

**EVALUATION
OF THE
COMMUNITY ACTION PROGRAMME
IN THE FIELD OF CIVIL PROTECTION**

March 1999

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The author wishes to express his thanks to Mr A P Barisich and the staff of Unit DG XI/C.3 for making available all documentation requested and for their commitment to the evaluation.

The author also wishes to thank General Directors and members of the Permanent Network of National Correspondents for their patience, frankness and constructive approach as expressed in their responses to the questionnaires and in their interviews with the author.

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1. Executive Summary

General objectives of the Community Action Programme

The *relevance* of the objectives of the Community Action Programme was sought through questionnaires and interviews with General Directors and members of the Permanent Network of National Correspondents (PNNC) (*15 correspondents*). As regards the general objectives of "strengthening Community co-operation" and "contributing to the protection of persons, environment and property in the event of natural or technical disasters":

- 87% of correspondents considered that there had been some improvement in Community co-operation during 1994-97 whilst the rest considered that there had been no noticeable impact from Community action;
- 93% considered that there has been some improvement in co-operation in 1998-99 with 7% considering that co-operation has been greatly facilitated;
- 80% of correspondents consider that the programme proposed for 2000-2004 is very relevant to the Community's needs and that it will provide "added value" to national efforts with the remaining 20% acknowledging that the programme has some relevance to the Community's needs.

Outputs of the Community Action Programme

The Community financed 47 actions during the period 1994-97 plus the expert exchange programme. The Community Action Programme consisted of:

- 14 training activities and workshops (over 550 participants) aimed principally at improving the level of preparedness;
- 4 simulation exercises;
- 19 pilot projects focusing on operational aspects;
- 10 actions targeted at public information and awareness;
- the exchange programme in which 409 experts were seconded to another Member State.

A total of 3 MECU was budgeted for the above programme on budget line B4-3300 and additional funds were made available from DG XI's "common pot" (line B4-3040). Funding was greatly reduced in 1996 and there was no budget for 1997.

The Council Decision establishing the Community Action Programme for 1998-99 was adopted on 19 December 1997 but the budget of 1.018 MECU was only made available in August 1998. Nevertheless, 1.016 MECU (99.8%) was committed before the year end on 9 actions and the Commission is on course to allocate the 2 MECU pledged for 1999.

Effectiveness and utility of the Community Action Programme

All national correspondents consider that workshops are, at least, "quite effective" resulting in some benefit from participation, whilst 40% consider that they are a "very effective" activity. These opinions are endorsed by workshop participants (*sample size 10*): 70% claimed to have

gained "some value" from the workshop they attended and 30% claimed to have derived "very much value".

93% of national correspondents consider that pilot projects are valuable and should be continued, whilst 7% consider that they are of little value. In order to be an effective tool, it is essential that the results of pilot projects and workshops are disseminated effectively. Only two-thirds of correspondents consider that the results are efficiently disseminated and measures to ensure more effective follow-up include the drafting of more concrete conclusions and recommendations, translations of summaries into all official languages, presentations at meetings of PNNC and the nomination of persons or organisations charged with follow-up.

The programme of exchange of experts is unanimously considered to be a cost-effective activity and both the participating experts and the host organisations claim to have derived value from the exchange.

Efficiency and sustainability

Unit DG XI/C.3 has disbursed practically 100% of the budget allocations it has been awarded, taking account of the opinions expressed on proposed actions by PNNC and the management committee. The objective of cost efficiency is enhanced by the fact that normally between 25-50% of funding has to be provided by the sponsor of the action or the Member State partner. All the organisers of workshops and pilot projects (*sample size 16*) considered that co-operation with DG XI was very efficient; 75% considered that the financial procedures worked effectively whereas one quarter experienced difficulties.

Concerning the sustainability of the programme, 46% consider that Community action to date will have long-term benefits; 54% consider that the action will have short-term benefits which will need to be supplemented by ongoing support actions.

***Ex ante* evaluation and future policy**

The Community Action Programme has been hampered by the lack of a firm and continuing financial basis. The proposed Council Decision aims to avoid this problem by establishing a 3-year rolling plan, to be reviewed annually, and to focus 40% of its budget on the establishment of "major" projects of general interest.

The *ex ante* evaluation confirms the rationality of the intervention logic for Community action to support and supplement Member States' efforts for the protection of persons, environment and property in the event of disasters. There is strong endorsement from Member States of the sustainability and long-term benefit of past Community action. The views expressed also emphasise the the importance of ongoing support actions to supplement the benefits already achieved.

In addition to the proposal for a Council Decision, the evaluation process has identified the following key areas which represent a challenge for the direction of future Community policy on civil protection and its improved implementation (a complete list of recommendations is in Chapter 9.2):

- the essential need to establish a long-term framework for Community action in which management decisions can be taken efficiently;
- improvements in the mechanisms for assessing proposals with greater focus on the potential end benefits of projects;
- developing the concept of "the Citizen's Europe" in the field of civil protection;
- the modalities of mutual aid and the role of the Commission to enhance the actions of Member States;
- reinforcing the role of the Commission in other international fora in order to exercise a stronger co-ordinating function and avoid wasteful duplication of effort.

This evaluation is not a management review but, in order to pursue these developments effectively, it seems evident that it would be necessary to make more human resources available to this policy.

2. Introduction

This report describes the evaluation of the Community Action Programme in the field of civil protection carried out by Peter Hayward Associates in fulfilment of study contract number B4-3300/98/000652/MAR/C4.

2.1 CONTEXT OF THE EVALUATION

The European Commission's *Sound and Efficient Management 2000* initiative (known as SEM 2000) includes the use of evaluation as a key element in improving the management culture within the Commission. A key innovation of SEM 2000 is the requirement that systematic evaluation be introduced for all EU programmes. This requirement was reinforced by the Commission in its Communication on Evaluation, which was adopted on 8 May 1996 (SEC 96/659 final).

The Commission's civil protection unit (DG XI/C.3) has published a proposal for a Council Decision establishing a Community Action Programme in the field of civil protection (COM (98) 768 Final). The current *ex post*, intermediate and *ex ante* evaluations covered by this report are required, *inter alia*, to enable the European Parliament to express its opinion on the proposal.

2.2 OBJECTIVES OF THE EVALUATIONS

It is important to be clear about the objectives of this evaluation. According to the Study Terms of Reference (Annex 1), the two essential objectives of the evaluation consist in checking *the rationality of the objective* as well as *in adjusting the initiatives* according to future changes in the external context (taking into account new dimensions such as disaster prevention, the expansion of the European Union, use of new technologies).

Taking account also of the Commission's Guide to evaluating EU expenditure programmes, the evaluator has also kept in mind the following definitions of an evaluation in order to meet, not only the needs of the Commission, but also Member States:

- a critical and detached look at the objectives of the Community Action Programme and how they are being met.
- a process which seeks to determine as systematically and objectively as possible the relevance, efficiency and effect of an activity in terms of its objectives.
- the process of forming a judgement on the value of the Community Action Programme.

2.3 EX POST, INTERMEDIATE AND EX ANTE EVALUATIONS

This evaluation covers three distinct periods of Community action:

- an *ex post* evaluation of the programme in the years 1994-97, based principally on the Council Resolution of 31 October 1994.
- an intermediate evaluation of the ongoing programme for 1998-99, based on the Council Decision of 19 December 1997.
- an *ex ante* evaluation of the proposed programme for the years 2000-2004, based on the proposal for a Council Decision (COM (98) 768 Final).

In terms of policy, Community action in the field of civil protection has evolved gradually since 1994, responding to perceived changes in need in an *ad hoc* fashion rather than executing abrupt changes of direction. In terms of actions and outputs, the Community programme has been subject to problems with the availability of finance and this has affected the number of actions executed. For these reasons the evaluator has decided to focus on a quantitative evaluation of the outputs achieved in the respective periods under review (1994-97 in Chapter 5 and 1998-99 in Chapter 6). It is probably unrealistic to expect the qualitative indicators (namely the opinion of Member States) to alter radically between the two periods under review. Therefore the qualitative evaluation of the specific objectives and outputs for both the *ex post* and intermediate evaluations are analysed together in Chapter 7. The *ex ante* evaluation of the proposed Council Decision for the period 2000-2004 – essentially a qualitative evaluation of the opinions of Member States – is analysed in Chapter 8.

3. Research Methodology

3.1 UNIT DG XI/C.3

The Community Action Programme in the field of civil protection is administered by the unit DG XI/C.3 (formerly C.4). In order to obtain a clear understanding of the work of the unit and the Commission's own view of its present and future role, the evaluator has interviewed the head of unit (Mr A P Barisich) and the permanent civil servants and national experts working in the unit.

The evaluator has had full access to all Commission documentation. This includes the files and reports relating to projects and workshops, simulation exercises, the programme of exchange of experts, meetings of the PNNC and General Directors, the management committee, newsletters, etc. This information has been used *inter alia* to identify appropriate correspondents to receive the questionnaires described in section 3.3.

3.2 LOGICAL FRAMEWORK FOR INTERVENTION

In an ideal world, a Community expenditure programme would start from an objective assessment of the *needs* of that programme. In the case of the Community Action Programme on civil protection, certain objectives have been defined based on an assumed perception of the needs of Member States. It must be assumed that this perception has some validity since the said programme has received the approval of Member States.

In accordance with the terms of reference, it has been the task of the evaluator to determine the *intervention logic* of the Community Action Programme. In plain language, the intervention logic is simply an explanation of what the programme is supposed to achieve and how it is supposed to achieve it. The intervention logic can be usefully presented in the form of a table, or matrix, describing the general objectives (long-term outcome) of the programme and the more specific objectives (initial impacts) which, taken together, should achieve the general objective. The logical framework can identify the indicators, both quantitative and qualitative, which through an evaluation process can show to what extent the specific and general objectives are being met. The success of the programme will depend upon certain assumptions being met which are beyond the control of the programme itself, in addition to the effectiveness of the programme activities. These assumptions can be identified and listed in the logical framework.

As a second step, the logical framework can encapsulate the conceptual link from the programme's inputs (in terms of human and financial resources), to its outputs (the actual actions financed, e.g. training activities, simulation exercises, an expert exchange programme, etc.), the activities (or steps) needed to transfer inputs into outputs, and the expected results of the outputs which should lead to achieving the specific objectives of the actions.

The process of defining the logical frameworks for intervention for each of the three phases under evaluation has been undertaken by the evaluator on the basis

of the Council Resolutions and Council Decisions on which the programme has been based. The logical frameworks have been discussed in “brainstorming” sessions with Unit DG XI/C.3. Three logical frameworks for intervention have been prepared and these are presented at the beginning of each chapter describing the evaluation for the period in question (Chapters 5, 6 and 8).

3.3 METHODOLOGY OF THE EVALUATION

The review of documentation in Unit XI/C.3 has enabled the evaluator to make a quantitative evaluation of the outputs of the programme. These are described in detail in Chapters 5.3 and 6.3.

In addition, as a qualitative indicator, the opinion of officials in Member States on the success and relevance of Community actions has been sought by means of questionnaires. The questionnaires have been framed in a close-ended fashion in order to enable a statistical analysis to be made of the opinions expressed. Questionnaires have been sent to the following “user” groups affected by the Community action. Copies of the various questionnaires are annexed.

- To members of PNNC and General Directors: 17 recipients (questionnaire at Annex 2);
- To organisers of workshops and “major” projects in civil protection since 1994: 22 recipients (questionnaire at Annex 3);
- To a representative sample of participants in one of the civil protection workshops: 32 recipients (questionnaire at Annex 4);
- To organisers of simulation exercises in civil protection since 1994: 5 recipients (questionnaire at Annex 5);
- To a representative sample of participants in the programme of exchange of experts: 25 recipients (questionnaire at Annex 6).

The questionnaires aim to address the following key evaluation issues of the Community Action Programme on civil protection:

- **relevance** – to what extent the programme’s *objectives* are pertinent in relation to the evolving *needs* and *priorities* at both national and EU level;
- **efficiency** – how economically the various *inputs* have been converted to *outputs* and *results*;
- **effectiveness** – how far the programme’s *impacts* have contributed to achieving its specific and general objectives;
- **utility** – how far the programme’s *impacts* compare with the *needs* of the target populations;
- **sustainability** – to what extent the positive changes can be expected to last after the programme has been terminated.

In addition to the questionnaires, the evaluator has conducted a series of face to face interviews with members of PNNC in all Member States with the exception of Ireland and Luxembourg. These interviews have enabled the recipients to clarify any questions on the questionnaires but, more importantly, have provided an opportunity to discuss the relevance of Community action in the field of civil protection in a more open-ended way than would be possible

by a simple questionnaire. These interviews have enabled members of PNNC to express their opinions on current and future Community action in a frank way. The views are particularly relevant to the *ex ante* evaluation of the proposal for Community action from 2000-2004 (Chapter 8). However, the subjects discussed go beyond the framework of the Community Action Programme and are thus relevant for discussion by decision-makers.

4. Description of the Community Action Programme

4.1 LEGAL BASIS

The Treaty establishing the European Community makes no specific provision for action in the field of civil protection. All Community action to date has therefore taken place on the basis of Article 235. No decision to alter the status of civil protection was taken during the Inter-Governmental Conference preceding the Amsterdam Treaty. Civil protection thus remains a subject for inter-governmental co-operation at the Community level on which measures may be agreed (Article 3t).

Community action in the field of civil protection is therefore guided by Article 3b of the Maastricht Treaty which, on the subject of subsidiarity, states that:

“In areas which do not fall within its exclusive competence, the Community shall take action, in accordance with the principle of subsidiarity, only if and in so far as the objectives of the proposed action cannot be sufficiently achieved by the Member States and can therefore, by reason of the scale or effects of the proposed action, be better achieved by the Community.”

The subsidiarity principle, and the notion of “added value” of action at the Community level, has been the guiding principle of Community co-operation on civil protection since the first ministerial-level meeting laid the foundation for such co-operation in 1985. Since 1985, the Council of Ministers responsible for civil protection and the representatives of the Governments of Member States meeting within the Council have adopted the following resolutions and decisions relating to co-operation in the field of civil protection:

- Council Resolution of 25 June 1987 on the introduction of Community Co-operation on Civil Protection (87/C 176/01);
- Council Resolution of 13 February 1989 on the new developments in Community co-operation on civil protection (89/C 44/03);
- Council Resolution of 23 November 1990 on improving mutual aid between Member States in the event of a natural or man-made disaster (90/C 315/02);
- Council Resolution of 23 November 1990 on Community co-operation on civil protection (90/C 315/01);
- Council Resolution of 8 July 1991 on improving mutual aid between Member States in the event of natural or technological disaster (91/C 198/01);
- Council Decision of 29 July 1991 on the introduction of a single European emergency call number (91/396/EEC);
- Council Resolution of 31 October 1994 on strengthening Community co-operation on civil protection (94/C 313/01);
- Council Decision of 19 December 1997 establishing a Community Action Programme in the field of civil protection (98/22/EC).

Although it finds its origin in earlier Resolutions, it is the Council Resolution of 31 October 1994 which provides the basis for the Community action between

1994 and 1997. The present action programme (1998-99) is founded on the stronger legal basis of the Council Decision of 19 December 1997.

4.2 FINANCIAL BASIS

The principal budget line for funding Community action in the years under evaluation has been line B4-3300 (civil protection and environmental emergency situations). However, recourse has also been made to budget line B4-3040 (legislation and other general actions related to the fifth environmental action programme). One pilot project in 1996 was financed on budget line B6-7920 (support for scientific and technical activities for Community policy on a competitive basis).

The activities financed under budget line B4-3040 are the subject of a separate evaluation exercise (contract B4-3040/98/000412/MAR/H3).

In the future, it is intended that Community action on civil protection will be funded only through budget line B4-3300.

The allocation of funds for civil protection is relatively small, especially when compared with expenditure programmes of other Commission services (e.g. the DG VI programme on forest fires; the DG XII programme on research and development). Furthermore, the programme has been handicapped by sharp irregularities in the availability of funding as is evident from Table 4.1.

Table 4.1: Funding for Community action in the field of civil protection

Year	Provisional budget (B4-3300)	Actual funding commitments*
1994	1.2 Million ECU	1,188,810 ECU
1995	1.3 Million ECU	1,337,000 ECU
1996	0.3 Million ECU	657,660 ECU
1997	0	457,290
1998	1.018 Million ECU	1,016,302 ECU
1999	2.0 Million ECU budget approved	

*With recourse to budget lines B4-3040 and B6-7920

4.3 OBJECTIVES AND OUTPUTS

The objectives of the Community Action Programme on civil protection may easily be derived from the relevant Council Resolutions and Decisions. The evaluation shows that there has been some shift in the emphasis of Community action in the passage of time, but no major change of direction. In broad terms, Community action is not intended to replace Member States' efforts in the field of civil protection. Rather, in accordance with the principle of subsidiarity, the aim is to support and strengthen Member States' efforts and to facilitate co-operation and mutual assistance between Member States in this field. The

objectives are analysed more closely in the chapters dealing with the evaluation of the programme (Chapters 5, 6, 7 and 8).

The programme outputs have remained broadly the same throughout the period of this evaluation. The main actions are pilot projects and, increasingly, so-called “major” projects, workshops and training courses, simulation exercises, and the programme of exchange of experts. The effectiveness and utility of these actions are assessed in the following chapters.

5. Ex post Evaluation: 1994-1997

5.1 LOGICAL FRAMEWORK FOR INTERVENTION

The logical framework for intervention for the period 1994-1997 is based on the Council Resolution of 31 October 1994 (94/C 313/01). A general objective and specific objectives for the intervention logic can be derived from this Resolution. The logical framework is shown in Table 1A and 1B.

5.2 GENERAL OBJECTIVE

The general objective for Community action in the period 1994-1997 may be summarised as “strengthening Community co-operation on civil protection in order to deal more effectively with disasters.”

As stated previously (Chapter 3.3), all members of PNNC were invited to complete a questionnaire giving their views on different aspects of the Community Action Programme. Replies have been received from 15 correspondents. Asked whether they thought that this objective had been achieved:

- none considered that Community co-operation had been greatly strengthened;
- thirteen correspondents considered that there had been some improvement in Community co-operation.
- two correspondents considered that there had been no noticeable impact from Community action.

It should be borne in mind that the period 1994-1997 was difficult in that funding was greatly reduced in the years 1996 and 1997 (see Table 4.1). Given this severe disruption in activities, the positive assessment of Member States is an encouraging reflection of the perceived success of the Community action.

The views of PNNC members on the *specific* objectives and the effectiveness of the outputs (qualitative indicators) are described in Chapter 7.

5.3 OUTPUTS OF THE PROGRAMME: QUANTITATIVE EVALUATION

The Community financed 47 actions (outputs) during the period 1994-1997, plus the expert exchange programme. These have been analysed according to type of action and the specific objectives the activities were designed to meet.

5.3.1 Training activities and workshops

The first specific objective of the action programme during 1994-1997 could be summarised as “improving the level of preparedness to cope with disasters, disaster prevention and risk management, including post-emergency actions.” The activities (quantitative indicators) financed to further this objective were training activities and workshops, simulation exercises, the programme of expert exchange, and pilot projects. Table 5.1 lists the 14 training activities and

workshops during this period. Over 550 experts participated in the training activities and workshops (see Annex 7).

Table 5.1: Training activities and workshops for improving the level of preparedness: 1994-1997

Year of commitment	Title of the Action	Host	EU contribution	
			ECU	%
1994	Workshop: Volunteers	P	50,000	46
1994	Workshop: Chemical Accidents	D	50,000	69
1994	Training: Fire Officers Course	NL	49,360	32
1995	Workshop: Co-operation between the CEEC and the EU	A	62,500	75
1995	Workshop: Hydrogeological Risks	It	56,940	75
1995	Workshop: Accidents having Environmental Impacts	Fin	59,538	75
1995	Workshop: Crisis Management	Fr	61,800	75
1995	Workshop: Disaster Prevention	It	50,000	55
1995	Workshop: Setting up Co-operation in Civil Protection below the Central Government level	UK	55,484	50
1995	Workshop: Emergency and Disaster Medicine	Sw	62,473	75
1995	Workshop: Use of Chemicals, Retardants and Foams in Aerial and Ground Forest Firefighting	Gr	57,273	75
1995	Training: Major Risks and Environmental Protection	Fr	23,146	20
1996	Workshop: Civil Protection in Urban Areas	P	62,500	62
1997	Workshop: Transport Accidents Involving Dangerous Chemicals – Impact on the Environment	CEFIC	62,500	42

5.3.2 Simulation exercises

The programme of simulation exercises is one of the activities which has been undertaken to achieve the specific objective of improving the level of

preparedness. Four simulation exercises were staged in the period 1994-1997. Details are summarised in Table 5.2.

Table 5.2: Simulation exercises: 1994-1997

Year of Commitment	Title of the Action	Host	EU contribution	
			ECU	%
1994	Exercise Europe 94: Rheinland-Pfalz	D	51,500	50
1994	Exercise Europe 94: Baden-Württemberg	D	42,750	50
1996	Exercise Europe 96: Nord	Sw	145,000	42
1996	Exercise Eurex 96	D	15,160	50

5.3.3 Exchanges of experts

The system of exchanges of experts was introduced in order to facilitate the secondment of experts to the emergency services of another Member State. In addition, the programme could also be used for sending experts on short training courses in another Member State. Training for a fire officers' course in the Netherlands was funded under this heading in 1996. The exchange programme is administered by the Institut Supérieur de la Planification d'Urgence (ISPU), Belgium.

In the pilot phase of the programme, 1995-1996, seconded experts received 100% funding from the EU. A sum of 524,150 ECU was spent to facilitate 335 exchanges (at an average cost of 1,565 ECU per exchange). In phase 2 of the programme, Community financial support was reduced to 75% of the cost. In 1997 60,000 ECU were spent (from a commitment of 100,000 ECU) and 74 exchanges were realised at an average cost of 810 ECU. Figure 5.1 shows the breakdown of participation in the exchange programme by Member States in the pilot phase (1995-1996) and Figure 5.2 shows the breakdown in the year 1997. (Source: ISPU)

Figure 5.1

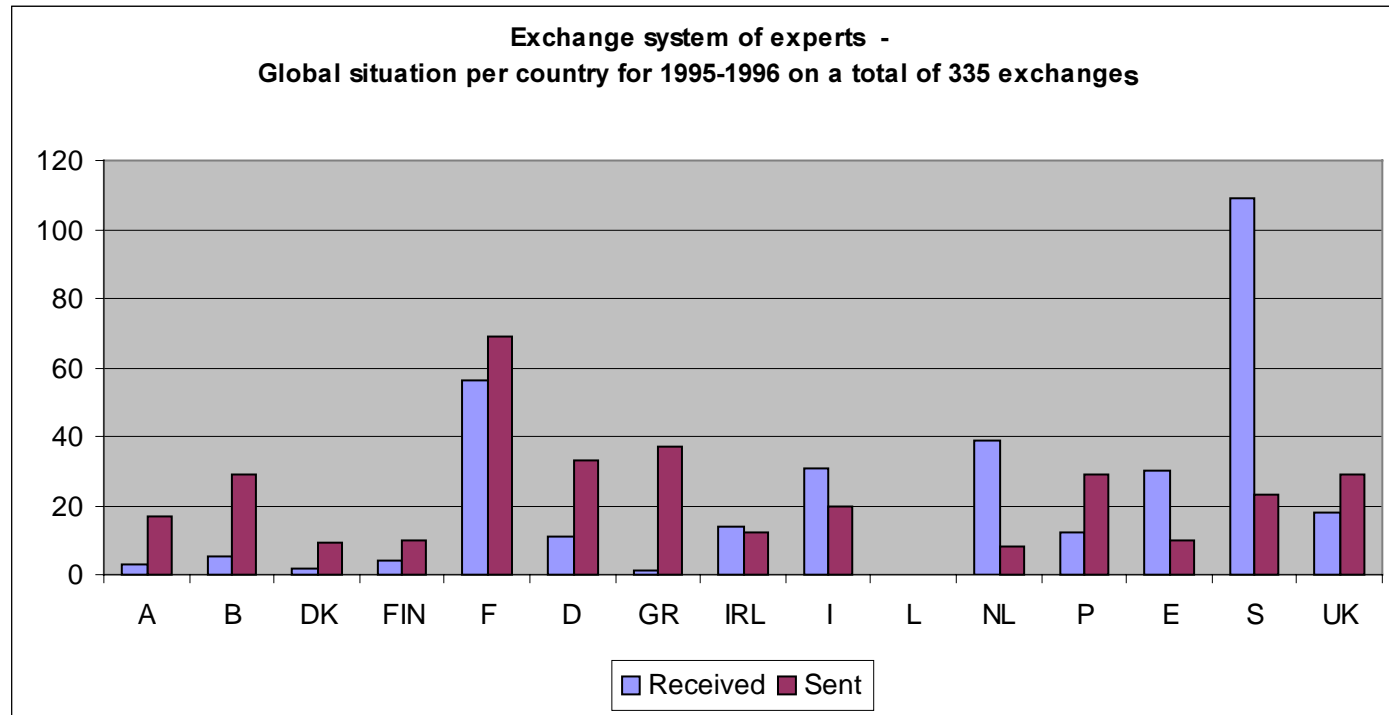
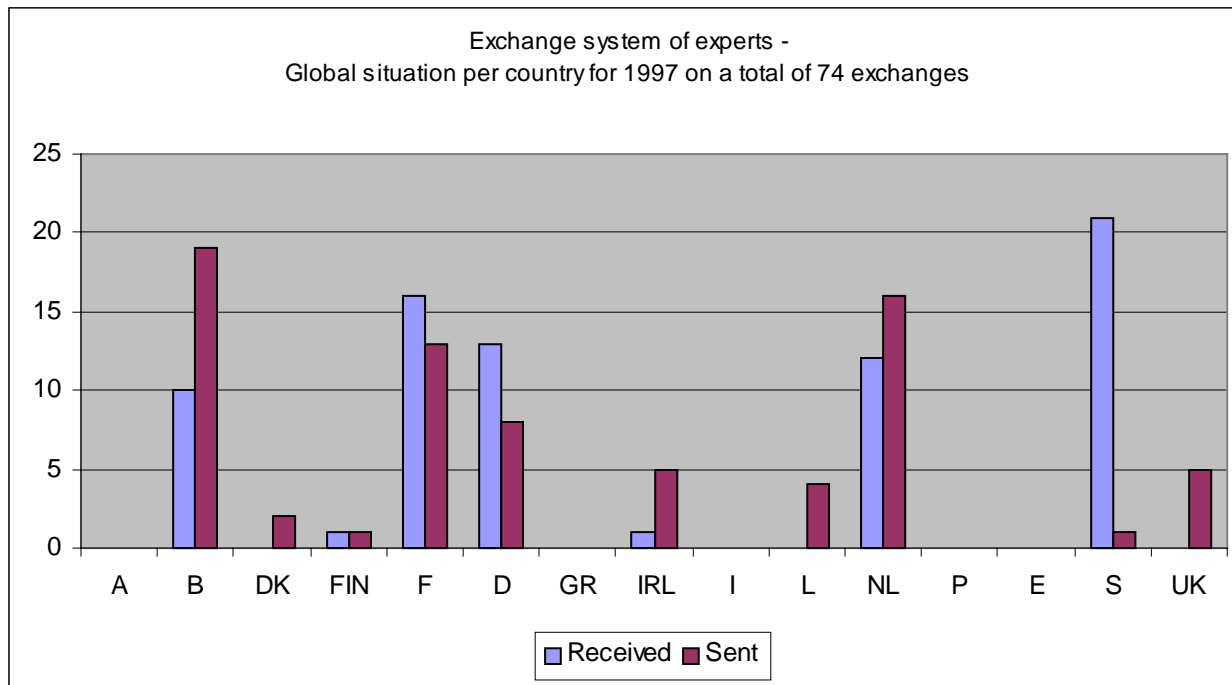


Figure 5.2



5.3.4 Pilot projects

Pilot projects have been another activity financed by the Community to improve, in particular, Member States' capability for disaster prevention and risk management. 19 pilot projects were financed in the period 1994-1997 and are listed in Table 5.3.

Table 5.3: Pilot projects (disaster prevention and risk management): 1994-1997

Year of commitment	Title of the Action (abbreviated)	Member State	EU contribution	
			ECU	%
1994	Floods: comparative research	NL	100,375	50
1994	Noord-Brabant: transboundary co-operation	NL	117,850	50
1994	Co-operation below Central Government level	UK	55,484	50
1995	Comparative Research: Floods	NL	95,128	50
1995	Urban and Emergency Planning in Seismic Regions	Gr	105,000	50
1995	Analysis of the Organisation of the Prevention of Fires in the EC	Fr	105,320	50
1995	Warning Chain for the Forecasting of Natural Risks	Fr	61,280	50
1995	People trapped in Ruins	Gr	42,165	45
1995	"Jet Barge 800"	It	68,400	50
1995	Integrated GIS based software	Ire	105,000	50
1995	Module de confinement par établissement public	Fr	113,196	50
1996	Lessons learned	JRC	295,000	
1997	Environment protection & floods	P	13,000	50
1997	Tokeva: technical instructions concerning chemical accidents	Fin	24,000	54
1997	Floods: Technum: environmentally friendly measures to reduce flood risks	B	119,850	45
1997	Floods: Arsia:) protection of	It	71,331	50
1997	Floods: Geoplan:) drainage basins	It	59,924	50
1997	Floods: Trento:) flood and	It	45,270	50
1997	Floods: Kärntner) erosion management in alpine basins	A	61,415	50

5.3.5 Enhancing the role of volunteers

There are some important differences between Member States in their use of volunteers in civil protection services. This was a subject of considerable discussion within the Community in the early 1990s and the specific objective of “enhancing the role of volunteers in civil protection” was identified in the Council Resolution of 31 October 1994. One activity was financed to meet this objective: a workshop organised by Portugal in 1994 (see table 5.1).

5.3.6 Improving mutual aid

The importance of improving mutual aid between Member States in the event of natural or man-made disasters was recognised in two Council Resolutions passed in the early 1990s (23 November 1990 and 8 July 1991).

The importance of mutual assistance in the event of disasters was reiterated in Council Resolution of 31 October 1994. One action which was envisaged in that Resolution was the establishment of a committee of users of data transmission between Member States in order to guide any new initiatives in this field. It appears that no action has been taken to give effect to this intention.

However, other actions have been taken by the Commission’s services to improve the “infrastructure” for mutual assistance. An Operational Manual listing, among other things, national and community points of contact, points of access to expert opinion on certain areas of intervention, as well as registers of the resources that are available in each Member State, and the procedures and arrangements for making such resources available subject to the operational responsibilities of the Member States, has been prepared and distributed to Member States. In 1995 the Commission’s services spent just under 6,000 ECU on this task.

The Commission has also established a “crisis centre” to provide a 24-hour standby service.

The Commission has also established a system for mobilising civil protection experts who can be called upon to assist other Member States in the event of an emergency. A provisional sum is budgeted each year to underwrite the costs of this Community action, which are borne 100% by the Community. A provisional sum of 50,000 ECU was budgeted each year in the period 1994-1997; it should be noted that this sum also covers the potential costs of the Community Task Force for accidental marine pollution. No Community experts in civil protection were mobilised during the period under review.

5.3.7 Reinforcing public information and awareness

A fourth specific objective of the Community Action Programme identified in the Council Resolution of 31 October 1994 concerns reinforcing the information, education and awareness-raising initiatives aimed at the public, particularly young people, in order to increase the level of self-protection. It

was envisaged that this objective would be achieved through specific initiatives of Member States and of the Commission. The Commission has financed 10 actions in this field (Table 5.4).

Table 5.4: Actions in the field of public information and awareness

Year of commitment	Title of the Action	Initiator	EU contribution	
			ECU	%
1994	Project Azores	P	36,320	50
1994	Video on international aspects of disasters	UK	27,892	50
1994	Information panels	Commission	4,515	100
1994	Workshop: Public Awareness	Ire	50,000	66
1995	Tau Expo exhibition	UK	13,572	100
1995	Forthcoming Workshop: Public Awareness	Ire	11,226	100
1995	Workshop: Communication during Crises II	UK	47,577	75
1995	Support actions	Fr	30,240	50
1995	Conference: Local authorities confronting disasters and emergencies	NL	58,810	10
1996	CD-ROM: Earthquakes	P	15,000	50

5.3.8 Co-ordination at international level

The Council Resolution of 31 October 1994 called upon the Commission to contribute to better co-ordination between civil protection measures on the international level, without prejudice to Member States' responsibilities in this regard. The indicator as to whether this has been achieved is essentially qualitative: the opinion of officials in Member States. However, the topic of international co-ordination also includes both the participation of EEA experts in Community activities and also enlargement discussions with States seeking accession to the EU. In this last respect, a workshop was convened by Austria in 1996 with the aim of discussing co-operation between such States and the EU in matters of civil protection (see Table 5.1).

6. Intermediate evaluation: 1998-1999

6.1 LOGICAL FRAMEWORK FOR INTERVENTION

The logical framework for intervention for the period 1998-1999 is based on the Council Decision of 19 December 1997 establishing a Community Action Programme in the field of civil protection (98/22/EC). It should be pointed out that the Council Decision represents a sounder legal basis for the action than the earlier Resolutions covering the years 1994-1997. Furthermore, the specific objectives of the individual actions to be financed are explicitly laid out in Article 3.2 of the Decision.

Although the Council Decision covers the biennium 1998-1999, the Decision was only adopted on 19 December 1997. This led to delays in approval of the budget and the programme started only in the second half of 1998. This means that, at the time of the intermediate evaluation, there was only six months experience with the action programme. Nevertheless, as indicated below, the Commission and Member States have made progress with implementing the action programme and this has been taken further by decisions taken by the management committee in February 1999.

A copy of the logical framework for intervention, based on the Council Decision of 19 December 1997, is at Table 2A and 2B.

6.2 GENERAL OBJECTIVE

The general objective for the Community Action Programme of 1998-1999 is more specific than that for the period 1994-1997. It is derived from Article 1 of Council Decision of 1997. The general objective can be stated as:

“To contribute to the protection of persons, environment and property in the event of a natural or technical disaster, without prejudice to the competencies of Member States.”

The programme is intended to support and supplement Member States' efforts within the framework of their action on national, regional and local levels in matters of civil protection, as well as to facilitate co-operation between Member States in this field.

The views of members of PNNC were sought in the questionnaire on the extent to which these objectives are being fulfilled. On the question whether co-operation between Member States is being facilitated by present Community Actions (1998-1999):

- one correspondent considered that co-operation has been greatly facilitated;
- fourteen correspondents considered that there has been some improvement in co-operation;
- no correspondents considered that there had been no noticeable impact.

Although it is early days in the programme's life cycle, PNNC members were asked as to what extent their own efforts as a Member State had been

supplemented by Community action at national, regional and local levels. The answers are summarised below.

	at national level	at regional level	at local level
Greatly supplemented			
Some positive impact	14	6	6
No impact	1	8	8

One correspondent pointed out that the impact at the local level would only come with the execution of the exchange programme which is due to start in 1999.

The preamble to Council Decision of 19 December 1997 emphasises that, in accordance with the principle of subsidiarity, Community co-operation supports and supplements national policies in the field of civil protection in order to make them more effective. Members of PNNC were therefore asked whether they considered that Community action had taken away any responsibility from Member States and, also, whether Community action had provided "added value" to national actions. The views of PNNC members is summarised below.

	Yes	No
Community action has provided "added value" to national actions	12	2
Community action has taken away some responsibility from Member States		15

These replies indicate that the great majority of Member States believe that the Community action has indeed provided "added value" to their own national actions. It is also clear that the action programme has already had some positive impact at national level, but less impact so far at regional and local level. It is also significant that no correspondent considers that Community action has in any way diminished the responsibility of Member States in the field of civil protection.

6.3 OUTPUTS OF THE PROGRAMME: QUANTITATIVE EVALUATION

6.3.1 Pilot projects for the prevention and reduction of risks

The first specific objective of the 1998-1999 action programme is its “contribution to lessening the risk and damage to persons, environment and property in the event of a natural or technological disaster.” It is envisaged that the outputs designed to achieve this objective should mainly be pilot projects. In 1998 one pilot project on risk assessment was commenced (see Table 6.1).

Table 6.1 Outputs of the Community Action Programme in the field of Civil Protection (1998 commitments)

Specific Objective	Type of Action	Title of Action	Initiator	EU contribution	
				ECU	%
1. Prevention and reduction of risks.	Pilot project.	Risk assessment.	Fin	13,000	38
2. Increasing preparedness.	Major projects and workshops.	From Emergency to Crisis.	D	272,808	61
		Disaster Medicine	F	51,574	75
		“ “	NL	135,479	24
		“ “	Sw	59,336	75
	Flash Floods, early warning	Gr	62,500	70	
	Exchange programme	Commission	197,322	75	
	Simulation exercise	Exercise Europe 1999	Ire	99,331	50
	Training	Dublin Corp. Fire Brigade	Ire	17,967	50
3. Improving response techniques.	Pilot projects and workshops.	Workshop: Impact of accidental pollution on water resources.	EUREAU	46,380	75

6.3.2 Increasing preparedness (human resources)

The second specific objective of the Community Action Programme is its “contribution to increasing the degree of preparedness of those involved in civil protection in the Member States, in order to increase their ability to respond to an emergency.”

This is a major component of the Community Action Programme, accounting for 90% of the financial commitments in 1998. The three vehicles to increase

preparedness are training, the programme of exchange of experts and Community simulation exercises.

The training component focuses on the organisation of (mainly self-tuition) workshops which aim to bring together high-level experts from Member States. The 1998-1999 Community Action Programme has begun a process of moving from single *ad hoc* workshops to so-called “major” projects. Such projects are often co-ordinated and steered by a “core group” composed of personnel from a number of Member States as well as the lead country. The aim of the core groups is to maximise the benefits of the workshops. The two major topics commenced in 1998 concern projects/workshops on disaster medicine and crisis management.

The programme of exchange of experts received a funding of almost 200,000 ECU for the first six months of 1999. It is envisaged that these funds will be used to finance 90 exchanges in the field of civil protection and environmental emergencies, enabling six experts per Member State to participate. A further 450,000 Euro is envisaged for the second module of the exchange programme, covering the 12 months from 1 July 1999 to 31 July 2000 in which 210 exchanges are envisaged (14 experts per Member State).

The simulation exercise Europe 1999 will be held in Ireland with finance committed in 1998 (approximately 100,000 ECU). Ireland will also host a training course for fire officers.

6.3.3 Improving response techniques

The third specific objective of the 1998-1999 Community Action Programme is its “contribution to improving techniques and methods of response”.

The primary means of achieving this objective is through pilot projects. One such pilot project was funded in 1998 (see Table 6.1).

6.3.4 Improving public information and awareness

The fourth specific objective of the 1998-1999 Community Action Programme is its “contribution to public information, education and awareness, so as to help citizens to protect themselves more effectively.”

The actions envisaged by Council Decision of 19 December 1997 are twofold. First, and most important, actions are aimed at encouraging exchanges of experience between Member States, regions and local authorities in the field of initiatives to improve public information, education and awareness. The idea is to build on the work done by the Member States and to enable the authorities and other organisations concerned to benefit from similar experience. The target group is envisaged to be the general public.

The second (less important) envisaged action is the distribution of information material and travelling exhibitions on Community co-operation in the field of civil protection.

A critical assumption for the success of these objectives is that lead countries are prepared to organise information exchange events and that publicity material and events are organised either by Member States or by the Commission. No such actions were proposed in 1998.

6.3.5 Improving mutual aid between Member States

Although not specifically covered by Council Decision of 19 December 1997, the objective of improving mutual aid between Member States remains an objective of Community action by virtue of Council Resolutions of 23 November 1990 and 8 July 1991. The outputs of such action would be the provision of expert advice, on request, to a Member State or third country confronted with a natural or ecological disaster. The Commission maintains a budget line (30,655 ECU in 1998) in order to facilitate interventions of Community experts if requested. The same budget line would also underwrite interventions of the Community Task Force for marine pollution. No interventions of civil protection experts have occurred so far in the biennium 1998-99.

7. *Ex post* and Intermediate Evaluations: Qualitative Evaluation

7.1 INTRODUCTION

Chapters 5 and 6 describe the outputs of the Community Action Programme for the periods 1994-1997 and 1998-1999 respectively. As such, they provide the quantitative indicators of Community action designed to meet the declared objectives. These chapters summarise how the money has been spent to fulfil different objectives of the programme.

Equally important are the views of the target beneficiaries of the programme. These range from civil protection professionals in Member States (notably members of the Permanent Network of National Correspondents and General Directors), the organisers of workshops and participants in workshops, the organisers of simulation exercises, and participants in the programme of exchange of experts. The views of all these professionals provide qualitative indicators of the relevance, efficiency, effectiveness, utility and sustainability of the Community Action Programme. As described in Chapter 3.3, the views of these professionals have been sought by means of targeted questionnaires.

This qualitative evaluation covers both the *Ex post* (1994-1997) and Intermediate (1998-1999) evaluations. Because the declared specific objectives and outputs are broadly the same, it has not been considered reasonable to expect correspondents to distinguish between different years. Any difference between the correspondents' opinion of the value of the Community Action Programme over time will be identified in broad terms in their answers to their opinion of the general objectives of the programme (see Chapters 5.2, 6.2 and 8.2).

7.2 SPECIFIC OBJECTIVES

7.2.1 Prevention and reduction of risks

Correspondents were asked whether they thought sufficient actions have been or are being taken to deal with the problems of prevention and risk assessment at Community level. Two thirds of correspondents considered that these matters are being dealt with adequately; one third considered that more action needed to be taken.

A number of comments need to be made about this particular aspect of Community action. First, the topic of prevention and risk assessment has only recently been included on the agenda of the Community Action Programme. Second, for some Member States, prevention is not the responsibility of the civil protection authorities, whose primary concern is response after an incident. Nevertheless, a major prevention project is now underway in order to define Community needs in this field.

It is also evident that many correspondents consider that the prevention and reduction of risks has also been a component of past workshops and projects which, perhaps, have been undertaken primarily for the purpose of improving

preparedness. Examples are the workshop on transport accidents involving dangerous goods and their impact on the environment (Tarragona, 1997), as well as projects on the management of earthquakes and forest fires.

A further factor is that different Member States are faced with different risks. In broad terms, the southern Member States are more preoccupied with the risks of natural disasters such as earthquakes, flash floods and forest fires, whereas northern Member States are more concerned with technological accidents, although recent events have shown that even northern Member States are not immune from natural disasters such as flooding.

The *utility* of the programme on prevention and risk assessment fits well with the *need* of most Member States even though the importance of specific incidents may vary from country to country. As to whether workshops are the most *effective* mechanism for achieving progress, some correspondents stressed the need for co-operation to include more development work and pilot projects in order to achieve concrete results.

The general conclusion must be that work on the prevention and reduction of risks is a legitimate objective of the Community Action Programme, despite the fact that prevention falls outside the remit of the civil protection authorities of some Member States. Although the workshops provide an effective mechanism for exchange of information, there is a significant feeling that more concrete results could be provided by an increased focus on pilot projects. However, it must be stated that proposals for such actions rest with Member States themselves.

7.2.2 Increasing preparedness (human resources)

Correspondents were asked about their views on the relevance of the specific objective of the Community Action Programme to increase the degree of preparedness of those involved in civil protection in Member States:

- seven correspondents considered that Community action to enhance national preparedness is very important;
- five correspondents considered that Community action is useful but not essential;
- three correspondents considered that Community action is unnecessary and adds little value to national activities.

It can be concluded therefore that for the great majority of Member States the objective of increasing the preparedness of human resources and their ability to respond in an emergency is, at the least, useful but for many is very important.

The outputs designed to achieve this objective are largely workshops, exchanges of experts and community simulation exercises. Correspondents' views on the effectiveness of such actions are described under section 7.3.

7.2.3 Improving response techniques

Members of PNNC were asked whether they considered that the specific objective of improving techniques and methods of response and rehabilitation after emergencies was relevant to their needs as a professional in civil protection. Half the correspondents considered that Community action to improve techniques is very important; half considered that Community action is useful but not essential. None considered that Community action is unnecessary or adds little value to national activities.

7.2.4 Improving public information and awareness

Members of PNNC were asked their opinion of the relevance of the objective to improve public information, education and awareness in order to help citizens to protect themselves more effectively:

- six correspondents considered that Community action to improve public information is very important;
- nine correspondents considered that Community action is useful but not essential;
- none were of the opinion that Community action is unnecessary and adds little value to national activities.

Five countries claimed to have benefited from Community support for public information activities. Of those who had not received Community financial support, six Member States reported that public information activities are financed entirely from national funds. One country commented that public information activities are primarily the responsibility of local authorities.

National correspondents were equally divided as to whether the Community should play a bigger role than at present in public information. Suggestions for suitable activities which could be the focus of Community action were:

- warning (siren) signals, including the possibilities of harmonised pictograms;
- guidance to EU citizens on how to conduct themselves in the event of disasters;
- the institution of a Civil Protection Day;
- Community financial support for more information to be provided to citizens;
- publicity material (e.g. brochures; TV programmes) on areas where common action has been agreed, for example, the 112 emergency number;
- special education in schools.

It may be concluded that the objective of improving public information and raising public awareness is an objective which has the support of all Member States which see the relevance of the action in meeting their needs to enable their own citizens to protect themselves more effectively. The suggestions for future focus indicate that this is an action with considerable potential for future development at Community level.

7.2.5 Enhancing the coherence of actions at international level

Enhancing the coherence of actions undertaken at international level in the field of civil protection is not a specific objective of the Community Action Programme. It is, nevertheless, an objective which is frequently referred to in Council Resolutions (e.g. 31 October 1994); it is also relevant in the context of Contracting Parties to the EEA Agreement and countries seeking accession.

There are many international and regional bodies working in the field of civil protection and members of PNNC were asked whether they considered that the Community has a distinct and viable role to play:

- five correspondents considered that the Community has an essential role to ensure a consistent approach at European level;
- ten correspondents considered that the Community role is worthwhile and should be maintained;
- none considered that the added value of the Community role is not realistic and that Community action should be terminated.

The existence of so many regional and international bodies working in this field means that the risk of duplication is high. Some correspondents emphasised the need to avoid wasteful duplication and some stressed the predominant role of the Community as being the best context for international co-operation. The question was asked whether the Community, through the Commission, should exert more energy to avoid duplication of effort at international level:

- twelve correspondents considered that this should be a primary objective of the Commission;
- one correspondent considered that this is primarily the responsibility of Member States;
- two correspondents considered that things should continue more or less as they are.

It is clear, therefore, that despite the existence of other international and regional fora where civil protection matters are discussed, the value of the Community context is recognised by all Member States as being essential or, at the very least, worthwhile. Furthermore, there is strong support for the view that the Commission should take more action than at present to avoid duplication of effort at international levels. In order to undertake this role effectively, more human resources would need to be made available to Unit DG XI/C.3. Despite the views of correspondents that responsibility for avoiding duplication at international level should be a primary objective of the Commission, it follows that Member States should give their full and vocal support to the Commission's representative when such issues arise in other international fora.

7.3 OUTPUTS

The views of members of PNNC and General Directors on the efficiency and effectiveness of the Programme's outputs has also been sought by

questionnaire. In addition, those directly concerned in the production of the Programme's outputs – the organisers of workshops, pilot projects, simulation exercises and the exchange programme – as well as the target beneficiaries (participants in workshops and experts seconded to other Member States) has also been sought by questionnaire and, in some instances, by interviews. The views of all these actors are summarised in the following sections.

7.3.1 Simulation exercises

Although five simulation exercises have been conducted in the period under review (including one which will take place in 1999), only one organiser has responded to the evaluation questionnaire. The exercise was organised in Sweden in 1996. About 120 participants from other Member States participated in the exercise. The organiser considered that the Community dimension was worthwhile: first, the organiser considered that it was valuable to Sweden and, second, many subjects in the workshops benefited most of the participating countries.

The organiser confirmed that, in its opinion, simulation exercises are an effective method of improving the preparedness of Member States provided that such States send participants with relevant experience and knowledge connected to the theme and substance of the event.

The organiser also considered that simulation exercises are a cost effective activity for improving preparedness, particularly when the results from the exercise are presented in a report aimed at making the work of the civil protection authorities, especially as regards co-operation between States, more efficient.

As regards the efficiency of the action, the organiser of the simulation exercise reported that co-operation with DG XI was very efficient. However, the financial procedures could have worked more effectively. In particular, the decision about the financial contribution of the Community took longer than expected resulting in some expenditures being more expensive. For example, some participants announced their involvement at a late stage (over one month later than the deadline for participation) resulting in ineffective planning of travel and accommodation resulting in more expensive travel costs. Failures to adhere to deadlines result in higher expenditures, which then fall on the organisers of the exercise. One solution to this problem could be to require the late-nominated participants to pay the additional costs themselves. Despite these criticisms, the organisers would consider arranging further simulation exercises with Community financial support.

Four other countries also organised Community civil simulation exercises and the value of the experience was reported by the PNNC members of the countries concerned.

On the question whether the Member State concerned received sufficient support from the Commission's services in the organisation of the exercise, one indicated that it had received very good support; the remainder indicated that the support was adequate.

One correspondent considered that the Community dimension had added significantly to the value of the exercise; two correspondents reported that the Community dimension was worthwhile; while one correspondent considered that, apart from the financial support, the Community dimension had added little to the value of the exercise.

The correspondents reported the following value from the “Community dimension” in their opinion:

- exchange of experience and know how;
- cross-border co-operation between neighbouring States;
- a revival of interest in doing the job well by those concerned with the exercise;
- an opportunity for observers to see different procedures in action (for rescue and for chemical incidents) with their own eyes and ask relevant questions of those involved in the intervention.

7.3.2 Workshops

Workshops are a common output of the Community Action Programme, particularly for the objective of increasing preparedness. One of the expected results of the (mainly self-tuition) workshops is a mutual sharing of experience by means of in-depth discussions of methods, techniques and means.

Opinions of PNNC

Members of PNNC were asked by questionnaire how effective these workshops are, in general terms, in achieving these results:

- six correspondents considered that workshops are very effective for mutual sharing of experience;
- nine correspondents considered that workshops are quite effective and that some benefit comes from participation;
- no correspondents felt that workshops are not usually helpful for gaining new knowledge.

Members of PNNC were also asked how well organised they considered the workshops to be:

- five correspondents considered that workshops are generally well organised and produce good results (e.g. guidelines);
- ten correspondents considered that workshops are adequately organised, with some worthwhile outputs;
- no correspondents considered that workshops are poorly organised with little to show for the effort.

Organisers of workshops

Questionnaires were also sent to the organisers of 25 workshops which have been held since 1994. Replies were received from the organisers of 16

workshops and their opinions are summarised below. A number of questions were asked about the efficiency of the arrangements for organising the workshop, including the success in reaching the appropriate target audience.

- All organisers of the workshops considered that the co-operation with DG XI was very efficient.
- Eleven of the organisers considered that the financial procedures worked effectively, whereas five workshop organisers experienced difficulties. The problems encountered were too long delays in payment of the EC contribution; failure to respect the agreed timetable for payments; and a complaint that the Commission's instructions for financial control were not specific enough.
- All the workshop organisers were of the opinion that the level and experience of the participants were appropriate for the workshop they were running.

In order to translate the *outputs* of the Programme into its *expected results*, it is essential to ensure that any conclusions and recommendations of the workshop are disseminated effectively. In this respect, only six workshop organisers were convinced that the conclusions and results had been disseminated efficiently at Community level. Whilst all workshop organisers seem to have benefited from the workshop from their own internal or national viewpoint, many were not sure that dissemination and follow-up at Community level had been effective. One correspondent proposed that translation of the main conclusions and results of the workshop should be translated into all EU languages in order to facilitate implementation at regional and local levels where international language ability is less prevalent. Other correspondents suggested that there should be more active follow-up of workshop and pilot project results within the framework of PNNC.

- All the workshop organisers stated that their organisation would consider organising further workshops/projects on civil protection with Community financial support.
- All organisers considered that workshops and major projects are an effective method of improving the capabilities of Member States.
- All organisers, except one, considered that workshops and major projects are a *cost effective* activity, especially when the conclusions and results are disseminated beyond the circle of participants. Reasons given were that they are an effective mechanism for bringing experts to the same place at the same time to benefit from the mutual exchange of experience. It was also pointed out that the requirement that the organiser has to contribute 25% of the costs is some guarantee to ensure that the action is cost effective.

The workshop organisers were asked for their general views on the Community Action Programme as professionals working in this field. All workshop organisers considered it important to develop a Community dimension to civil protection. They were asked their opinion on how effective is the action taken through the Community Action Programme on the basis of their own observations and experience. All considered that the programme is quite

effective, but could be better, with one correspondent considering the action is already very effective.

Participants in workshops

In accordance with the study terms of reference, a more detailed evaluation was made of one sample workshop: on Transport Accidents involving Dangerous Substances – Impact on the Environment, organised by CEFIC and held in Tarragona, Spain from 27-28 November 1997. Questionnaires were sent to 32 participants in the workshop and replies were received from only 10 participants. Their views are summarised below.

The participants were asked whether they personally got much value from the workshop:

- three participants got very much value from the workshop;
- the remaining seven participants got some value from the workshop.

The most important benefits which the participants reported that they had derived from the workshop were:

- learning from other Member States, their plans and experience, priorities and procedures;
- establishing personal contacts;
- learning from case studies;
- crisis communication;
- one Member State has since developed an agreement with the national federation of chemical industries for assistance in case of accidents en route with dangerous goods.

The participants were asked to describe any shortcomings or failings of the workshop and the following comments were made:

- some papers did not adhere to the theme of the workshop;
- some papers were repeated from other workshops;
- the audience was too large and reduced the capacity for active interaction between participants;
- the lack of an official summary document to take home for further consultation;
- the lack of adequate discussion on individual case studies.

Eight participants considered that the organisational arrangements for the workshop worked very well. Two participants considered that the organisation worked quite well, but could have been better. Suggestions for improvements were:

- practical information and technical papers could have been circulated earlier;
- a wider spread of attendees from Member States could have been ensured;
- better co-ordination between the Commission's services (DG XI and DG VII) in developing the programme.

The participants were asked whether they had had to make a report on their return. Six participants had to make internal reports; four participants did not have to report to others in their organisation.

Six participants reported that they had made changes as a result of the workshop. Examples of changes introduced were:

- agreements implemented with local industry;
- the development of plans for crisis communication;
- working with the national environment agency to develop procedures for responding to chemical transport accidents;
- making use of the workshop advice when reviewing local emergency plans.

All the participants appear to consider that the conclusions and results of the workshop were followed up effectively, although some remarked that there was scope for improvements. The following suggestions were made on how to improve the follow-up of a workshop:

- the outcomes of the workshop could be more clearly identified and communicated to appropriate individuals and organisations;
- the final reports could be made available earlier;
- specific actions could be given to individuals or organisations to pursue and report back.

The participants were asked a number of questions to ascertain their views on the effectiveness of the workshop and their degree of satisfaction:

- All participants considered that workshops and major projects are an effective method of improving the capabilities of Member States.
- Opinion is equally divided as to whether such activities are cost-effective, or whether the same money could be better spent in other areas in order to improve preparedness.
- All participants, except one, would recommend other officers from their administration to take part in Community workshops.
- All participants would be prepared to attend other Community workshops if invited.
- All participants believe that it is operationally important to develop inter-personal links between Member States and that workshops are a good way of achieving this.

The participants were asked their views on the effectiveness of action taken through the Community Action Programme on civil protection in general terms:

- two considered the programme to be very effective;
- seven considered the programme to be quite effective but could be better;
- one considered the programme is not very effective.

The added value of Community action

The members of PNNC and the organisers and participants in workshops were all asked to state what, in their view, was the added value that Community action brings. The following remarks were made:

- the financial contribution;
- the opportunity for a larger debate surpassing purely national ideas;
- better knowledge and understanding of the practices of other Member States;
- the impact of major environmental accidents is not limited to the experience of any one country;
- the exchange of experience (lessons learned) with other participants;
- the action has improved qualification and performance of many individual experts leading to improved procedures at national level;
- assistance with the training of professionals;
- ensuring better performance and increased safety to citizens;
- promoting the sharing of best practice.

7.3.3 Exchanges of Experts

The programme of seconding experts to another Member State is intended to help to broaden the knowledge and experience of civil protection professionals, thus permitting more effective operational co-operation. Members of PNNC were asked how important is the exchange programme:

- five correspondents considered that the exchange programme is very worthwhile and a cost-effective way of enhancing professional competence;
- ten correspondents considered the programme is quite useful and should be continued;
- none considered that the exchange programme was not cost-effective with few tangible benefits.

Of those national correspondents who had experience of acting as host to an expert from another Member State:

- four organisations gained great value from hosting the exchange;
- eight correspondents considered that their organisation had gained some value from the exchange.

Of those members of PNNC whose organisation had seconded staff members to another Member State:

- three correspondents considered that their organisation had derived great benefit from the secondment;
- five correspondents considered that their organisation had derived some benefit;
- no correspondents reported receiving no benefit from the secondment.

Some correspondents reported that their organisations had modified procedures as a result of the exchange programme, although this was not a common outcome. The positive outcomes reported were:

- a broad perspective in policy making;
- the content of training courses in hazardous materials were altered as a result of the exchange programme.

Participants in the exchange programme

As reported in chapter 5.3.3, a total of 406 expert exchanges have taken place since the introduction of the programme in 1995. Questionnaires were sent to a representative sample of 25 participants in the exchange programme in order to obtain their views on the value of the programme from the personal perspective. Replies were received from experts who had participated in 10 exchanges.

Nine of the experts considered that they had gained very much value from the exchange, while the tenth admitted to gaining some value. Describing the most important benefits, the following remarks were made:

- good understanding of another country's fire services and civil defence organisations;
- the sharing of experience;
- alternative training methods;
- insight into different problems, e.g. the problem of rural areas;
- learning about the benefits of EU action.

Eight of the experts considered that the organisational arrangements had been very well prepared, while two experts considered that the organisation had been quite good, but could have been better. Suggested improvements were:

- more positive "advertising" by the national authorities to bring the opportunity for exchange visits to the attention of interested professionals;
- better pre-planning of programmes.

Eight of the experts had had to make reports of their visit on their return.

Only one expert had introduced changes (in training concepts and methods) as a result of the exchange programme. However, at least three other experts reported that lessons learned during the exchange could result in some changes in procedures.

- All experts considered that the exchange programme is an effective method of enhancing Member States' response capability.
- All experts considered that the exchange programme is a cost-effective activity, although one expert was not completely convinced.
- All experts would recommend other officers to take part in the exchange programme.
- All experts except one would go again to another Member State if selected.

- All experts believed that it is operationally important to develop inter-personal links between Member States and all (except one) believed that the exchange programme is a good way of achieving this.

The experts were also asked whether, as professionals in the field, they considered it important to develop a community dimension to civil protection. All experts except one considered the community dimension important. Examples of the added value of community action were:

- the opportunity to learn about special experiences (e.g. mountain accidents);
- a mechanism for ensuring pan-European co-operation;
- the opportunity to broaden personal education and experience.

The experts were asked to rate, from their own observations and experience, how effective they considered action taken through the Community Action Programme:

- two considered it very effective;
- six considered it quite effective but could be better;
- one considered it not very effective.

Organiser of expert exchange programme

The exchange programme has been organised since its inception by the Institut Supérieur de la Planification d'Urgence (ISPU), Belgium. The evaluator discussed the programme with ISPU.

The organiser confirmed that there were good relations with DG XI/C.3 and no financial problems were experienced. The organiser keeps close control over the payment schedule organising all travel arrangements through a single travel agency to ensure best value for money. All exchanges take place over at least seven days in order to obtain the benefit of Apex and Super Apex fares. The organiser also receives a copy of the programme from the host country in order to check whether hospitality is provided; if it is, the Community financial contribution is reduced accordingly.

In order to ensure that experts take their responsibilities seriously, all participants are requested to complete an evaluation questionnaire. About 50% of experts submit evaluation reports, which are copied to DG XI/C.3. It is evident that many of the experts take their responsibilities very seriously, submitting comprehensive reports on the benefits of their experience.

Under present and proposed future arrangements, the Community finances 75% of the costs of the exchange, leaving 25% to be funded by the expert's national authorities. The host country receives nothing from the exchange, which, in effect, means that the true cost of the Community contribution is less than 75% since considerable effort is required to organise a worthwhile programme for the visiting expert(s). It is evident that host countries also take their responsibilities seriously since the evaluation reports would be negative if they did not – and this is not the case.

7.3.4 Pilot projects

Pilot projects are a common feature of the Community Action Programme and may be financed in order to meet several of the specific objectives of the programme. They are particularly important for improving response techniques and procedures.

Pilot projects sometimes depend on information being supplied by other Member States and it has been alleged that this is not always forthcoming. Members of PNNC were asked how efficient their organisation is in responding to the needs of Community pilot projects where national information is required:

- six correspondents claimed that they always supply the information requested;
- five correspondents stated that they sometimes supply the information requested;
- two correspondents admitted that they rarely supply the information requested.

The reasons given were that human resources are sometimes limited; that it is often difficult to collect information from local or regional authorities where there is no line authority from the national agency; that the English language is sometimes a barrier to providing clear information.

In order to be of value at Community level, the results of pilot projects need to be disseminated effectively to the responsible officials in Member States. Members of PNNC were asked to state how effective they consider the dissemination of results of pilot projects. Two-thirds considered that the results are efficiently disseminated; one third consider that the results are not disseminated efficiently. The problems identified in ensuring an efficient dissemination were:

- time delays in receiving the reports;
- the feeling that actions in other Member States do not necessarily fit the circumstances of national systems;
- that résumés of the pilot projects should be presented to PNNC in order to consider whether the report should be studied in depth or whether follow-up action is needed;
- that such résumés should be translated into all EU languages in order to increase effective dissemination at the local level;
- that more information should be made available before the initiation and during the development of a project.

If pilot projects are successful in indicating improved procedures or techniques, it is logical that they should result in changes in the way organisations work. Members of PNNC were asked to indicate whether their organisation had ever made any changes in procedures or techniques as a result of Community pilot projects. Two correspondents reported that they had made changes; the remainder stated that they had never made any changes as a result of pilot projects. Examples of changes which had resulted from pilot projects were:

- changes within the procedures of local emergency planning departments;
- response procedures modified as a result of guidelines on chemical accidents.

Pilot projects can also have value whether or not they lead to changes in procedures and techniques. Members of PNNC were therefore asked whether they consider that Community action on pilot projects is worthwhile:

- all correspondents except one considered that the pilot projects are valuable and should be continued;
- one correspondent considered that there is little value for the Community or Member States in pilot projects.

Members of PNNC were also invited to identify whether there were any other support actions which would lead to improvements in techniques and procedures. One correspondent suggested that table top or command post exercises could be valuable.

7.3.5 Operational Manual

The Operational Manual was one of the outputs developed to meet the objective of improving mutual aid between Member States in the event of natural or technological disasters (see Chapter 5.3.6). Members of PNNC were asked to state how useful they find the Operational Manual:

- Five correspondents consider that the Operational Manual contains valuable information and is an essential tool.
- Six correspondents consider that the Manual contains some useful information, but that it needs to be reviewed in the light of current needs.
- Four correspondents were of the opinion that the Operational Manual is not a useful tool. As a phone book, the Manual has value but not as a resource manual.

The Commission's services, DG XI/C.3, are currently reviewing the format and content of the Operational Manual with a view to making it more consistent with modern means of communication (e.g. e-mail).

8. Ex ante Evaluation: Qualitative Evaluation

8.1 LOGICAL FRAMEWORK FOR INTERVENTION

The logical framework for intervention for the period 2000-2004 is based on the proposal for a Council Decision establishing a Community Action Programme in the field of civil protection (COM(98) 768 Final) published on 16 December 1998.

The Commission proposal is based on past actions and, in particular, is a continuation of the programme initiated by Council Decision of 19 December 1997. The general and specific objectives of the proposed programme for 2000-2004 are essentially the same as for 1998-1999 (*vide* Article 3 of the proposal).

As has been noted in previous chapters, the Community Action Programme in the past has been hampered by the lack of a firm and continuing financial basis. The proposal for the action programme for 2000-2004 aims to avoid this difficulty by establishing a three-year rolling plan to implement the programme, to be reviewed annually. This rolling plan will contain the individual actions to be undertaken. If adopted by the Council, the proposal for a rolling plan should enable the Commission and Member States to secure sounder financial planning for the action programme and thus avoid some of the problems which have beset the programme in the past.

A further change of emphasis is the priority given to the establishment of “major” projects of general interest in the fields of prevention, preparedness, response, restoration and information to the public. These will account for about 40% of the budget and about four projects per year are expected to be financed.

A copy of the logical framework for intervention, based on the Commission’s proposal for a Council Decision, is at Table 3A and 3B.

8.2 GENERAL OBJECTIVE

The general objective for the Community Action Programme for 2000-2004 is explicitly stated in Article 1 of the proposed Council Decision and can be stated as:

“To support and supplement Member States’ efforts at national, regional and local levels for the protection of persons, environment and property in the event of natural and technological disasters. The aim is also to facilitate co-operation and mutual assistance between Member States in this field.”

The members of PNNC were asked by questionnaire how relevant is this objective to the current needs and priorities in the civil protection field:

- Twelve correspondents considered the programme very relevant to the Community’s needs and that it will provide “added value” to national efforts;

- three correspondents considered that the programme has some relevance to the Community's needs;
- no correspondents considered the programme to be irrelevant to the real needs of the Community.

The occasion of a proposal for a new action programme is an opportune time to consider whether the impact of the Community action to date (i.e. until end 1998) will be sustainable in the long term. The views of PNNC members were as follows:

- six correspondents considered that the action will have long-term benefits.
- seven correspondents considered that the action will have short-term benefits which will need to be supplemented by ongoing support actions.
- one correspondent considered that it was too soon to answer this question.

Without prejudicing future discussions in the Council on the Commission's proposal, the views expressed by PNNC members reflect strong support for the principles of the Community Action Programme for 2000-20004. It is clear that Member States regard the action programme as very relevant and that the actions should provide real "added value" to national efforts. Furthermore, there is strong endorsement of the sustainability and long-term benefit of past Community action. The views expressed also emphasise the importance of ongoing support actions to supplement the benefits already achieved.

8.3 POLICY FRAMEWORK FOR COMMUNITY ACTION

The occasion of this evaluation was also used to discuss with General Directors and members of PNNC some wider issues concerning Community action in the field of civil protection. The objective was to try and identify the real needs for Member States and how Community action could best supplement their national efforts. It is hoped that some of the issues raised in the course of these discussions will provide the basis for further discussion in the framework of PNNC or the annual meetings of General Directors.

8.3.1 Lack of political priority

Responsibility for civil protection policy and implementation in many countries is delegated down to the lowest political levels, e.g. the municipalities (for example, 275 fire municipalities in a small country like Denmark) or the Länder in countries with a federal structure (e.g. Germany and Austria). In many Member States the role of the authorities at national level is ambiguous and ill-defined. This structural situation illustrates one of the difficulties in framing appropriate policy and action at Community level.

In addition, officials in most Member States acknowledge that civil protection does not have a high priority on the political agenda. This can create problems for financing, especially when seeking counterpart funds for Community-financed activities. It is a sad but nevertheless realistic fact that as long as life continues uneventfully, there is little political interest in civil protection activities; it takes a catastrophe or disaster to raise the political consciousness as to the importance of civil protection for the protection of citizens. In some

countries there is an increasing awareness of the importance of these issues and public opinion is ensuring that these issues are placed on the political agenda. But this is not the case throughout the Community. One outcome of the objective of the Community Action Programme to increase knowledge and awareness of civil protection activities among experts and the wider public may well result in raising the political profile of civil protection.

It should be noted that when civil protection events are planned by Member States, the presence of a high level Commission representative adds political value to the event.

The low political priority for civil protection in Member States is also reflected in the European Commission. Although DG XI has responsibility for policy matters, its personnel and budgetary resources are very small compared with those of other Commission's services dealing with subjects which have a bearing on civil protection policy, e.g. DG I, XIII and XVI.

8.3.2 Consultation and planning

A feature of the Community Action Programme to date has been the insecure and erratic financial footing for the activities. This has resulted in a lack of adequate planning for activities. It has to be remembered that Community financed workshops and projects are funded on a cost sharing basis with 25% or more of the funds being provided by the Member State. Adequate financial planning is therefore essential if Member States, as well as the Commission, are to avoid cashflow problems. On the whole, representatives of Member States are sympathetic to the difficulties experienced in the past. A major improvement of the Community Action Programme proposed for 2000-2004 is that the programme is intended to be implemented on the basis of a three-year rolling plan, to be reviewed annually. If adopted, such a rolling plan should help to avoid the cashflow problems experienced in the past.

Adequate planning is not only essential to avoid financial problems. In order to be effective, there must be adequate time to enable the national authorities to contact the appropriate experts to participate in workshops and pilot projects. The value of such activities is highly dependent upon the appropriate level of participation and expertise.

8.3.3 Mechanisms of the Community Action Programme

In order to evaluate the proposals for major projects and other actions of the Community Action Programme more effectively, the Commission has introduced in the framework of the ongoing action programme (1998-1999) pro forma for assessing projects. This has been welcomed as a helpful initiative to compare benefits and costs. However, it has been suggested that there could usefully be greater focus on the potential end benefits of projects which cannot necessarily be measured in financial terms.

It is generally acknowledged that projects involving other Member States are a good way of working together and obtaining added value at Community level. However, it is also true that most countries undertake their own research

programmes. It is suggested that there could be scope for better co-ordination of research activities in order to release the synergistic benefits.

Although there is a clear consensus on the value of the Community Action Programme to date, there is also a general view that few concrete results have emerged from the workshops and pilot projects so far. The results of such actions are not efficiently followed up from the practical point of view. One problem, mentioned elsewhere in this report, is the lack of dissemination of workshop/project conclusions and recommendations in all Community languages, which is essential if the benefits are to reach down to the civil protection actors at the local level. But in addition, there is the common feeling that many actions are not sufficiently “results orientated” and that more attention should be focused on the end results at the planning stage.

The introduction of core groups to plan and organise major projects and workshops is regarded as a helpful innovation which should ensure maximum benefit from the action. In the past the costs of participation in the core group have been borne entirely by Member States and consideration is being given to providing Community financial support, especially for the planning of major projects.

Although the budget is relatively small, it has sometimes been the case that more Community finance has been available than ideas on how to spend it. There are inherent problems in the notion of Community action which, of course, the Community Action Programme is trying to overcome by virtue of its very existence. First, there can be difficulties in effecting collaboration between individuals from different Member States who do not know each other. Second, the different cultural background of Member States can be a hindrance to effective collaboration. These problems indicate – indeed justify – the need to develop a common rationality as a basis for the Community Action Programme. The problem, of course, is how to achieve such a common rationality.

8.3.4 A Green Paper for civil protection

One means of developing a common rationality to civil protection at the Community level and a coherent Community Action Programme would be to examine all the issues in the context of a Green Paper. This would enable all the issues pertaining to civil protection in the Community to be explored in a fundamental manner in order, *inter alia*, to define the real needs for the Community and its Member States. The Green Paper could then form the basis for discussion with Member States leading ultimately to a White Paper outlining policy options. A Green Paper would not be a quick fix; it would take considerable time to explore the myriad issues fundamentally. But the advantage could be that a Green Paper would fill the policy vacuum that currently exists.

This idea was discussed in the interviews with members of PNNC and was received with interest. Some welcomed the idea as a mechanism for moving forward, while others cautioned prudence and stressed the importance of gaining political support. Some correspondents, while supportive of the idea of

a Green Paper, considered that it could be premature in the present stage of development of Community policy.

An important factor in the development of Community policy in the field of civil protection is the absence of any mention of civil protection in the Treaty, apart from the brief reference in Article 3t. There is, indeed, an absence of a definition of civil protection itself and the term embraces different support services in Member States. In one sense, of course, the absence of a precise definition enables the Community to work in a flexible manner to the advantage of Member States.

This absence of a legal basis is one reason why a Community strategy for civil protection has never been defined. Council Decision of 19 December 1997 and the current proposal for a new Council Decision covering the period 2000-2004 certainly define some objectives for the Community Action Programme. As the answers to the questionnaires indicate, there is broad support for the Community Action Programme such as it is. However, there is also a general feeling that the Community could develop a more long-term, consistent and holistic policy on civil protection without adversely affecting the sovereignty and responsibilities of Member States. The preparation of a Green Paper could be one mechanism to elaborate such a policy, but it would clearly require support at political level – and such support would have to be carefully prepared.

8.4 POSSIBLE FUTURE POLICY INITIATIVES

8.4.1 The concept of “The Citizen’s Europe”

The importance of Europe coming closer to “the citizen” was one of the conclusions of the summit of Heads of State and Heads of Government at Cardiff (June 1998). The protection of its citizens is surely at the heart of the responsibilities of every sovereign State. In the case of the European Union, the problem is to ensure that citizens’ “rights” to a given level of safety and protection is available wherever they travel within the Community, without prejudicing the responsibilities of national authorities and respecting the subsidiarity principle.

It is acknowledged that, at present, European citizens do not benefit from the same level of security in civil protection matters in all Member States. Yet there is a presumption that in order to meet the goal of creating a “common space for the protection of citizens” within the Union, there would have to be a greater approximation of support levels than exists at present. This could have important financial implications.

There are, however, a number of fields where Community action would bring added value to the protection of the European citizen. An important area which has already been identified by the Member States is the need for common warning systems and there is scope for action both on aural warnings (sirens) and visual warnings (e.g. pictograms). The PNNC could be the forum where other moves towards creating a citizen’s Europe in the field of civil protection could be discussed.

8.4.2 Integration of civil protection policy into other areas.

In the same way that civil protection is a fundamental right of the citizen, it is necessary to integrate civil protection considerations into other policy areas which affect his security. This will often mean that civil protection issues have to be taken into account at the planning stage (e.g. fire brigade access to new rail links). Even though responsibility for the prevention of accidents is very often that of the line ministries involved, emergency response issues have to be taken into account in order to ensure better preparedness.

It is possible to see the role of civil protection in various other policy fields: energy, transport, urban planning, building construction, product specification etc. In some countries these issues are already being addressed but it would seem that there is scope for considering these issues at Community level in order to optimise contingency planning.

In some respects the situation of civil protection is not unlike that of “the environment” some 10-15 years ago. Just as there is now a general understanding that in order to achieve environmental goals it is necessary to integrate environmental concerns into other policies at the strategic level, so it could be with civil protection if the aim of protecting the citizen is to be thoroughly and comprehensively achieved.

8.4.3 Urbanisation

The issue of urbanisation has been touched upon in a past pilot project but it is probably true that the risks associated with urban life are not being tackled in an integrated way. The greater concentrations of population and specific aspects of urban living (e.g. high rise buildings) place particular problems on the emergency services. It is suggested that there should be more focus at Community level on the problems of urbanisation and its implications for the civil protection services.

8.4.4 Mutual Aid

One of the objectives of Community action as adopted in the form of Council Resolutions in the early 1990s is to improve mutual aid between Member States in the event of natural or man-made disasters. This objective is not specifically addressed in the Community Action Programme although the action of supporting simulation exercises, which are designed to improve preparedness, will also benefit mutual assistance operations. Many Member States have bilateral agreements with neighbouring countries and cross-border co-operation is probably the most usual means of effecting mutual aid. It is acknowledged that a lot has already been achieved. However, past experience has shown (e.g. the Oder floods) that sometimes in crisis situations it can be very difficult to co-ordinate assistance operations from other Member States. Difficulties can arise in communications (both language and technical), in differences in the technical measures being pursued, in understanding the command structure of the assisted and assisting State, etc. There would seem to be scope, therefore, in improving the modalities of mutual assistance operations.

Consideration could also be given to establishing a structure whereby observers from other Member States can be present at crisis situations without interfering in the response efforts. Many useful lessons can be learned from observing the conduct of actual response operations, rather than simulating such events in exercises. The experience of the marine pollution Task Force has shown this to have practical benefits and a similar structure could be envisaged for civil protection professionals.

8.4.5 Enlargement

Civil protection is an important issue for many of the countries seeking accession to the European Union. In many cases the knowledge and expertise is already at a high level, but the countries concerned lack resources and equipment. The admission of these countries to the EU is likely to exacerbate the difference of levels (structures, resources, risks) which already exists within the Community and it is likely that the problem of making progress will be complicated by the ability to move forward at different speeds. This is likely to be particularly evident in creating difficulties for concrete follow up to workshops and pilot projects.

Nevertheless, the prospect of enlargement is a reality which has to be faced and could, indeed, result in a positive experience to stimulate progress. Possible measures to prepare for enlargement would be to invite experts from countries seeking accession to attend workshops at Community expense. It could also be envisaged that those responsible at national level could be invited to attend meetings of PNNC occasionally, perhaps for discussion of specific issues of interest to applicant States.

8.4.6 Disaster Reduction Targets

Some countries already have disaster reduction targets as part of their national civil protection policies. Such targets are important bases for contingency planning and emergency response preparations. It is suggested that disaster reduction targets could usefully be discussed in the framework of PNNC or the meetings of General Directors.

8.5 ROLE OF THE COMMISSION

8.5.1 Co-ordination with other Services

The division of responsibilities within the Commission reflects that in many Member States. For example, responsibility for the Seveso Directive is not usually the responsibility of the national civil protection authorities, although, of course, they are concerned with adequate emergency planning.

There are many functions performed by the Commission which have a bearing – direct or indirect – on the activities of civil protection:

- DG XII (Research and Development): finances research and development on projects covering climatology and natural hazards, natural risks in general, forest fires;
- DG VI (Agriculture): specific measures in rural areas (forestry development, forest fires, environmental protection);
- DG XVI (Regional Policy and Cohesion): flood prevention, regional planning;
- DG XIII (Telecommunications): telematics applications for transport and the environment;
- DG I (External Relations): the European Community humanitarian office (ECHO).

The unit DG XI/C.3 has made efforts to establish links with these and other services of the Commission. It is suggested, however, that more effort should be made to establish closer co-operation between DG XI and these other services. At the very least, it would be helpful for Member States (members of PNNC and General Directors) to have regular, brief résumés of the activities of other Commission services in order to assist their own efforts at co-ordination at the national level.

8.5.2 A single focal point for civil protection

The goal of closer co-ordination could be taken one step further by establishing DG XI/C.3 as the single focal point for all civil protection issues within the Commission. Several Member States have reported that they experience difficulties in understanding the full complex of responsibilities within the Commission. They have little information about what actions are being pursued by other services of the Commission and do not know the responsible officials to approach for specific problems. Very often, Member States (PNNC members) do not have sufficient resources to keep in touch with all Community developments.

One solution to this problem of co-ordination could be to establish DG XI/C.3 as the single focal point for all matters related to civil protection within the Commission. This would not take away the legitimate responsibilities of other Commission services but would facilitate and enhance the interface between the Commission and Member States on all matters concerning civil protection.

8.5.3 Member States' perception of Unit DG XI/C.3

Member States have high regard for the performance of Unit DG XI/C.3. This is evident from the replies to the questionnaires reported in previous chapters. The helpfulness and willingness of the Unit's staff was reiterated in the course of the face to face interviews. The Head of Unit, Mr Alessandro Barisich, is highly regarded by officials in Member States and is considered to be a good "ambassador" for the Commission.

Despite the lack of a clear legal basis, many Member States would like the Commission to be more proactive than at present in developing policy initiatives. Member States expect the Commission to have a vision for the mid-term and long-term development of Community policy in the field of civil

protection and to communicate this vision to Member States. They want a more action-oriented programme led by the Commission.

8.5.4 Limitations on the Role of the Commission

The Commission has no “competence” in the field of civil protection. As the Community Action Programmes repeatedly make clear, action is dependent upon the principle of subsidiarity. The aim of Community co-operation is to support and supplement national policies in order to make them more effective.

Nevertheless, there is an underlying fear among a number of Member States that the Commission wants to exert greater control and gradually supplant the responsibilities of Member States. It is therefore crucially important, if Community co-operation is going to develop, that the Commission is totally transparent in its aims and objectives. This implies that it should state clearly that there will be no interference by the Commission in matters which are the concern of national administrations. It follows from this that harmonisation will not be a goal unless it is clearly desirable in order to achieve certain objectives - and then only with the consent of all Member States. An example of a situation where harmonisation would enhance Community-wide protection of citizens would be in the field of alarm signals.

This is not necessarily to emasculate the role of the Commission. It does emphasise the importance of the Commission following a “soft” approach in seeking to identify policies, measures and actions which will enhance Community co-operation. It implies that the policy objective will be to define agreed aims and targets rather than legally imposed rules and regulations.

At face value there could be a contradiction between the expressed wish of many Member States that the Community should take a more proactive role, providing the vision for future Community action, and the fear that the Commission will usurp the responsibilities of national authorities. However, this contradiction is more apparent than real. The Commission should seize the opportunity to build upon the good reputation which it has earned from Member States in order to define policies for the future which will enhance civil protection throughout the Community whilst, at the same time, respecting the responsibilities and role of Member States.

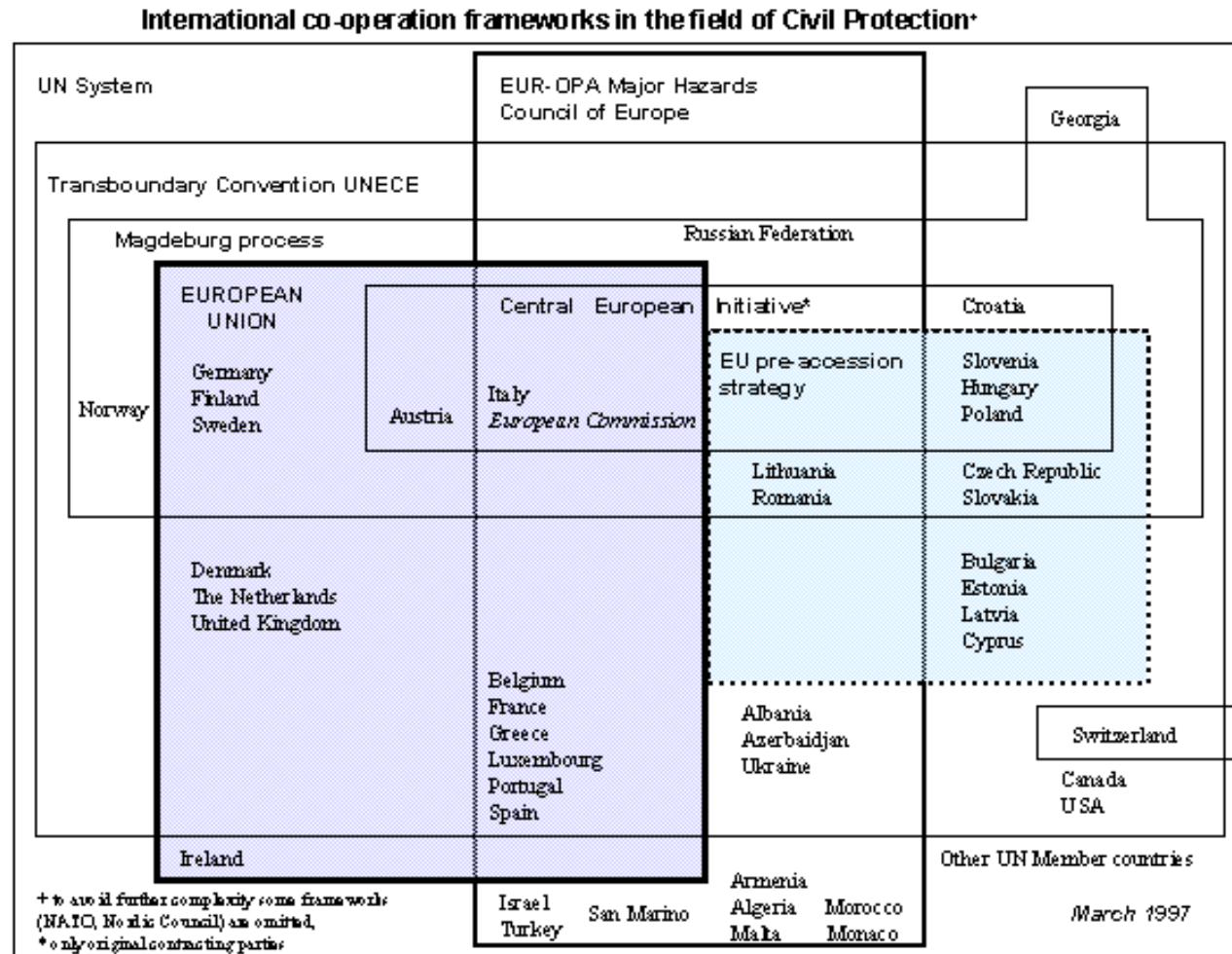
8.5.5 International role

There are many regional and international bodies working in the field of civil protection and this inevitably leads to duplication and a waste of resources and time. (See Figure 8.1 for an overview of the situation as it was in 1997.) It is clear that most Member States see the Community as being the most important forum for the development of international co-operation in the field of civil protection, whilst recognising that other organisations may have certain advantages not shared by the EU (e.g. the wider membership of NATO or the UN). There is a general consensus that the Commission should manifest a stronger presence in other international fora and should, wherever appropriate, try to exercise a co-ordinating function in order to avoid wasteful duplication of effort. The Commission would be facilitated in this task if topics which are to

be discussed in other international fora are first aired within the framework of PNNC in order to ascertain whether there is a common Community viewpoint. It follows that, without a clear legal basis, the Commission can only speak on behalf of the Community if there is an agreed, shared opinion among Member States. The Commission also has the right to expect support from Member States in other international fora if it has obtained – an admittedly unofficial – mandate.

The question of duplication at international level is not simply a management question. Ultimately decisions have to be taken at the political level, by the States concerned, in order to effect any substantial changes in the role of international bodies. Frankly speaking, unless there is blatant profligacy, it is difficult to see what would be the trigger mechanism for bringing about substantial changes in the *status quo*.

Figure 8.1



8.6 THE MEETING STRUCTURE

8.6.1 The Permanent Network of National Correspondents

The verdict of members is that PNNC was not well organised at the beginning, but that matters are improved today. Nevertheless, there are still complaints that often no background papers are prepared and that, when they are, papers are received too late to enable adequate internal preparation. Despite improvements, there seems therefore to be a need to maintain a consistently better preparation for meetings of PNNC.

There is also a need to ensure that there is a sufficiently lively agenda to interest members. The previous sections of this chapter suggest that there is considerable opportunity for the Commission to explore with Member States a more proactive role for the PNNC.

The Commission could also consider the value of inviting outsiders (e.g. the Union of Professional Fire Brigades) to occasional meetings, depending on the agenda. Other outside bodies with special interests could also add expertise to discussions within PNNC.

Despite these shortcomings, there is a general consensus that PNNC performs an important function in establishing a network of individuals with comparable responsibilities – as its name implies.

8.6.2 Management Committee

There seems to be a genuine lack of understanding about the legal status of the Management Committee established under Council Decision of 19 December 1997. Although the pro forma for assessing project proposals facilitates the task of the Committee, the Commission should exert greater rigour in avoiding decisions being taken on a “back door” *ad hoc* basis. In other words, the Committee should perform its proper function and the decision making process must be completely transparent.

Consideration should be given to advertising invitations for project proposals in the Official Journal. This move would ensure greater transparency for the Community Action Programme. It would also throw open the doors to a wider band of applicants.

The theoretical two years lifespan of the Committee is a very short period to enable judgement to be made about its way of working. In reality, the lifespan of the Committee will be effectively reduced to about 10 months: from August 1998 when the funding was approved until June 1999, by which time all funding allocations under the Community Action Programme should have been decided.

8.6.3 The annual meetings of General Directors

It seems that the annual meeting of General Directors still has to find a viable role, although those who have participated admitted finding the experience

interesting and valuable. As with other participants in the field of civil protection, there must surely be value in General Directors knowing each other on a personal basis. It is important that DG XI/C.3 makes every effort to raise the importance of the annual meeting of General Directors by identifying an appropriate role for the meeting, such as providing steering or impetus to the work of the Community Action Programme. It should not duplicate the functions of PNNC or the management committee.

9. Conclusions and Recommendations

9.1 CONCLUSIONS

The objective of this chapter is to draw some conclusions about the Community Action Programme in the Field of Civil Protection, as measured by the key yardsticks of the evaluation: the relevance of the programme; its efficiency, effectiveness, utility and sustainability.

Relevance

The relevance of the Community Action Programme is the extent to which its *objectives* are pertinent to the needs and priorities of Member States and the Community. This question has most meaning in the context of the proposal for a Community Action Programme for 2000-2004 (COM(98) 768 Final). The general objective can be stated as:

“To support and supplement Member States’ efforts at national, regional and local levels for the protection of persons, environment and property in the event of natural and technological disasters. The aim is also to facilitate co-operation and mutual assistance between Member States in this field.”

Twelve out of 15 national correspondents consider that the programme is very relevant to the Community’s needs and that it will provide “added value” to national efforts. A further three correspondents consider that the proposed programme has some relevance to the Community’s needs. No correspondents consider the programme to be irrelevant to the real needs of the Community.

Concerning the *specific objectives*, the objective of the **prevention and reduction of risks** has only recently been included on the agenda of the Community Action Programme. The relevance of the programme on prevention and risk assessment fits well with the need of most Member States, even though the importance of specific incident types may vary from country to country.

For the great majority of Member States, the objective of **increasing the preparedness of human resources and their ability to respond in an emergency** is, at the least, useful and relevant and for half the Member States is regarded as “very important”.

Half the national correspondents consider that the specific objective of **improving response techniques** is very important; half consider that Community action is useful, but not essential. None consider that Community action is unnecessary or adds little value to national activities.

It can be concluded that the specific objective of **improving public information and raising public awareness** is an objective which has the support of all Member States, which see the relevance of the action in meeting their needs to enable their own citizens to protect themselves more effectively. Indeed, the suggestions made by national correspondents for future attention

indicate that this is an objective with considerable potential for future development at the Community level.

Enhancing the coherence of actions undertaken at international level in the field of civil protection is not a specific objective of the Community Action Programme as such but is, nevertheless, an objective which is frequently referred to in Council Resolutions. Despite the existence of other international and regional fora where civil protection matters are discussed, the value of the Community context is recognised by all Member States as being essential or, at the very least, worthwhile. Furthermore, there is strong support for the view that the Commission should take more action than at present to avoid duplication of effort at international levels. In order to undertake this role effectively, more human resources would need to be made available to Unit DG XI/C.3.

Effectiveness

It is important to consider how far the programme's *impacts* (i.e. its outputs and results) have contributed to achieving its specific and general objectives.

In broad terms, the general objective for Community action in the period 1994-1997 may be summarised as "strengthening Community co-operation on civil protection in order to deal more effectively with disasters." National correspondents were asked whether they thought that this objective had been achieved. Despite difficulties in funding (especially a reduction in the years 1996 and 1997), 13 correspondents considered that there has been some improvement in Community co-operation, whereas two national correspondents considered that there had been no noticeable impact from Community action.

The general objective for the Community Action Programme of 1998-1999 can be stated as its "contribution to the protection of persons, environment and property in the event of a natural or technical disaster, without prejudice to the competencies of Member States." On the question of the extent to which these objectives are being fulfilled, 14 national correspondents consider that there has been some improvement in co-operation and one correspondent considers that co-operation has been greatly facilitated. No correspondents are of the opinion that there has been no noticeable impact from Community action.

Despite the fact that the ongoing programme is only halfway through its life, it is important to note that there is an improvement in the perception of the national correspondents of Member States as to the effectiveness in achieving the programme's objectives.

Utility

The Community financed 27 training activities and workshops during the period 1994-1997 and 19 pilot projects. A further nine actions (major projects, workshops and training actions) were initiated during 1998 in the context of the Community Action Programme for the biennium 1998-1999.

All national correspondents consider that workshops are, at least, quite effective, resulting in some benefit from participation, whilst a total of 40% consider that they are a very effective activity.

The organisers of workshops were all of the opinion that the level and experience of the participants were appropriate for the workshop they were running. Not surprisingly, they all considered that workshops and major projects are an effective method of improving the capabilities of Member States.

However, the most immediate beneficiaries of workshops are the participants themselves. All the participants who responded claimed to have got some value from the workshop they attended and 30% claimed to have derived very much value. It can therefore be concluded that the programme of workshops and major projects is, in general, meeting the needs of the target populations.

However, in order to translate the outputs of the programme (i.e. the workshops and projects) into their expected results, it is essential to ensure that any conclusions and recommendations are disseminated effectively. In this respect, approximately one third of the workshop organisers were convinced that the conclusions and results had been disseminated efficiently at Community level. Although all workshop organisers seem to have benefited from the workshops from their own internal and national viewpoint, many were not sure that follow-up at Community level had been effective. Other players (national correspondents and workshop participants) are also of the opinion that there could be more concrete conclusions from workshops and pilot projects and more active follow-up.

The usefulness of the pilot projects is indicated by the fact that some correspondents reported that they have made changes in the way they work, although this is not commonplace. Nevertheless, with one exception, all correspondents considered that the pilot projects are valuable and should be continued.

There is unanimous support for the programme of seconding experts to another Member State, which is intended to help to broaden the knowledge and experience of civil protection professionals. One-third of correspondents considered that the exchange programme is very worthwhile and a cost-effective way of enhancing professional competence. All organisations which hosted experts from abroad claimed to have derived benefit from the experience. 90% of the experts considered that they had gained "very much value" from the exchange experience.

Efficiency

The evaluation has tried to assess how economically the various *inputs* (i.e. the Commission's budget and the personnel involved) have been converted into *outputs* (the workshops, exchange programme, pilot projects, etc) and expected *results* (i.e. enhanced civil protection capabilities, mutual sharing of experience, etc: see logical frameworks).

The first measure of efficiency is how effective unit DG XI/C.3 has been in disbursing the budgeted funds available. In fact, the unit has been able to allocate practically 100% of the funds made available (either from the budgeted line for civil protection and environmental emergencies or on an *ad hoc* basis from the so-called "common pot" for DG XI (budget line B4-3040)), taking account of the opinions expressed by PNNC and the management committee.

One statistical measure of cost-efficiency is to relate the Community's financial contribution to the number of experts or workshop participants which have participated in the action. This indicates that, for example, the unit cost of participants in the 14 training workshops between 1994-1997 was approximately 1,400 ECU, compared with a cost of 1,565 ECU for experts participating in the exchange programme in 1995-1996 and a unit cost of 845 ECU for experts participating in the exchange programme in 1997. However, it is important not to place too much significance on these comparisons. If anything, they demonstrate that the Community contribution is broadly the same whether the expert has participated in a training workshop or the exchange programme. In other words, there is no evidence of one action being substantially less cost effective than others.

The objective of ensuring cost efficiency is greatly assisted by the fact that between 25-50% of the funding of an action has to be provided either by the organiser or by the partner Member State.

All the organisers of workshops and pilot projects considered that co-operation with DG XI was very efficient. Three-quarters of the organisers considered that the financial procedures worked effectively, whereas one quarter experienced difficulties.

Sustainability

It is important to form a view on the extent to which the positive changes which have been recorded can be expected to last after the programme has finished. This is particularly relevant in the context of considering the viability of the proposal for the Community Action Programme for 2000-2004.

There is strong endorsement of the sustainability of the programme to date. Almost half the national correspondents considered that the action to date will have long-term benefits. More than half considered that the action will have short-term benefits which will need to be supplemented by ongoing support actions.

9.2 RECOMMENDATIONS

The following recommendations arise out of this evaluation report and are presented below for consideration by the Commission and, where appropriate, by the representatives of Member States either in the framework of PNNC or the annual meetings of General Directors. The recommendations are **not** listed in order of importance.

Recommendations for the Commission

1. The Commission, and more specifically Unit DG XI/C.3, should develop a more action-oriented programme and spell out its vision for the future of civil protection at Community level.
2. The Commission should be transparent and state clearly its objectives and aims in the field of civil protection, recognising and respecting the rights of Member States.
3. The Commission should give consideration to designating Unit DG XI/C.3 as the single focal point for all matters related to civil protection within the Commission.

Recommendations for the Commission and General Directors of Civil Protection

4. Consideration should be given to the preparation of a Green Paper on civil protection.
5. Consideration should be given on how to give effect to the need to bring the European Union closer to the people (a citizens' Europe) whilst respecting the principle of subsidiarity.
6. Consideration should be given to initiating a policy with the aim of integrating civil protection needs in other policy areas, e.g. transport, energy, urban planning, etc.
7. Consideration should be given to focusing more actions at Community level on the specific problems and needs generated by "urbanisation".
8. Consideration should be given to establishing Community disaster reduction targets, following discussion in PNNC or the meeting of General Directors.

Recommendations for the Commission and PNNC

9. There should be a formal follow-up of workshops and pilot projects in PNNC based on, at the least, the résumé and conclusions. In some cases it may be worthwhile to have a presentation by the organiser of the action.
10. Require, as a matter of principle, that all workshops and pilot projects should conclude with an official summary document for further consultation within the Community.
11. Whenever appropriate, consideration should be given to identifying means to ensure an effective follow up of Community actions, for example, by nominating individuals or organisations to pursue the conclusions and report back to PNNC.

12. Longer time periods than in the past should be allowed for the announcement of workshops in order to allow national correspondents to ensure that there is correct representation.
13. Consideration should be given to improving the modalities of mutual assistance in cross-border and other incidents involving international assistance.
14. Consideration to establishing a mechanism for enabling observers from other Member States to take part in crisis situations under the auspices of the Community Task Force.
15. Consideration should be given to inviting outsiders with special expertise to attend occasionally meetings of PNNC.

Recommendations for the Commission and the Management Committee

16. The Commission and the Management Committee should attempt to focus more on the end-benefits of activities when assessing actions for Community funding.
17. Organisers of actions should be encouraged to work towards more “results orientated” concrete conclusions and recommendations from their workshops and pilot projects.
18. The Commission should avoid taking decisions on the Community Action Programme being taken on an *ad hoc* basis and should consider publishing invitations to submit proposals for actions in the Official Journal.

Recommendations for Unit DG XI/C.3

19. A Commission representative should, whenever invited, participate in Member States’ civil protection events to demonstrate Community interest and help to raise the political profile.
20. Unit DG XI/C.3 should intensify its liaison with other services of the Commission and provide regular résumés to the meetings of PNNC.
21. The Commission should exert a stronger co-ordinating role in international fora in order to avoid wasteful duplication of effort and resources, based upon support from Member States.
22. Meetings of PNNC should be better prepared with a more substantial agenda, appropriate background documents and giving members of PNNC adequate time for internal consultation.
23. Consideration should be given to inviting members of countries seeking accession to the EU to workshops and occasional meetings of PNNC at Community expense.

24. A résumé and the conclusions of workshops and pilot projects should be translated, as a matter of course, into all official languages of the Community.
25. Consideration should be given to requiring that participants who register late for simulation exercises or other activities should pay the additional travel costs of their late decision to participate.

TABLES 1-3

Evaluation of Community Action Programme in the Field of Civil Protection

LOGICAL FRAMEWORK FOR INTERVENTION

COMMUNITY ACTION PROGRAMME IN THE FIELD OF CIVIL PROTECTION : 1994-97 (ex post evaluation)

(Source: Council Resolution of 31 October 1994 (94/C 313/01))

Table 1A

GENERAL OBJECTIVE (Long-term outcome)	INDICATORS	ASSUMPTIONS
Strengthening Community co-operation on civil protection in order to deal more effectively with disasters.	Qualitative indicator: opinion of officials in Member States on success and relevance of Community actions.	Support of Member States for Community involvement in field of civil protection.
SPECIFIC OBJECTIVES (initial impacts)		
1. Improving the level of preparedness to cope with disasters, disaster prevention and risk management, including post emergency actions.	<ul style="list-style-type: none"> • Training activities) • Workshops) numbers involved; • Simulation exercises) opinions of participants; • Exchanges of experts) etc • Pilot projects) 	Close co-operation with the Network of National Correspondents (PNNC).
2. Enhancing the role of volunteers in civil protection.	• Self tuition workshop: follow-up action on lessons learned.	Effective contact with and participation of volunteer organisations.
3. Improving mutual aid between Member States in the event of natural or technological disasters.	<ul style="list-style-type: none"> • Establishment of Committee of users of data transmission. • Publication of Operational Manual. • Establishment of Commission's crisis centre. • Establishment of Community Task Force. 	<ul style="list-style-type: none"> • Active participation of Member States (MS). • Co-operation from MS on provision of data. • Organisational and budgetary capability of Commission's services (DG XI/C). • Nomination of experts and budgetary support.
4. Reinforcing the information, education and awareness-raising initiatives aimed at the public, particularly young people, in order to increase the level of self-protection.	<ul style="list-style-type: none"> • Initiatives of Member States. • Initiatives of the Commission. 	Member States have policies to increase public information and awareness.
5. Ensuring the best possible co-ordination of measures taken at international level.	Qualitative indicator: opinion of officials.	A willingness to co-operate at international level to ensure the most effective response.

SPECIFIC OBJECTIVES	1. Improving the level of preparedness.	2. Enhancing the role of volunteers.	3. Improving mutual aid.	4. Reinforcing public information and awareness.	5. Co-ordination at international level.
EXPECTED RESULTS	<ul style="list-style-type: none"> • Development of inter-personal links and improved experience at Community level. • Increased efficiency and speed of mutual assistance operations. • Learning lessons from past incidents. 	<ul style="list-style-type: none"> • Pooling the different experience of Member States in the voluntary sector in order to identify actions which contribute to the better use of resources. 	<ul style="list-style-type: none"> • Guidance of new initiatives in this field. • National and Community contact points and registers of available resources. 	<ul style="list-style-type: none"> • Increasing the public's degree of self-protection. 	<ul style="list-style-type: none"> • Rational use of resources. • Better co-ordination of civil protection measures.
OUTPUTS	<ol style="list-style-type: none"> 1. Training activities. 2. Simulation exercises. 3. Exchange of experts. 4. Pilot projects. 	<ol style="list-style-type: none"> 1. Self-tuition workshop on voluntary work. 	<ol style="list-style-type: none"> 1. Committee of users of data transmission. 2. Operational manual. 3. Commission's 24 hr crisis centre. 4. Secondment of experts in Community Task Force. 	<ol style="list-style-type: none"> 1. Initiatives of Member States. 2. Commission public exhibition initiatives. 	<ol style="list-style-type: none"> 1. Participation of EEA experts in Community training activities. 2. Enlargement discussions with States seeking accession.
ACTIVITIES	<ol style="list-style-type: none"> 1.1 Identification of appropriate training activities. 1.2 Nomination of suitable trainees. 1.3 Execution of training activity. 2.1 Identification of Member State lead country. 2.2 Invitations issued to all Member States. 2.3 Execution of exercise. 3.1 Identification of host organisation. 3.2 Identification of volunteer experts. 3.3 Exchange takes place. 	<ol style="list-style-type: none"> 1.1 Identification of host country. 1.2 Identification of appropriate participants. 1.3 Execution of workshop. 	<ol style="list-style-type: none"> 1.1 Establishment of Committee membership. 1.2 Meetings of Committee as required. 2.1 Compilation of data from Member States. 2.2 Dissemination to authorised recipients. 2.3 Periodic updating of Operational Manual. 3.1 Provision of suitable facilities by DGXI. 3.2 Ensuring adequate financial support. 4.1 Identification of Task Force members. 4.2 Ensuring annual budgetary provision. 4.3 Defining procedures and mechanisms for mobilising Task Force. 	<ol style="list-style-type: none"> 1.1 Identification of suitable initiatives. 1.2 Mechanisms for providing Community financial support. 2.1 Identification of appropriate opportunities. 2.2 Implementation of action. 	<ol style="list-style-type: none"> 1.1 Identification of appropriate partners in EEA countries. 1.2 Participation of Commission in relevant international fora.

Table 1B (continued)

<p>INPUTS</p>	<p>Experts from Member States. Organisers of training activities and exercises. Commission's services. Commission budget: Training: 719,163 ECU Exercises: 254,410 ECU Exchange Prog.: 624,150 ECU Pilot Projects: 1,689,988 ECU</p>	<p>Organisers of workshop. Participants in workshop. Commission's services. Commission budget: 50,000 ECU</p>	<p>Experts from Member States. Data from Member States. Facilities from the Commission for crisis centre. Expertise from Member States for Task Force. Commission's services: Operational Manual: 5,832 ECU Task Force: 130,240 ECU</p>	<p>Actions of Member States. Commission's services. Commission budget: MS 277.065 ECU Com initiatives: 20,457 ECU</p>	<p>Experts from EEA countries and applicant states. Commission's services. Commission budget: 62,500 ECU</p>
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LOGICAL FRAMEWORK FOR INTERVENTION

COMMUNITY ACTION PROGRAMME IN THE FIELD OF CIVIL PROTECTION : 1998-99 (intermediate evaluation)

(Source: Council Decision of 19 December 1997 (98/22/EC))

Table 2A

GENERAL OBJECTIVE (Long-term outcome)	INDICATORS	ASSUMPTIONS
To contribute to the protection of persons, environment and property in the event of a natural or technological disaster, without prejudice to the competences of Member States.	1. Supplementation of Member States' own efforts at national, regional and local levels in matters of civil protection (qualitative indicator). 2. Co-operation facilitated between Member States in this field (essentially qualitative indicator).	Acceptance by Member States through their active involvement in the Programme. Budgetary approval given by European Parliament.
SPECIFIC OBJECTIVES (initial impacts)		
1. Contribution to lessening the risk and damage to persons, environment and property in the event of a natural or technological disaster.		Proposals for action are made either by the Commission or by Member States.
2. Contribution to increasing the degree of preparedness of those involved in civil protection in the Member States, in order to increase their ability to respond to an emergency.	<ul style="list-style-type: none"> • Training activities • Exchange of experts • Community simulation exercises. 	Training activities are organised by Member States. Experts are nominated for secondment and external training in another Member State. Lead countries are prepared to organise simulation exercises.
3. Contribution to improving techniques and methods of response.	<ul style="list-style-type: none"> • Pilot projects. 	Project proposals of interest to all or several Member States are presented.
4. Contribution to public information, education and awareness, so as to help citizens to protect themselves more effectively.	<ul style="list-style-type: none"> • Exchanges of experience. • Distribution of material. 	Lead countries are prepared to organise information exchange events. Publicity material and events are organised by Member States or the Commission.

SPECIFIC OBJECTIVES	1. Prevention and reduction of risks.	2. Increasing preparedness (human resources).	3. Improving response techniques.	4. Improving public information and awareness.	5. Improving mutual aid between Member States (not listed in Council Decision 98/22/EC).
EXPECTED RESULTS		<ul style="list-style-type: none"> • Mutual sharing of experience by means of in-depth discussions of methods, techniques and means. • Establishment of a human network permitting more effective operational co-operation between Member States. 	<ul style="list-style-type: none"> • Increased response capacity of Member States by means of improved means, techniques and procedures. 	<ul style="list-style-type: none"> • Increasing the public's degree of self-protection. • Benefit from experience in other Member States. 	<ul style="list-style-type: none"> • Providing expert advice, on request, to a Member State or third country confronted with a natural or ecological disaster.
OUTPUTS	1. Pilot projects.	<ol style="list-style-type: none"> 1. Major projects workshops. 2. Exchanges of experts for training courses in another Member State and secondment of experts to the civil protection services of another Member State. 3. Community simulation exercises. 4. Training. 	1. Pilot projects.	<ol style="list-style-type: none"> 1. Exchanges of experience between Member States, regions and local authorities. 2. Distribution of information and travelling exhibitions on Community co-operation in the field of civil pollution. 	1. Interventions of Community Task Force.
ACTIVITIES		<ol style="list-style-type: none"> 1.1 Identification of appropriate workshops and host countries. 1.2 Identification of appropriate participants. 1.3 Execution of workshops. 2.1 Identification of appropriate training courses. 2.2 Nomination of suitable trainees. 2.3 Execution of training activity. 3.1 Identification of host organisation. 3.2 Identification of volunteer experts for secondment. 3.3 Secondment takes place. 4.1 Identification of Member State lead country. 4.2 Invitations issued to all Member States. 4.3 Execution of exercise. 	<ol style="list-style-type: none"> 1.1 Identification of suitable pilot projects. 1.2 Execution of pilot projects. 1.3 Dissemination of results. 	<ol style="list-style-type: none"> 1.1 Identification of lead country to organise workshop for exchange of experience. 1.2 Identification of appropriate participants at national, regional and local level. 1.3 Workshop takes place. 2.1 Identification of exhibitions, etc. for support. 2.2 Exhibitions etc. take place. 	<ol style="list-style-type: none"> 1.1 Commission maintains roster of experts for the Task Force. 1.2 Interventions are organised through the Commission's services.
INPUTS	Organisers of pilot projects. Commission's services. Commission budget (1998): 13,000 ECU	Experts from Member States. Organisers of workshops and exercises. Commission's services. Commission budget (1998 commitment): Major projects & workshops: 581,697 ECU Exchange programme: 197,322 ECU Exercises: 99,331 ECU Training: 17,967 ECU.	Organisers of pilot projects. Commission's services. Commission budget (1998): 46,380 ECU	Actions of Member States. Commission's services. Commission budget: no commitments.	Expertise from Member States. Commission's services. Commission budget: 30,655 ECU

Evaluation of Community Action Programme in the Field of Civil Protection

LOGICAL FRAMEWORK FOR INTERVENTION

COMMUNITY ACTION PROGRAMME IN THE FIELD OF CIVIL PROTECTION : 2000-2004 (ex ante evaluation)

(Source: Proposal for a Council Decision establishing a Community Action Programme in the field of Civil Protection: (COM(98) 768 Final)

Table 3A

GENERAL OBJECTIVE (Long-term outcome)	INDICATORS	ASSUMPTIONS
<p>1. To support and supplement Member States' efforts at national, regional and local levels for the protection of persons, environment and property in the event of natural and technological disasters.</p> <p>2. To facilitate co-operation and mutual assistance between Member States in this field.</p>	<p>Qualitative indicator: opinion of officials in Member States on the relevance and added value of proposed Community actions.</p>	<p>Acceptance by Member States of Community action. Budgetary approval from European Parliament.</p>
<p>SPECIFIC OBJECTIVES (initial impacts)</p>		
<p>1. Contribution to preventing the risks and damage to persons, environment and property in the event of natural and technological disasters.</p>	<ul style="list-style-type: none"> • Major projects. 	<p>Proposals of general interest for all Member States (or a number of them) are submitted.</p>
<p>2. Contribution to increasing the degree of preparedness of those involved in civil protection in the Member States, in order to increase their ability to respond to an emergency.</p>	<ul style="list-style-type: none"> • Major projects, workshops and training courses. • Exchanges of experts. • Exercises. 	<p>Major projects, workshops and training courses are organised by Member States. Experts are nominated for secondment and external training in another Member State. Lead countries are prepared to organise exercises.</p>
<p>3. Contribution to improving techniques and methods of response and rehabilitation after emergencies.</p>	<ul style="list-style-type: none"> • Pilot projects. • Support actions. 	<p>Project proposals of interest to all Member States (or a significant number of them) and in accordance with the annual priorities defined by the management committee are submitted.</p>
<p>4. Contribution to public information, education and awareness, so as to help citizens to protect themselves more effectively.</p>	<ul style="list-style-type: none"> • International conferences and events. • Distribution of information, publications and exhibition material. • Support actions. 	<p>Conferences and events are organised by Member States. Publicity material is prepared by Member States. Support actions are initiated by the Commission.</p>

Evaluation of Community Action Programme in the Field of Civil Protection
COMMUNITY ACTION PROGRAMME IN THE FIELD OF CIVIL PROTECTION : 2000-2004

Table 3B

SPECIFIC OBJECTIVES	1. Prevention of risks.	2. Increasing preparedness (human resources).	3. Improving response and rehabilitation techniques	4. Improving public information, education and awareness.
EXPECTED RESULTS	<ul style="list-style-type: none"> • Enhanced civil protection capabilities for dealing with disasters in certain significant aspects. 	<ul style="list-style-type: none"> • Mutual sharing of experience by means of discussions and exchanges. • Establishment of a human network permitting more effective operational co-operation. • Improved effectiveness and speed of response in case of emergency. • Reinforcement of national systems set up by Member States or third countries facing natural or technological disasters. 	<ul style="list-style-type: none"> • Increased response capacity of Member States by means of improved means, techniques and procedures. 	<ul style="list-style-type: none"> • Informed citizens who will be able to protect themselves more effectively. • Increased knowledge and awareness of civil protection activities, especially the role of Community co-operation, among experts and the wider public.
OUTPUTS	1. Major projects for enhancing civil protection capabilities, such as prevention.	<ol style="list-style-type: none"> 1. Major projects, workshops and training courses for improving preparedness. 2. Secondment of experts to the emergency services of another Member State. 3. Exchanges of experts for short training courses in another Member State. 4. Exercises. 5. Mobilisation of expertise in the event of an emergency. 	<ol style="list-style-type: none"> 1. Major projects and pilot projects for enhancing response and restoration. 2. Support actions for the development of particular civil protection aspects. 	<ol style="list-style-type: none"> 1. Major projects for enhancing public information. 2. International conferences and events open to large audiences. 3. Distribution of information, publications and the production of exhibition material on Community co-operation in the field of civil protection. 4. Actions aimed at a better appreciation of the results of civil protection activities (e.g. statistics, economic analysis, programme evaluation).

<p>ACTIVITIES</p>	<p>1.1 Identification of appropriate major projects. 1.2 Execution of projects. 1.3 Dissemination of results.</p>	<p>1.1 Identification of appropriate projects, workshops and training courses. 1.2 Identification of appropriate participants. 1.3 Execution of projects, workshops and training courses. 2.1 Identification of host organisation. 2.2 Identification of volunteer experts for secondment. 2.3 Secondment takes place. 3.1 Identification of appropriate training courses. 3.2 Nomination of suitable trainees. 3.3 Execution of training activity. 4.1 Identification of Member State lead country. 4.2 Invitations issued to all Member States. 4.3 Execution of exercise. 5.1 Commission maintains roster of experts for the Task Force. 5.2 Interventions are organised through the Commission's services.</p>	<p>1.1 Identification of suitable projects. 1.2 Execution of projects. 1.3 Dissemination of results. 2.1 Identification of appropriate support actions. 2.2 Execution of support actions. 2.3 Dissemination of results.</p>	<p>1.1 Identification of lead agencies to organise major projects, conferences and events. 1.2 Execution of major projects, conferences and events with Community financial support. 2.1 Identification of information, publications and exhibition material for Community support. 2.2 Information material is produced and published. 3.1 Identification of appropriate actions. 3.2 Actions are carried out 3.3 Results are disseminated.</p>
<p>INPUTS</p>	<p>Organisers of major projects. Commission's services. Commission budget: 800,000 ECU per annum.</p>	<p>High-level experts, technical specialists and technicians from Member States. Organisers of workshops, training courses and exchange programmes. Commission's services. Commission budget: Workshops and courses: 200,000 ECU per annum Exchanges of experts: 400,000 ECU per annum Exercises: 200,000 ECU per annum Task Force: 50,000 ECU per annum.</p>	<p>Organisers of pilot projects and support actions. Commission's services. Commission budgets: 250,000 ECU per annum.</p>	<p>Actions of lead agencies in Member States. Commission's services. Commission budget: 100,000 ECU per annum.</p>



EUROPEAN COMMISSION

DIRECTORATE-General XI
ENVIRONMENT, NUCLEAR SAFETY AND CIVIL PROTECTION
Directorate C – Nuclear Safety and civil protection
XI.C.3-Civil protection

Brussels, 28 April, 1998

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TERMS OF REFERENCE

Introduction

The civil protection unit proposes setting up a *Community framework agreement of cooperation for accidental marine pollution* as well as a second *Community action programme for civil protection and environmental emergencies*. To do this, the unit must, on the basis of an a posteriori and intermediate evaluation, proceed with an ex-ante evaluation of these two activities. Indeed, actions as regards marine pollution have been carried out since 1978 and since 1985 with regard to civil protection and the Commission departments would like, at the request of the Member States, to pursue with and develop these actions.

Objectives of the evaluation

The two essential objectives of the evaluation will consist in checking *the rationality of the objective as well as in adjusting the initiatives* according to future changes in the external context (taking into account new dimensions such as the disaster prevention, the expansion of the Union, use of the new technologies).

Background of the evaluation

As mentioned in the introduction, this involves activities which have been led in marine pollution for almost twenty years and for more than ten years in civil protection.

In the two fields concerned, these activities are similar, they are intended to improve the participants' know-how in the event of catastrophe, to improve the quality of techniques and of the technical tools to cope with these emergencies and to facilitate mutual aid between Member States where necessary.

In the past, *these activities were regularly adjusted* to take account of the changes in the external context. These changes were performed by using in particular the reactions of the relevant committees. The Contractor will moreover have to establish contacts with members of these committees.

These activities are in relation to the different and relatively modest activities in the field of the environment (DG XI). In recent years, the amounts of the financial contributions, between 30 and 75% granted by the Commission according to the types of initiatives were approximately : ECU 0.3 Million in 1994; ECU 0.9 Million in 1995; ECU 0.5

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Million in 1996 and ECU 0.3 Million in 1997 for the marine pollution and approximately ECU 1.2 Million in 1994; ECU 1.3 Million in 1995; ECU 0.3 Million in 1996 and ECU 0.4 Million in 1997 for civil protection and the environmental emergencies.

The two fields concerned are fields of cooperation which respect to the organisations and departments set up in the Member States (principle of subsidiarity) and their actions were aimed at national, regional or local specialised services, directly or indirectly concerned (public, parapublic, voluntary, NGO).

Subjects to be studied

- Logical framework of intervention

The Contractor will assist the unit in *the development of the logical framework of intervention* for both programmes in question. For that purpose, he will visit Brussels to meet the personnel of the unit and, if required, the personnel of other departments that usually work with the unit.

At the end of these talks, the Contractor will have to formulate in a structured way:

- the general objectives
- the specific objectives
- the expected results obtained, under development and achieved at the end of the programmes in question
- the objectively verifiable indicators
- the activities that make-up the programmes

- Efficiency

The Contractor will have to assess *the efficiency of the choices* made by the Departments with the support of the Member States (the actions to be carried out), *the working methods* used (responsibility for the organising entities), *the means implemented* (the participants' selection by the Member States). Cost/effectiveness aspects will also be approached by the contractor.

- Impact

The Contractor will have *to assess the real impact of these two activities externally*. In particular, he will have to evaluate the real profits that brought, that these activities bring and will continue to bring to the entities concerned in the Member States at local, regional and national levels.

Plan of work

The Contractor will start his work by a stay to with civil protection unit in order:

- to formulate the logical framework of intervention,
- to familiarise himself with the documents and equipment available to carry out the evaluation and in particular the reports of the training courses, of the workshops, of the exercises, of the pilot projects, etc.

He will then proceed to contact the recipients of the actions in the Member States by mail, telephone and possibly by questionnaire, as well as by targeted visits.

Insofar as the timetable will allow it, he will be able to meet the members of the relevant committees quoted in item 3. Finally, he will be able if necessary to establish contacts with carried out action organisers.

Estimate of the work to be provided

- Accidental marine pollution

The contractor will have to evaluate a sample training course (out of the 12 organised since 1993) as well as some pilot projects (out of the 10 organised since 1993). The unit will place at his disposal the reports concerning these actions.

- Civil protection

The contractor will have to evaluate a sample workshop (out of the 20 organised since 1993), the system for expert exchange in operation since 1995 as well as a few simulation exercises (out of the 7 financed since 1993).

- Volume of work

The number of working days considered necessary is of approximately 90 man-days or approximately 4 man-months. Moreover, six to eight trips to the Member States including 3 to Brussels lasting an average of 3-days are considered necessary, including.

Expertise

The Contractor will have to prove *proven experience* as regards evaluation of actions carried out by the public sector in particular at a Community level .

Reports

The Contractor will have regularly to inform the civil protection unit of the progress of his mission, of the difficulties encountered, etc.

For that purpose, the Contractor will return, in theory, once a month to Brussels.

In view of the duration of this evaluation, a handing-over of a final draft report, which will have to be amended is envisaged only according to the possible Department remarks. It is requested that the final report, in its provisional form, be submitted within two months of signing the contract.

The final report will have to comprise two separate parts, one devoted to marine pollution, the other to civil protection and to the environmental emergencies. Each one of them will not have to exceed 30 pages + annexes and comprise an "Executive summary" of 3 pages intended for the political decision-makers as well as, if necessary, Parliament and the public.

This "*Executive summary* " will be particularly directed towards the examination of the rationality of the policy as well as towards the interest of the continuation of the activities.

The final report will be produced in one of the official languages of the Union; however if this were not French or English, a translation (annexes excluded) in one of these two languages will be requested from the consultant (the cost of this translation will be evaluated in the proposed budget, but will not be taken into account in the evaluation of the offer).

Selection criteria

The offers concerning the implementation of this evaluation can be submitted by companies, institutions or of the private or public sector bodies, on an individual or joint basis.

Tenderers must be natural or legal persons (and indicate their registration numbers in official registers).

The proof of the tenderer's financial situation will have to be provided on the basis (extracts) of financial declarations for the last three years.

The appraiser will have to assess the extent of the competencies and the solidity of the references of the personnel proposed (to attach the CVS, possible list of publications, list of relevant contracts) in particular in terms of:

- evaluation techniques, in particular questionnaires and interviews,
- national public, Community or international programme analysis,
- public programme impact measurement.

Attribution criteria

Proposed methodology to provide a clear and detailed evaluation of the problem;

The presentation, clarity and the general quality of the proposal, which will have to explain how the evaluation will explicitly answer the issues raised;

The comprehension of the problem arising in particular as defined in item § 4;

The availability indicated by the contractor for the start and the end of the contract;

The amount of the offer with a detailed breakdown of the costs indicating, if possible, the unit costs.

COMMUNITY ACTION PLAN IN THE FIELD OF CIVIL PROTECTION

EVALUATION QUESTIONNAIRE : DIRECTOR-GENERALS & MEMBERS OF PNNC

Please complete the attached questionnaire and return it to Peter Hayward Associates by fax (+ 44 181 693 2005) not later than 1 February 1999.

The answers to the questionnaire will be treated in confidence and not attributed to any individual. Please add below any other comments that you would like to make on the Community action in the field of civil protection or to expand on your answers to the questionnaire.

Thank you for your co-operation in this evaluation.

Rue de la Loi 200 , B-1049 Bruxelles - Belgique - Bureau : TRMF 0/82.
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Télex : COMEU B 21877. Adresse télégraphique : COMEUR Bruxelles.

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COMMUNITY ACTION PLAN IN THE FIELD OF CIVIL PROTECTION

EVALUATION QUESTIONNAIRE : DIRECTOR-GENERALS & MEMBERS OF PNNC

The Community action in the field of civil protection has evolved gradually over time without major changes of direction. Although this evaluation is intended to cover past, on-going and future events, it seems to be most practical to deal with questions of a general policy nature as they exist now, rather than trying to fix them to a specific time period. If, however, your opinions have changed, this should be indicated in your answers to the questions (where relevant) and expanded in the interviews.

General objectives

1. The general objective (long term outcome) of Community action (as drawn from the relevant Council Resolutions) for **the period 1994-97** can be stated as "Strengthening Community co-operation on civil protection in order to deal more effectively with disasters."

In overall terms, do you think this objective was achieved? *(Please tick)*

- Greatly strengthened Community co-operation
- Some improvement in Community co-operation
- No noticeable impact from Community action

2. The general objective of on-going Community action in **the period 1998-99** can be stated as "Contributing to the protection of persons, environment and property in the event of a natural or technological disaster, without prejudice to the competences of Member States."

In overall terms, to what extent have your own efforts as a Member State been supplemented by Community action at national, regional and local local levels ?

	at national level	at regional level	at local level
Greatly supplemented			
Some positive impact			
No impact			

3. Do you think the principle of subsidiarity has been affected by Community action?

- Community action has provided "added value" to national actions
- Community action has taken away some responsibility from Member States
- If so, please state how you think the subsidiarity principle has not been respected:

4. Do you think co-operation between Member States is being facilitated by present Community actions (1998-99) ?

- Greatly facilitated
- Some improvement in co-operation
- No noticeable impact

5. The general objective of Community action proposed **for the period 2000 - 2004** can be stated as follows: "To support and supplement Member States' efforts at national, regional and local levels for the protection of persons, environment and property in the event of natural and

technological disasters. To facilitate co-operation and mutual assistance between Member States in this field."

In overall terms, what do you think of these objectives?

Very relevant to the Community's needs and will provide "added value" to national efforts.....

Of some relevance to the Community's needs

Of little or no relevance to the real needs of the Community in civil protection.....

6. In general, do you think the impact of Community action taken to date (until end 1998) will be sustainable in the long term?

The action will have long-term benefits

The action will have short-term benefits which need to be supplemented by ongoing support actions

The action will have no long-term benefit

Specific objectives

A number of specific objectives can be identified from the relevant Council Resolutions and Decisions which are intended to have immediate or initial impacts in the context of the Community Action Programme. Taken together, and if successful, they should contribute to the achievement of the general objectives of the Action Programme. The precise wording of the specific objectives may change slightly in the official texts for the different periods covered by this evaluation, but generally they can be accepted as paraphrased in the following questions.

Specific objective: reduction of risks: "Contribution to preventing the risks and damage to persons, environment and property in the event of natural and technological disasters."

7. Please state what actions (projects, workshops, training courses or other actions) have been taken to address this objective at the Community level:

8. Do you think sufficient actions have been/are being taken to deal with the problems of prevention and risk assessment at Community level?

Yes, these matters are being dealt with adequately

No, more action needs to be taken on the following subjects (*please list*):

Specific objective: increasing preparedness (human resources): "Contribution to increasing the degree of preparedness of those involved in civil protection in the Member States, in order to increase their ability to respond in an emergency."

9. How relevant is this objective to your needs as a professional in civil protection?

Community action to enhance national preparedness is very important

Community action is useful but not essential

Community action is unnecessary and adds little value to national activities

The activities undertaken to achieve this objective are largely workshops, exchanges of experts, and Community simulation exercises. (Separate questionnaires will be sent to organisers and selected participants in these activities in order to gain their first hand experience.)

Workshops

10. One of the expected results of the (mainly self-tuition) workshops is a mutual sharing of experience by means of in-depth discussions of methods, techniques and means. In general terms, how effective are the workshops in achieving these results?

- Workshops are very effective for mutual sharing of experience
- Workshops are quite effective; some benefit comes from participation
- Workshops are not usually helpful for gaining new knowledge

11. How well organised are the workshops?

- Generally well organised and producing good results (eg guidelines)
- Adequately organised with some worthwhile outputs
- Often poorly organised with little to show for the effort

12. Of course, not all workshops are the same. Please state below any comments you have about specific workshops:

Exchanges of experts

13. The programme of seconding experts to another Member State is intended to help to broaden the knowledge and experience of civil protection professionals thus permitting more effective operational co-operation. How important is the exchange programme?

- Very worthwhile and a cost-effective way of enhancing professional competence
- Quite useful and should be continued
- Not a cost effective activity with few tangible benefits

14. Has your organisation acted as host to an expert from another Member State? If so, did your organisation find the exchange experience valuable?

- Our organisation gained great value from the exchange
- Our organisation gained a little value from the exchange
- Our organisation gained no value from the exchange

15. Has your organisation seconded staff members to another Member State? If so, how valuable was the experience for your organisation? (Participants in exchange programmes will be asked individually about any personal benefits they gained).

- Our organisation derived great benefit from the secondment
- Our organisation derived some benefit from the secondment
- Our organisation derived no benefit from the secondment

16. Did your organisation modify its procedures in any way as a result of the exchange programme?
If so, please describe:

Simulation exercises

17. Simulation exercises are an important activity designed, *inter alia*, to improve preparedness. Has your country organised a Community financed simulation exercise?

If so, please answer questions 18-21.

18. Did you receive sufficient support from the Commission's services?

Very good support

Support was adequate

Commission support was not good enough

19. If you considered that Commission support was not good enough, please explain why:

20. Do you consider that the simulation exercise which you organised primarily for national reasons benefitted from the Community dimension?

The Community dimension added significantly to the value of the exercise.....

The Community dimension was worthwhile

Apart from the financial support, the Community dimension added little

21. Please state what you think was the value of the "Community dimension":

Operational Manual

22. How useful is the Operational Manual?

The Operational Manual contains valuable information and is an essential tool

The Operational Manual contains some useful information but it needs to be reviewed in the light of current needs

The Operational Manual is not a useful tool

Specific objective: improving techniques: "Contribution to improving techniques and methods of response and rehabilitation after emergencies."

23. How relevant is this objective to your needs as a professional in civil protection?

Community action to improve techniques is very important

Community action is useful but not essential

Community action is unnecessary and adds little value to national activities

The activities undertaken to achieve this objective are largely pilot projects, sometimes associated with workshops. (Separate questionnaires will be sent to organisers of pilot projects in order to gain their first hand experience.)

Pilot projects

24. Pilot projects sometimes depend on information being supplied by other Member States. How efficient is your organisation in responding to the needs of Community pilot projects where your national information is required?

We always supply the information requested

We sometimes supply the information requested

We very rarely supply the information requested

25. If you supply information rarely or only sometimes, please explain your difficulties in co-operating fully with pilot projects:

26. To be of value at Community level, the results of pilot projects need to be disseminated effectively to the responsible officials in Member States. How effective is the dissemination of the results of pilot projects?

- The results are efficiently disseminated
- The results are not disseminated efficiently

27. If you think that pilot project results are not disseminated efficiently, please explain the problems and why you think they occur:

28. If the pilot projects are successful in indicating improved procedures or techniques, they should result in changes in the way you work. Has your organisation ever made any changes in its procedures or the techniques used as a result of Community pilot projects?

- We have sometimes made changes as a result of pilot projects
- We have never made any changes as a result of pilot projects

29. If appropriate, please describe briefly any changes you have made:

30. Whether or not the pilot projects have led to changes in your procedures or techniques, do you consider the Community action on pilot projects to be worthwhile?

- The pilot projects are valuable and should be continued
- There is little value for the Community or Member States

31. Are there any other support actions you can identify which would lead to improvements in techniques and procedures?

Specific objective: improving public information: "Contribution to public information, education and awareness, so as to help citizens to protect themselves more effectively."

32. How relevant is this objective to your needs as a professional in civil protection?

- Community action to improve public information is very important
- Community action is useful but not essential
- Community action is unnecessary and adds little value to national activities

The activities undertaken to achieve this objective are largely through Community financial support for conferences and other public events, for the distribution of information, publications and exhibition material, and through other actions such as pilot projects.

33. Has your country benefitted from Community support for these activities?
If so, please give examples:

34. If your country has not benefitted from Community support, please explain why:

Public information activities are financed entirely from national funds

Our country has not organised any events in this field

35. Do you believe the Community should play a bigger role in public information?

If so, what activities do you think should be the focus of Community Action?

Specific objective: enhancing the coherence of actions undertaken at international level in the field of civil protection.

36. There are many international and regional bodies working in the field of civil protection. Do you think the Community also has a distinct and viable role to play?

The Community has an essential role to ensure a consistent approach at European level

The Community role is worthwhile and should be maintained

The added value of the Community role is not realistic and should be terminated ...

37. Do you think the Community, through the Commission, should exert more energy to avoid duplication of effort at international level?

Yes, this should be a primary objective

No, this is primarily the responsibility of Member States

Things should continue more or less as they are

.....
Signed

.....
Name

.....
Date

COMMUNITY ACTION PLAN IN THE FIELD OF CIVIL PROTECTION

EVALUATION QUESTIONNAIRE : ORGANISERS OF WORKSHOPS

Please complete the attached questionnaire and return it to Peter Hayward Associates by fax (+ 44 181 693 2005) not later than 5 March 1999.

One objective of the Community Action Plan in the Field of Civil Protection is its contribution to increasing the degree of preparedness of those involved in civil protection in the Member States, in order to increase their ability to respond in an emergency. The programme of workshops on different topics - now enlarged to include so-called "major" projects - is one of the activities which has been undertaken to achieve this objective.

As an organiser of a workshop which has received Community financial support, you are kindly requested to complete the attached questionnaire which has been prepared as part of this evaluation of the Community action programme. Although you are being asked to sign this questionnaire, your answers will be treated in confidence and will not be attributed to any individual. Please add below any other comments that you would like to make on the Community action or to expand your answers to the questionnaire.

Thank you for your co-operation in this evaluation.

.....
Signed

.....
Name

.....
Date

COMMUNITY ACTION PLAN IN THE FIELD OF CIVIL PROTECTION

EVALUATION QUESTIONNAIRE : ORGANISERS OF WORKSHOPS

1. Please list below the titles and dates of the Community workshops (major projects) you have organised since 1994:

2. How efficient was the liaison with the Commission's services in Brussels? (*Please tick below*).

The co-operation with DG XI was very efficient.....

The co-operation with DG XI was quite efficient but could have been improved

The co-operation with DG XI was not very efficient

3. If you consider that co-operation with DG XI was not very efficient or could have been improved, please describe below the problems and your suggestions for improvements.

The main problems were:

The arrangements could be improved by the following actions:

4. Did the financial procedures work effectively?

5. If the financial procedures did not work effectively, what problems did you experience?

6. In general, were the level and experience of the participants appropriate for the workshop you were running?

7. If not, please explain the problems and your suggestions on how to improve the situation:

8. Do you think the conclusions and results of your workshop/project were disseminated efficiently at Community level?

9. If not, please explain the problems and your suggestions on how to improve the situation:

10. Despite any criticisms you may have, would your organisation consider organising further workshops/projects on civil protection with Community financial support?

11. In your opinion, are workshops and major projects an effective method of improving the capabilities of Member States?

12. Are workshops and major projects a cost effective activity or could the money be better spent to achieve the same results?

Views on the Community Action Plan

13. As a professional in the field, do you think it is important to develop a Community dimension to civil protection?

14. What added value does the Community bring to the actions in your Member State? Please describe:

15. How can the European Community best support the actions of Member States? Please describe:

16. In your view, what are the real needs (for civil protection):

in your country:

at Community level:

17. Overall, from your observations and experience, how effective is the action taken through the Community Action Plan?

Very effective

Quite effective but could be better

Not very effective

COMMUNITY ACTION PLAN IN THE FIELD OF CIVIL PROTECTION

EVALUATION QUESTIONNAIRE : PARTICIPANTS IN WORKSHOPS

Please complete the attached questionnaire and return it to Peter Hayward Associates by fax (+ 44 181 693 2005) not later than 5 March 1999.

One objective of the Community Action Plan in the Field of Civil Protection is its contribution to increasing the degree of preparedness of those involved in civil protection in the Member States, in order to increase their ability to respond in an emergency. The programme of workshops on different topics - now enlarged to include so-called "major" projects - is one of the activities which has been undertaken to achieve this objective.

As a participant in a workshop which has received Community financial support, you are kindly requested to complete the attached questionnaire which has been prepared as part of this evaluation of the Community action programme. Although you are being asked to sign this questionnaire, your answers will be treated in confidence and will not be attributed to any individual. Please add below any other comments that you would like to make on the Community action or to expand your answers to the questionnaire.

Thank you for your co-operation in this evaluation.

.....
Signed

.....
Name

.....
Date

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Téléphone : ligne directe (+32-2)299.22.48 , standard 299.11.11. Télécopieur : 299.03.14.
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Internet: alessandro.barisich@dg11.cec.be

COMMUNITY ACTION PLAN IN THE FIELD OF CIVIL PROTECTION

EVALUATION QUESTIONNAIRE : PARTICIPANTS IN WORKSHOPS

1. Which workshop did you attend (dates and organiser)?

2. Did you personally get much value from the workshop? (*Please tick*):

I got very much value from the workshop
I got some value from the workshop
I got very little value from the workshop

3. Describe the most important benefits from the workshop for you:

4. Describe the shortcomings or failings of the workshop:

5. Did the organisational arrangements work well?

Very well
Quite well but could have been better
Did not work well at all

6. Please describe any improvements you think could have been made to the system for making the arrangements for the workshop:

7. Did you have to make a report on your return?
If yes, please describe (eg who the report was submitted to; what happened; etc):

8. Have either you as an individual or your organisation made any changes as a result of the workshop? If so, please describe:

9. If no changes have been made, please explain why:

10. Do you think the conclusions and results of the workshop were followed up effectively?

11. If not, please make your suggestions on how to improve the situation:
12. In your opinion, are workshops and major projects an effective method of improving the capabilities of Member States?
13. In your opinion, are workshops and major projects a cost effective activity or could the money be better spent to achieve the same results?
- Workshops are a cost effective activity
- The same money could be better spent to improve preparedness
14. Would you recommend other officers from your administration to take part in Community workshops?
15. Would you participate in other Community workshops, if invited?
16. Do you believe it is operationally important to develop inter-personal links between Member States?
17. If so, are workshops a good way of achieving this?

Views on the Community Action Programme

18. As a professional in the field, do you think it is important to develop a Community dimension to civil protection?
19. What added value does the Community bring to the actions in your Member State? Please describe:
20. How can the European Community best support the actions of Member States? Please describe:
21. In your view, what are the real needs for civil protection:
22. Overall, from your observations and experience, how effective is the action taken through the Community Action Programme on civil protection?
- Very effective
- Quite effective but could be better
- Not very effective

COMMUNITY ACTION PLAN IN THE FIELD OF CIVIL PROTECTION

EVALUATION QUESTIONNAIRE : ORGANISERS OF SIMULATION EXERCISES

Please complete the attached questionnaire and return it to Peter Hayward Associates by fax (+ 44 181 693 2005) not later than 5 March 1999.

One objective of the Community Action Plan in the Field of Civil Protection is its contribution to preventing the risks and damage to persons, environment and property in the event of natural and technological disasters. The programme of simulation exercises is one of the activities which has been undertaken to achieve this objective through improving preparedness.

As an organiser of a simulation exercise which has received Community financial support, you are kindly requested to complete the attached questionnaire which has been prepared as part of this evaluation of the Community action programme. Although you are being asked to sign this questionnaire, your answers will be treated in confidence and will not be attributed to any individual. Please add below any other comments that you would like to make on the Community action or to expand your answers to the questionnaire.

Thank you for your co-operation in this evaluation.

.....
Signed

.....
Name

.....
Date

COMMUNITY ACTION PLAN IN THE FIELD OF CIVIL PROTECTION

EVALUATION QUESTIONNAIRE : ORGANISERS OF SIMULATION EXERCISES

1. Please list below the titles and dates of the simulation exercises you have organised since 1994 which have received some Community financial support:

2. How efficient was the liaison with the Commission's services in Brussels? (*Please tick below*).

The co-operation with DG XI was very efficient.....

The co-operation with DG XI was quite efficient but could have been improved

The co-operation with DG XI was not very efficient

3. If you consider that co-operation with DG XI was not very efficient or could have been improved, please describe below the problems and your suggestions for improvements.

The main problems were:

The arrangements could be improved by the following actions:

4. Did the financial procedures work effectively?

5. If the financial procedures did not work effectively, what problems did you experience?

6. How many observers/participants from other Member States attended your exercise?
.....

7. Do you think that the simulation exercise - which you organised primarily for national reasons - benefitted from the Community dimension?

The Community dimension added significantly to the value of the exercise

The Community dimension was worthwhile

Apart from the financial support, the Community dimension added little

8. Please state what you think was the value of the "Community dimension":

9. Despite any criticisms you may have, would your organisation consider organising further simulation exercises on civil protection with Community financial support?
.....

10. In your opinion, are simulation exercises an effective method of improving the preparedness of Member States?

11. Are simulation exercises a cost effective activity or could the money be better spent to achieve the same results?

Simulation exercises are a cost effective activity

The same money could be better spent to improve preparedness

Views on the Community Action Plan

12. As a professional in the field, do you think it is important to develop a Community dimension to civil protection?

13. What added value does the Community bring to the actions in your Member State?
Please describe:

14. How can the European Community best support the actions of Member States?
Please describe:

15. In your view, what are the real needs (for civil protection):

in your country:

at Community level:

16. Overall, from your observations and experience, how effective is the action taken through the Community Action Plan?

Very effective

Quite effective but could be better

Not very effective

**COMMUNITY FRAMEWORK FOR CO-OPERATION :
EXPERT EXCHANGE PROGRAMME**

EVALUATION QUESTIONNAIRE

Please complete the attached questionnaire and return it to Peter Hayward Associates by fax (+ 44 181 693 2005) not later than 16 February 1999.

Although you are being asked to sign this questionnaire, your answers will be treated in confidence and not attributed to any individual. Please add below any other comments that you would like to make on the Community action or to expand on your answers to the questionnaire.

Thank you for your co-operation in this evaluation.

.....
Signed

.....
Name

.....

Date

**COMMUNITY FRAMEWORK FOR CO-OPERATION :
EXPERT EXCHANGE PROGRAMME**

EVALUATION QUESTIONNAIRE

1. Where did you carry out your exchange?

2. Did you personally get much value from the exchange? *(Please tick):*

I got very much value from the exchange
I got some value from the exchange
I got very little value from the exchange

3. Describe the most important benefits from the exchange:

4. Describe the shortcomings or failings of the exchange:

5. Did the organisational arrangements work well?

Very well
Quite well but could have been better
Did not work well at all

6. Please describe any improvements you think could be made to the system for making the arrangements for the exchange programme:

7. Did you have to make a report on your return?
If yes, please describe (eg who the report was submitted to; what happened; etc):

8. Have either you as an individual or your organisation made any changes as a result of the exchange? If so, please describe:

9. If no changes have been made, please explain why:

10. Is the exchange programme an effective method of enhancing Member States' response capability?

11. Is it a cost effective activity or could the money be better spent to achieve the same results?

12. Would you recommend other officers to take part in the exchange programme?

13. Would you go again to another Member State if selected?

14. Do you believe it is operationally important to develop inter-personal links between Member States?

15. If so, is the exchange programme a good way of achieving this?

Views on the Community Action Programme

16. As a professional in the field, do you think it is important to develop a Community dimension to civil protection and/or accidental marine pollution?

17. What added value does the Community bring to the actions in your Member State? Please describe:

18. How can the European Community best support the actions of Member States? Please describe:

19. In your view, what are the real needs (for civil protection or accidental marine pollution):

in your country:

at Community level:

20. Overall, from your observations and experience, how effective is the action taken through the Community Action Programme?

Very effective

Quite effective but could be better

Not very effective