budget line proposals)*	**2014-2020:** **Internal budget:** €25.5 M **External budget:** €8.8 M	▪ Research activities (e.g. case studies, experimental work, literature review) ▪ Development of methodologies (e.g. analysis, mapping, gaps and needs assessments, legal and institutional obstacles) ▪ Development/test plans, operational procedures and processes (e.g. SOPs etc.) ▪ Recommendations, guidelines development ▪ Development of IT solutions (e.g. databases, online platforms, software, virtual office) ▪ (Development of) training courses, exercises, capacity-building actions ▪ Development of new capacities/assets (i.e. equipment and/or teams/experts) ▪ Cost-effectiveness and efficiency analysis (i.e. investment and business plans) ▪ Monitoring & evaluation ▪ Exchange (e.g. information, best practices) ▪ Awareness-raising ▪ Dissemination (e.g. newsletter, brochure, leaflet, (social) media, emails, website), outreach (e.g. events, conferences, other publicity actions ▪ Improvement of cooperation (e.g. establishing networks, new partnerships etc.)	▪ Conclusions of tests, assessments and evaluations of different approaches to address civil protection and marine pollution needs and/or challenges ▪ Conclusions of consultations with end-users ▪ Analysis of legal/institutional aspects of cross-border cooperation and mutual assistance ▪ Conclusions of cost-effectiveness, efficiency and cost-benefit analysis ▪ Conclusions of gaps and needs analysis ▪ Business models ▪ Proposals for investment projects ▪ Economic analysis ▪ Small-scale exercises ▪ Good practices and lessons learned ▪ Awareness raising campaigns ▪ Training programmes ▪ Awareness raising campaigns ▪ Capacity building activities ▪ Plans, methodologies and guidelines (e.g. responses to emergencies, cross-border response, inter-sector response, interoperability response etc.) ▪ New/revised mechanisms and operational tools for response capacities and emergency response ▪ New working procedures ▪ Technical specifications/terms of reference for new capacities, including equipment and/or teams/experts ▪ Establishment of new/reinforced coordination mechanisms ▪ Development of new/enhanced multi-actor partnerships ▪ Establishment of new platforms/networks ▪ Cooperation projects and studies ▪ Agreements and memoranda of understanding regarding cooperation and mutual assistance in emergency management ▪ Technical specifications for development or enhancement of cross-border communication tools ▪ Data sharing platforms and mechanisms ▪ Data collection and data analysis tools ▪ Datasets and databases ▪ Database Standard Operating Procedures ▪ IT system architecture ▪ IT application ▪ Simulation tools	▪ The exchange of good practices in the field of preparedness is enhanced ▪ The support to capacity building in preparedness actions is reinforced ▪ Different approaches to meet specific civil protection and marine pollution needs and/or challenges at regional and cross border level are assessed, tested and evaluated. ▪ Better pooling of teams, assets and expertise are available ▪ The UCPM contributed to the EU regional strategies and their action plans ▪ Additional response capacities are made available to the European Emergency Response Capacity and the European Medical Corps ▪ Plans are developed to increase the efficiency of disaster response ▪ The quality and interoperability of EU response capacities are improved ▪ The preparedness of IPA II beneficiaries not participating in the Mechanism or European Neighborhood Policy country is increased ▪ Innovative approaches, methodologies and technologies are adopted/strengthened ▪ Innovative solutions for civil protection activities, encouraging public/private partnerships are developed ▪ Detailed technical specifications for new capacities, including equipment and/or teams/experts are developed ▪ Action plans for increased deployability of response capacities in the context of a UCPM response operation are developed ▪ Options for adapting existing response capacities for land/maritime emergencies are devised ▪ A knowledge base on response options to environmental risks is available ▪ A system for secure and rapid sharing of data for medical emergencies is available ▪ system to collect/analyse data to support developing evidence-based response strategies is available ▪ An IT-based solution to facilitate disaster response is available ▪ Cost-effective solutions for supporting the UCPM with scientific support during response to environmental emergencies are devised. ▪ A database of expertise and assets available in different countries is developed ▪ Cross-border response plans are developed ▪ Procedures on technical and financial cooperation for emergency preparedness across different sectors are developed ▪ An inter-sector response plan for complex emergencies is available ▪ The understanding of the institutional and legislative context of emergency management in neighboring country/ies is enhanced ▪ Existing gaps to cross-border emergency response are identified ▪ Cross-border interoperability and operational collaboration are strengthened ▪ Advanced training and/or exercising capacities are developed ▪ System(s) for detection of and response to various pollutants are developed or improved ▪ Communication and operational coordination between at-sea and shoreline preparedness and response is enhanced	▪ **Awareness and skills** of civil protection and/or marine pollution professionals and volunteers are increased ▪ The civil protection/marine pollution community on disaster preparedness benefits from improved **knowledge base** ▪ Timely and efficient **cooperation** between relevant actors throughout the disaster management cycle, including between civil protection and other relevant services, and/ or between PSs and eligible TCs ▪ Enhanced **response capacity** and higher level of protection and resilience against disasters in PS and eligible TCs ▪ Establishment of a reserve pool of medical teams ▪ Strengthened preparedness for responding to multi-sector emergencies and maritime disasters

Annex 4: Project mapping of PPPs – levels of analysis

Table 18. Levels of analysis of PPPs covered by the evaluation

Level of analysis	Number of PPPs covered	PPPs covered
Level 0: *Analysis of meta-data + survey of project coordinators and partners.*	132 PPPs	EVANDE, EUROWA MODULE, EU-NU, HNS-MS, SPITFIRE, MATILDA, STAR, MASC, IPCAM, POSOW 2, CP4ALL, MELOGIC, VeTools, PrepCap, LANDSLIDE, WUIWATCH, IDEA, U-SCORE, From GAPS to CAPS, ECOSHAZ, ADAPT, CP MODEL, SASPARM 2.0, eFIRECOM, CRUA, SIBYL, WIND RISK, RECALL, TREASURE, RECIPE, E-PreS, PRO MED HE, MARPOCS, CIPRAS, PACES, EURACARE F&S, DECATASTROPHIZE, IGNIS, MARINER, FORCIP+, EUNAD IP, YAPS, INDRIX, CAPFLO, RECHECK, PEC, FLOOD CBA#2, PREDICATE, SAFETY, ERICHA, EMETNET, KNOWRISK, TSUMAPS-NEAM, SUDCM, DR SHARE, CRISMAS, PFA-CE, EU MFH, e-URready4OS, MASC II, MERCI, TEAMS, EMPREP, MARINE BIRD OIL MAP, ALPDIRIS, MEFISTO, EU-NOM, DIRECT, IPCAM 2, EVAPREM, NET RISK WORK, GRIN, U-SCORE2, OPENRISK, ITERATE, SEE URBAN, UD-RASP, ResCult, SAVEMEDCOASTS, TRIBUTE, ASPires, EPICURO, TaFF, NAMIRG, HazRunoff, UCPM SOPs, EASeR, SWIFTERS, ProVoice, ALTER, TEAMS 2.0, MEREPUV, U-Geohaz, EXTREMA, SMUFF, AMARE-EU, CapaCities, ImProDiReT, INFRA-NAT, BELICE, EVE, ProCultHer, BALTPREP, West MOPoCo, Ready to Respond, PREVAIL, CASCADE, WUIVIEW, LODE, ARIMA, FLORIS, SCORCH, AIDERS, IMAROS, IOPES, Prometheus, TAMIR, Be-Ready, COMMAND d, StrengthVOL, oVERFLOw, RECIPE, SAVEMEDCOASTS-2, TEAMS 3.0, CRISIS, X-STOCK, R-PLAN, TRANS-ALP, BORIS, MANIFESTS, EUROWA-2, VESPRA.
Level 1: *Level 0 + in-depth mapping of objectives, deliverables and results, interviews with project coordinators and national authorities.*	38 PPPs[575]	EXTREMA, CIPRAS, Prometheus, EASER, SMUFF, PACES, IOPES, CASCADE, EVANDE, AIDERS, ImProDiret, ERICHA, U-SCORE 2, HNS-MS, IPCAM 1, R-PLAN, ARIMA, SAVEMEDCOASTS 2, ALTER, Ready 2 Respond, EVE, VeTOOLS, MARPOCS, HazRunOff, LODE, WUIVIEW, LODE, Command D, TaFF, SCORCH, U-Geohaz, IMAROS, CRUA, Pro Cult Her, MERCI

[575] Originally planned 35 PPPs, expanded the scope of PPPs for in-depth analysis on the basis of fewer interviews with national authorities

Level 2: *Level 2 + expert peer review of PPP outputs, end user workshops, in-depth interviews with all PPP beneficiaries.*	6 PPPs	POSOW 2, PROMEDHE, IPCAM 2, U-SCORE, SAVEMEDCOAST, CapaCities

Annex 5: Stakeholder consultation

Table 19. Overview of stakeholder consultation - Interviews

Type	Interviews carried out		Remarks
PPP project coordinators	EXTREMA, CIPRAS, Prometheus, EASER, SMUFF, PACES, IOPES, CASCADE, EVANDE, AIDERS, ImProDiret, ERICHA, U-SCORE 2, HNS-MS, IPCAM 1, R-PLAN, ARIMA, SAVEMEDCOASTS 2, ALTER, Ready 2 Respond, EVE, VeTOOLS, MARPOCS, HazRunOff, LODE, WUIVIEW, LODE, Command D, TaFF, SCORCH, U-Geohaz, IMAROS, CRUA, Pro Cult Her, MERCI, BALTPREP, RECHECK, MEREPUV		No response was received by: EUROWA MODULE, SPITFIRE, EVAPREM, OPENRISK, TEAMS 2.0, CRISIS, BORIS, EU-NU, CP4ALL, IGNIS, DIRECT, ECOSHAZ, ADAPT, EMETNET, ASPires, oVERFLOw, MARINE BIRD OIL MAP, EUROCARE, ALDIRIS, TRIBUTE, eFIRECOM, INDRIX
Civil protection authorities of Participating States to the Mechanism as well as Neighbourhood countries	***EU Member States***	AT, BE, BG, CZ, CY, DE, ES, FI, FR, HR, IT, LV, PL, SE	No response was received by: DK, EE, EL, NL, SI
	UCPM Participating States	AL, ME, RS, TR	No response was received by: IS, MK, NO
	Eligible third countries	AM, BA , BY, GE, IL, LB, PS, MD, UA, XK	No response was received by: DZ, MA, TN
DG ECHO HQ	2 interviews - Unit B1, 3 interviews – Unit B2, 1 interview – Unit A3		
Other EU and international entities	EMSA, DG NEAR, DG REGIO Unit B.2, DG REGIO Unit D.1 and D.2, UNDRR		Interview requests were rejected by DG MARE and DG DEVCO
Unsuccessful PPP applicants	SAFESCHOOLS, CROSSAR, SHIFT		Interview requests were rejected from: CODIS, WHATIF, SYPRES, AROS, FRESCO, CHESS, DISCUL, CITY RISKOM No response was received by: PREFOX, IPRIV, EUBICO, INTE SEIRA, MARIO, ENRYO, NOAH ARC
Countries less active in the Programme	HU, LU		Interview requests were rejected from: RO, IE, PT No response was received by: SK, LT, MT

ICF elaboration interviews conducted

Table 20. Overview of stakeholder consultation - case study interviews

Stakeholder category	Stakeholders interviewed
POSOW 2	• 1 interview - Project coordinator; • 5 interviews - Members of Consortium; • 1 interview - DG ECHO Desk Officer;

	• 8 end users in e-workshops.
PROMEDHE	• 1 interview - Project coordinator: Italian civil protection; • 3 interviews – Members of Consortium; • 7 end users consulted in e-workshops.
IPCAM 2	• 1 interview - Project coordinator; • 3 interviews - Members of Consortium; • 1 end user in e-workshops.
U-SCORE	• 1 interview - Project coordinator; • 5 interviews - Members of Consortium; • 1 interview - DG ECHO Desk Officer; • 3 end users in e-workshops.
SAVEMEDCOASTS	• 1 interview - Project coordinator; • 5 interviews - Members of Consortium; • 1 interview – DG ECHO Desk Officer; • 11 end users in e-workshops.
CapaCities	• 1 interview - Project coordinator; • 2 interviews - Members of Consortium; • 1 interview - DG ECHO Desk Officer • 3 end users in e-workshops.

Table 21. Overview of stakeholder consultation - Surveys

Survey questionnaire type	Responses	Sent
Project coordinators	47	138
Members of Consortia	117	431
National civil protection authorities	7	93
National representatives of civil protection authorities sitting in the civil protection committees	26	118

Annex 6: Terms of Reference

EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR EUROPEAN CIVIL PROTECTION AND HUMANITARIAN AID OPERATIONS (ECHO)

ECHO B – Disaster Preparedness and Prevention
B.2 – Prevention and Disaster Risk Management

Terms of Reference

for the Evaluation of the European Commission's Civil Protection

Prevention and Preparedness Projects (2014-2020)

Background

Europe and its neighbours face a wide range of disaster risks, such as floods, forest fires, earthquakes and various technological, radiological and environmental accidents, resulting in loss of life, destruction of property, environment and cultural heritage. These challenges are further exacerbated by climate change, which contributes to the increasing frequency and intensity of weather-related disasters across Europe.

No country alone can be fully prepared for all kinds of disasters. The Union Civil Protection Mechanism (UCPM) was established to strengthen the cooperation and coordination between the European Union and the Member States in the field of civil protection.

The Mechanism supports the efforts of the EU Member States and other Participating States to protect primarily people, but also the environment and property, including cultural heritage, against all kinds of natural and man-made disasters, including the consequences of acts of terrorism, technological, radiological or environmental disasters, marine pollution and health emergencies, occurring inside and outside the Union[576]. In the case of the consequences of acts of terrorism or radiological disasters, the Mechanism only focuses on preparedness and response actions.

In addition to response to disasters, prevention and preparedness are essential building blocks of the EU cooperation in the area of civil protection. The 2019 amendment of the EU legislation establishing the UCPM reinforced its prevention focus and the leverage effect the Mechanism can have on planning new investments for disaster prevention and preparedness.

In particular, EU action aims to support, complement and facilitate coordination of Member States[577]' action in order to:

a) achieve a high level of protection against disasters by preventing or reducing their potential effects, by fostering a culture of prevention and by improving cooperation between the civil protection and other relevant services;
b) enhance preparedness at Member State and Union level to respond to disasters;
c) increase public awareness and preparedness for disasters.

To achieve these objectives, prevention and preparedness actions can benefit from EU financial assistance, including via the co-financing of projects. The potential beneficiaries of such financial assistance are national and sub-national civil protection/maritime authorities, universities, international organisations, NGOs and other public or private sector entities with a legal personality.…

Between 2014 and 2019, the EU civil protection instruments (Call for Proposal) have financed about EUR 62,5 million worth of Prevention and Preparedness Projects (PPP) grants under the Annual Work Programmes. In addition to the 34 Participating States, eligible countries include Neighbourhood and Instrument for Pre-Accession (IPA) beneficiary countries which are not Participating States (i.e. Albania, Bosnia and Herzegovina, Kosovo).

[576] Article 4(12) of Decision No 1313/2013/EU of 17 December 2013 on a Union Civil Protection Mechanism, as amended by Decision (EU) 2019/420 of 13 March 2019 (hereafter referred as 'Decision No 1313/2013/EU').

[577] In light of Article 28(1a) of Decision No 1313/2013/EU, where reference is made to Member States, it shall be understood as including Participating States as defined in Article 4(12) of Decision No 1313/2013/EU.

While affirming a general added value of the PPP programme, the Interim Evaluation of the UCPM (2017)[578] as well as discussions with the Participating States in the context of the comitology meetings have highlighted a number of challenges. These include, among others:

a) *Measuring effect*. Since its very inception in 2000, the PPP programme has provided nearly 100 m € in grants, without ever undergoing an evaluation of their effects. In addition, since the programme has never had a set of results indicators, there is little evidence of what its contribution has been to achieving the overall UCPM objectives.
b) *EU added value*. Creation of consortia including two (initially three) or more countries has been since its inception one of the eligibility criteria to apply for the programme. While there has been a great interest from Participating States and Neighbouring countries in participating in the programme, the value of these partnerships for effectively achieving cross-border results is only supported by anecdotal evidence.
c) *Scale-up potential.* Selection criteria of the Call do not include strict requirements for ensuring that the outputs of the PPPs, which mainly consist of production of knowledge and other 'soft' instruments, be followed on by larger investments (e.g. structural prevention interventions, civil protection modules, etc.). In this vein, the Interim Evaluation of the UCPM suggests that prevention and preparedness activities financed by the Mechanism be used as 'seed funds' through which national and sub-national authorities can get additional traction for disaster risk management, including generating investments via EU (e.g. Cohesion/European Regional Development Fund, Horizon 2020, LIFE programme, etc.) and international (European Investment Bank; World Bank; UN agencies; etc.) programmes[579].
d) *Monitoring system*. With projects fragmented across more than 30 Desk Officers and considering staff turnover etc., there is the need for systematizing data in a centralised information system tool. This concerns, in particular, projects awarded before 2017, i.e. before the e-Grant system[580] was introduced.
e) *Budget driven vs. results-oriented exercise*. During the past years, the approach to managing the PPP programme has been largely driven by budget considerations (e.g. to absorb funding otherwise not used) as opposed to framing it around the policy objectives of the UCPM, with a system of measurable indicators that demonstrate the effects achieved.

As of 2019, there has been an effort to sharpen the strategic orientation of the PPPs and increase their "return on investment" for the Union Mechanism, focusing on the following principles:

1. *Fostering uptake of project outputs*: ensuring project outputs address needs of civil protection/marine pollution authorities and are in line with the priorities of civil protection authorities and any other users who are expected to benefit from the project.
2. *Increasing EU added value*: the value added by a project to the Union Mechanism cannot simply be measured by the number of countries represented in a consortium. Ideally, a project will support a long lasting partnership of

[578] Report from the Commission to the European Parliament and the Council on the Interim Evaluation of the Union Civil Protection Mechanism for the period 2014-2016, COM(2017) 460 final

[579] Report from the Commission to the European Parliament and the Council on the Interim Evaluation of the Union Civil Protection Mechanism for the period 2014-2016, COM(2017) 460 final, p. 7

[580] e-Grants is the Commission corporate IT solution to manage the entire grant life cycle from the publication of calls for proposals to final payments to beneficiaries

entities that will continue to work together on prevention and preparedness after the project has ended.
3. *Scale-up potential*: project outputs should be a stepping-stone to achieving higher-level outcomes. When compared to the large budgets required for structural prevention and preparedness, the grants awarded through the UCPM Call for Proposals are relatively small in size[581]. Therefore, using such projects to leverage additional technical and financial resources for disaster risk management is all the more important.
4. *Result-oriented approach*: move from output-oriented to outcome-oriented projects.

The action to be evaluated

The evaluation will examine the results of the PPPs funded by the European Commission's Directorate for Civil Protection and Humanitarian Aid Operations through the yearly PPP calls published during the Multi-Annual Financing Framework (MFF) 2014-2020. To date, 123 projects were awarded between 2014 and 2019 (the 2020 Call for Proposals will be awarded towards the end of 2020). The total budget allocated to these 123 projects is 62.5 million euro.

Number of projects selected (per year)

2014 Call	**Internal budget**	**External budget**
Preparedness	11	3
Prevention	15	2
2015		
Preparedness	8	3
Prevention	11	3
2016		
Preparedness	10	3
Prevention	10	3
2017		
Preparedness	6	3
Prevention	5	3
2018		
Preparedness	4	2
Prevention	4	3
2019		

[581] Average EU grant for the PPP programme has increased from 487 000 EUR (2014-2017) to 619 000 EU (2018-2019) also due to an increase of the ceiling in the Call for Proposal, introduced in 2018.

Preparedness	5	3
Prevention	3	0

The calls cover two separate policy areas, **prevention** and **preparedness**, each with its specific objectives and budget.

The high-level objective for prevention projects is to support and complement the efforts of participating states and eligible third countries in actions aimed at achieving a higher level of protection and resilience against disasters by preventing or reducing their effects.

The high-level objective for preparedness projects is to create foundations for and improve preparedness, as well as enhance awareness of civil protection and/or marine pollution professionals and volunteers in the field of disaster preparedness.

Projects can be financed from two separate budget items:

- the internal budget, covering actions implemented in and by Member States, and
- the external budget, covering actions implemented in and by Instrument for Pre-Accession (IPA) beneficiaries not participating in the UCPM, and/or European Neighbourhood Policy (ENP) countries, with or without the participation of Member States.

Funds from the internal budget item can be allocated to projects where main beneficiaries are Participating States only, whereas funds from the external budget item can be allocated to projects addressing the needs in enlargement countries and European Neighbourhood Policy countries, (the eligible third countries).

The calls for proposals also require applicants to submit project proposals in consortia involving a minimum of two (initially three) entities from different countries. The composition of the consortia is part of the eligibility conditions defined in each call and which may vary from one year to another.

Target group

The target population for the PPP programme includes:

- National and, where relevant, sub-national civil protection / maritime authorities
- Universities
- International organisations
- Non-governmental Organisations (NGOs)
- Private entities
- Other public entities who are beneficiaries of the grants (e.g. municipal/province/regional governments, etc.)

Please note that when a beneficiary is not a national civil protection or maritime authority, a letter of support from the latter is required.

Available information

Available information includes:

- Decision No 1313/2013/EU of the European Parliament and of the Council on a Union Civil Protection Mechanism and amended by Decision (EU) 2019/420 of 13 March 2019
- Commission Implementing Decision (EU)2014/762 of 16 October 2014 laying down rules for the implementation of Decision No 1313/2013/EU of

the European Parliament and of the Council on a Union Civil Protection Mechanism
- Commission Implementing Decision (EU)2019/570 of 8 April 2019 laying down rules for the implementation of Decision No 1313/2013/EU of the European Parliament and of the Council as regards rescEU capacities and amending Commission Implementing Decision
- Annual Work Programmes 2014-2020: https://ec.europa.eu/echo/funding-evaluations/financing-civil-protection_en
- Text of the Call for Proposals for each year: https://ec.europa.eu/info/funding-tenders/opportunities/portal/screen/opportunities/topic-search
- Proposals submitted
- Grant Agreement, including technical description, budget, etc.
- Project deliverables
- Progress and Final reports of the projects.

Description of the evaluation assignment

Objective and scope of the evaluation

Systematic and timely evaluation of its programmes and activities is a priority for the European Commission. More than 10 years from the inception of the programme of Prevention and Preparedness Projects, there is a need to conduct an evaluation with a view to inform the next cycle of this programme over the next MFF (2021-2027).

More specifically the objective of this exercise is to provide an external and independent evaluation of the results of Prevention and Preparedness Projects financed by the UCPM budget during the timeframe 2014-2020[582]. Findings of the evaluation should support the Commission in:

- Informing the conception of future Calls for Proposals, starting with the 2021 Call;
- Highlighting, with an evidence-based approach, which factors are most critical for the success of a prevention and preparedness project;
- Identify a list of "best practice" projects which fulfil the evaluation criteria;
- Put forward possible options for the short-run/long-run future of the programme.

The main users of this evaluation will be relevant EU services and UCPM Participating States.

Evaluation questions

The **evaluation questions** listed below will frame the main subject of this evaluation. These questions are linked to the five mandatory evaluation criteria (see the European Commission's Better Regulations Guidelines[583]). A sixth criteria, *sustainability,* has been added as it provides an important angle to assess the durability of results of the funded projects.

a) Effectiveness
b) Efficiency
c) Relevance
d) Coherence
e) EU added value

[582] The evaluation shall encompass the Calls for Proposals from 2014 to 2019 (included). Proposals awarded in 2019 will not be closed by the time the evaluation is conducted. Nevertheless, some parts of the evaluation may still apply to those projects.

[583] http://ec.europa.eu/info/better-regulation-guidelines-and-toolbox_en

f) Sustainability

In order to ensure the evidence-based nature of the evaluation, each of the evaluation criteria will be assessed on the basis of a set of evaluation questions and examples from different projects will need to substantiate the findings. Each evaluation will need to be broken down into more specific sub-questions, which will help guiding the response. Additional clarification and guidance will be provided to the evaluators during the inception phase of the evaluation.

The evaluation questions and sub-questions formulated below are indicative. In their inception report (following initial consultations with the Commission andan inception workshop in Brussels), the contractor will put forward to the Commission a complete set of evaluation questions with specific judgement criteria and indicators, as well as the relevant data collection sources and tools.

(a) **Effectiveness**

Effectiveness analysis considers how successful EU action has been in achieving or progressing towards its objectives.

- **Question 1. *Programme Level*: To what extent has the programme of Prevention and Preparedness Projects contributed to achieving the relevant goals set out in the Decision establishing the UCPM (e.g. Art. 4; Art. 5; Art. 21)?**
  - To what extent did the PPP Calls contribute to achieving the UCPM-level objectives?
  - Which indicators (set out in the legislation or introduced ex-post) could be used to demonstrate the positive changes achieved by this programme?
  - What factors have driven/hindered effectiveness?
  - Have there been any unintended effects (positive or negative)?
- **Question 2. *Project Level:* To what extent have the objectives of the Calls been achieved?**
  - To what extent have the project-level objectives been achieved?
  - Which indicators (set out in the Calls or introduced ex-post) can be used to demonstrate the results achieved by the projects?
  - What factors have driven/hindered effectiveness?

(b) **Efficiency**

Efficiency considers the relationship between the resources used by an intervention and the changes generated by the intervention. Differences in the way an intervention is approached and conducted can have a significant influence on the effects, making it interesting to consider whether other choices achieved the same benefits at less cost (or greater benefits at the same cost).

- **Question 3: To which extent are the costs typically borne by the PPPs proportionate to the benefits the projects generate for the Mechanism?**
  - Are there significant discrepancies in cost (e.g. by category of costs, such as: travel, consultant fees, organisation of meetings, etc.) across projects? Which underlying factors can explain them?
  - Would there be alternative ways to achieve the same results in a more cost-effective way?
- **Question 4: To what extent are the costs of the intervention justified, given the effects it has achieved?**
  - What factors have influenced any possible inefficiency?

- How timely and efficient was the intervention's process for reporting and monitoring?
- Is there scope for decreasing administrative burden and/or project management inefficiencies?

(c) **Relevance**

Relevance looks at the relationship between the needs and the problems in society and the objectives of the intervention. In particular, relevance analysis aims at assessing whether the intervention helps addressing needs or problems still present at the time of the evaluation.

- **Question 5. *Programme level*: Were/are the themes of the Calls relevant to the needs of the UCPM and its Participating States?**
  - To which extent have topics/priorities of the Call adapted to these needs and to the evolving external environment?
- **Question 6. *Project level*: are the projects addressing issues which are relevant for the end users?**
  - Have the end users (e.g. civil protection authorities) of the projects been consulted in the phase of project conception?
- **Question 7: To what extent is the intervention still relevant?**
  - How well do the objectives of the intervention (still) correspond to the needs within the EU?
  - How relevant is the intervention to needs of Member States/Participating States/to the Mechanism?

(d) **Coherence**

The evaluation of coherence involves looking at how well different actions work together. In the context of the UCPM PPPs, this criterion focuses on *external* coherence (i.e. coordination and synergies between different EU interventions in the same policy field or in areas which may have to work together).

- **Question 8: To what extent does the PPP Programme demonstrate synergies and complementarity with other national or EU financing instruments?**
  - To what extent have the PPPs managed to build on or provide a basis for other projects/initiatives/investments supported by national/EU/international programmes?

(e) **EU added value**

The evaluation should demonstrate the value resulting from EU intervention (i.e. the UCPM-funded projects) that is additional to the value that would have resulted from interventions carried out at national or sub-national levels by both public authorities and the private sector.

- **Question 9: To what extent did the PPP programme help European countries increase cross-border prevention and preparedness compared to what could have been expected from Member States acting at national or regional levels?**
- **Question 10: To what extent did the PPP programme develop or strengthen cross-border cooperation among European countries as well as between European countries and IPA/Neighbourhood? Could this have happened with other instruments (EU or beyond)?**

(f) **Sustainability**

The evaluation should assess the likelihood that the project results will last after the intervention ends, which is important for interventions which have a finite duration, such as particular programmes.

- **Question 11. How likely are the outcomes generated by the PPPs to last beyond the end of the project?**
  - Which factor(s) have contributed to making the uptake of a PPP output more or less likely?
  - To what extent do the projects financed under the PPP Call use the outputs to generate a deeper, broader impact on policies and investments?

For each of the evaluation criteria, **recommendations to the Commission** should be provided, as appropriate, on how that specific angle (i.e. effectiveness, relevance, efficiency, etc.) could be strengthened in future funding programmes.

Deliverables

During the course of the evaluation, the expected outputs are:

1. Inception report
2. Desk Report
3. Field Report
4. Final Report
5. Visuals (e.g. PowerPoint) presenting the report's main finding

For the timing of these deliverables, refer to section 7.

Guidance and requirements

Methodology

- The tenderers must describe the methodological approach they propose in order to address the evaluation criteria and indicative questions listed above.
- This will include a proposal for indicative judgment criteria[584] that they may consider useful for addressing each evaluation question. The judgement criteria, as well as the information sources to be used in addressing these criteria, will be discussed and validated by the Commission during the Inception phase at a workshop facilitated by the evaluator in Brussels. This workshop will also give the evaluation team the opportunity to refine the evaluation questions, which will have to be included in the inception report, discuss the intervention logic, and analyse external factors at play.
- The methodology should promote the participation in the evaluation exercise of the relevant actors. The main stakeholders are:
  - Civil protection authorities of Participating States to the Mechanism as well as Neighbourhood countries;
  - National representatives of Civil Protection authorities sitting in the Civil Protection Committees;
  - Beneficiaries and/or their representatives (project coordinators and consortium members);
  - DG ECHO Desk Officers
- Six meetings are planned in Brussels between the Contractor and a Steering Group (consisting of relevant European Commission staff). For these meetings

[584] A judgement criterion specifies an aspect of the evaluated intervention that will allow its merits or success to be assessed. E.g., if the question is "To what extent has DG ECHO assistance, both overall and by sector been appropriate and impacted positively the targeted population?", a general judgement criterion might be "Assistance goes to the people most in need of assistance".

minutes should be drafted by the Contractor, to be agreed among the participants.

No Open Public Consultation is planned for this evaluation.

Phases of the evaluation

Please refer to Chapter 6.5 of the Tender Specifications of the Framework Contract N°ECHO/A3/SER/2017/05 for a detailed description of the evaluation phases and reporting requirements.

Once agreed through the approval of the Inception Report, the Evaluation Questions will become contractually binding.

The Desk Phase should comprise a first analysis of available data in relation to the evaluation questions and partial answers to the evaluation questions will be provided.

The documentation –available or which will be made available to the evaluators- includes:

- Commission Decisions
- Annual Work Programmes
- Text of the Calls for Proposals (2014-2020)
- Project proposals, grant agreements, and project reports for the selected sample of projects (see below).

Please refer to section 1.3 for the detailed list of available documentation.

Of the 123 projects from the six call cycles 2014-2019, it is proposed to select a suitable sample of around 30 projects (finalised or on-going) for in-depth evaluation.

The selection will be done by the contractor in collaboration with the Commission. Summaries of the projects can be found on the DG ECHO web site. Furthermore the Commission will provide an overview (excel format) with the main details (consortia; budget; keywords; timeframe…).

From the 2017 call onwards, the proposals, grant agreements and project deliverables are stored in the e-Grants system (the SyGMa platform). Once the sample has been selected the Commission will assist the contractor in gathering the necessary deliverables and other relevant information (ref. above list). This also includes statistics, which can be extracted from e-Grants according to specific needs.

For the calls 2014, 2015 and 2016, the e-Grants system was not yet used. All deliverables from the projects from those cycles are stored on the Unit's network drive and/or on Ares (Advance Records System – registration system of Commission). The Commission will assist the contractor in collecting the necessary deliverables from these sources.

During the field phase, the evaluator must carry out field visits. The number and location of field visits will be proposed by the evaluator and agreed with the Commission in the Inception phase of the evaluation. It is expected that at least five countries will be visited (three Participating States; two Neighbourhood countries).

The selection of countries/projects to be visited should, among other things, take into account the following criteria:

- Project stage
- Project size (budget)
- Composition of consortia (project with numerous partners)
- Successive projects carried out by the same project coordinator
- Projects linking with other programmes of the European Commission

The evaluators should ideally visit various projects in each of the selected countries.

The field phase will also include face-to-face or phone interviews with the relevant stakeholders (DG ECHO Desk Officers, beneficiaries, civil protection authorities, as appropriate).

Evaluation team

The tenderer must propose an evaluation team composed of a team leader and one or more evaluators covering the following competences:

- Documented experience in assessing disaster prevention capabilities, including disaster risk assessment, policies and legislation;
- Documented technical knowledge of disaster risk management (natural and man-made disasters) at minimum, in the following areas: geological risks (earthquakes, tsunami, landslides, etc.) and hydro-meteorological and climate risks (forest fires, floods, windstorms, etc.);
- Documented experience of assessing disaster prevention and preparedness policies/plans, and projects;
- Documented experience with monitoring and evaluation of large, multi-annual programmes;
- Familiarity with cost-effectiveness assessments and/or other methods for assessing efficiency of programmes;
- Excellent writing and editing skills in English;
- Ability to communicate in several other EU languages.

The team leader (to be identified in the tender and in the Financial Offer) is expected to possess a demonstrable evaluation expertise coherent with the requirements of this assignment.

The tenderer will indicate the number of evaluators and the number of working days (overall and in the field) per category of experts.

Other tasks under the assignment

The Contractor should:

1. Draw up an **intervention logic** for the intervention;
2. Provide a statement about the **validity of the evaluation results**, i.e. to what extent it has been possible to provide reliable statements on all essential aspects of the intervention examined. Issues to be referred to may include scoping of the evaluation exercise, availability of data, unexpected problems encountered in the evaluation process, proportionality between budget and objectives of the assignment, etc.;
3. Make a proposal for the **dissemination** of the evaluation results;
4. Provide a French **translation** (in addition to the English version) of the executive summary of the Final Report;
5. Provide a **list** (annex) of "best practice" projects based on the evaluation criteria, with reasoning for each project identified.
6. Provide an **abstract** of the evaluation of no more than 200 words.

Management and supervision of the evaluation

The Prevention and Preparedness Programme Team in ECHO B.2 is responsible for the management and the monitoring of the evaluation, in consultation with the evaluation function of DG ECHO, based in ECHO.E.2 The internal manager assigned to the evaluation should therefore always be kept informed and consulted by the contractors and copied on all correspondence with other DG ECHO staff.

The DG ECHO evaluation manager is the contact person for the contractors and shall assist the team during their mission in tasks such as providing documents and facilitating contacts.

A steering group, made up of Commission staff involved in the activity evaluated, will provide general assistance to and feedback on the evaluation exercise, and discuss the conclusions and recommendations of the evaluation.

Amount of the Contract

The maximum budget allocated to this evaluation is **250 000€.**

Timetable

The indicative duration of the evaluation is 35 weeks (8 months). The duration of the contract shall be no more than 40 weeks (9 months).

The indicative starting date of the contract is **24 April 2020.**

The evaluation starts after the contract has been signed by both parties (the date of contract signature is represented by "T" in the table below), and no expenses may be incurred before that. The main part of the existing relevant documents will be provided after the signature of the contract

The final report must be delivered no later than **15 January 2021.**

In the offer, the tenderer shall provide an indicative schedule based on the table below:

Indicative timing	**Indicative date**	**Report**	**Meeting**
T	24 April 2020	Signature of the contract	
T+1 week	Week of 27 April 2020		Kick-off meeting
T+3 weeks	Week of 18 May 2020		Inception workshop
T+4 weeks	Week of 25 May 2020	Draft Inception Report	
T+6 weeks	Week of 1 June 2020		Inception meeting
T+11 weeks	Week of 29 June 2020	Draft desk Report	
T+12 weeks	Week of 6 July 2020		Desk Report meeting
T+22 weeks	Week of 14 September 2020	Draft field Report	
T+23 weeks	Week of 21 September 2020		Field Report meeting
T+31 weeks	Week of 16 November 2020	Draft Final Report	
T+32 weeks	Week of 23 November 2020		Draft Final Report meeting
T+35 weeks	Week of 14 December 2020	Final Report (including abstract and visual presentation)	
	End of January 2021		Presentation to DG ECHO management

Useful links

- Projects selected under the annual Call for Proposals for Prevention and Preparedness in Civil Protection (2014-2019): http://ec.europa.eu/echo/funding-evaluations/financing-civil-protection-europe/selected-projects_en
- Calls for Proposals for Prevention and Preparedness Projects (2014-2020): https://ec.europa.eu/info/funding-tenders/opportunities/portal/screen/opportunities/topic-search

Content of the offer

A. The administrative part of the bidder's offer must include:

1. The tender submission form (annex C to the model specific contract);
2. A signed Experts' declaration of availability, absence of conflict of interest and not being in a situation of exclusion (annex D to the model specific contract).

B. The technical part of the bidder's offer should be presented in a maximum of **30 pages** (excluding CVs and annexes), and must include:

1. A description of the understanding of the Terms of Reference, their scope and the tasks covered by the contract. It will explain the bidder's understanding of the evaluation questions, and the information sources to be used for answering the questions;
2. The methodology the bidder intends to apply for this evaluation for each of the phases involved, including a draft proposal for the number of case studies to be carried out during the field visit, the regions to be visited, and the reasons for such a choice. The methodology will be refined and validated by the Commission during the desk phase;
3. A description of the distribution of tasks in the team, including an indicative quantification of the work for each expert in terms of person/days;
4. A detailed proposed timetable for its implementation with the total number of days needed for each of the phases (Desk, Field and Synthesis).

C. The CVs of each of the experts proposed.

D. The financial part of the offer (annex E to the model specific contract) must include the proposed total budget in Euros, taking due account of the maximum amount for this evaluation as provided above. The price must be expressed as a lump sum for the whole of the services provided.

Provisions of the Framework Tender Specifications

1. **Team composition**: The Team proposed by the Tenderer for assignments to be contracted under the Framework Contract must comply with Criterion B4 (see Section 5.2.4 of the Tender Specifications for the Framework Contract). Refer also to Section 3.2 of this document for more details on the expertise required.
2. **Procedures and instructions**: The procedures and instructions to the Tenderer for Specific Contracts under the Framework Contract are provided under Section 6 of the Tender Specifications for the Framework Contract.

- Sections 6 – 6.4 are fixed and must be fully taken into account for offers submitted in response to Requests for Services. E.g. the **Award Criteria** are presented under Section 6.2.2;
- Section 6.5 is indicative and could be modified in a Request for Services or discussed and agreed during the Inception Phase under a Specific Contract.

3. **EU Bookshop Format:** The template provided in Annex M of the Tender Specifications for the Framework Contract must be followed for the Final Report. Any changes to this format, as introduced by the Publications Office of

the European Union, will be communicated to the Framework Contractors by the Commission.

Raw data and datasets

Any final datasets should be provided as structured data in a machine-readable format (e.g. in the form of a spreadsheet and/or an RDF file) for Commission internal usage and for publishing on the Open Data Portal, in compliance with Commission Decision (2011/833/EU)[585].

The data delivered should include the appropriate metadata (e.g. description of the dataset, definition of the indicators, label and sources for the variables, notes) to facilitate reuse and publication.

The data delivered should be linked to data resources external to the scope of the evaluation, preferably data and semantic resources from the Commission's own data portal or from the Open Data Portal[586]. The contractor should describe in the offer the approach they will adopt to facilitate data linking.

[585] If third parties' rights do not allow their publication as open data, the tenderers should describe in the offer the subpart that will be provided to the Commission free of rights for publication and the part that will remain for internal use.

[586] For a list of shared data interoperability assets see the ISA program joinup catalogue (https://joinup.ec.europa.eu/catalogue/repository/eu-semantic-interoperability-catalogue) and the Open Data Portal resources.

Annex 7: Example intervention logic

*Table 22. Example **Prevention** PPP Programme intervention logic*

Inputs	Activities	Objectives related to *outputs*	Objectives related to *outcomes*	Objectives related to *impacts*
Prevention budget *(EUR 26.5 million from the internal budget and 6.6 million EUR from the external budget)*	Prevention projects funded under the internal budget on **urban resilience**	O1: Develop urban resilience strategies including community and local-based disaster risk reduction actions and tools and guidelines for urban risk assessment	O1: Improve cooperation between civil protection and other relevant stakeholders in the field of urban resilience	EU Member States, UCPM Participating States and eligible third countries have improved infrastructural resilience in the face of natural and/or mand-made disasters
	Prevention projects funded under the external budget on **urban resilience**		O2: Improve cross-border knowledge exchange on issues pertaining to urban resilience	

*Table 23. Example **Preparedness** PPP Programme intervention logic*

Inputs	Activities	Objectives related to *outputs*	Objectives related to *outcomes*	Objectives related to *impacts*
Preparedness budget *(EUR 25.5 million from the internal budget and EUR 8.8 million from the external budget)*	Preparedness projects funded under the internal budget on **marine pollution**	O1: Developing response capacity for marine pollution incidents	O1: PPPs enhanced capacity of national and local staff working in the field of marine pollution through better pooling of teams, assets and expertise	Enhanced response capacity and higher level of protection and resilience against marine pollution disasters in EU Member States, UCPM Participating States and eligible third countries. Strengthened preparedness for responding to maritime disasters.
	Preparedness projects funded under the external budget on **marine pollution**	O2: Better planning and preparing for aerial surveillance for marine pollution	O2: PPPs produced technical specifications for new capacities, including equipment and/or teams/experts developed	

Annex 8: Example indicator framework

*Table 24. Example **prevention** PPP Programme indicator framework*

Objectives related to ***outputs***	Judgement criteria	Indicators	Measures	Stakeholders and target groups	Sources and tools
Develop urban resilience strategies including community and local-based disaster risk reduction actions and tools and guidelines for urban risk assessment	Extent to which PPPs have addressed urban resilience tools and methodologies Extent to which urban resilience strategies and guidelines address community and local-based disaster risk reduction	I1 Number of urban resilience strategies drafted I2 Number of urban resilience strategies drafted including community and local-based disaster risk reduction I3 Number of guidelines produced for urban risk assessment	Count of the number of urban resilience strategies drafted by PPPs Count of the number of urban resilience strategies drafted including community and local-based disaster risk reduction/Count of the number of urban resilience strategies drafted by PPPs Count of number of urban risk assessment guidelines drafted	PPP project coordinators PPP members of consortia	Relevant documents and tools: • PPP documentation; • PPP indicator monitoring data.
Objectives related to *outcomes*	**Judgement criteria**	**Indicators**	**Measures**	**Stakeholders and target groups**	**Sources and tools**
Improve cooperation between civil protection and other relevant stakeholders in the field of to urban resilience	Extent to which PPPs are effective in improving cooperation between civil protection and other relevant stakeholders in	I4 Proportion of stakeholders that consider that PPPs have improved cooperation between civil protection	Number of stakeholders who agree with the statement/overall number of stakeholders interviewed	PPP project coordinators PPP members of consortia PPP end users	Relevant documents and tools: • Stakeholder surveys/interviews;

	the field of urban resilience	and other relevant stakeholders		National civil protection authorities	• Informal feedback from stakeholders; • PPP documentation; • PPP indicator monitoring data.
Objectives related to *impacts*	**Judgement criteria**	**Indicators**	**Measures**	**Stakeholders and target groups**	**Sources and tools**
EU Member States, UCPM Participating States and eligible third countries have improved infrastructural resilience in the face of natural and/or mand-made disasters	Extent to which PPP outputs on urban resilience have been adopted by national authorities across EU Member States, UCPM Participating States and eligible third countries	I5 Number of countries within the PPP consortia that transposed project outputs on urban resilience into national programmes I6 Number of countries beyond the PPP consortia that transposed PPP outputs on urban resilience into national programmes	Count of countries within PPP consortia and beyond the PPP consortia adopted relevant PPP outputs for urban resilience into national programmes	PPP project coordinators PPP members of consortia PPP end users National civil protection authorities	Relevant documents and tools: • Stakeholder surveys/interviews; • Informal feedback from stakeholders; • PPP documentation; • PPP indicator monitoring data.

*Table 25. Example **preparedness** PPP Programme indicator framework*

Objectives related to *outputs*	**Judgement criteria**	**Indicators**	**Measures**	**Stakeholders and target groups**	**Sources and tools**
Developing response capacity for marine pollution incidents	Extent to which PPPs have conducted capacity building activities on the	I1 Number of PPPs conducting capacity building activities on	Count of PPPs conducting capacity building activities on	PPP project coordinators PPP members of consortia	Relevant documents and tools:

	topic of marine pollution incidents.	marine pollution incidents	marine pollution incidents		• PPP documentation; • PPP indicator monitoring data.
Objectives related to *outcomes*	**Judgement criteria**	**Indicators**	**Measures**	**Stakeholders and target groups**	**Sources and tools**
PPPs enhanced capacity of national and local staff working in the field of marine pollution through better pooling of teams, assets and expertise	Extent to which PPP produce effective and tailored capacity building activities on marine pollution	12 Proportion of stakeholders that considered PPP capacity building suitable to their national context	Count of end users satisfied with the PPP capacity building activities on marine pollution they received/ overall end users consulted	PPP project coordinators PPP members of consortia PPP end users National civil protection authorities	Relevant documents and tools: • Stakeholder surveys/interviews; • Informal feedback from stakeholders; • PPP documentation; • PPP indicator monitoring data.
Objectives related to *impacts*	**Judgement criteria**	**Indicators**	**Measures**	**Stakeholders and target groups**	**Sources and tools**
Enhanced response capacity and higher level of protection and resilience against marine pollution disasters in EU Member States, UCPM Participating States and eligible third countries.	Extent to which PPP capacity building activities on marine pollution led to additional capacity and resources at national level	I3 Number of national authorities that implemented changes to national teams as a result of PPP capacity building activities on marine pollution	Count of national authorities reporting changes implemented at national-level as a result of PPP capacity building activities on marine pollution/ Number of stakeholders consulted	PPP end users National civil protection authorities	Relevant documents and tools: • Stakeholder surveys/interviews; • Informal feedback from stakeholders; • PPP documentation; • PPP indicator monitoring data.

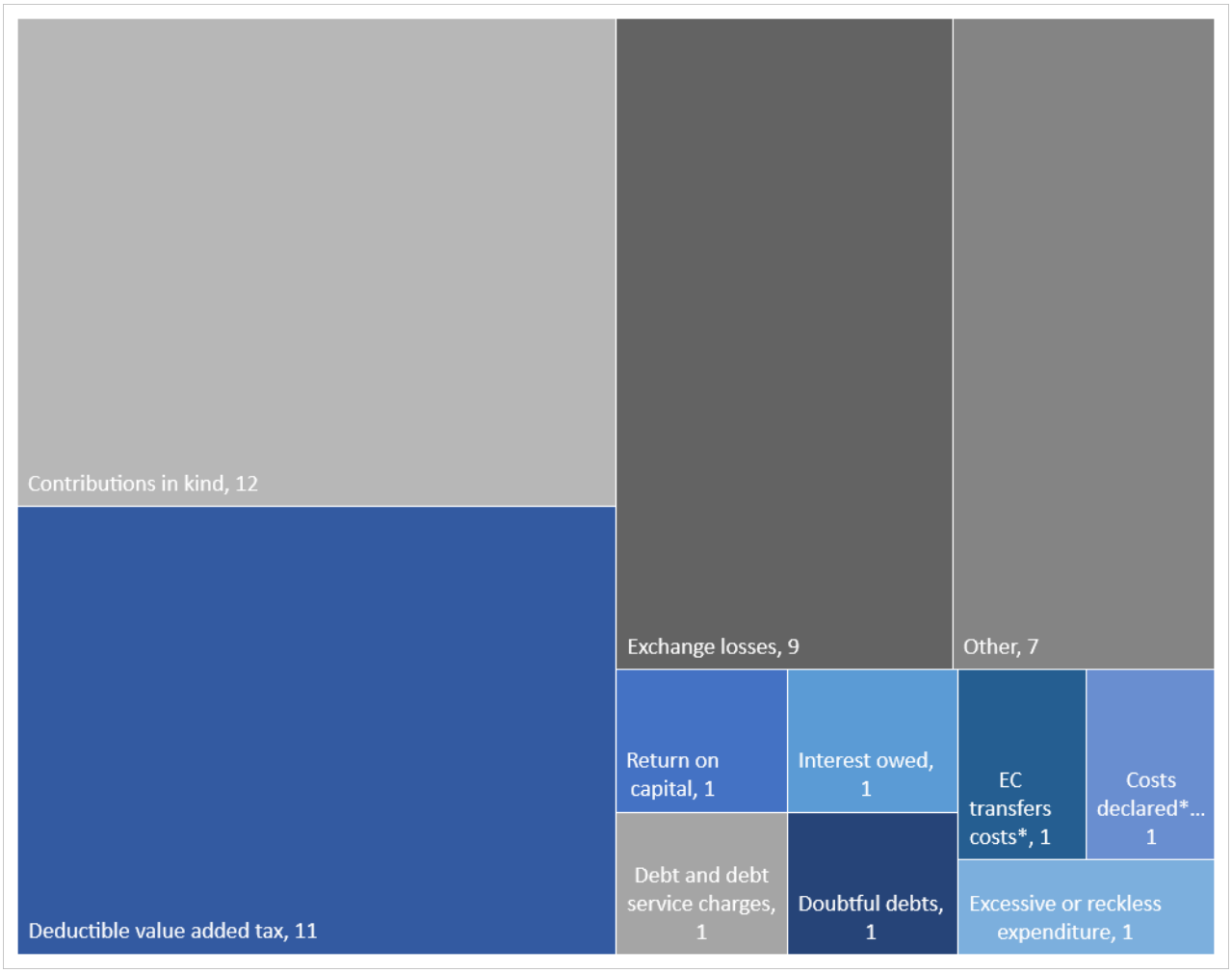
Annex 9: Detailed graphs on cost categories

Table 26. Examples of concerns regarding the EU co-financing rate / budget set for the PPP Programme

Concern	Examples
External actions	• Within the external actions, it is very hard for the partners to put up 15% co-financing. That means, we as coordinator have to find the co-financing, which is always a challenge". • "For external actions it is extremely difficult or even impossible to get contributions of own funds of the local partners".
Difficulties with or burdens linked to providing or finding the remaining resources	• "… The co-financing rate was manageable, however, the nature of public sector financing means that it created a significant barrier in the bidding process. There was a follow-up project to the one we coordinated which we were not able to participate in due to the co-financing requirements. Personally, I think there should be different tiers of co-financing which reflect priority issues - so those that directly meet immediate high priority challenges and/or are beneficial EU wide have a lower co-financing requirement than those that are much more discretionary/constrained." • "Most projects are a mixture of research, administration and a few commercial companies. This diversity in entrepreneurial thinking and action is very important. But for industrial companies the funding is insufficient, because other expenses have to be accumulated. So, if private companies are involved, it is almost impossible to carry out projects effectively with the existing funding..." • City stakeholders from the CapaCities project pointed out that the requirement of 25 % of project co-financing from the recipient cities was very high for them and was critical for their participation in the project. • Besides this, some national civil protection authorities' interviewees (including third country representatives) remarked that a larger or 100% co-financing rate could lead to positive developments, such as standardised human resources dedicated to the PPPs and broader stakeholder participation.

Source: Survey of Project Coordinators, National civil protection authorities

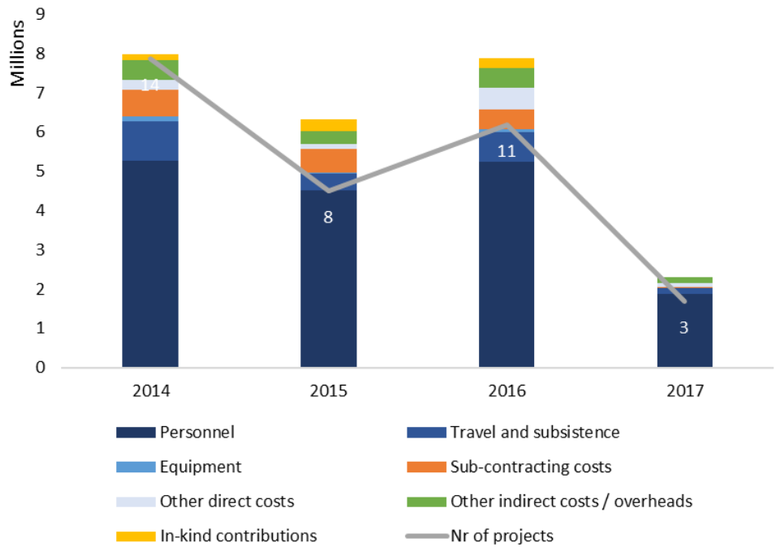
Figure 46. The most significant non-refundable cost categories of PPP projects



Source: Survey of Project Coordinators

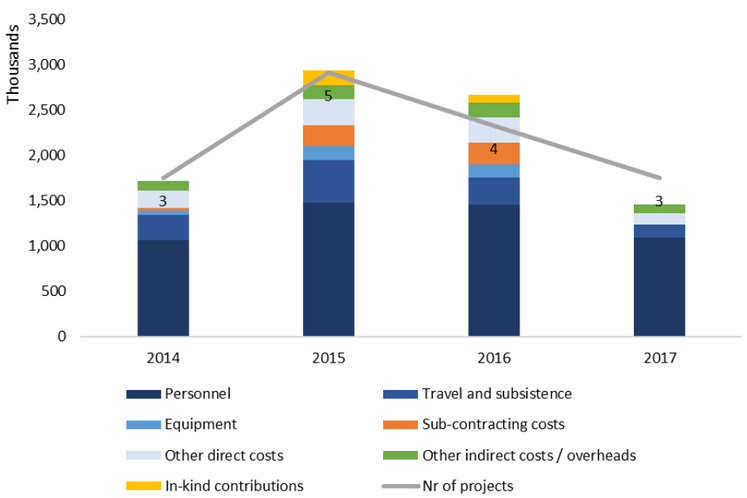
*Note: *= charged by bank of beneficiary; **=by beneficiary and covered by another project receiving a EU grant.*

Figure 47. Final cost categories per year, number of projects – internal projects



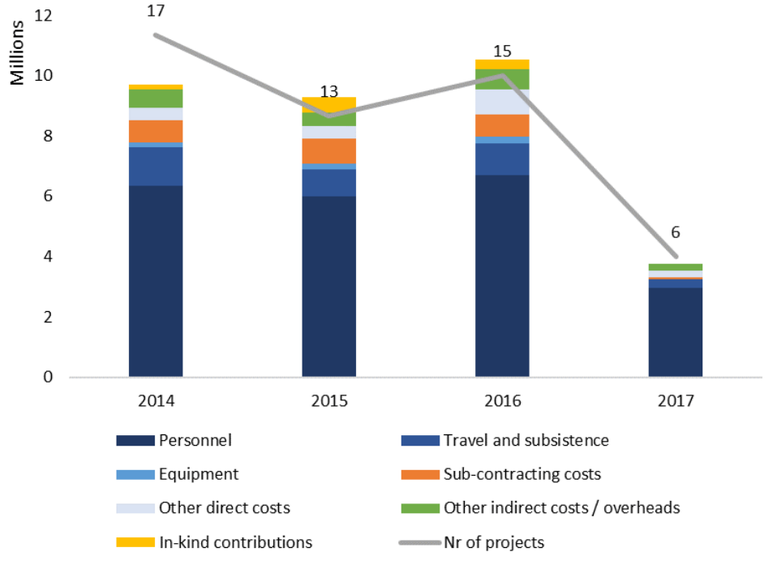
Note[587]

Figure 48. Final cost categories per year, number of projects – external projects



Note[588]

Figure 49. Final cost categories per year, number of projects (all)



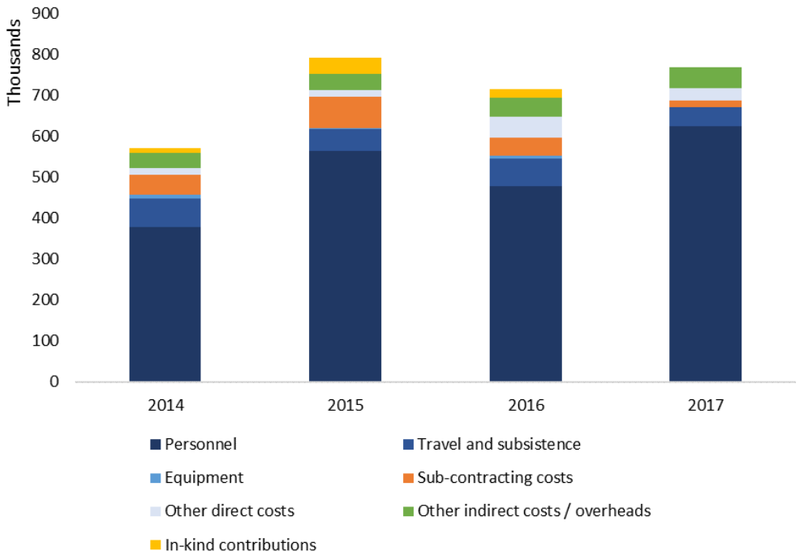
Note[589]

[587] Final cost data from certain projects (of the 80 selected) between 2014-2017 is missing. Therefore, these projects are not included in the graph above (reflected in e.g. the change in number of projects from desk report to final report stage). Besides this, 1 project is missing in-kind contributions data in 2014. Finally, there is no equipment & in-kind contributions data for 2017.

[588] Final cost data from certain projects (of the 80 selected) between 2014-2017 is missing. Therefore, these projects are not included in the graph above (reflected in e.g. the change in number of projects from desk report to final report stage). Besides this, there is no equipment & in-kind contributions data for 2017.

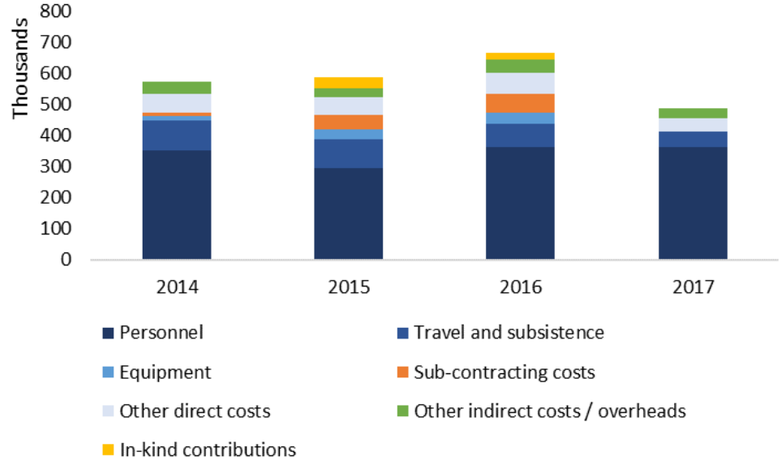
[589] Final cost data from certain projects (of the 80 selected) between 2014-2017 is missing. Therefore, these projects are not included in the graph above (reflected in e.g. the change in number of projects from desk report to final report stage). Besides this, project (internal) is missing in-kind contributions data in 2014. Finally, there is no equipment & in-kind contributions data for 2017.

Figure 50. Final average cost per project per cost category, per year – internal projects



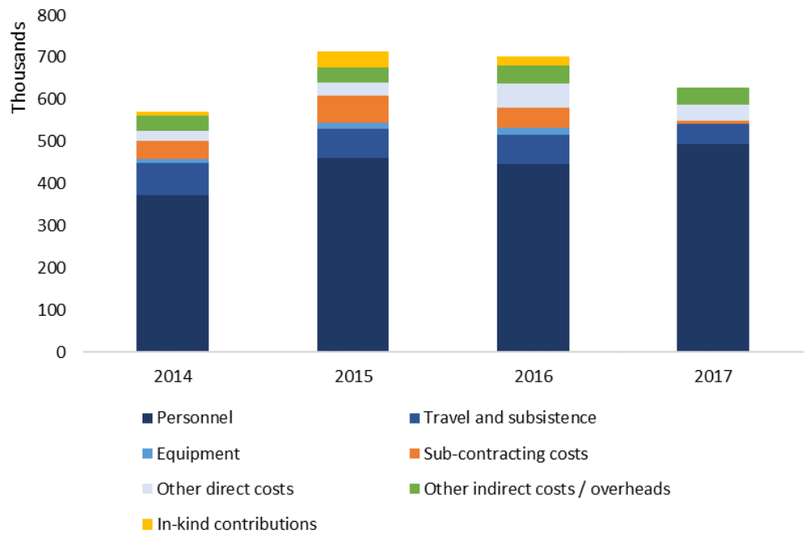
Note[590]

Figure 51. Final average cost per project per cost category, per year – external projects



Note[591]

Figure 52. Final average cost per project per cost category, per year (all)



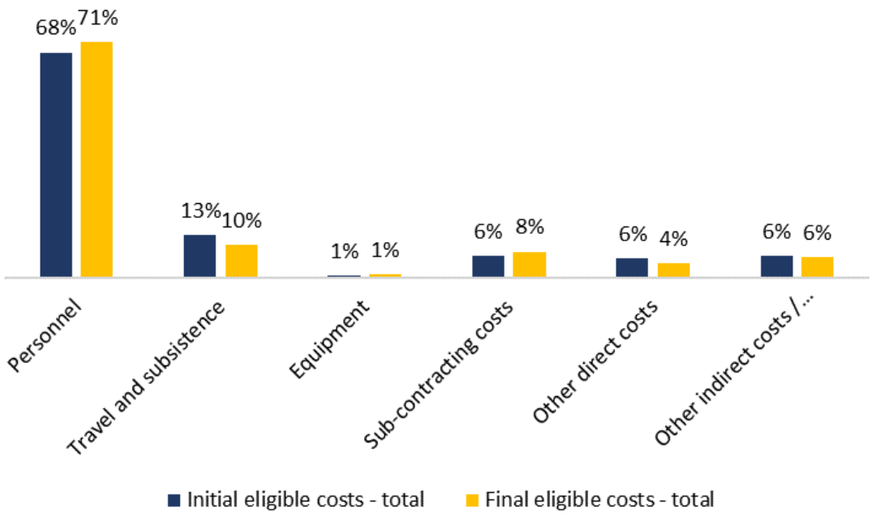
Note[592]

[590] Final cost data from certain projects (of the 80 selected) between 2014-2017 is missing. Therefore, these projects are not included in the graph above (reflected in e.g. the change in number of projects from desk report to final report stage). Besides this, 1 project is missing in-kind contributions data in 2014. Finally, there is no equipment & in-kind contributions data for 2017.

[591] Final cost data from certain projects (of the 80 selected) between 2014-2017 is missing. Therefore, these projects are not included in the graph above (reflected in e.g. the change in number of projects from desk report to final report stage). Besides this, there is no equipment & in-kind contributions data for 2017.

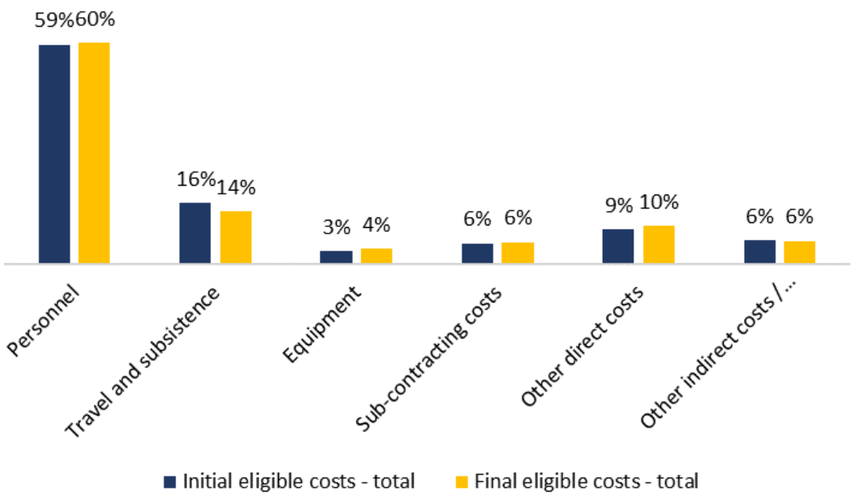
[592] Final cost data from certain projects (of the 80 selected) between 2014-2017 is missing. Therefore, these projects are not included in the graph above (reflected in e.g. the change in number of projects from desk report to final report stage). Besides this, 1 project (internal) is missing in-kind contributions data in 2014. Finally, there is no equipment & in-kind contributions data for 2017.

Figure 53. Initial and final eligible costs – total – internal PPPs



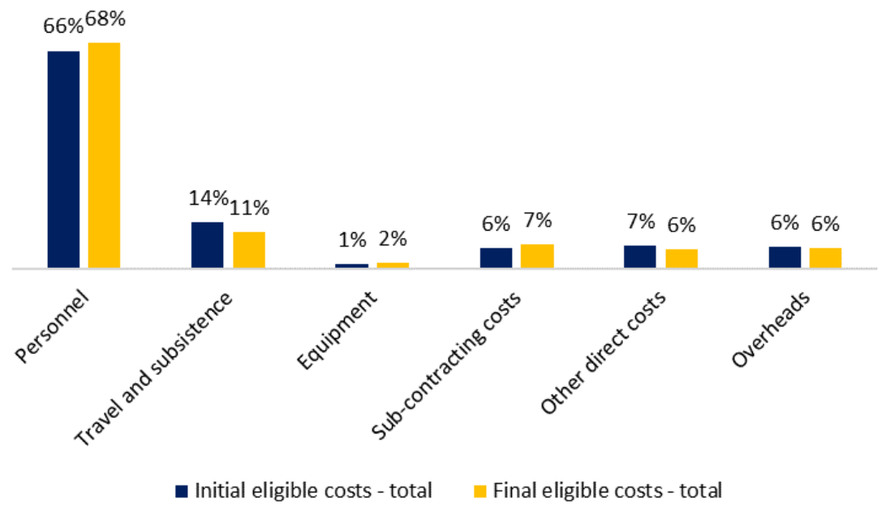
Note[593]

Figure 54. Initial and final eligible costs – total – external PPPs



Note[594]

Figure 55. Initial and final eligible costs – total (all)



Note[595]

[593] Some project data is missing. Furthermore, there was no equipment data in 2017. Financial support to third parties appeared as a (direct, eligible) cost category in 2017, but no value higher than zero was reported.

[594] Some project data is missing. Furthermore, there was no equipment data in 2017. Financial support to third parties appeared as a (direct, eligible) cost category in 2017, but no value higher than zero was reported.

[595] Some project data is missing. Furthermore, there was no equipment data in 2017. Financial support to third parties appeared as a (direct, eligible) cost category in 2017, but no value higher than zero was reported.

Figure 56. Total cost variation per cost category (2014-2017) – internal PPPs

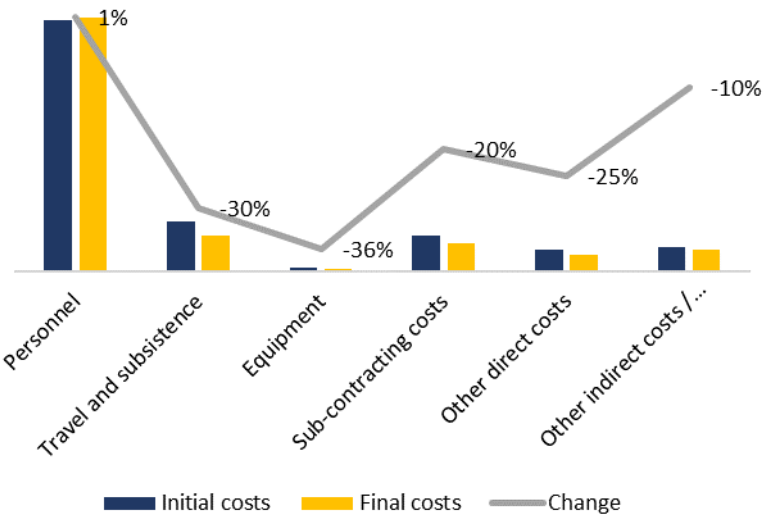


Figure 57. Average cost variation per project per category (2014-2017) – internal PPPs

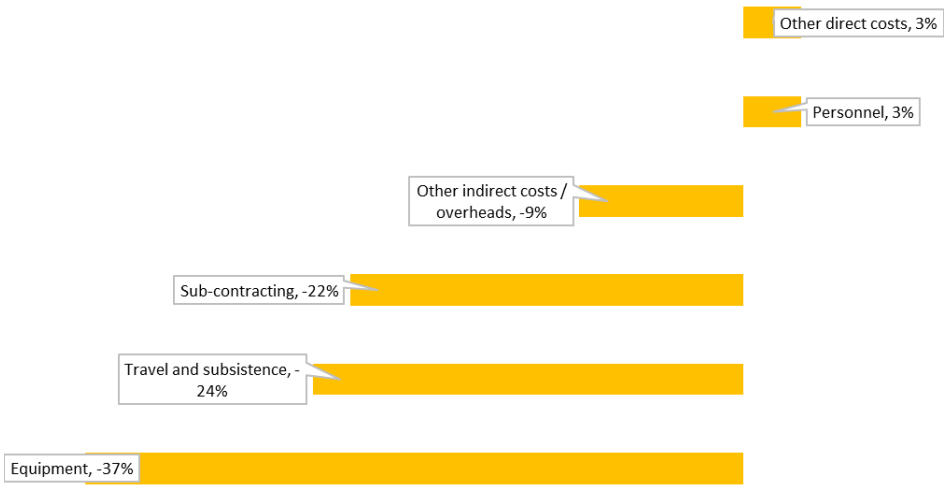


Figure 58. Total cost variation per cost category (2014-2017) – external PPPs

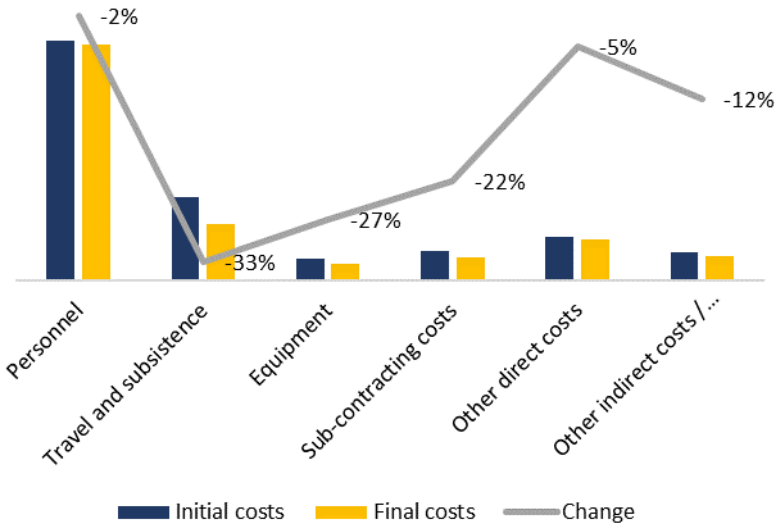


Figure 59. Average cost variation per project per category (2014-2017) – external PPPs

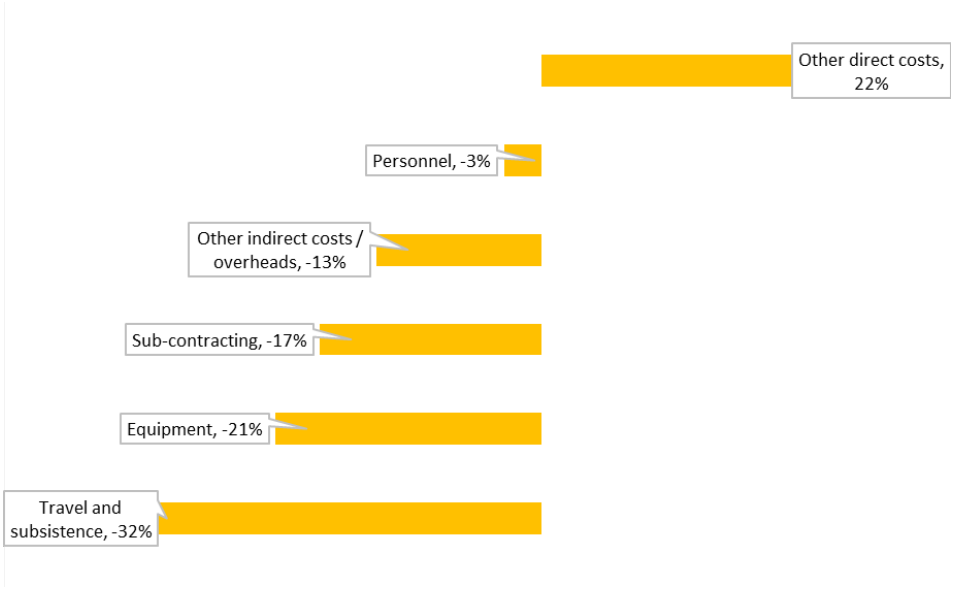


Figure 60. Total cost variation per cost category (2014-2017)

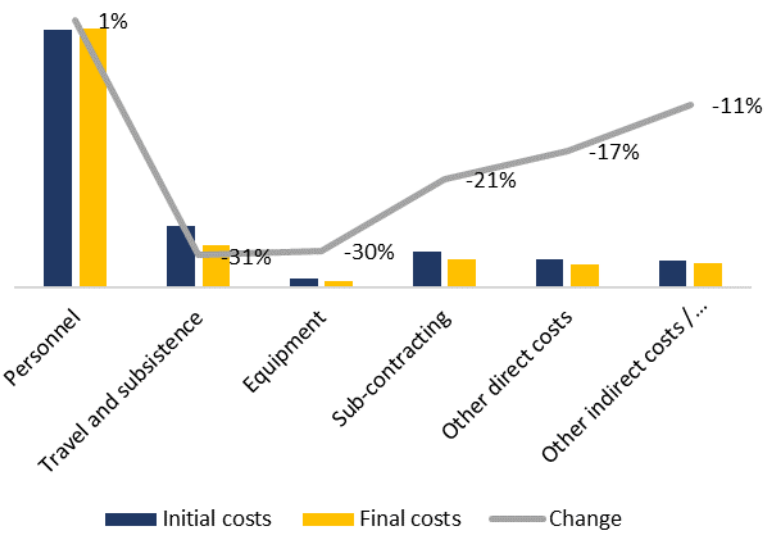
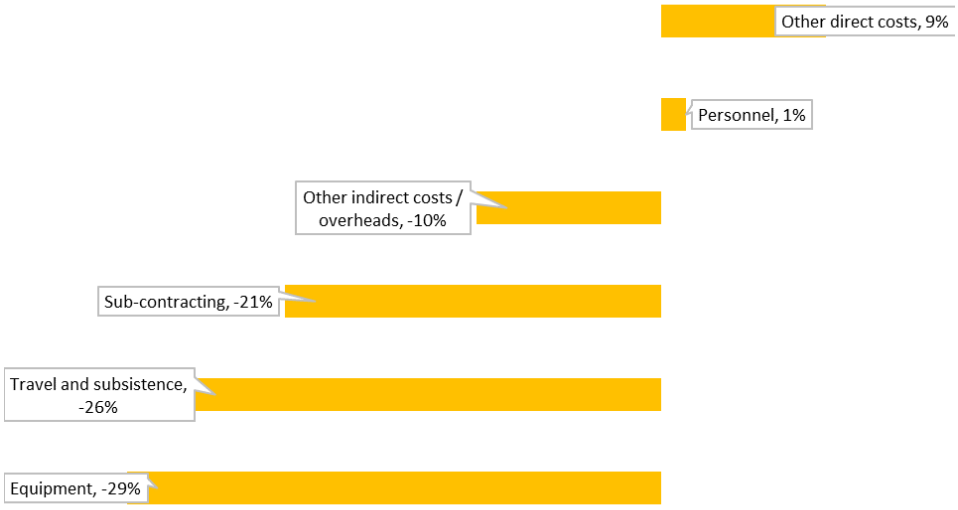


Figure 61. Average cost variation per project per category (2014-2017)



Annex 10: Cost-benefit analysis of case study PPPs

Table 27. Case Study 1: POSOW 2 - Preparedness for oil-polluted shoreline area clean-up and oiled wildlife interventions

Step	Result
Step 1. *Assessment of the probability of occurrence and intensity of the hazard(s) covered by the project*	Considerable oil spills (>100 tonnes) within the Mediterranean region are relatively rare events[596]. Based on data for 2003-2009 provided in the 2005 EEA report[597], one considerable oil spill (>100 tonnes) occurs about once every three years. Consequently, considerable oil spills that would involve one or more of the countries targeted by the project (i.e., Algeria, Egypt, Lebanon, Libya, Morocco, Tunisia and Turkey) occur even less frequently.
Step 2. *Assessment of the extent to which the project reduced the exposure and fragility of assets that could be potentially affected by each of the hazards*	No significant impact on reducing the vulnerability of assets
Step 3. *Assessment of the impact of the project on the speed, quality and capacity of response*	The project contributed positively to increasing the speed, quality and capacity of the response of Algeria, Egypt, Lebanon, Libya, Morocco, Tunisia and Turkey to oil spills. The results were assessed as sustainable and therefore this impact is expected to be experienced through a 10-year period after the conclusion of the project. Neither the project documentation nor stakeholders provided data on how these improvements translate into an enhanced containment of the consequences of potential oil spills.
Alternative approach to Step 4 and Step 5	Lack of data prevents the quantification of the benefits of the project using the preferred bottom-up approach (i.e., by carrying out Step 4 and Step 5). While it is not possible to estimate the exact costs of an oil spill, literature provides pointers for the order of magnitude of clean-up costs and other economic costs (often based on cost assessments of previous incidents)[598,599]. These estimates vary greatly as the costs are dependent on many factors. The EEA report indicates that the costs per tonne spilled are estimated to be between EUR 500 and 500 000 (or between 628 and 628 174 in 2017 prices) and that based on data on the economic costs of

[596] San-Miguel-Ayanz, J., & Camia, A. (2010). Forest Fires. In 'Mapping the Impacts of Natural Hazards and Technological Accidents in Europe: an Overview of the Last Decade'. European Environment Agency Technical Report N, 13, 47-53.

[597] San-Miguel-Ayanz, J., & Camia, A. (2010). Forest Fires. In 'Mapping the Impacts of Natural Hazards and Technological Accidents in Europe: an Overview of the Last Decade'. European Environment Agency Technical Report N, 13, 47-53.

[598] Chang, S.E., Stone, J., Demes, K. and Piscitelli, M., 2014. Consequences of oil spills: a review and framework for informing planning. Ecology and Society, 19(2).

[599] Thébaud, Olivier & Denis, Bailly & Hay, Julien & Agúndez, José. (2004). The cost of oil pollution at sea: an analysis of the process of damage valuation and compensation following oil spills.

	the tanker Volgoneft, 12% of the total costs were clean-up, 14% was due to effects on fisheries, and 74% was due to effects on tourism. On top of these costs, there are also environmental costs.[600] Based on the available data and adopted assumptions regarding probability of the hazard, the expected costs (present value) of oil spills (involving at least one of the six countries in scope) in the 10 years after the end of the project are estimated between EUR 530 thousand and EUR 530 million. The quantifiable (partial) benefits of the project (for the first 10 years after its end) are therefore the share of those costs that is avoided as a result of a better and faster response to oil spill events. As mentioned, there is no available data on that share, but the Study Team assesses that that share is not expected to be more than 5% (and likely to be lower), and so those quantifiable (partial) benefits could be between EUR 26.5 thousand and EUR 26.5 million. If the values of the costs per tonne of the Prestige incident are used as reference[601], then quantifiable (partial) benefits could be up to 2 million (in the scenario in which the project reduces the costs by 5%).
Benefits versus costs	The costs of the project were EUR 578 thousand and the quantifiable (partial) benefits could be between EUR 26.5 thousand and EUR 26.5 million, consequently it is not possible to ascertain whether the project will have net benefits. It is however, likely that the benefits outweigh the costs (in a scenario where the costs are closer to the ones of caused by the Prestige incident).

Table 28. Case Study 2: PROMEDHE - protecting Mediterranean Cultural Heritage during Disasters

Step	Result
Step 1. *Assessment of the probability of occurrence and intensity of the hazard(s) covered by the project*	While the project covered all types of hazards, the main benefits are expected to be related to the hazard "Earthquakes" as it is to this hazard that Israel, Palestine and Jordan are more exposed to according to the "Inform Risk Index" developed by JRC[602]. The last earthquake of a magnitude above 6 on the Richter scale in the Dead Sea valley happened in 1927. It killed 500 people and injured 700 in Amman in Jordan, Jerusalem, Bethlehem and the coastal city of Jaffa.[603] While it is not possible to predict when earthquakes take place, a recent study[604] found that an earthquake of a magnitude above 6 should be expected in the Dead Sea valley region in the next decades. For the purpose of the quantification, we will assume

[600] The report European Maritime Safety Agency (2017), Study on the Cost Effectiveness and Efficiency Of EMSA's Oil Pollution Response Services indicates that "the cost of the shore-line clean-up for the latest three Tier 3 oil spills in European waters have been estimated at €178.8m (Erika, 19,8000 tonnes, 1999), €284.4m (Prestige, 63,300 tonnes, 2002) and €16.1m (Alfa I, 330 tonnes, 2012)". The total costs of the Erika accident were estimated to be between £ 526.2 million and £ 611 million according to Thébaud, O., Bailly, D., Hay, J. and Pérez, J., 2005. The cost of oil pollution at sea: an analysis of the process of damage valuation and compensation following oil spills. Economic, social and environmental effects of the Prestige Oil Spill de Compostella, Santiago, pp.187-219.

[601] Garza, M.D., Prada, A., Varela, M. and Rodríguez, M.X.V., 2009. Indirect assessment of economic damages from the Prestige oil spill: consequences for liability and risk prevention. Disasters, 33(1), pp.95-109.

[602] See INFORM - Global, open-source risk assessment for humanitarian crises and disasters (europa.eu).

[603] https://www.timesofisrael.com/major-earthquake-killing-hundreds-likely-to-hit-israel-in-coming-years-study/

[604] Lu, Y., Wetzler, N., Waldmann, N., Agnon, A., Biasi, G.P. and Marco, S., 2020. A 220,000-year-long continuous large earthquake record on a slow-slipping plate boundary. Science advances, 6(48), p.eaba4170.

	that the probability of the earthquake happening in the first decade after the implementation of the project is 10%[605].
Step 2. *Assessment of the extent to which the project reduced the exposure and fragility of assets that could be potentially affected by each of the hazards*	The project was mostly successful, and it is expected to have contributed to some extent to reducing the exposure and fragility of cultural heritage to earthquakes in Jordan, Israel and Palestine. Neither the project documentation nor stakeholders provided concrete data on the level of reduction of exposure and fragility that resulted from the implementation of the project.
Step 3. *Assessment of the impact of the project on the speed, quality and capacity of response*	The project was successful, and it is expected to have contributed to some extent to prevent damages to/losses of cultural heritage in the event of an earthquakes in Jordan, Israel and/or Palestine by improving the response of this countries to an earthquake Neither the project documentation nor stakeholders provided concrete data on the extent of the expected impact.
Alternative approach to Step 4 and Step 5	Lack of data prevents the quantification of the benefits of the project using the preferred bottom-up approach (i.e., by carrying out Step 4 and Step 5). Cultural heritage comprises of tangible, intangible and natural heritage assets[606] and quantifying its social, environmental and economic value is extremely challenging.[607] For the purpose of this exercise, the adopted approach to partially quantify the cultural heritage in Israel, Palestine and Jordan that may have benefited from the PROMEDHE project, was to look at the value of tourism in these countries. This is a rough approach and has significant limitations[608] but allows to obtain some pointers regarding the order of magnitude of the benefits related to preventing cultural heritage damages/losses. The quantifiable (partial) benefits of the project (for the first 10 years after its end) are the share of the value of the cultural heritage tourism that will not be lost as a result of a reduced vulnerability of the cultural heritage assets and better and faster response to an earthquake. As there is no available data on that share the evaluation estimated that share not to be more than 0.05% (and likely to be lower), and so those quantifiable (partial) benefits could be between EUR 0 (no earthquake) and EUR 40 million (earthquake in year 2021). If we assume 2% of probability of an earthquake happening in this first 10 years (following the assessment provided by thinkhazard.org), then the partial benefits of the project for that period could be around EUR 807 thousand.
Benefits versus costs	The costs of the project were around EUR 1 million and the quantifiable (partial) benefits could be between EUR 0 and EUR 40 million, with the average value being EUR 807 thousand. This means that it is expected that the project will bring net benefits. However, it is considered very likely that

[605] By building capacity, the project will bring benefits beyond the first decade, but it was decided to adopt a conservative approach as attribution of benefits to the project becomes more challenging as time passes.

[606] EPRS, 2018. Cultural heritage in EU policies. Available at: https://www.europarl.europa.eu/RegData/etudes/BRIE/2018/621876/EPRS_BRI(2018)621876_EN.pdf

[607] Licciardi, G., & Amirtahmasebi, R. (Eds.). (2012). The economics of uniqueness: investing in historic city cores and cultural heritage assets for sustainable development. The World Bank.

[608] This approach has significant limitations, including the fact that not all tourism is linked to cultural heritage, that not all cultural heritage generates tourism, and that the value of cultural heritage goes beyond the value of the tourism that it generates.

	the benefits of the project outweigh its costs as the quantification only covers part of the benefits associated with the "Earthquake" hazard and the project also covered other hazards (including floods and fires).

Table 29. Case Study 3: IPCAM 2 - Increasing Preparedness Capacities Across the Mediterranean 2

Step	Result
Step 1. *Assessment of the probability of occurrence and intensity of the hazard(s) covered by the project*	According to ThinkHazard.org the probability of river floods, coastal floods and wildfires is classified as high, which means that potentially damaging and life-threatening floods are expected to occur at least once in the next 10 years and that the probability of weather that could support a significant wildfire in any given year is more than 50%.
Step 2. *Assessment of the extent to which the project reduced the exposure and fragility of assets that could be potentially affected by each of the hazards*	The project was considered not to have brought a sizable contribution to reducing the exposure and fragility of Tunisia to floods and fires.
Step 3. *Assessment of the impact of the project on the speed, quality and capacity of response*	The project was considered not to have brought a sizable contribution to enhancing the Tunisian's response to floods and fires.
Alternative approach to Step 4 and Step 5	The very limited impact of the project means that the expected benefits are likely to be low/very low.
Benefits versus Costs	The costs of the project were around EUR 610 thousand and the quantifiable (partial) benefits are assessed to be low and very likely lower than the project costs.

Table 30. Case Study 4: U-SCORE - Managing urban risks in Europe: implementation of the City Disaster Resilience Scorecard

Step	Result
Step 1. *Assessment of the probability of occurrence and intensity of the hazard(s) covered by the project*	The project covered various hazard types, with each of the six municipalities defining their priorities regarding the groups of hazards they should focus on. For the purpose of the quantification exercise, we will focus on floods as it was the hazard selected by all municipalities. According to ThinkHazard.org, the probability of floods in the six municipalities is considered low, which means that *"there is a chance of more than 1% that potentially damaging and life-threatening river floods occur in the coming 10 years".*
Step 2. *Assessment of the extent to which the project reduced the exposure and fragility of assets that could be*	The project was mostly successful, and it is expected to have contributed to some extent to reducing the exposure and fragility of the municipalities (inhabitants, infrastructure, and other assets) to floods. Neither the project documentation nor stakeholders provided concrete data on the level of reduction of exposure and fragility that resulted from the implementation of the project.

potentially affected by each of the hazards	
Step 3. *Assessment of the impact of the project on the speed, quality and capacity of response*	The project was successful, and it is expected to have contributed to some extent to prevent negative effects of floods on the municipalities (inhabitants, infrastructure, and other assets). Neither the project documentation nor stakeholders provided concrete data on the extent of the expected impact.
Step 4 and Step 5	Floods can lead to fatalities, injured people and significant damages to/losses of property (private and public). Determining direct flood damage is complex and would require modelling[609]. As an alternative approach we used data from previous flood incidents as a proxy in order to have pointers of the order of magnitude of the potential benefits of the project. Based on the past incidents reported in the HANZE database[610] of historical damaging floods in Europe, it is assumed that a serious flooding incident could cause: • Lisbon and Amadora: 0-3 fatalities and material damages of between EUR 45 thousand and EUR 3 million; • Salford City Council and Stoke-on-Trent: 0-2 fatalities and material damages of EUR 16 million and EUR 214 million • Arvika and Jönköping: 0 fatalities and material damages of EUR 5.2 million and EUR 7.8 million. As there is no available data on the extent to which the project will contribute to reduce the consequences of floods in the municipalities within scope, the evaluation estimated that share not to be more than 1% (and likely to be lower). Based on the data available and on the adopted assumptions, the partial benefits of the project with reference to floods only are expected to be between EUR 18 thousand and EUR 207 thousand (of which between 0% and 8.75% correspond to the VOSL of the expected fatalities in the event of floods).
Benefits versus Costs	The costs of the project were around EUR 376.4 thousand and the quantifiable (partial) benefits could be between EUR 18 and EUR 207 thousand if one considers floods only, consequently it is very likely that the project will bring net benefits (as the project covered other hazards including earthquakes and tsunamis in Lisbon, wildfires in the Swedish municipalities and epidemics in the UK municipalities, which according to ThinkHazard.org have a medium probability and possible high impact).

Table 31. Case Study 5: SAVEMEDCOASTS - Sea level rise scenarios along the Mediterranean coasts

Step	Result
Step 1. *Assessment of the probability of occurrence and intensity of the*	The project focused on disaster management in the coastal zones of the Mediterranean and addressed hazards related to sea level rise (SLR),

[609] Huizinga, J., De Moel, H., & Szewczyk, W. (2017). Global flood depth-damage functions: Methodology and the database with guidelines (No. JRC105688). Joint Research Centre (Seville site).

[610] Available at https://data.4tu.nl/articles/dataset/HANZE_database_of_historical_damaging_floods_in_Europe_1870-2016_/12696242

hazard(s) covered by the project	climate change and tsunamis (favouring a multi-hazard approach). The project was carried out primarily in Italy, Greece and Cyprus. **For the purpose of the quantification exercise, we will focus on coastal floods.** SAVEMEDCOASTS highlighted 163 coastal plains (38,529 square km of land) in the Mediterranean basin with elevation <2 m, **highly prone** (i.e. the probability of flooding is 1% or more assuming that flooding is unrestricted) to marine flooding for the year 2100 as a consequence of SLR, land subsidence, tsunamis and storm surges.
Step 2. *Assessment of the extent to which the project reduced the exposure and fragility of assets that could be potentially affected by each of the hazards*	The project was mostly successful, and it is expected to have indirectly contributed to some extent to reducing the exposure and fragility of the highlighted 163 coastal plains (inhabitants, infrastructure, and other assets) to floods. Neither the project documentation nor stakeholders provided concrete data on the level of reduction of exposure and fragility that resulted from the implementation of the project.
Step 3. *Assessment of the impact of the project on the speed, quality and capacity of response*	The project was mostly successful, and it is expected to have indirectly contributed to a minor extent to prevent negative effects of floods on the highlighted 163 coastal plains (inhabitants, infrastructure, and other assets). Neither the project documentation nor stakeholders provided concrete data on the extent of the expected impact.
Step 4 and Step 5	Floods can lead to fatalities, injured people and significant damages to/losses of property (private and public). As mentioned before, determining direct flood damage is complex and would require modelling. As an alternative approach we used data from the JRC study[611] as a proxy. The study estimates that in the baseline: • in Italy, coastal flood losses amount to €100 million per year (all values are expressed in 2015 € values), and each year about 12,700 Italian citizens are affected from coastal flooding. • in Greece, coastal flood losses amount to €100 million per year (in 2015 € values), and each year about 10,700 Greek citizens are affected from coastal flooding. • in Cyprus, coastal flood losses amount to around €20 million per year (in 2015 € values), and each year about 3,000 Cypriot citizens are affected from coastal flooding. The JRC study suggests that Coastal adaptation could prevent 95% of the projected economic losses due to flooding. As mentioned, there is no available data on the extent to which the project will contribute to improve coastal adaptation and reduce the consequences of floods in the areas within scope, but the Study Team assesses that that share is not expected to be more than 0.1% (and likely to be lower if Greece and Cyprus do not incorporate the outcomes of the project into their national programmes). Based on the data available and on the adopted assumptions, the partial benefits of the project with reference to floods (for a 10-year period)

[611] Vousdoukas, M. I., Mentaschi, L., Hinkel, J., Ward, P. J., Mongelli, I., Ciscar, J. C., & Feyen, L. (2020). Economic motivation for raising coastal flood defenses in Europe. Nature communications, 11(1), 1-11.

	could be expected to potentially reach EUR 1.3 million (if Greece and Cyprus incorporate the outcomes of the project into their national programmes; otherwise, the partial benefits would be about half of that value).
Benefits versus Costs	The costs of the project were around EUR 650.7 thousand and the quantifiable (partial) benefits could be between 650 and 1,300 thousand (depending on whether Greece and Cyprus incorporate the outcomes of the project into their national programmes), consequently it is very likely that the project will bring net benefits.

Table 32. Case Study 6: CapaCities – Disaster Risk Management Capacity Development for Cities in Eastern Partnership countries

Step	Result
Step 1. *Assessment of the probability of occurrence and intensity of the hazard(s) covered by the project*	The project focused on structurally improve the capabilities and capacities of three municipalities in Eastern Partnership countries (Ararat in Armenia, Kutaisi in Georgia, and Ungheni in Moldova) to lead and coordinate a structured process of Disaster Risk Management (DRM) planning. According to the ThinkHazard.org: • in Kutaisi, the risk of wildfires is high, while the risk of earthquakes and extreme heat are assessed as medium, the risk of other natural disasters are considered low or very low; • in Ararat, the risk of wildfires, river and urban floods and volcano eruptions is high, and the risk of earthquakes and extreme heat are assessed as medium; • in Ungheni, the risk of wildfires is high, while the risk of earthquakes, extreme heat, urban flood and water scarcity are assessed as medium.
Step 2. *Assessment of the extent to which the project reduced the exposure and fragility of assets that could be potentially affected by each of the hazards*	The project was mostly successful, and it is expected to have contributed to some extent to reducing the exposure and fragility of the three municipalities to natural disasters. Neither the project documentation nor stakeholders provided concrete data on the level of reduction of exposure and fragility that resulted from the implementation of the project.
Step 3. *Assessment of the impact of the project on the speed, quality and capacity of response*	The project was mostly successful, and it is expected to have contributed to some extent to prevent negative effects of the three municipalities to natural disasters. Neither the project documentation nor stakeholders provided concrete data on the extent of the expected impact.
Step 4 and Step 5	Natural disasters can lead to fatalities, injured people, loss of biodiversity and other environmental impacts and significant damages to/losses of property (private and public). Determining the potential direct damage of natural disasters in the three municipalities is complex and would require modelling. As an alternative approach, we used past data on the annual costs of natural disasters for the three countries concerned as proxies to estimate

	the potential damage of natural disasters in each of the municipalities covered (we the ratio of surface covered by each municipality to assign the costs): • according to World Back report[612], the annual economic losses due to natural disasters in Georgia are estimated at around $24 million and $117; • according to a World Bank report[613], the annual economic losses due to hydromet disasters in Armenia are estimated at around $120 million • according to a World Bank report[614], the annual costs of floods, earthquakes and droughts/ extreme heat in Moldova are estimated to be between $235 million and $355 million. As mentioned, there is no available data on the extent to which the project will contribute to reduce the consequences of natural disasters in the areas within scope, but the Study Team assesses that that share is not expected to be more than 1%. Based on the data available and on the adopted assumptions, the partial benefits of the project with reference to the natural disasters and types of damages covered by the data sources (for a 10-year period) could be expected to potentially be between EUR 1 and 1.3 million.
Benefits versus Costs	The costs of the project were around EUR 578.4 thousand and the quantifiable (partial) benefits between EUR 1,000 and 1,300 thousand, consequently it is very likely that the project will bring net benefits.

[612] The International Bank for Reconstruction and Development (2015). Georgia: Country Environmental Analysis—Institutional, Economic and Poverty Aspects of Georgia's Road to Environmental Sustainability. World Bank.

[613] Global Facility for Disaster Reduction and Recovery (2009). Disaster Risk Reduction and Emergency Management in Armenia. World Bank.

[614] Global Facility for Disaster Reduction and Recovery (2020). Strengthening Moldova's Disaster Risk Management and Climate Resilience Facing Current Issues and Future Challenges (2020), World Bank.

Annex 11: Comparative analysis of the PPP Programme with other EU funding instruments

Table 33. Comparative analysis of the PPP Programme with other EU funding instruments

EU Funds	UCPM PPP	Horizon 2020[615]	INTERREG Europe	LIFE	ISF (Police)	JRC
Budget (2014-2020)	EUR 67.4 million	EUR 80 billion *Secure societies – Protecting freedom and security of Europe and its citizens – EUR 1.6 billion*[616]	EUR 359 million[617]	EUR 3.4 billion	EUR 1 billion	~ EUR 370 million/year[618]
Number of projects funded (2014-2020)	132	32 453[619] *Secure societies: 393 projects*[620]	258	Total n° unavailable[621] – *2014-2015: 280* *At least 24 projects related to disaster risk management since 2017*[622]	199[623]	N/A

[615] https://ec.europa.eu/research/participants/data/ref/h2020/legal_basis/fp/h2020-eu-establact_en.pdf

[616] https://ec.europa.eu/programmes/horizon2020/en/h2020-section/secure-societies-%E2%80%93-protecting-freedom-and-security-europe-and-its-citizens; https://cordis.europa.eu/programme/id/H2020-EU.3.7.

[617] https://www.interregeurope.eu/about-us/facts-and-figures/

[618] The JRC is funded by H2020, and the EURATOM research and training programme (JRC Annual report 2019: https://ec.europa.eu/jrc/en/publication/annual-reports/jrc-annual-report-2019).

[619] https://data.europa.eu/euodp/en/data/dataset/cordisH2020projects

[620] https://cordis.europa.eu/search?q=contenttype%3D%27project%27%20AND%20programme%2Fcode%3D%27H2020-EU.3.7.%27&p=1&num=10&srt=/project/contentUpdateDate:decreasing (using cordis tool)

[621] Only a mid-term evaluation of the programme is available (https://ec.europa.eu/environment/archives/life/news/newsarchive2017/documents/swd_mid_term_evaluation2017_.pdf).

[622] As of 2017, as referenced on https://www.securityresearch-cou.eu/node/9215

[623] https://ec.europa.eu/info/funding-tenders/opportunities/portal/screen/opportunities/projects-results;programCode=ISFP

Geographic scope	– EU Member States – UCPM Participating States – Eligible third countries	– EU Member States – H2020 Associated Countries[624] (accession countries, candidate countries and potential candidates – European Free Trade Association (EFTA) members – countries or territories covered by the ENP that fulfil certain criteria[625]	– EU Member States[626] Norway and Switzerland	– EU Member States – EFTA countries – Candidate countries and acceding countries – ENP countries – Countries members of the European Environmental Agency	– EU Member States (except Denmark) – Third countries	– EU Member States
Objectives *(similar to the PPP Programme)*	See intervention logic in Annex 8	– protect and improve the resilience of critical infrastructures, supply chains and transport modes; – increase Europe's resilience to crises and disasters (incl. resilience against natural and man-made disasters, ranging from the development of new crisis management tools to communication interoperability);	– Risk prevention – Disaster risk and crisis management – Climate change Regional cooperation	– water pollution; reduction of pressures from chemical pollutants in the water environment – Forest fires – flood and/or drought risk – climate change adaptation strategies or plans that address specific climate change vulnerabilities (e.g. coastal areas, drought or flood prone areas) or vulnerable sectors (e.g. water, agriculture/forestry, public health)	– risk and crisis management (e.g. assessment, prevention, preparedness and consequence management of terrorism, organised crime and other security-related risks); – prevention and preparedness (preventing and/or reducing risks linked to possible terrorist attacks or other	– Research and capacity building – Disaster risk and crisis management – Early warning and crisis management – Support national authorities to prepare threat and risk assessments – Critical infrastructure (including urban infrastructure) – CBRN-E threats – Cross-border cooperation

[624] Meaning accession countries, candidate countries and potential candidates

[625] https://ec.europa.eu/info/sites/info/files/research_and_innovation/strategy_on_research_and_innovation/documents/ec_rtd_h2020-association-agreement.pdf

[626] Interreg Europe covers the entire territory of the European Union with its 28 (now 27) Member States, including their insular and outermost areas, as well as Norway and Switzerland. Partners from other countries can participate at their own cost

				synergies with disaster risk reduction policies	security-related incidents – critical infrastructure;	
Eligible actions	See intervention logic in Annex 8	– Research and innovation actions[627] – Innovation action[628] – Coordination and support actions (CSA)[629] – SME instrument (70% funding) – Pre-Commercial Procurement (PCP) co-fund action	– Policy Learning Platforms (created for different thematic policy fields)[630]; – Interregional cooperation projects undertaken by relevant partnerships of regional players[631]	– pilot projects; – demonstration projects; – best practice projects; – integrated projects; – technical assistance projects; – capacity-building projects; – preparatory projects; – information, awareness, and dissemination projects;	– actions improving police cooperation and coordination between law enforcement authorities – projects promoting networking, public-private partnerships, mutual confidence, understanding and learning, the identification, exchange and dissemination of know-how, experience and best practices, etc	*No calls for proposals*

[627] Action consisting of activities aiming to establish new knowledge and/or to explore the feasibility of a new or improved technology, product, process, service or solution. For this purpose they may include basic and applied research, technology development and integration, testing and validation on a small-scale prototype in a laboratory or simulated environment

[628] Action primarily consisting of activities directly aiming at producing plans and arrangements or designs for new, altered or improved products, processes or services. For this purpose they may include prototyping, testing, demonstrating, piloting, large-scale product validation and market replication

[629] Actions consisting primarily of accompanying measures such as standardisation, dissemination, awareness-raising and communication, networking, coordination or support services, policy dialogues and mutual learning exercises and studies, including design studies, for new infrastructure and may also include complementary activities of strategic planning, networking and coordination between programmes in different countries

[630] active throughout the duration of the programme, to provide, on a regular basis, services and support to the regions of Europe with the remit to inform and enhance the definition and implementation of the policies of these regions, primarily their programmes for Growth and Jobs and European Territorial Cooperation.

[631] Their purpose is to foster the exchange of experience and sharing of practices as well as the preparation of action plans for integrating and deploying good practices within regional policies, especially Investment for Growth and Jobs and, where relevant, European Territorial Cooperation. The experience and practices that form the basis of the exchange can come from various sources, including EU-programmes and projects such as, for instance, national or regional Structural Funds, European Territorial Cooperation, Regions of Knowledge (RoK), CIP, LIFE+, FP7.

					– analytical, monitoring and evaluation activities; – awareness raising, dissemination and communication activities;	
Co-financing rate	up to 80%	– RIA funding rate: 100% IA funding rate: 70% (except for non-profit legal entities – 100% rate applies)	– Public bodies and bodies governed by public law will be co-financed at a rate of 85%; – Private non-profit bodies at a rate of 75%; Norwegian organisations at 50%	55% to 60% of eligible costs	90% of eligible costs	N/A
General eligibility and admission criteria	– Consortia to be composed of a minimum of two entities from different countries or international organisations	– At least three legal entities independent of each other. Each of the three must be established in a different EU Member State or Horizon 2020 associated country.	– The following types of institutions are eligible for the programme: local, regional, national authorities; bodies governed by public law; private non-profit organisations – Projects have to involve partners from at least three countries, from which at least two partners must be from the EU member states, financed by the Interreg Europe programme	The following are eligible: – public body operating under a national government's authority, e.g. local authority, national administration etc. – private commercial organisation – private non-commercial organisation (NGOs etc.) Applications from a single entity or if in partnership/in the case of integrated projects, the applicants should include in the partnership the authority in charge of the implementation of the	– Applicant and co-applicants must be legal persons – A public body, a non-profit-making private entity, a for-profit entity, or an international organisation – established in a Member State participating in the ISF Police Regulation applications must be transnational (involving at least two entities established in two different EU Member States) and seeking EU co-funding	N/A

				plan or strategy targeted by the project, preferably as project leader	equal to or more than EUR 250 000	
End users	See Figure 5	– private companies/ industry and institutional stakeholders – market operators, law enforcement agencies, border guards, first responders or the citizens – national or European agencies or authorities – citizens, businesses, civil society organisations and administrations, including national and international authorities, civil protection, law enforcement, border guards, etc.	– national, regional and local public authorities responsible for stimulating all forms of innovation (incl. technological, organisational, social innovation); – regional development agencies; universities, knowledge and research institutes and institutes for higher education; – operators of science and technology parks, business incubation facilities and innovation centres; – business support actors and organisations representing SMEs and the business community and other actors of relevance to the development of regional innovation infrastructures and capacities.	– National authorities – Research institutions and organisations – International organisations – EU citizens	– National authorities (law enforcement authorities and related institutions) in EU Member States and third countries – EU agencies – International organisations	– National authorities – International organisations – EU citizens

Annex 12: Detailed survey results

Figure 62. Extent to which Project Coordinators agree that the PPP Prevention projects have contributed to achieving the following objectives (N=47)

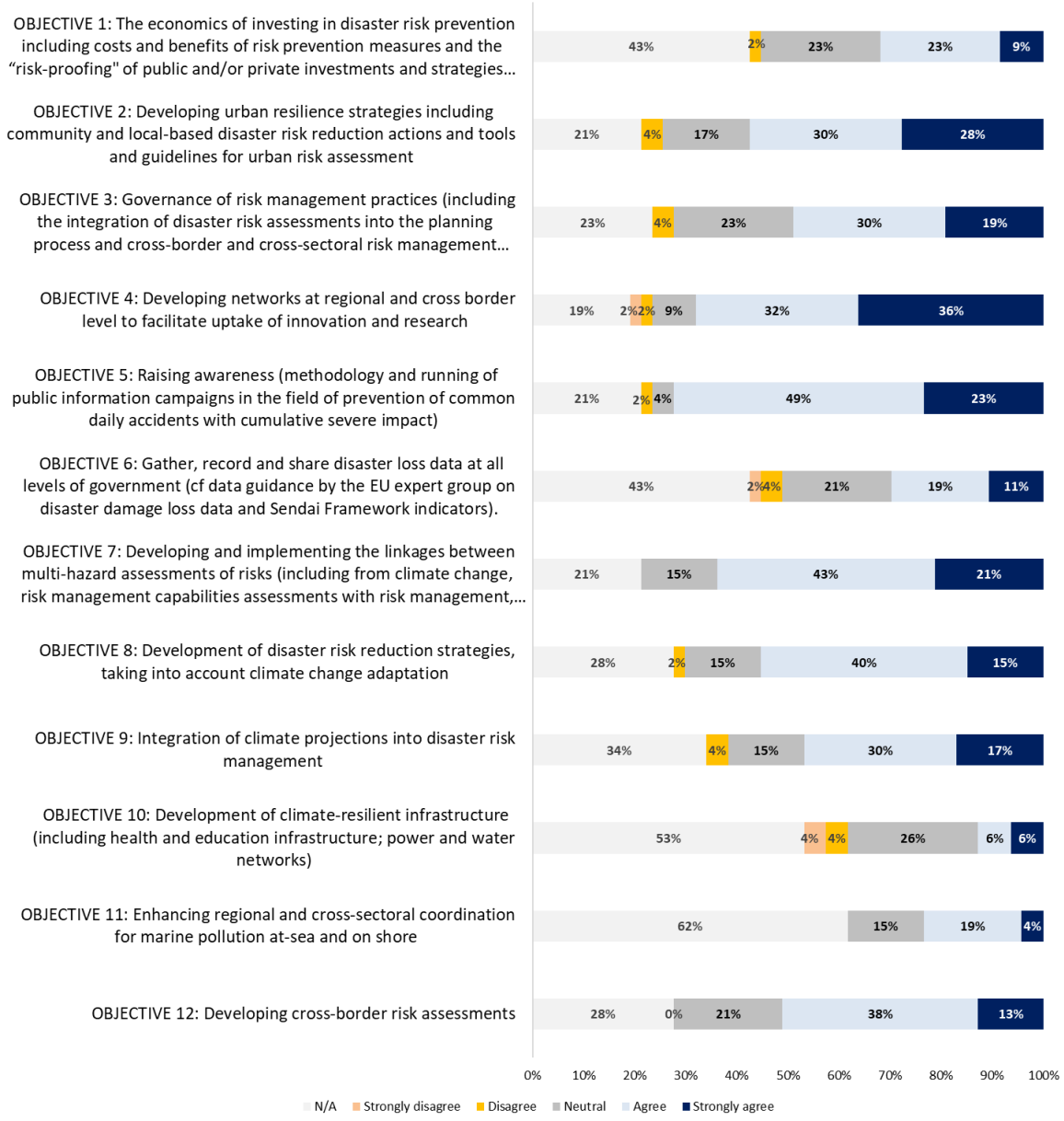


Figure 63. Extent to which Member of consortia agree that the PPP Prevention projects have contributed to achieving the following objectives (N=117)

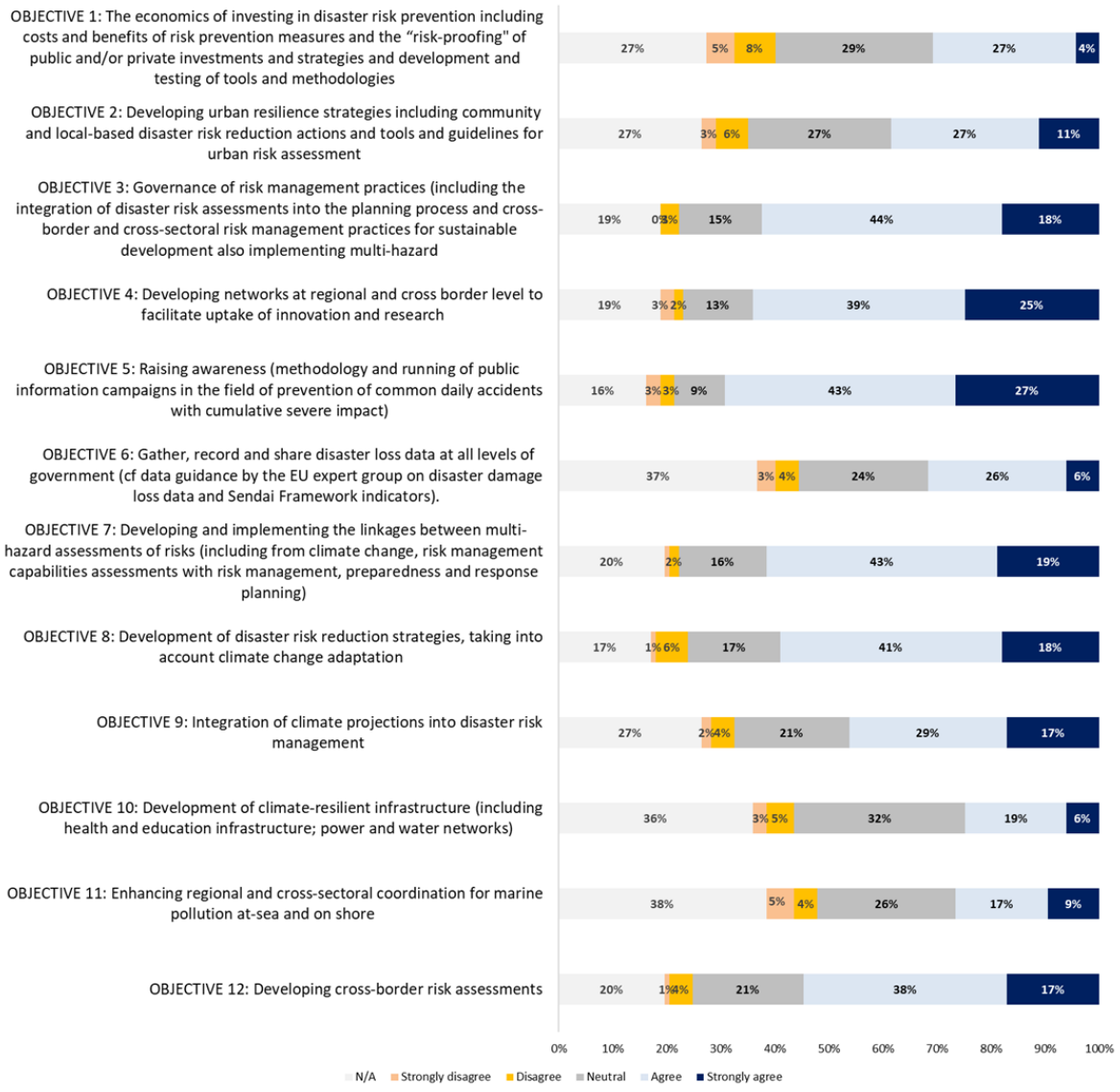


Figure 64. Extent to which National Civil Protection Authorities agree that the PPP Prevention projects have contributed to achieving the following objectives (N=7)

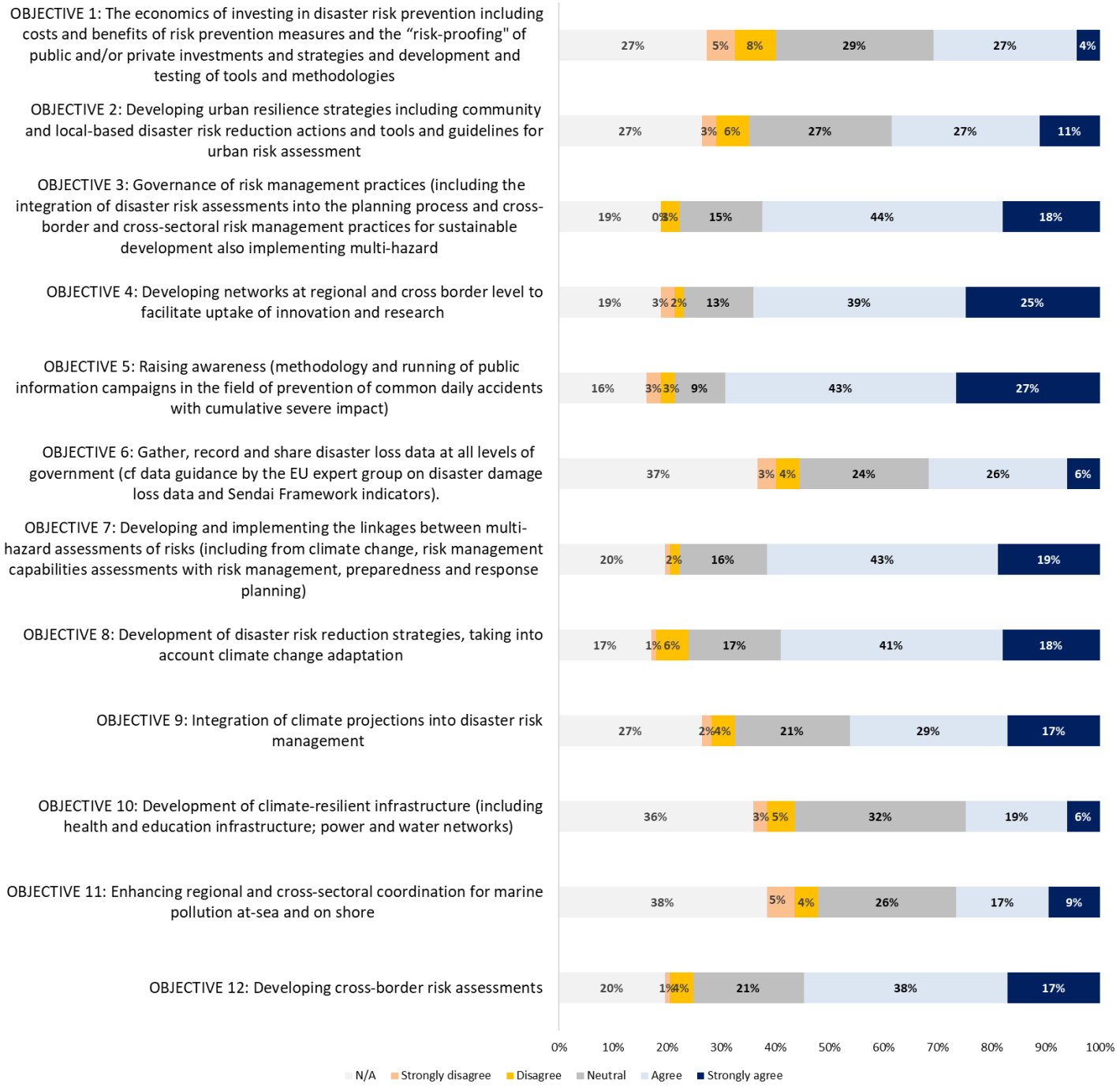


Figure 65. Extent to which National Civil Protection Authorities agree that the PPP Prevention projects have contributed to achieving the following objectives (N=7)

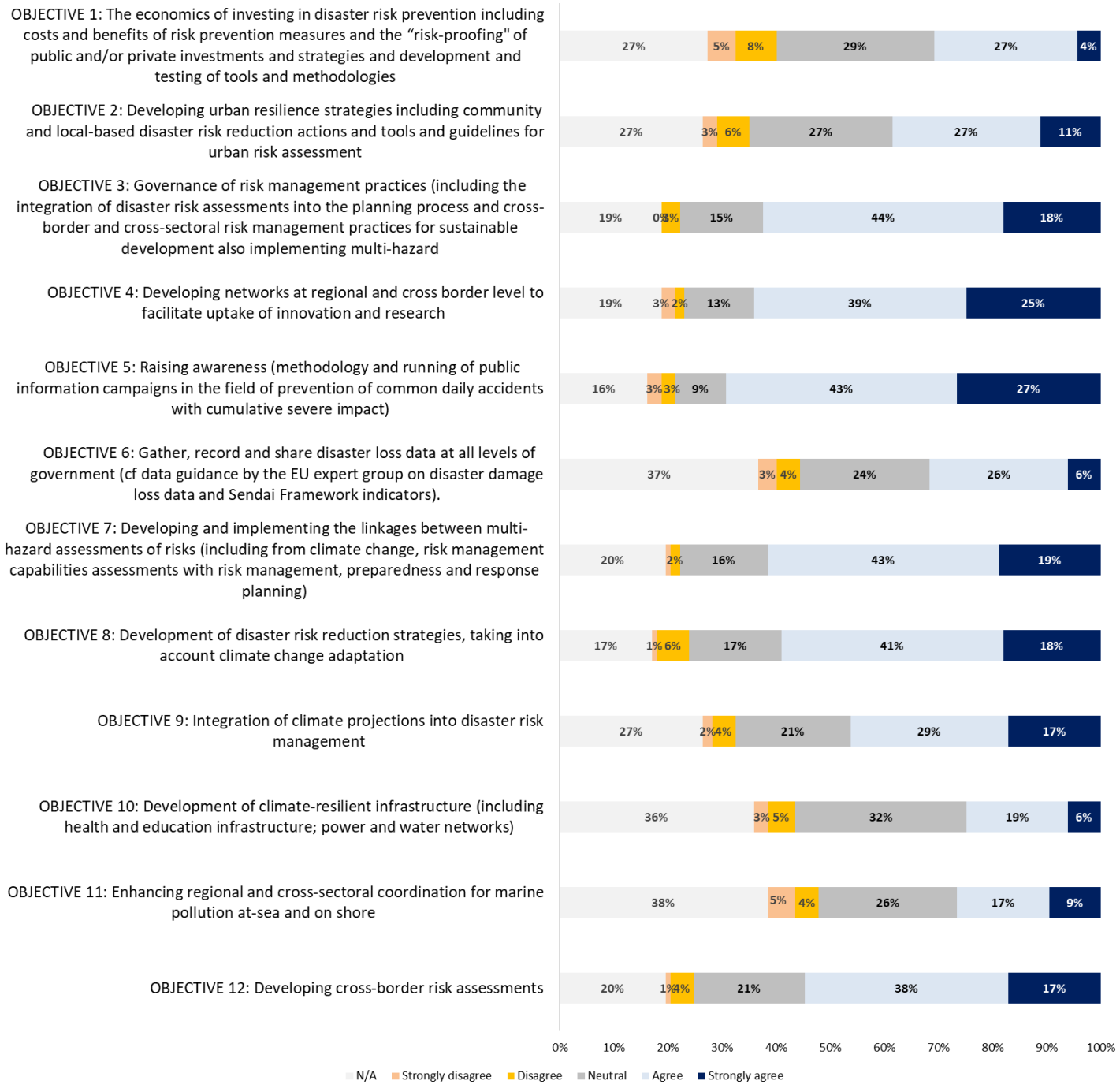


Figure 66. Extent to which Members of National Civil Protection Committees agree that the PPP Prevention projects have contributed to achieving the following objectives (N=26)

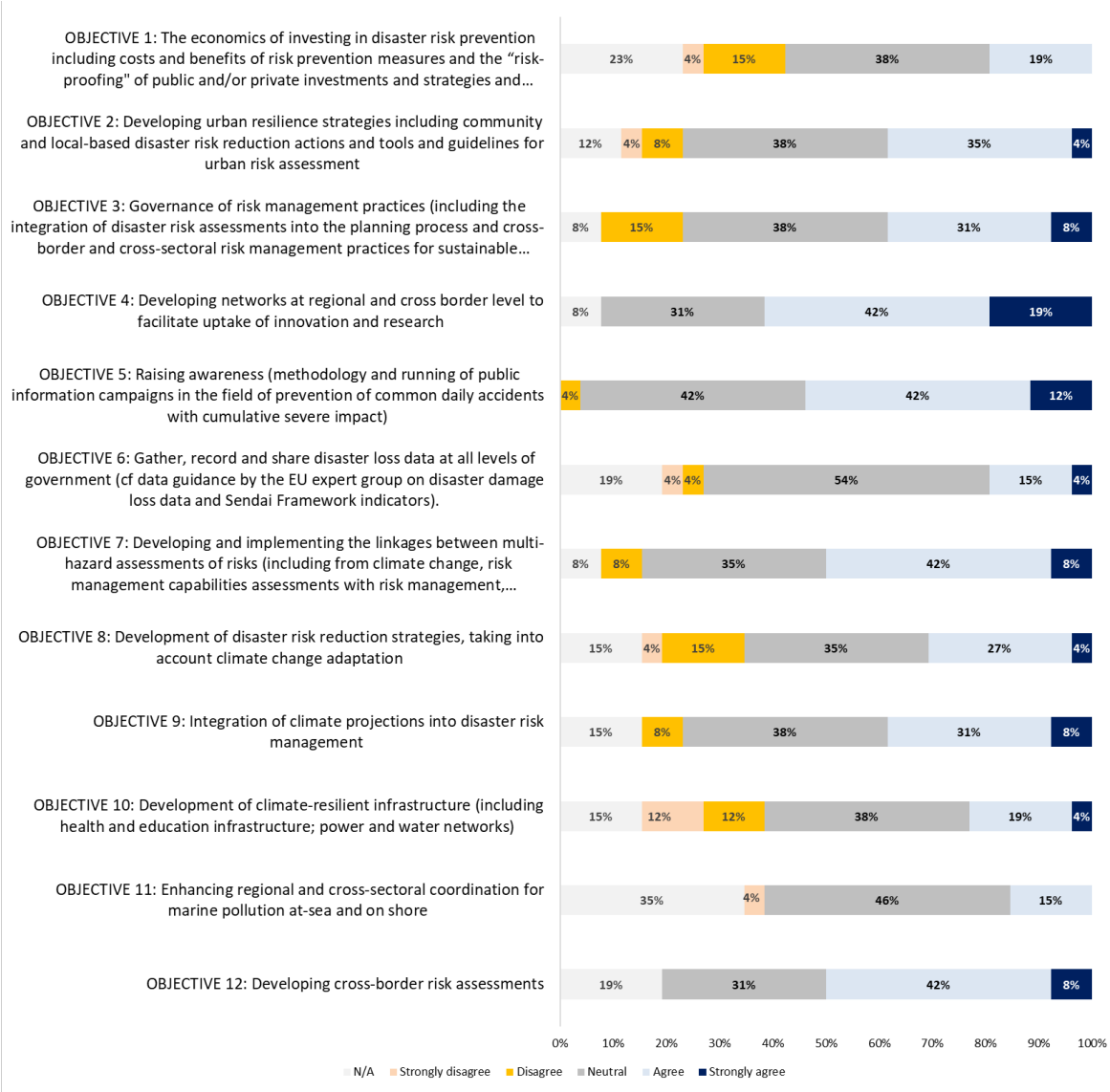


Figure 67. Extent to which Project Coordinators agree that the PPP Preparedness projects have contributed to achieving the following objectives (N=47)

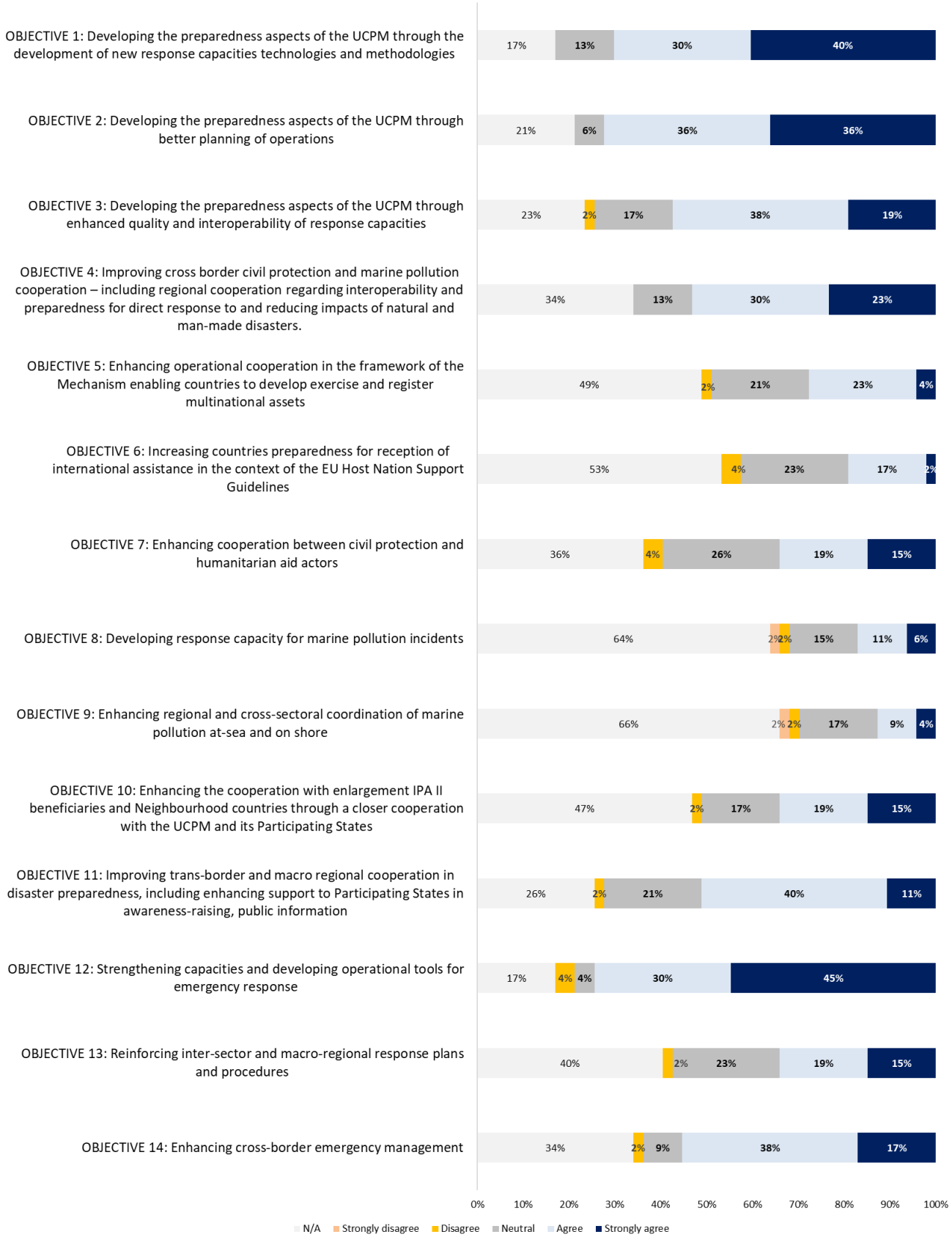


Figure 68. Extent to which members of the consortia agree that the PPP Preparedness projects have contributed to achieving the following objectives (N=117)

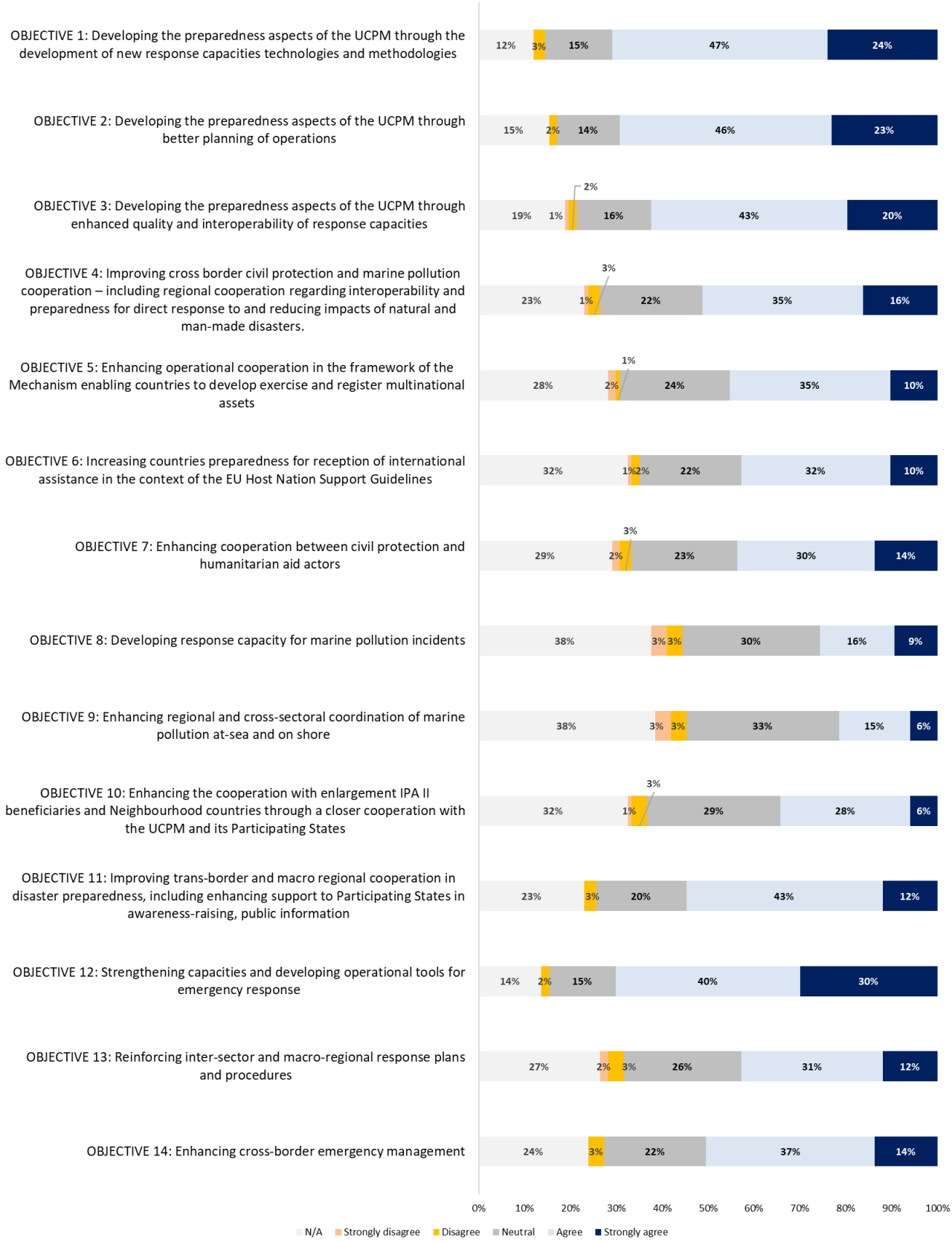


Figure 69. Extent to which National Civil Protection Authorities agree that the PPP Preparedness projects have contributed to achieving the following objectives (N=7)

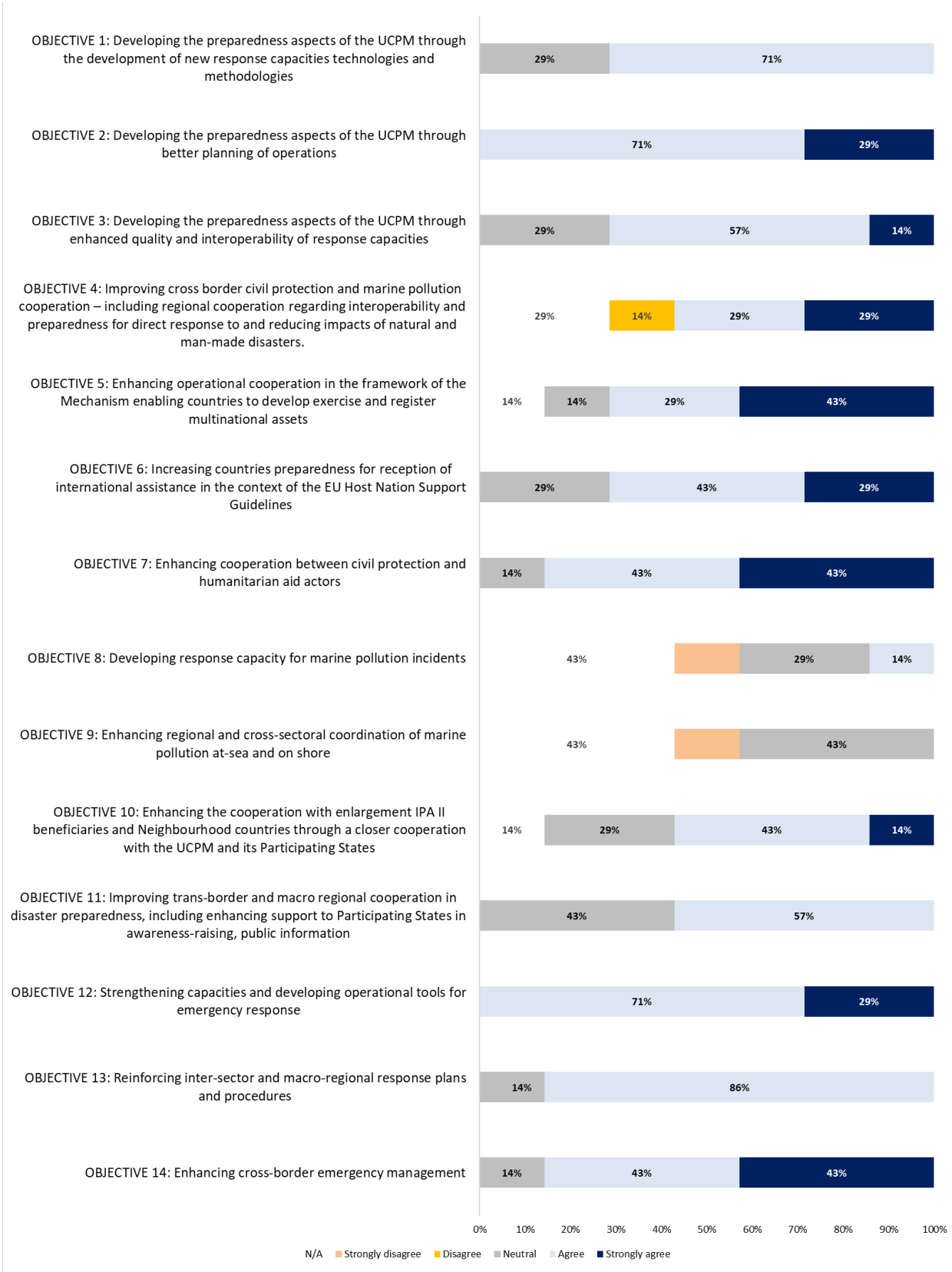
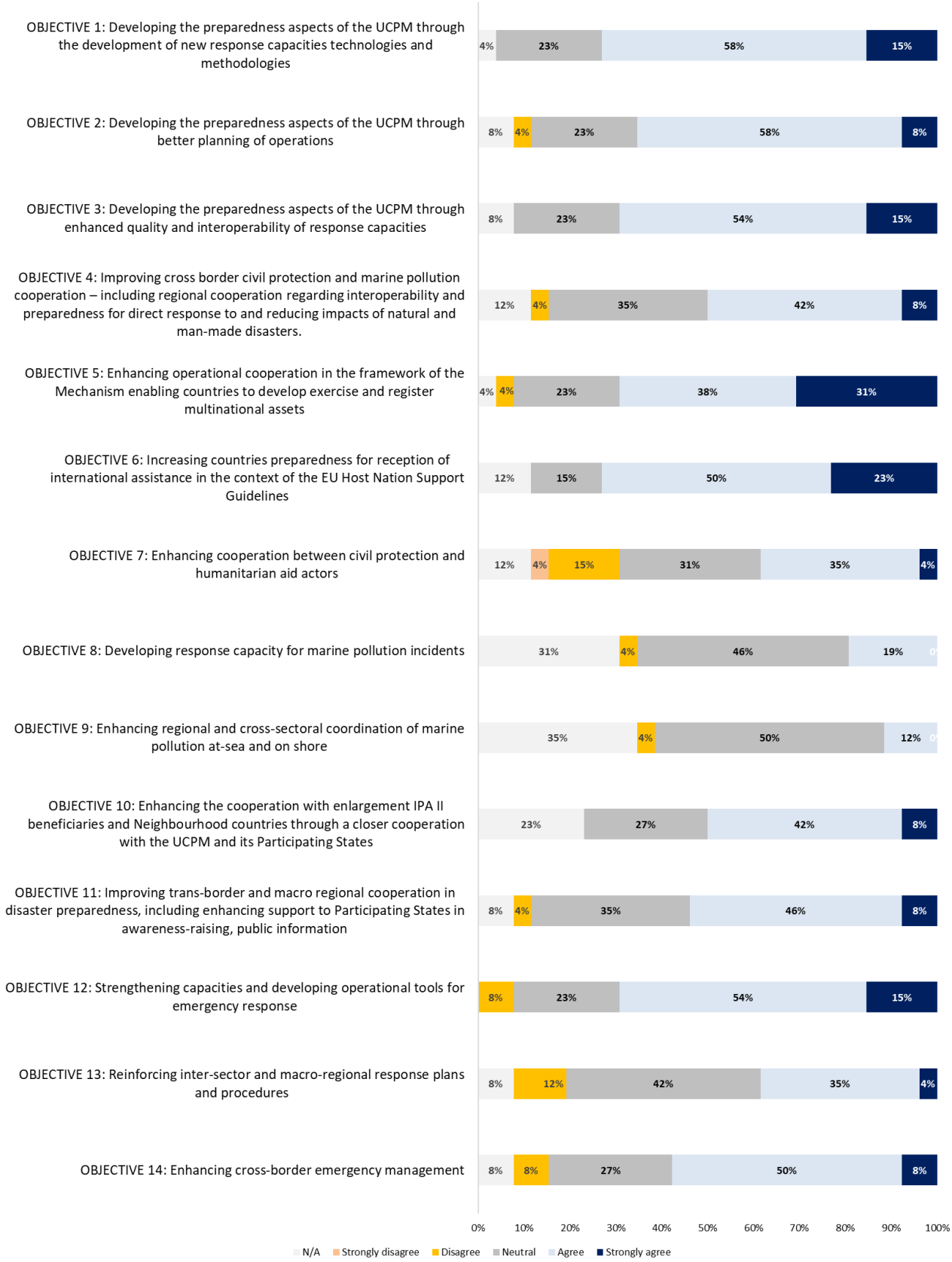


Figure 70. Extent to which Civil Protection Committee members agree that the PPP Preparedness projects have contributed to achieving the following objectives (N=26)



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