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## Introductory Note

This report outlines the key readings from the information collected by the external evaluation team during the evaluation process of the EEA Financial Mechanism (EEAFM) 2009 – 2014.

Many of the readings focus on the interpretation and confrontation of relevant stakeholder views with regard to different issues or situations. These analyses have tried to be as exhaustive and thorough as possible, although systematised in a simple and intelligible way.

The evaluation team began by studying in depth the data provided by the EEA Grants Portugal team on the options and strategies that supported the drawing together of the European Economic Area Financial Mechanism (EEAFM) 2009-2014, as well as on its implementation, in order to define the indicators capable of responding to the evaluation questions contained in the Terms of Reference (ToR) and finally defining the mechanisms, processes and timeframes for this information.

**In this evaluation process the European Economic Area Financial Mechanism (EEAFM) 2009-2014 was analysed, as well as the programs that make part of it**

### PT 02

Management of Marine and Coastal Waters Program

### PT 03

Renewable Energy Program

### PT 04

Climate Change Adaptation Program (AdaPT Program)

### PT 05

Civil Society Program (Active Citizenship Program)

### PT 06

Public Health Initiatives Program

### PT 07

Integration of Gender Equality and Promotion of Work-Life Balance Program

### PT 08

Conservation and Revitalisation of Cultural Patrimony Program (Routes of Sefarad Project)

### PT 09

Cultural Diversity Program (Cultural Footprint)

## Thanks

Before we end this introductory note we must thank all the program operators and project promoters for their time and contributions which were essential to this evaluation and in particular to those who received the evaluation team and replied directly to the interviews, our grateful thanks to all.

# Executive Summary

## THE PROCESS

The external evaluation process was implemented as planned and we must highlight the openness and willingness of all those involved in the process, either directly or indirectly. This seemingly irrelevant fact was absolutely decisive in the evaluation process where there were a number of stakeholders who needed to be heard and whose views had to be collected and challenged. It was after all on this confrontation and verification of alignment that the success of the evaluation depended. The availability and commitment of the EEA Grants stakeholders attests to the real dedication and involvement in the mechanism, which is a real positive indicator.

The evaluation team began by looking into the data provided by the EEA Grants Portugal team on the options and strategies which supported the drawing of the EEA Financial Mechanism (EEAFM) 2009-2014, as well as its implementation, in order to be able to construct an overview of the results and impact as well as to organise and group the evaluation questions into relevant analysis categories.

**The next step was to develop the tools necessary for gathering the information of indicators and evidence, making it possible to respond to the evaluation questions validated in the ToR and the Evaluation Plan. These tools were primarily the following::**

- Interview Guides (Individual and Collective)
- Survey Questionnaires
- Matrices for the systemisation of information (qualitative documental analysis in support of relevant data)
- Mind maps facilitating the relational analysis of the collected data
- Various tools for the organisation and visualisation of information , such as infographs, which helped the evaluative readings.

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**This list makes evident the qualitative value of the paper as well as the views of the stakeholders during the evaluative process**

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**After gathering and compiling the information from all the relevant sources , it was possible to reply clearly to the evaluation questions, and to construct a performance narrative which we believe to be a good representation and critical analysis of the EEA Financial Mechanism (EEAFM) 2009-2014.**

**Process overview:**

- Documentary analysis of descriptive project documents, Program report and the EEA Financial Mechanism
- Development and clarification of the Theory of Change subject to the initiative in each of the program areas
- Definition of indicators for identified outcomes and impacts, in accordance with the defined evaluation issues
- The setting of evaluation parameters relevant to future decision making
- Questionnaire surveys, issued to all the financial project promoters
- Semi-directive interviews with the 8 program operators and the teams responsible for the 11 projects

## Conclusions and Recommendations

As a result of the systematised analysis of all the gathered information, it has been possible to identify a set of conclusions and recommendations resulting from the implementation of the EEA Financial Mechanism Program (EEAFM) 2009-2014, EEA Grants Portugal.<sup>1</sup>

### MAIN FINDINGS

To facilitate the reading and its incorporation in future discussion papers or operational structure of the EEA Grants Portugal, we decided to systemise the conclusions and recommendations into two levels of analysis: questions relating to the planning and management of the EEA Grants 2009-2014 and those relating to the implementation of the mechanism and its results.

We will start with a set of more general conclusions. The EEA Grants responded to the needs and problems considered relevant by the stakeholders contacted and there is a clear alignment between the areas of intervention and national priorities. This alignment of the EEA Grants with public policy priorities is a first and significant positive factor that should be noted.

A second issue we would like to emphasise is the importance of the values and principles that support the EEA Grants and which are very relevant and recognised by the different stakeholders: the appreciation of cooperation between nations, of solidarity, co-creation, the value of multiculturalism and the sharing of knowledge, resources and good practices. These values are very important because they clearly influence the design of the programs and are visible very clearly and positively in the interventions developed within the scope of the EEA Grants.

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**It might be that the bilateral cooperation and the idea of co-creation and mutual gains is the differentiating factor to other financing mechanisms and an indelible feature of the EEA Grants. In fact, bilateral cooperation is not only a differentiating factor, but also a decisive catalyst for efficiency, effectiveness, quality of intervention processes and the results of the interventions and programs.**

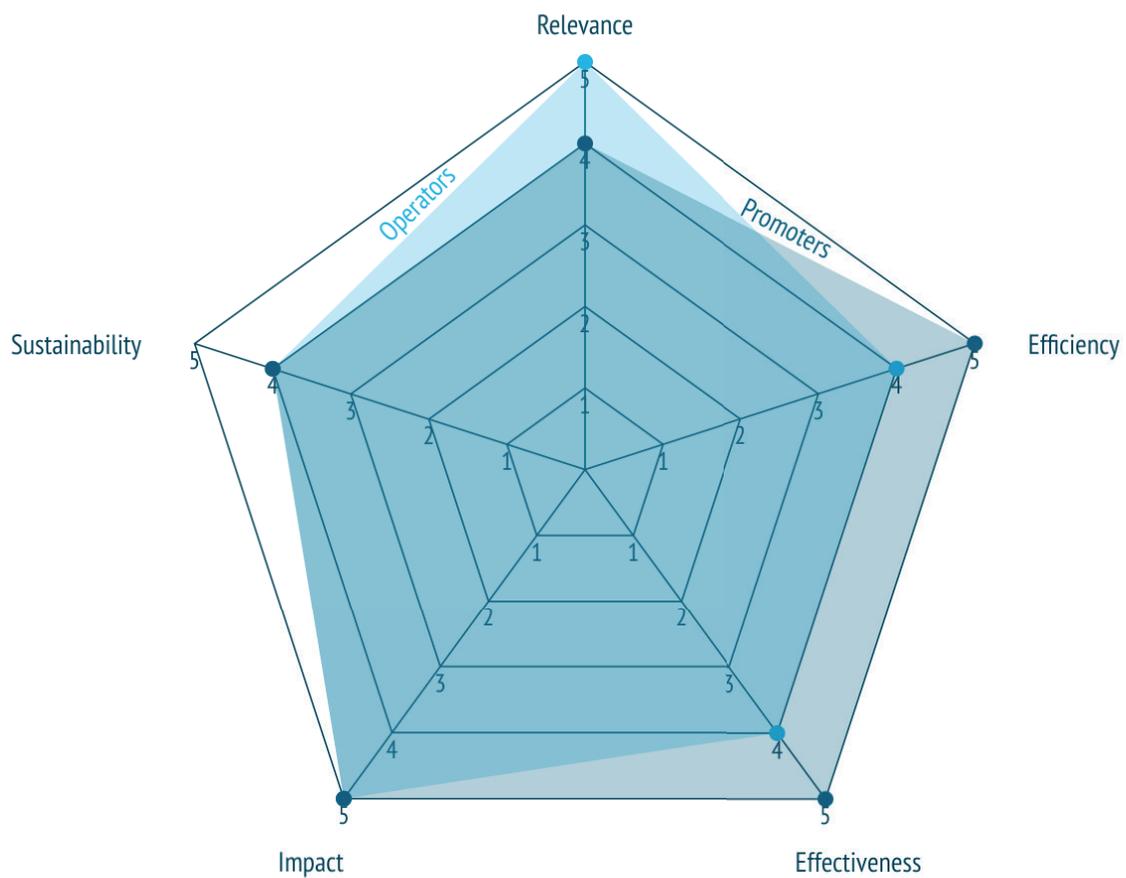
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<sup>1</sup>For ease of communication, from now on, the references "EEA Grants Portugal" and "EEA Grants" will carry the same meaning as the EEA Financial Mechanism Program (EEAFM) 2009-2014.

There is another very significant aspect of the EEA Grants, the concern to act preventively, promote action and think strategically and prospectively, making it very appealing to follow up these initiatives in the future and in terms of evaluation, to monitor them beyond the funding period and measure their contribution to long-term impact in their respective areas.

In fact, the effectiveness of the goals set is indeed very high and the efficiency of the management and use of the resources made available during the evaluation is, in our opinion, a reference for the future and for other financing mechanisms.

**EEA GRANTS 2009-2014**  
OPERATORS AND PROMOTERS PERCEPTIONS



As we can easily see, there are no great differences in views between the operators and the project promoters and overall the evaluation of both groups is very positive, although not in complete alignment.

As can be expected, the promoters are “most positive” in their evaluation of the interventions’ efficiency and effectiveness, the most interesting being the coincidence in the analysis of what is most relevant, the impact and sustainability of the changes.

**Despite this alignment, we would like to emphasise the following points for reflection:**

- The Program operators have a fairly comprehensive view on how the supported projects position themselves across all dimensions, whilst project promoters can only perceive their own positioning.
- Regarding efficiency, despite the fact that all stakeholders state that efficient resource management was carried out, constraints related to bureaucratic requirements, a lack of human resources in the financial management area, as well as constraints inherent in public procurement procedures (which hindered the timely hiring of HR for the teams) were pointed out.
- Despite the widespread perception of a high level of efficiency, operators reported some negative external factors which affected the outcomes.
- Both operators and promoters reported that the programs and projects had a positive impact (either on a national level - eg. influence on public and regional policies; regional - eg. changes in several municipalities and local - eg. in communities / target audiences differentiated in several places).
- Concerning sustainability, all stakeholders seem to share the opinion that results / changes will remain beyond the time of intervention, although they feel that in many cases there would be a need for continuity of projects and an investment in their maintenance. They also consider it important to carry out an impact assessment with the beneficiaries in order to substantiate the sustainability of the changes.

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**The relevance of the EEA Grants to the Portuguese context needs no justification, since all the sources, not only the people with whom we spoke, but also the available data, prove the importance of the intervention in these areas and its alignment with priorities defined by the Portuguese State.**

**The data on the implementation of the program is very positive and showcases the efficiency rates of the EEA Grants and its programs to be well above 100% of the defined targets. Both the management of the available resources, the existing data and all the information collected from different stakeholder groups evidence the correct management of resources at a high efficiency rate.**

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The changes produced and / or induced by the EEA Grants also appear evident. The extremely high rate of effectiveness, from the achievement and exceeding of the proposed goals, creates the conviction, reinforced by the interviews carried out with key stakeholders, that the structure of the programs had the necessary flexibility for the development of projects, appropriate to the specificities of the intervention contexts. This was in fact the key element to achieving effective changes which appear to be recognised in all EEA Grants programs.

We are referring to changes in the management processes and “ways of doing things” but also, and more importantly, changes in the lives of the direct and indirect participants in the interventions financed. These changes are, of course, not homogeneous and are not as apparent and visible in some programs at the moment, but on the whole it is easy to illustrate the changes made with lots of evidence collected, for example in the case studies carried out, featured either in the responses to the evaluation issues in this report or in the section dedicated specifically to case studies.

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**Sustainability is always a more difficult dimension to measure, especially in a mechanism as diverse as the EEA Grants, yet 88% of project promoters point to the sustainability of the interventions they implemented and the changes they made through the interventions. This factor is also reinforced by the high rate of maintenance of established bilateral relations / partnerships.**

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The overall perspective of the evaluation team is that the implementation of the European Economic Area Financial Mechanism (EEAFM) 2009-2014 has been extremely successful and has led to significant, planned and unplanned changes in the operational areas of the different programs that comprise it.

**We would like to highlight two pieces of evidence that impressed us throughout the evaluation process and, more specifically, during the interviews:**

- The good image and “brand” of the EEA Grants which is recognised and valued by an overwhelming majority of stakeholders and almost uniformly across all programs
- The relevance of bilateral relations / partnerships established for the results and changes achieved as well as the great value given to this by all stakeholders

In order to facilitate and highlight what we consider to be the main conclusions drawn from the work carried out, we have organised them in the summary table below:

DIMENSIONS	MAIN CONCLUSIONS
Planning and Management	<p>The European Economic Financial Mechanism (EEAFM) 2009-2014 was structured consistently with its objectives, its programs, areas of work and corresponded to real needs in line with national political priorities</p> <p>Well-defined initial diagnostic with adherence to reality</p> <p>The bilateral cooperation between Portuguese organizations and donor countries were an important factor in the success of the interventions. The sharing of ideas, knowledge, strategies and intervention tools had immediate results and potential impacts, which supported the encouragement and development of mechanisms for this cooperation</p> <p>The structure of the programs had the necessary flexibility for the development of projects, appropriate to the specificities of the intervention contexts.</p>
Implementation and Results	<p>The effectiveness rate of the EEAFM and its programs was very high (always above 100%)</p> <p>Efficiency in the EEAFM was very high, evidencing good management of available resources</p> <p>To a large extent, the abnormally high rate of effectiveness was due to the fact that the defined goals and objectives were designed to focus on what was done and not on what was intended to be achieved (input and output)</p> <p>The vast majority of program operators and project promoters stated that there was too much bureaucracy and formalities which affected the smooth implementation of the initiatives and created "noise" in the relationship between promoters and operators</p> <p>In bilateral relations / partnerships, the match between objectives and areas of work between organisations was not always the most appropriate</p>
Sustainability	<p>The potential sustainability of achieved results was high. The flexibility in the design of the interventions allowed them to adapt to the contexts and the maintenance of many of the bilateral partnerships, creating optimism as regards to the sustainability of the changes produced</p>
Global	<p>High efficiency and effectiveness rates</p> <p>Good relationship with local figures and a good and strong image</p> <p>The cost-benefit and cost-benefit ratio seems to be well assured</p>

## RECOMMENDATIONS FOR THE FUTURE

### In improving the implementation of the EEA Grants in Portugal we would make the following recommendations:

- The development of monitoring mechanisms leading to processes of replanning and the adjustment of objectives and targets
- The production of “lighter” mechanisms of management and control, transversal to the whole Mechanism
- The implementation of intermediation mechanisms to foster better bilateral partnerships / collaborations
- The active promotion of the defined objectives with a focus on changes, outcomes and impacts (not only on what is done, in inputs and outputs), and a clear connection to the problems and needs diagnosed and prioritised
- The possibility of creating a platform or resource center that makes the products, documentation and knowledge produced by the projects available so as to capitalize on the potential of the EEA Grants brand and its contents
- The establishment of a process for monitoring and evaluating the implementation of the EEA Grants and their programs as a whole, which would regularly provide information to the operators and the National Management Unit in order to support decision making, enable adaptation mechanisms and maximize efficiency
- The carrying out of an impact assessment in some case studies, seeking to validate and reinforce the evaluation data on the intervention results, its impact and sustainability

## OVERVIEW AND SOME NOTES

The values and operating principles at the root of the EEA Financial Mechanism (EEAFM) 2009-2014 promote positive results and create conditions for sustainability. The reinforcement of these values and principles, such as the bilaterally and adaptability to intervention contexts, are issues that must be further studied, whilst carrying on the trademark of the mechanism, so valued by different groups of stakeholders.

One of the most important factors noted by the evaluation team was the alignment of the different programs that composed the EEA Grants Portugal 2009-2014 with national and European priorities.

Moreover, the European Economic Area Financial Mechanism (EEAFM) 2009-2014 was a major source of funding in areas lacking in significant sources of funding (eg PT09 - Arts and PT05 - Civil Society Program ) and made it possible to meet needs during a period when resources were scarce, coinciding with a gap between two funding programs under the EU Structural Funds.

### **The EEA Grants Portugal made it possible to implement many varied projects of acknowledged quality at home and elsewhere. The impressive project results and their sustainability seem assured to a certain extent, because:**

- Numerous products were developed and made available to different agents, scientific communities, companies, municipalities, organisations, etc...
- There were replication and dissemination strategies encouraged by the EEA Grants,
- Initiatives within the EEA Grants have been able to influence public policy measures

**Due to its values, the appropriateness of interventions to contexts and intervention in areas of priority, the EEA Grants have become a well-known mechanism with a great symbolic value in different areas of intervention of different programs.**

Iceland   
Liechtenstein  
Norway grants

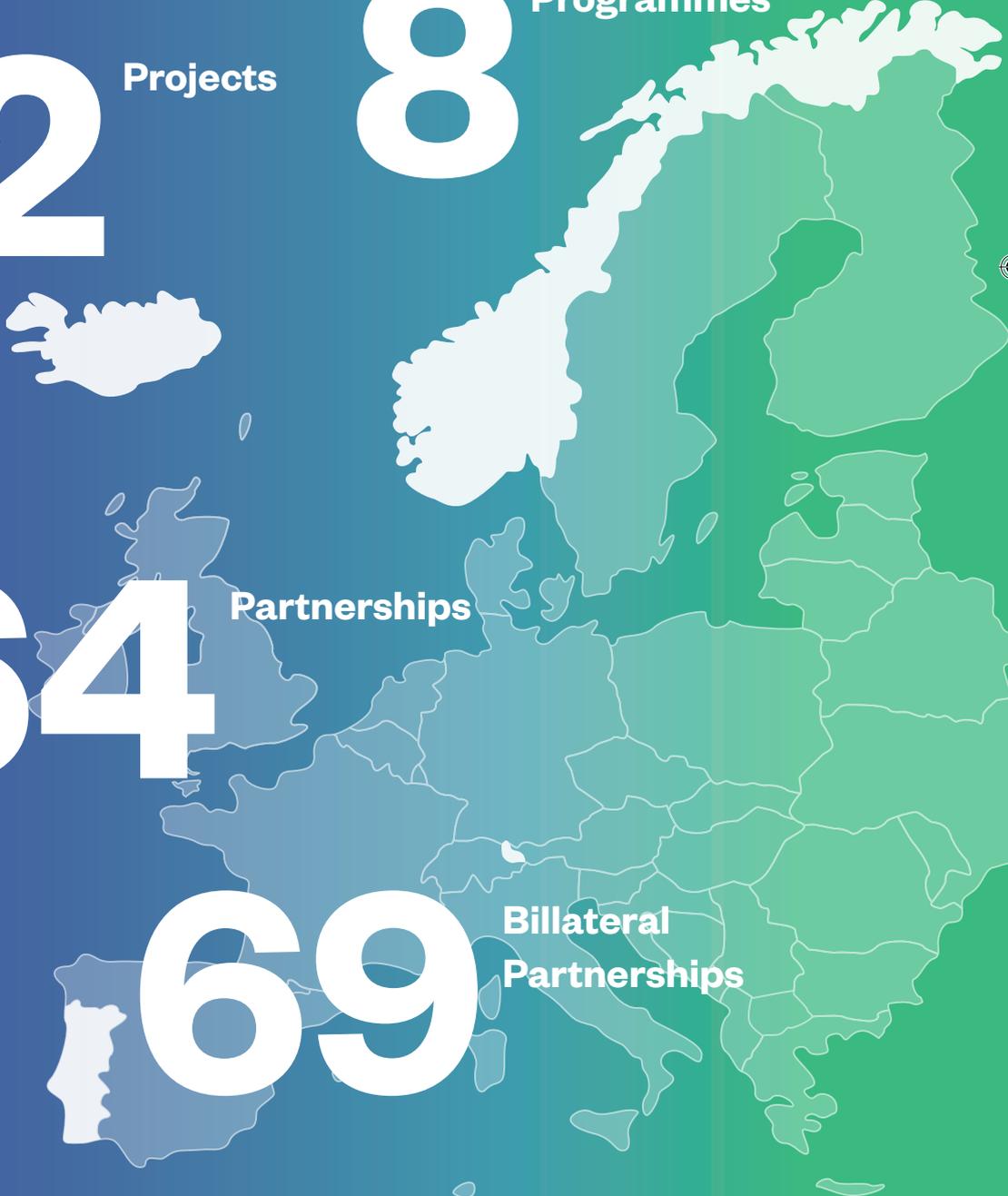
**52**M€  
Invested

**744%** Average Target  
Completion Rate

**212** Projects **8** Programmes

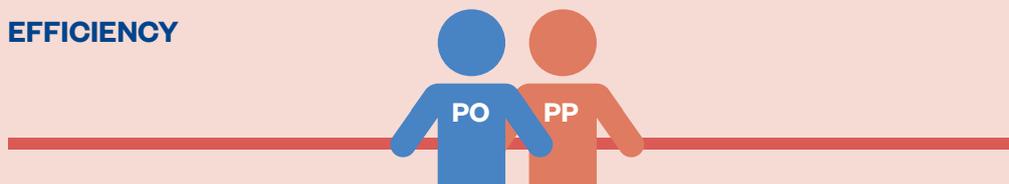
**464** Partnerships

**69** Bilateral  
Partnerships

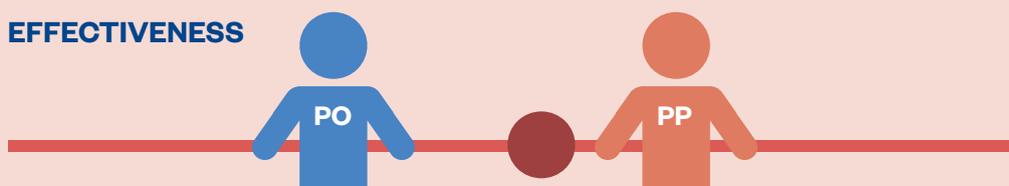


# ALIGNMENT OF VIEWS BETWEEN OPERATORS AND PROJECT PROMOTERS

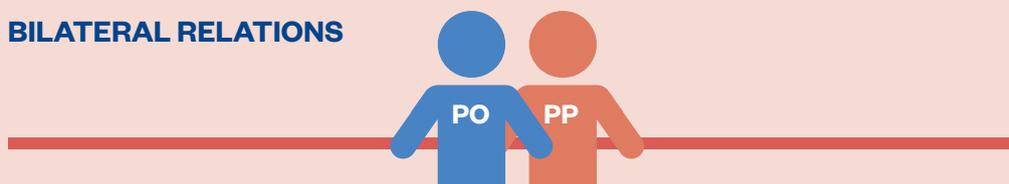
## EFFICIENCY



## EFFECTIVENESS



## BILATERAL RELATIONS



## EEAFM 2009-2014

### AVERAGE AGREEMENT WEIGHT - PROJECT PROMOTERS...

#### RELEVANCE OF OBJECTIVES FOR THE BENEFICIARIES



#### COHERENCE BETWEEN ACTIVITIES AND NEEDS OF BENEFICIARIES



#### EFFICIENCY IN THE MANAGEMENT OF FINANCIAL RESOURCES



#### STRATEGIES AND TOOLS ADEQUATE FOR OBTAINING RESULTS



## STAKEHOLDERS OPINIONS.....

“THE ESTABLISHMENT OF BILATERAL RELATIONS WAS FUNDAMENTAL, SINCE IT ALLOWED THE INCREASE OF TECHNICAL COMPETENCE”

“IT WAS IMPORTANT TO GET TO KNOW THE REALITY OF OTHER COUNTRIES, THERE WAS A SHARING OF EXPERIENCES AND METHODOLOGIES WHICH CONTINUED AFTER THE END OF THE PROJECTS”

“THIS PROGRAM BROUGHT A LOT OF INFORMATION AND REFLECTION TO PUBLIC POLICIES IN ITS AREAS OF INTERVENTION”

“IT WAS THE ONLY OPPORTUNITY THAT SOME PORTUGUESE ARTISTIC ENTITIES HAD TO RELATE TO OTHERS FROM DIFFERENT COUNTRIES”

“THIS PROJECT HAD AN ENABLER AND A CATALYST”

“THIS PROJECT LEFT A STRONG IMPRESSION ON THE TEAM INVOLVED AS WELL AS ON THE PUBLIC WHO BENEFITTED FROM IT”

# Evaluation Methodology

## EVALUATION FRAMEWORK

Through the Agreement on the European Economic Area (EEA), signed in the city of Porto in May 1992, Iceland, Liechtenstein and Norway, also known as the EFTA States, became partners in the internal market with EU Member States.

In order to promote a continuous and balanced strengthening of economic and trade relations, the parties to the European Economic Area Agreement established a multi annual Financial Mechanism, the European Economic Area Financial Mechanism (EEAFM), also known as the EEA Grants, with the aim of reducing economic and social disparities in the European Economic Area and of strengthening bilateral relations between donor and beneficiary countries.

The Memorandum of Understanding (MoU) signed between Portugal and the donor countries on 29 March 2012 defined: i) the program areas within the above mentioned priority sectors to be financed; (ii) their allocation of funds; (iii) the national entities involved in the implementation and management of the facility; and (iv) the donor partner countries involved in the definition and implementation of some of the programs, as well as the entities responsible for auditing and certifying expenditure.

It was further defined in Article 9.1. of Chapter 9 of the Financial Mechanism Implementation Regulation of the European Economic Area 2009-2014, that the beneficiary State must carry out evaluations of the programs in order to appraise the results. This requirement is part of this evaluation.

## EVALUATION OBJECTIVES

**The objective was to develop and apply an evaluation model for the results of the European Economic Area Financial Mechanism (EEAFM) 2009-2014. Two more specific objectives were encompassed within this major objective:**

The finding out of and evaluation of the EEAFM 2009-2014 contribution in reducing the economic and social disparities of the sectors and the communities supported by the projects financed;

The finding out of and evaluation of the EEAFM 2009-2014 contribution to the strengthening of bilateral relations between Portugal and the Donor States.

At the end of the application of this model, it was possible to draw a concise set of conclusions, based on reliable data and / or observations, on the strengths and weaknesses of the Mechanism, both on its implementation and results, as well as on improvement recommendations in future programs / interventions, including thematic areas of action and tools / support modalities to be used

## KEY IDEAS AND PRINCIPLES

The results and impact evaluation of such a complex initiative as the European Economic Area Financial Mechanism (EEAFM), which brings together a range of initiatives and activities, will have to incorporate perspectives and mechanisms for the collection and analysis of information so as to achieve a relevant reading of the changes promoted.

**Based on the reading of the ToR of this process, the identification of its issues, categories of analysis and the choices that are based on it, we have opted, throughout the evaluation, to be consistent and reference the technical-methodological choices in a set of ideas and principles that we wanted to have as a basis for the evaluation model:**

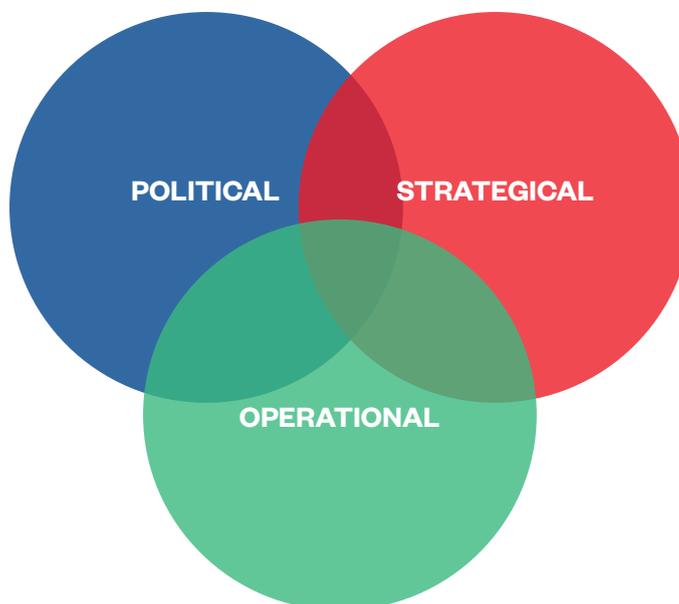
- Seeking to reconcile an analysis of the initial options and their adaptation throughout the process
- The requirement of a methodology that combines different mechanisms and approaches for a complex intervention reality
- Having a balance between attribution and contribution, which respects the complexity of contexts but does not forget the need to understand the results and changes achieved
- Focus on performance but as referenced to the process. The quality of the results and the effectiveness of the EEA Grants is a key point in the evaluation, but the quality of the processes and the implementation of the mechanism must also be analysed
- Multi-method approach centred on understanding the Theory of Change that underpins the EEA Grants

**The evaluation process was structured according to eight (8) phases or stages identified in the following graph.....**

**EVALUATIVE PROCESS**



**The assessment of a mechanism such as the EEA Grants requires the consideration of three dimensions, namely:**



In addition to the operational dimension, all programs have a political dimension which translates into various strategic options that are also a guideline for action. Therefore, we decided that all information gathering and analysis thereof would take into account these three dimensions.

**The objective of the technical approach was to base it on some of the key ideas already mentioned above:**

- Multi-method approach to encompass the diversity of intervention and people involved
- Combination of quantitative and qualitative indicators collected from various sources
- Developing the Plan and Evaluation from what was already defined, but also clarifying the Theory of Change on the basis of the initiative, using the information produced and made available to all stakeholders considered relevant

After internal reflection on the mainstream approaches in the evaluation area that could be used, the option chosen was a “multiple perspective” in methodological terms, which included not only different tools but also different positioning to assess the intervention

**The Evaluation Model we have implemented contains:**

- The Theory of Change - TOC - important for understanding the “transformation chain” and the changes and impact which were the goals of the EEA Grants
- The balance between Contribution / Attribution in the changes analysis
- An approach focused on significant performance

Let us now turn to presenting the answers to the evaluation questions in each of the categories of analysis but structuring the report on those that will be the global analysis on the implementation of the European Economic Area Financial Mechanism (EEAFM), commonly known as the EEA Grants, and the programs that compose it.

## Relevance/Coherence

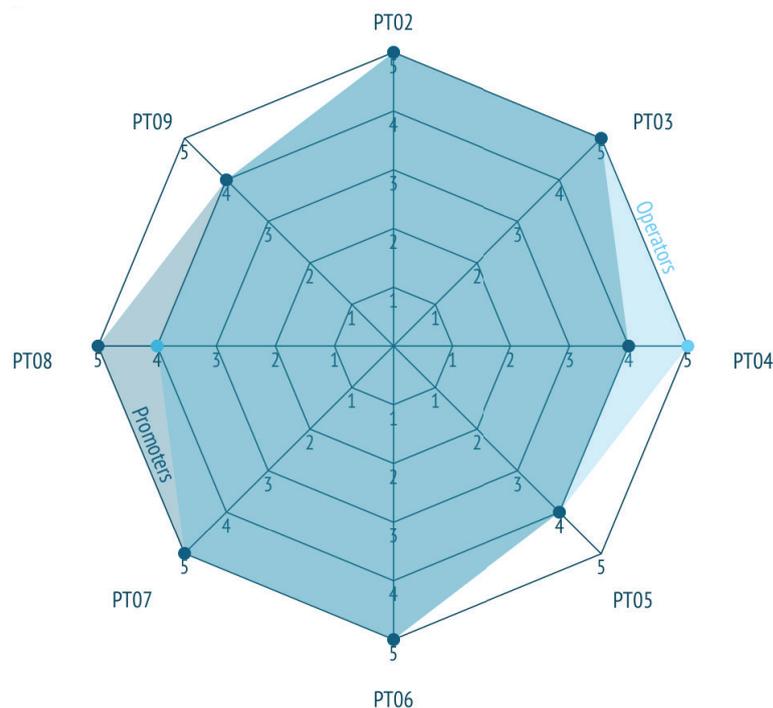
### QUESTIONS, OVERVIEW AND ANSWERS

Before detailing the specific approach to each of the analysis categories included in this report, we would like to point out that the programs have been highly relevant in pursuit of the objectives defined for the priority sectors, which are part of the Memorandum of Understanding between Portugal and the Donor States. In particular, the reduction of economic and social disparities and the strengthening of bilateral relations between donor and beneficiary States.

The objectives set for each program are not only relevant to the beneficiary needs but also perfectly aligned with national and, in some cases, European priorities and guidelines.

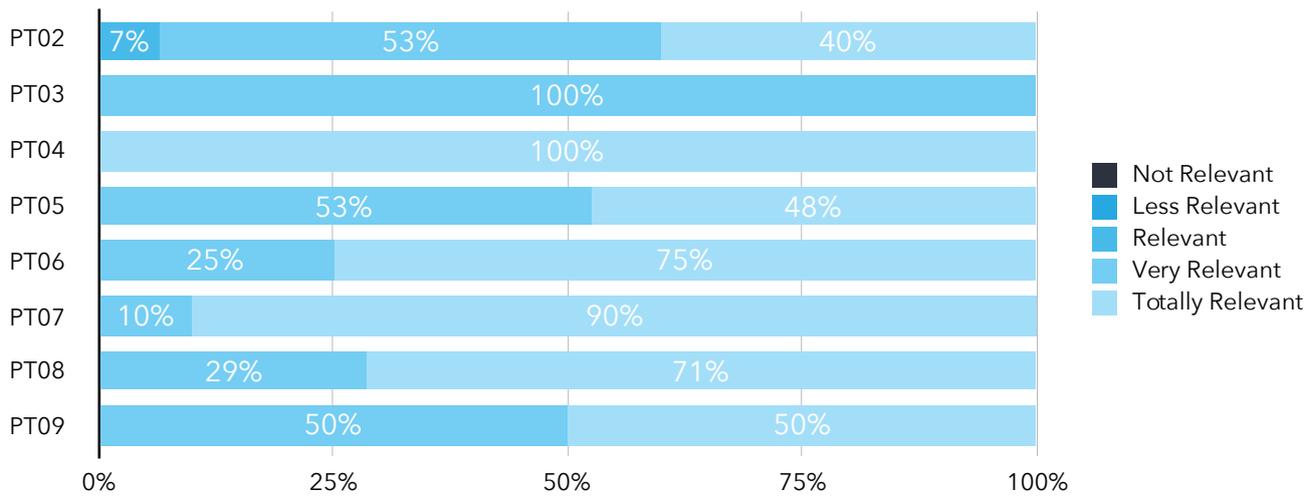
While it is true that the Financial Mechanism has a complexity of procedures, this did not reduce potential or jeopardise the levels of relevance, coherence and adequacy in the way that the EEA Grants contributed to the reduction of social and economic disparities in the national context and the strengthening of bilateral relations between Portuguese entities and donor countries.

### RELEVANCE/COHERENCE PROMOTER AND OPERATOR OPINIONS

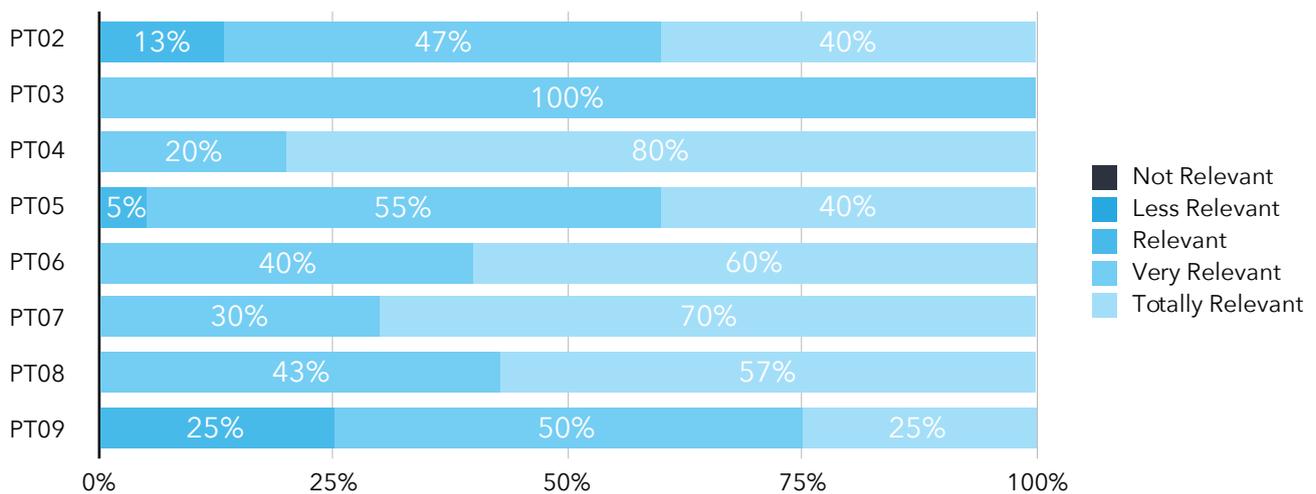


The programs responded effectively to identified needs, which, without adequate funding mechanisms, would have been impossible to achieve in the time frame and with the same level of effectiveness. Take, for example, the Marine and Coastal Waters Program, whose priority was to support the implementation of the Portuguese Marine Strategy Framework Directive, through projects that would allow, among other objectives, monitoring of the marine environment. Without proper funding, and without the alignment of objectives, it would have been very difficult to acquire and equip all the technical means necessary for the purposes of deep sea research.

**RELEVANCE OF PROJECT OBJECTIVES REGARDING THE PROGRAM OBJECTIVES**  
(PROMOTER VIEW)

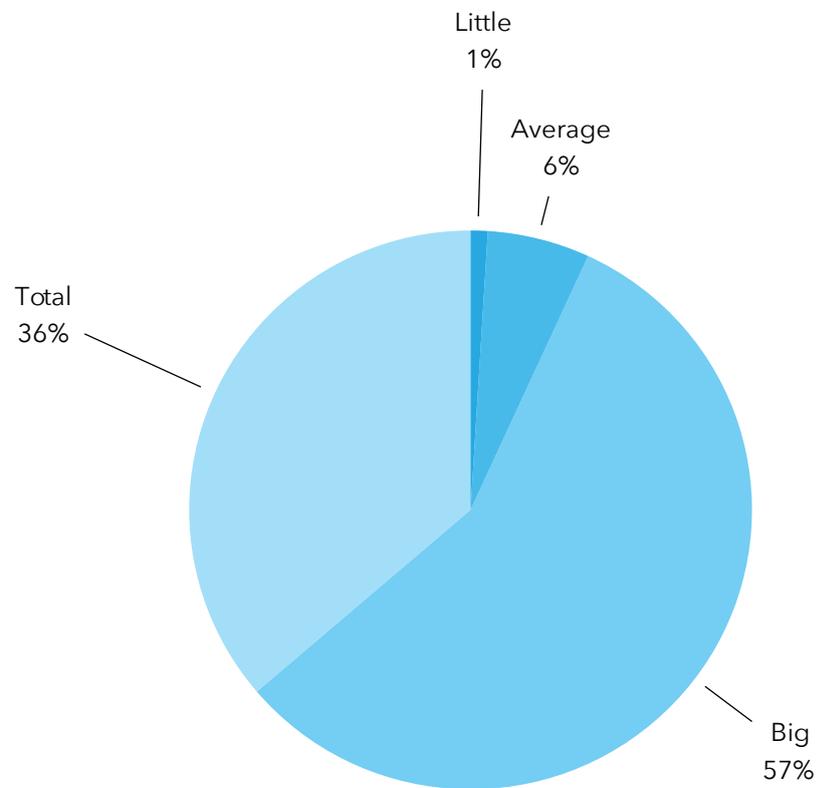


**RELEVANCE OF PROJECT OBJECTIVES REGARDING THE BENEFICIARY NEEDS**  
(PROMOTER VIEW)



According to the promoters, the project objectives were very relevant to their accomplishment as well as being able to address the specific needs of the beneficiaries. These Projects were implemented through sets of activities and were adequate and consistent with the proposed objectives.

## COHERENCE OF ACTIVITIES REGARDING THE BENEFICIARY NEEDS (PROMOTER VIEW)



### IMPROVEMENT SUGGESTIONS



- Allowing the continuity of the programs through future financing;
- Clarifying procedures for program implementation;
- Clarifying the difference between the headings of each program, namely the Bilateral Relations and the Complementary Actions Fund;
- Defining a longer implementation plan;
- Optimising the time between submitting an application and implementing the Project;
- Opening of more calls for knowledge production and practical intervention in the areas in question.

## SHORT ANSWERS TO COMPLEX QUESTIONS

To what extent have the objectives of the programs contributed to the objectives of the EEA Grants?

Fully. The objectives of the programs have contributed positively to the achievement of the objectives of the EEA Grants. Reducing the economic and social disparities of the supported sectors and communities involved was a priority in all programs and was achieved through different actions, including through the equitable distribution of funding across the national territory, human resources training and technological development in several areas, the production of knowledge and the development of products and methodologies, considered as good practices to be implemented in different contexts, among other strategies. The strengthening of bilateral relations was considered a key objective in all programs, and in all cases the existence of partnerships with donor states has been verified, some of which remain until the present day.

What is the relevance of the program objectives regarding the political priorities associated with the areas concerned?

The objectives of the programs were extremely relevant as regards to the political priorities associated with the areas concerned. It is important to emphasise not only the alignment with national and, in some cases, European, political priorities, but also that this alignment supported the rationale for approving the projects within each program and contributing to the implementation of these guidelines, through a high rate of results.

To what extent are the specific objectives of the programs consistent with the general objectives of the EEA Grants?

The specific objectives of the programs are strongly in line with the general objectives of the EEA Grants. This alignment was consistent both in the design of the programs, and in the planning and execution of the projects themselves.

To what extent are the objectives of the programs relevant as a response to the needs of the beneficiaries identified in each area?

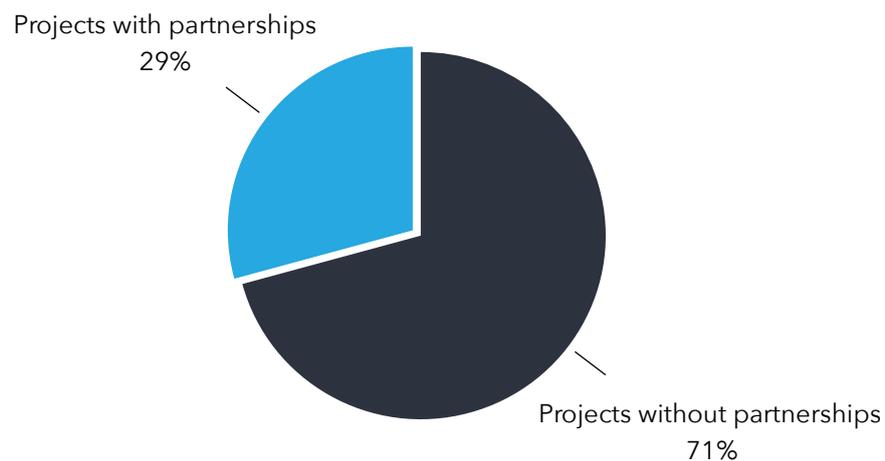
The program objectives are very relevant as a response to the needs of the beneficiaries. This is an element that, in addition to being supported by the results, is also strongly emphasised by the project promoters in the survey and interview answers as well as being confirmed by the program operators.

## Bilateral cooperation

### QUESTIONS, OVERVIEW AND ANSWERS

Strengthening bilateral relations between donor and beneficiary states is one of the central objectives of the EEA Grants. This objective not only embodies one of the principles / values that supports this mechanism but is also a catalyst for value creation processes. In particular, for the projects, for the mechanism as a whole and for the states concerned. What stands out is the structuring role that these bilateral relations had for the projects. In terms of the quality of content and concrete products, the scope of (expected and unexpected) achieved results and also of the potential for complementarity and for the future broadening of the areas of intervention and knowledge, whenever such bilateral relations were maintained is beyond the project's execution time.

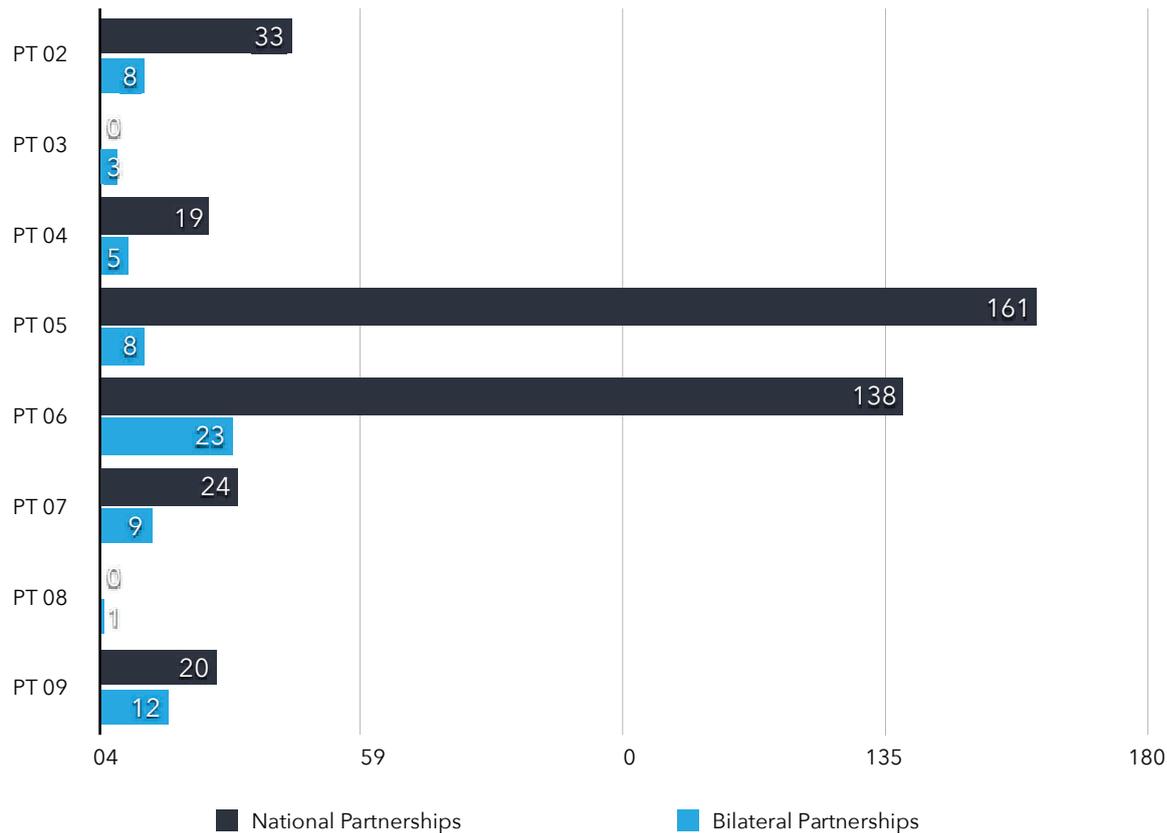
The EEA Grants made it possible to establish sixty-nine (69) partnerships with entities from donor States, fifty-nine (59) with entities from Norway and ten (10) with entities from Iceland). From the two hundred and twelve (212) projects financed, sixty-two (62) formalised bilateral partnerships (29.2%). The PT09 - Cultural Diversity Program, which established nine (9) partnerships in ten (10) approved projects and the PT06 - Public Health Initiatives Program, with twenty one (21) partnerships in twenty-seven (27) approved projects, have succeeded in establishing a greater number of bilateral partnerships.



**Most partnerships were established with educational institutions (universities, schools or research centres), small and medium-sized enterprises, national agencies and non-governmental organisations. This highlights the diversity of the type of partnerships established, encompassing public, private, profitable and social sectors.**

In addition to the diversity of the established partnerships, the overwhelming majority of them were maintained after the completion of the projects, thus fulfilling this central objective of the EEA Grants. From the analysis of the questionnaire results applied to 121 projects (121), it is worth mentioning the formalisation of partnerships with donor countries in 46.3%, with 83.9% of these cases remaining active after the end of the funding period.

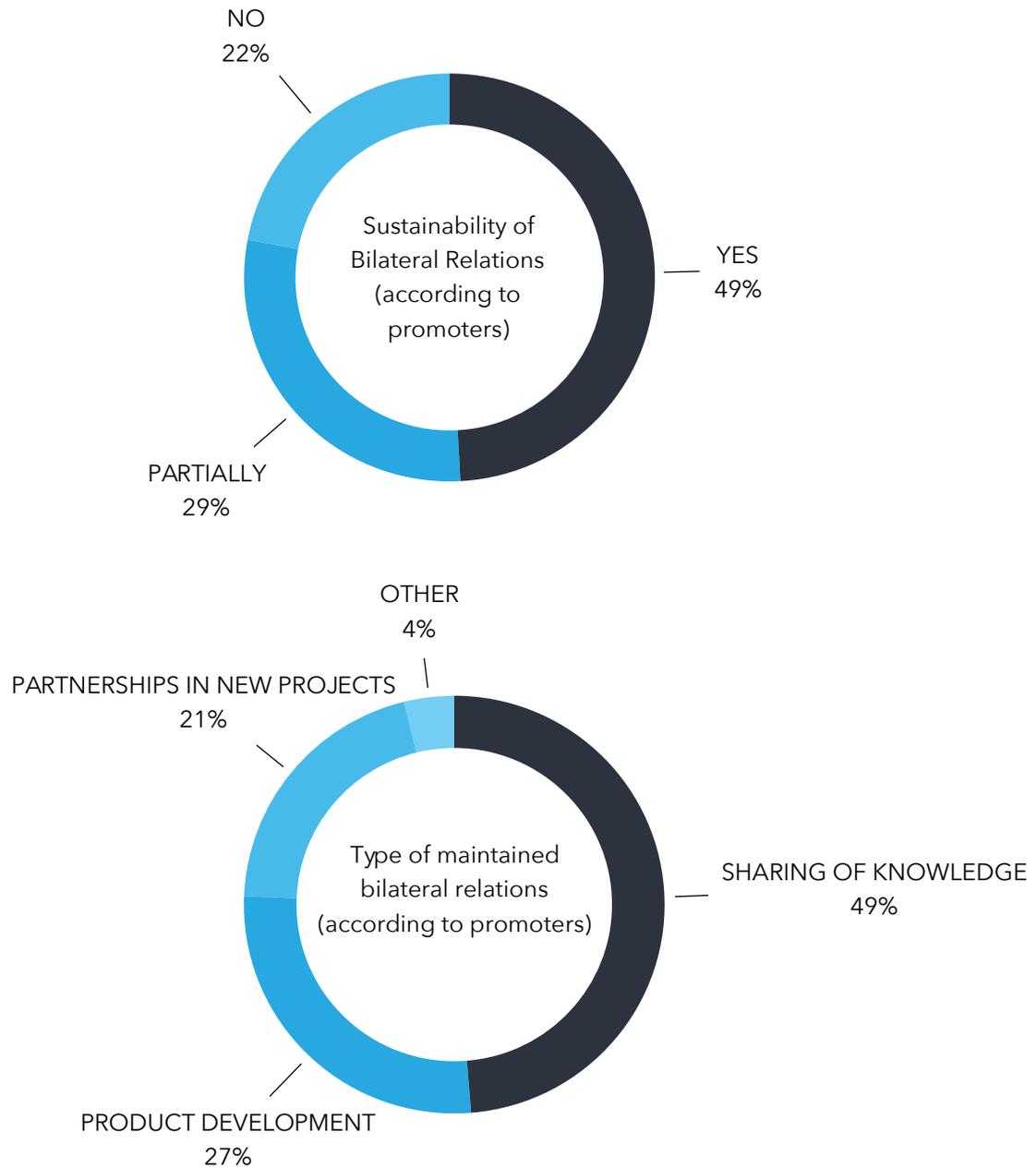
**NUMBER OF BILATERAL PARTNERSHIPS ESTABLISHED PER PROGRAM**  
(ACCORDING TO THE PROMOTERS)



Partnerships that have remained active focus on areas that reveal the potentially structuring nature of these relationships for the qualification and growth of entities, with clear mutual gains for the parties involved. Knowledge and skills sharing (in 86.4% of cases), joint product development (47.7%) and formalisation of partnerships in new projects (36.4%) were highlighted. The production and sharing of knowledge is one of the most important aspect that resulted from these bilateral collaborations, for example with the approval of the Gender Identity Law in Norway in June 2016.

**The fact that many partnerships remain active on a regular or timely basis proves their effectiveness, and relevance to the EEA Grants**

Additionally, the bilateral relations, based on the diversified and specialised knowledge and experience, enabled the creation of adequate responses to the identified needs of the beneficiaries, resulting in the definition of innovative strategies that boosted the changes produced. Program operators and project promoters also value the expansion of the international contact network, the possibility of access to differentiated realities and as a catalyst for the establishment of new partnerships in current and future projects.



Furthermore, it should be highlighted that the Financial Mechanism enabled and encouraged, for some of the Portuguese entities involved, the first experience of an international partnership.

As less positive aspects in the bilateral relations, reference is made to the delays associated with complying with legal / bureaucratic matters, especially at the level of public contracting, which, according to the program operators, generated, in some situations, feelings of distrust within the partnership, from the donor countries, as well as a gap in salary values between professionals from different countries.

Some constraints from the operational point of view were viewed by project promoters as less positive, namely, the distancing between some partners, motivated by cases where complementarity within the scope of intervention of the various partners was not clear or did not really occur.

The data presented in this report points to a high relevance of bilateral relations, proving an effective work partnership through the sharing of knowledge and experiences. This practice could be a reference strategy to be adopted in future financing programs / mechanisms.

## IMPROVEMENT SUGGESTIONS



- **Developing mechanisms that optimize matching between entities;**
- **Facilitating access to information on a pre-selected set of entities from donor countries.**

## SHORT ANSWERS TO COMPLEX QUESTIONS

**Will the established bilateral relations be maintained?**

Yes, for the most part. Based on the opinions gathered from the program operators and the project promoters through an interview, as well as through the contribution of the 121 project promoters who responded to the survey, it is possible to conclude that at least 83.9% of the established partnerships are active on a regular or timely basis.

**How are the bilateral relations maintained?**

Many of the partnerships are continuing to work on the projects funded by the EEA Grants, others are developing new products, notably in knowledge production, and others are still competing in partnership for new projects and funding. The maintenance of relations based on the exchange and sharing of information and knowledge marks the characterisation, almost transversal, of the bilateral relations that has remained in time.

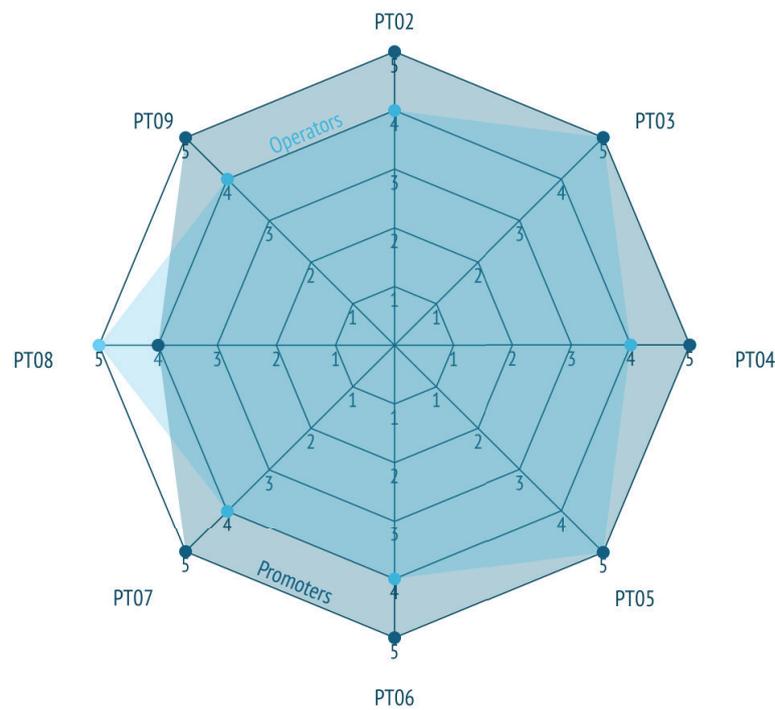
# Efficiency

## QUESTIONS, OVERVIEW AND ANSWERS

The question of efficiency was evaluated through the positioning of program operators and project promoters in relation to the management of the financial resources and human resources inherent in the implementation of the programs / projects.

In a global approach, the information collected indicates an efficient management of financial and human resources, however, it is important to reflect on certain aspects that have been considered determinants in this field.

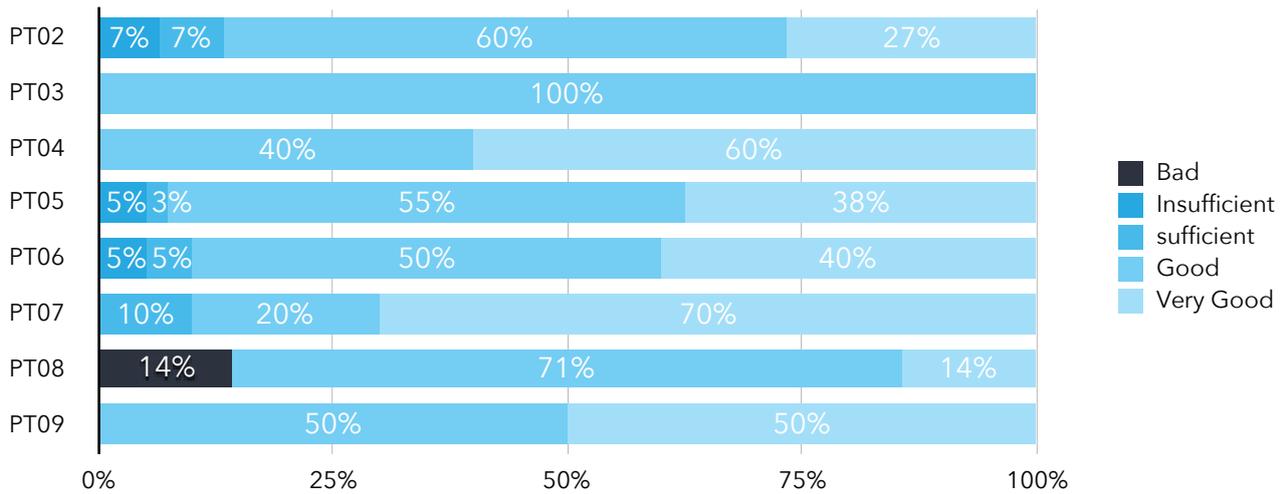
### EFFICIENCY PROGRAM OPERATOR AND PROMOTER VIEWS



The requirement and rigor underlying the control and management of programs and projects forced the teams to develop mechanisms capable of responding effectively to what was requested, most of which allocated human, external and internal resources to this area of support.

Many of the perceived constraints regard the human resources effort in responding to the bureaucratic demands of the programs. According to the information gathered during the evaluation process, the teams were not prepared, either at the level of the necessary knowledge or in available resources, to respond quickly and correctly to what was required. Due to this, there was an additional overload to existing resources and, in other situations, it was decided to contract external resources.

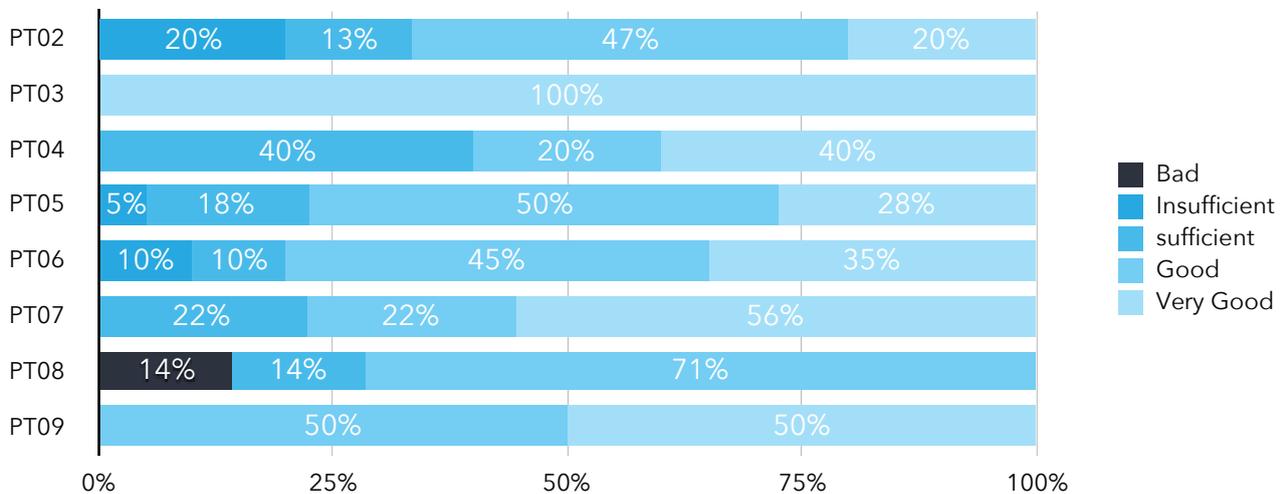
**QUALITY OF HR MANAGEMENT**  
(ACCORDING TO PROMOTERS)



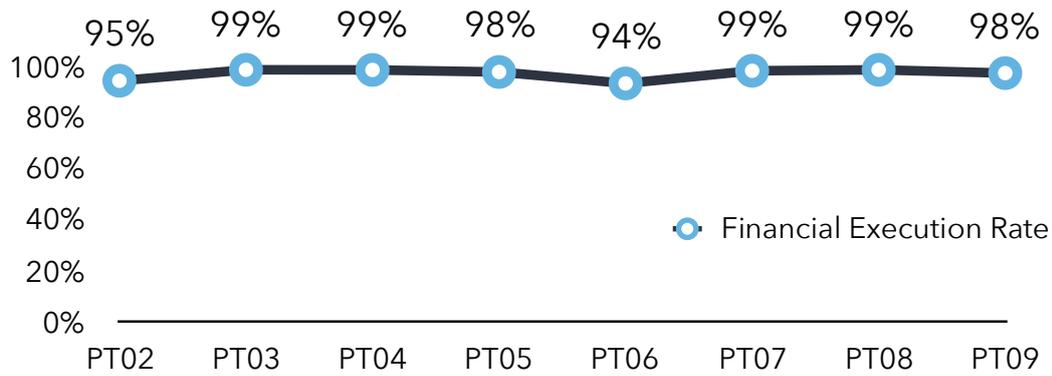
The operators and promoters point out that although the expected results were achieved, the time and resources that were channeled into the program / project management area could have been monetised otherwise. However, they consider that the competence and the dedication of the human resources successfully achieved the expected results, a fundamental element in the ability to conclude the existence of positive levels of efficiency in the execution of the projects and programs, although there is some potential for improvement at this level.

It should also be noted that the constraints set out did not call into question the high rates of financial implementation of each program. It was always above 94% and there was a 99% execution in four of the eight programs.

**QUALITY OF FINANCIAL RESOURCES MANAGEMENT**  
(ACCORDING TO PROMOTERS)

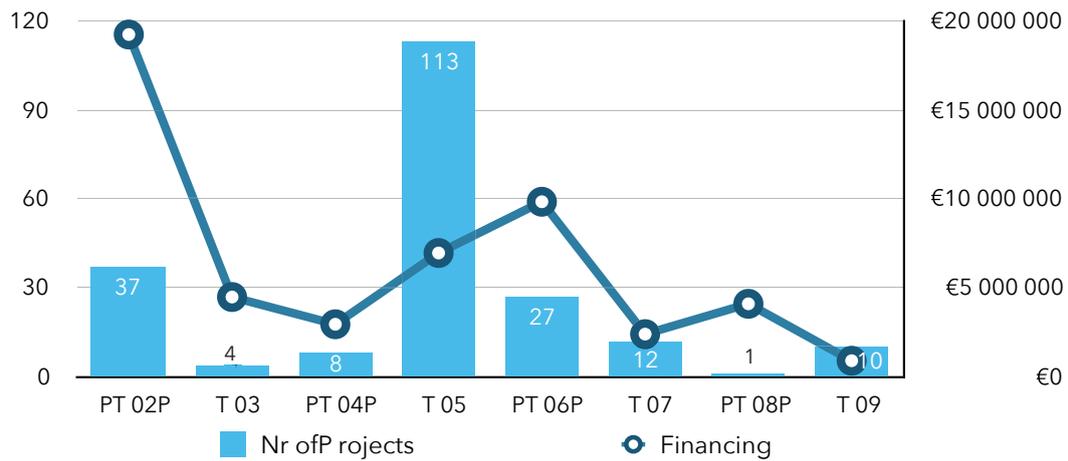


In the analysis of the results obtained by the program, no significant differences were detected between the views of the program operators and the project promoters, regarding the efficiency in human resources management and in the management of financial resources.



Despite this proximity, the project promoters evaluated the quality of human resources management as more positively when compared to the financial management. This difference in evaluation is attributed to aspects related to the complexity of the expenditure analysis, payment and reimbursement delays, and little flexibility in the financial management process.

**NUMBER OF PROJECTS AND FINANCING PER PROGRAM**



## IMPROVEMENT SUGGESTIONS



- Clarification of the process and procedures inherent to the Mechanism;
- Simplification of bureaucratic mechanisms;
- Harmonisation of report intervals;
- Easing of the hiring human resources processes;
- Definition of common procedures for the verification of expenditure eligibility;
- The creation of an online platform for the systematisation of information;
- An increase in funding associated with the program / project management.

## SHORT ANSWERS TO COMPLEX QUESTIONS

Have the programs been applied coherently with regard to financial and human resources management?

Yes, there was sound management of human and financial resources in the programs. The resources made it possible to achieve an implementation rate of more than 100% in all programs. However, constraints were identified in relation to the requirement of bureaucratic procedures that may have interfered with the management of human and financial resources, thus there is some potential for improvement in future financing mechanisms.

Could the contribution of the programs to the overall objectives of the EEA FM 2009-2014 have been achieved with fewer resources? If so, in what way?

It would not have been possible to achieve the same results with fewer resources. Some operators and promoters have even reported limitations on the insufficient number of human resources allocated to the teams, which led to an overload of job-roles within the teams. It is also important to mention the contribution of other external resources, such as municipalities and other private entities, which have participated with human, material and financial resources to achieving the project objectives and, therefore, the program objectives.

# Effectiveness

## QUESTIONS, OVERVIEW AND ANSWERS

The level of effectiveness presented by the EEA Grants is very significant. This is a program with an overall efficiency rate above 100% and with the objectives set for the European Economic Area Financial Mechanism and its associated programs often being exceeded.

The evaluation team drew this objective achievement both from the execution data collected as well as from the views of the operators and promoters.

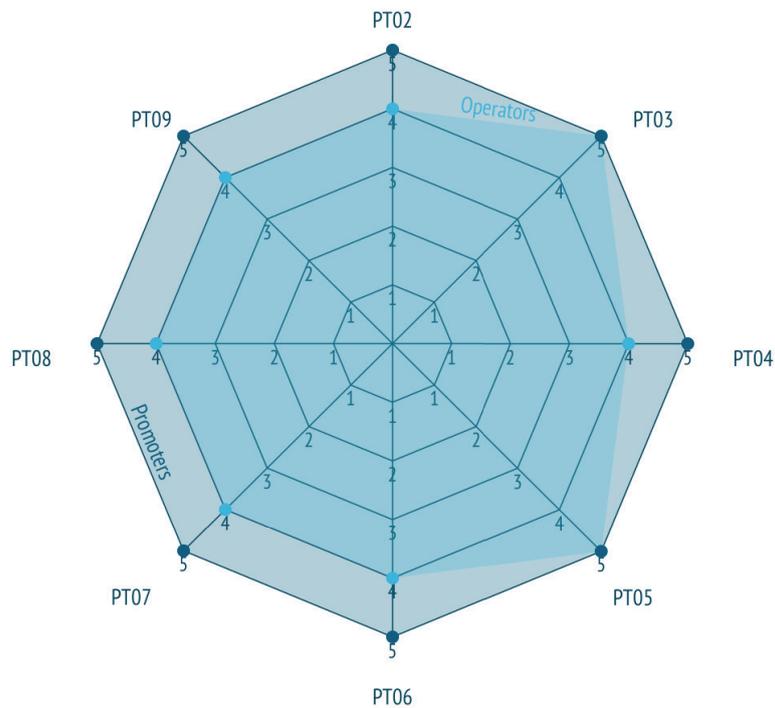
### The objectives set for the EEA Grants are:

**Objective 1** - Lessening of the sectors' and communities' social and economic disparities through the implemented Projects.

**Objective 2** - Strengthening of bilateral relations between donor and beneficiary states.

## EFFECTIVENESS

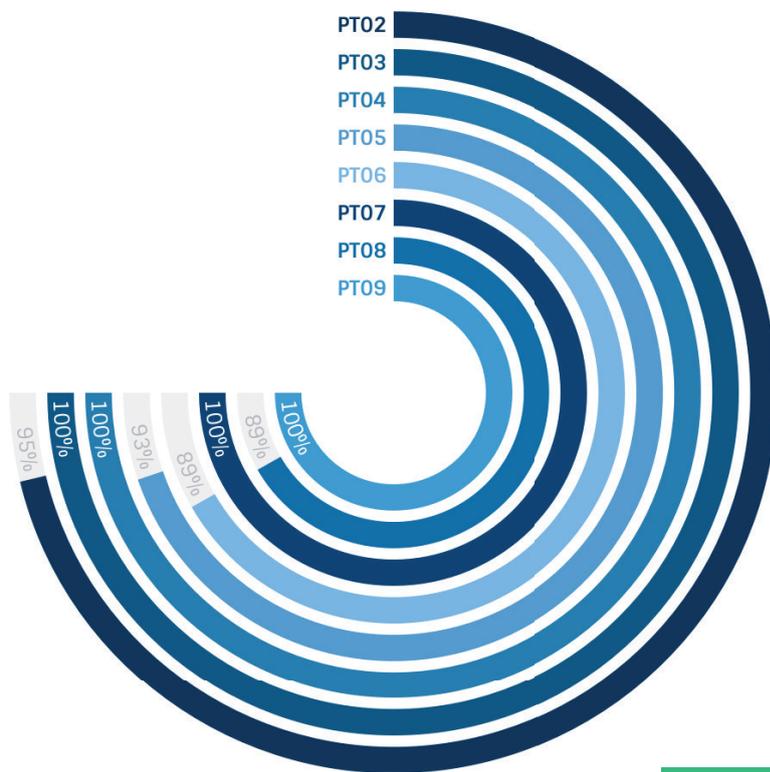
### OPERATORS AND PROMOTERS VIEWS



These high levels of effectiveness are reflected in the objectives of the EEA Grants, in the objectives of each program and in the objectives of the projects, with 100% exceeded in all of them.

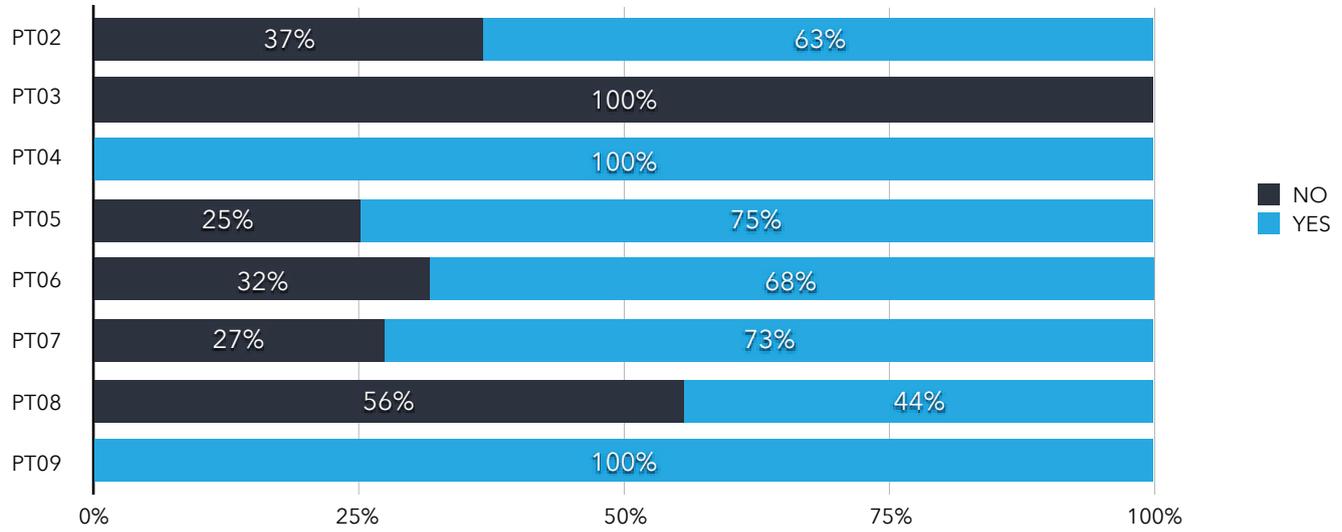
The high effectiveness rates achieved by the various programs are due to projects that were appropriate to the specifics of the contexts and audiences to which they were directed, but also to the fact that the objectives and targets were mostly defined based on what was accomplished and least on what was intended to be achieved.

### PROMOTER PERCEIVED EFFECTIVENESS (PER PROGRAM)

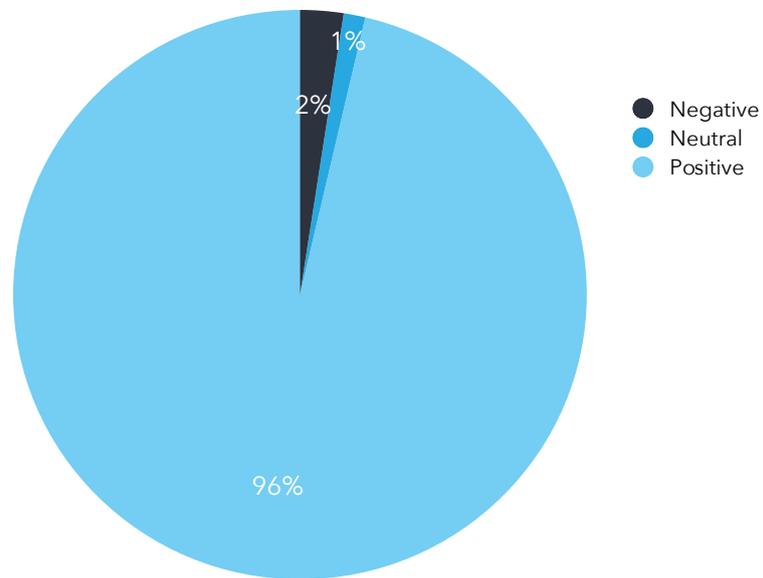


In addition to this information, it should also be noted that more than half of the projects (65%) report that initially unforeseen results were achieved. This is particularly relevant to the effectiveness of interventions and their capacity to generate results and capital gains, given that virtually all of these cases refer to unexpected, positive results. This enhances the acknowledged potential of interventions and their ability to generate positive and useful change.

**UNEXPECTED RESULTS**  
(PROMOTER VIEW)



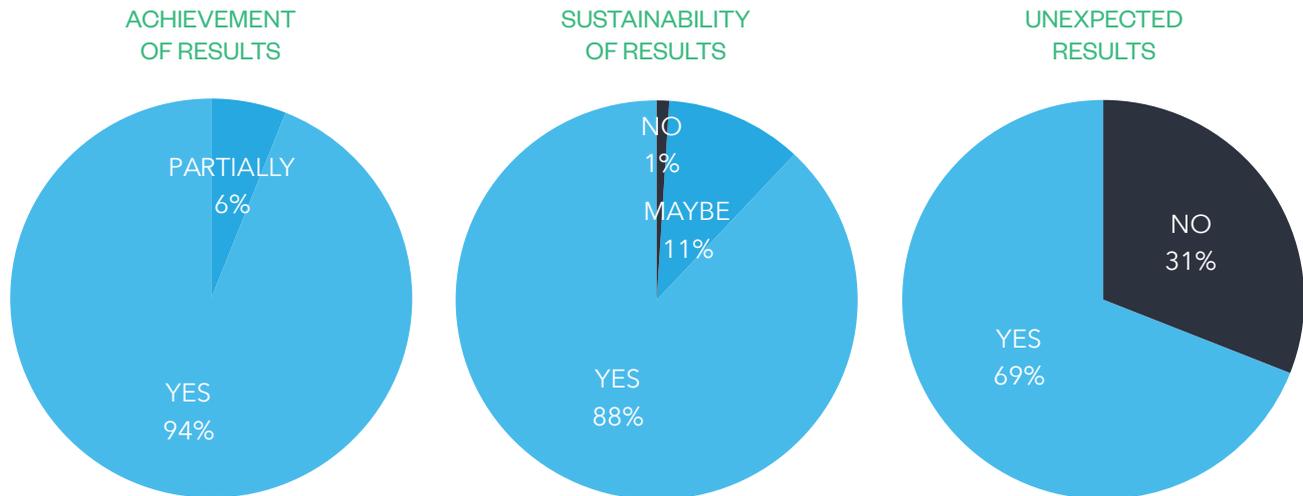
**UNEXPECTED RESULTS BY TYPE**  
(PROMOTER VIEW)



These figures, alongside those presented in this report as relevant, clearly point to a high level of importance of the Financing Mechanism for the Portuguese Member State. They reveal effective change in the different contexts and sectors in which the programs operated, constituting as a strategic tool in responding to complex problems.

These changes were the implementation and management of activities and procedures, but also the fundamental changes that constituted added value for the people and entities that directly or indirectly benefited from the implemented projects, with the added advantage that, according to promoters, the changes produced remain beyond the execution time of the projects.

**PROJECT PROMOTER VIEWS**



**IMPROVEMENT SUGGESTIONS**



- Greater conformity between the outputs that were contracted in the projects and the outputs of the programs;
- Simplification and harmonisation of reporting tools and mechanisms;
- Providing a set of standardised management tools to serve as a resource in developing the quality of work in project support areas.

**SHORT ANSWERS TO COMPLEX QUESTIONS**

How have the objectives of the EEA FM 2009-2014 been or will be achieved through the implementation of the program interventions?

Integrally. The interventions / projects were the appropriate means for the EEA Grants to achieve the objectives set, both globally and for the programs. At the program level, the implementation rates presented are unequivocal, particularly if they are read in conjunction with the alignment between the project and program objectives.

For this contribution, we highlight three distinct types of added value that were transversal to many of the implemented projects. The training of the community people or specific public, the qualification and development of knowledge of the entities involved and the processes and mechanisms created and / or divulged that supported the exchange and sharing of information and specialised knowledge.

#### Have external factors influenced (positively or negatively) the achievement of results?

Yes, a broad set of external factors were effectively identified which influenced the achievement of results.

As factors with a positive influence on the achievement of results, there is a clear predominance of cases in which three institutional and partnership elements were identified: the involvement and commitment of national strategic partners, the gains obtained through established bilateral relations and the support of the respective program operator.

As regards to the factors with negative influence, bureaucratic constraints and legal requirements predominate. On a second level of importance we again had issues associated with the partnership operation in each project, partnerships with a lower level of commitment or partners with a calendar marked by internal changes, as is the case of the electoral processes for governing bodies.

#### Were there any unforeseen (positive or negative) effects?

Yes, there were both positive and negative unforeseen effects.

In the case of positive effects, these relate to unforeseen contexts and achievements which increased the scale of the previously planned results. In particular, greater visibility in the public space, through the receptivity of the media, other reference entities, the public for whom structuring actions were intended or through the awarding of prizes. There was also the positive role that certain products played in the changes and dynamics created by the projects.

For the unforeseen negative effects, these were mainly due to the constraints created by the bureaucratic requirements of the programs and their effects on the operationalisation and less efficient execution of the projects.

#### Could more effects have been achieved if other tools or strategies had been used?

Partially yes, in some projects. Through more robust and stable partnerships, the existence of national funding mechanisms to complement the financing guaranteed by the EEA Grants, longer implementation deadlines and the availability of standardised management tools to serve as a resource in developing the quality of work in areas of project support. In particular, areas such as planning, administrative management or monitoring and evaluation.

#### What can be done to make the EEA FM more effective in the future?

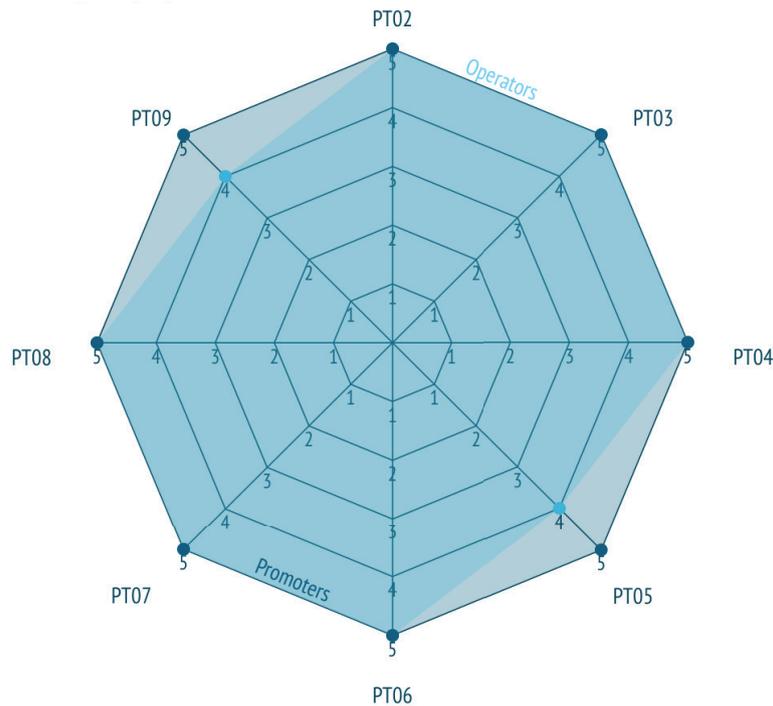
In addition to the four elements identified in the previous answer (more robust and stable partnerships, the existence of national funding mechanisms to complement the financing guaranteed by the EEA Grants, longer implementation deadlines and the provision of a set of standardised management tools to serve as a development of quality of work in project support areas), simplification and harmonisation of reporting tools and mechanisms, and effective support in identifying potential international partners to facilitate the strengthening of bilateral relations, simultaneously corresponding to fully planned interventions and the improvement of their effectiveness.

# Impact

## QUESTIONS, OVERVIEW AND ANSWERS

### IMPACT

#### VIEWS OF OPERATORS AND PROMOTERS (PER PROGRAM)



The 'Impact' is particularly relevant to the EEA Grants, and is one of the project selection criteria.

An Impact assessment was not implemented within the scope of the programs and projects carried out, and as it was not possible to measure them we cannot assume real impacts, but rather potential ones. An impact assessment, besides allowing inference into project interventions and the program changes observed by different stakeholders, simultaneously allows the evaluation of sustainability, which is very valued in this Mechanism. Thus, it is suggested that in a future Program, the monitoring and evaluation of the impact of programs and projects should be contemplated.

**Overall, the programs and projects showed real efficiency, which may be indicative of their contribution to the changes identified by operators and promoters, and may be observed in the future.**

Among the potential impacts mentioned by operators and promoters are the changes related to the availability and accessibility of products and services built and developed within the projects. These products and services may be technological, methodological, strategic and social, as can be seen from the various sources of evaluation. The use of these resources can potentially generate change for the direct beneficiaries, at the local, regional and even national level, including the reduction of economic and social disparities in different contexts.

From the operators' and promoters' point of view, the fact that most programs and projects focused on knowledge production and the sharing of information, both between national entities and through bilateral relations, enabled a privileged contact for all stakeholders with the subjects covered in each program. This, in addition to allowing the unlocking of knowledge centralisation, fostered accessibility to knowledge and may have allowed greater awareness among the communities concerned of the areas concerned.

The importance attributed to the training of human resources involved in the implementation of programs and projects is also highlighted. This investment may have led to changes in the improvement of qualification and increase of knowledge and competence of resources, which in the future may be a source of change. This aspect is further reinforced by the fact that these training processes also have effects on the qualification of processes and contents of the entities involved.

Some of the results obtained by the projects promoted public discussions, influenced decisions and supported political and strategic options, which seems very relevant to us as a potential impact in the local, regional and national context. The programs' Active Citizenship and Integration of Gender Equality and Promotion of Work-Life Balance were the projects that emphasised this contribution.

#### **The program operators also point out improvements to the beneficiaries:**

- the increase of synergies among several entities;
- the improvement of the institutional relationship and;
- the potential of developing new projects in partnership with national and international entities.

## **IMPROVEMENT SUGGESTIONS**

- **Providing strategies for monitoring and evaluating the impact of projects (with a model built from the design phase of the programs / measures themselves).**



## RSHORT ANSWERS TO COMPLEX QUESTIONS

Is there a foreseeable impact of the programs in the socio-economic context?

Given the high rate of effectiveness of programs and projects there is a potential foreseeable impact in the socio-economic context. The changes referred to by the operators and promoters have a main focus on human resources training, the accessibility and use of products and services by the different sectors and awareness for the various subjects worked in and developed within the projects. All of these changes contribute to a potential impact on the socio-economic contexts and communities covered.

Is there a foreseeable impact of the programs on contribution to the overall objectives of the EEA Grants?

Yes! There is a foreseeable impact of the programs in reducing the social and economic disparities of the communities concerned.

# Sustainability

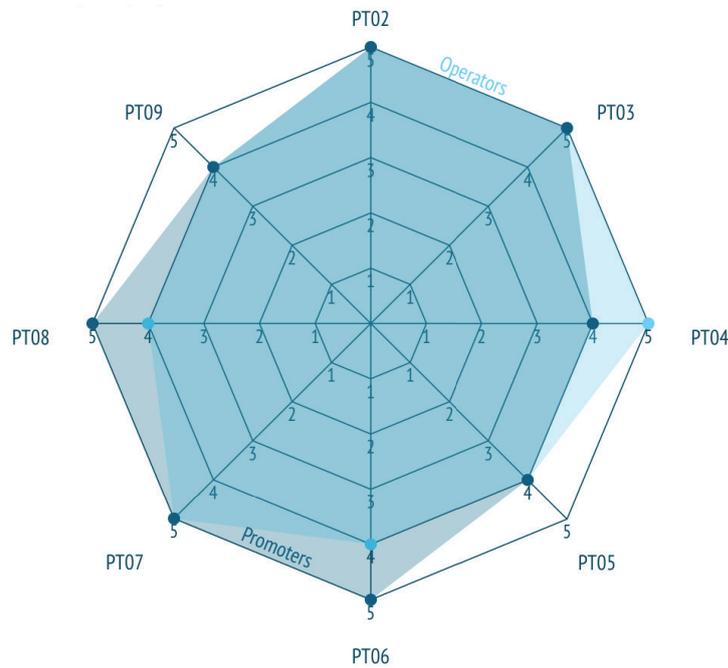
## QUESTIONS, OVERVIEW AND ANSWERS

The question of the sustainability of interventions and changes is clearly a relevant and simultaneously sensitive area in the Mechanism.

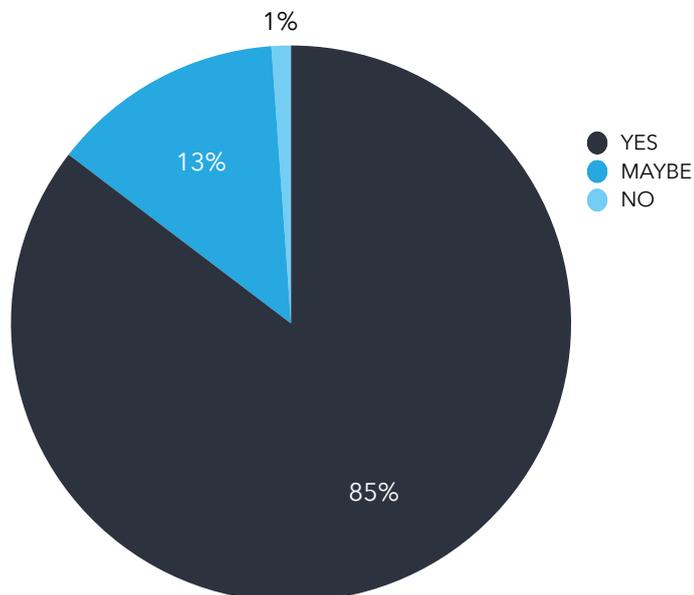
The sustainability of the results achieved by the programs and projects is related to their potential impact. While it is true that we can only infer potential impact, the same holds true for the sustainability of results.

### SUSTAINABILITY

#### VIEWS OF OPERATORS AND PROMOTERS (PER PROGRAM)

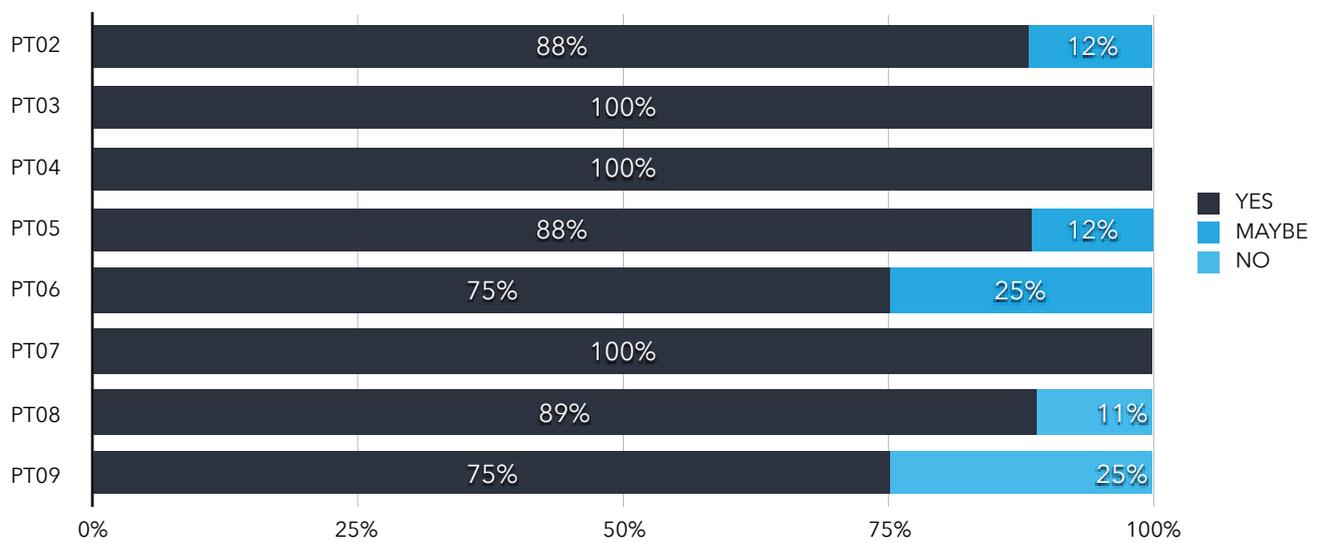


#### THE VIEW OF PROMOTERS REGARDING THE SUSTAINABILITY OF RESULTS



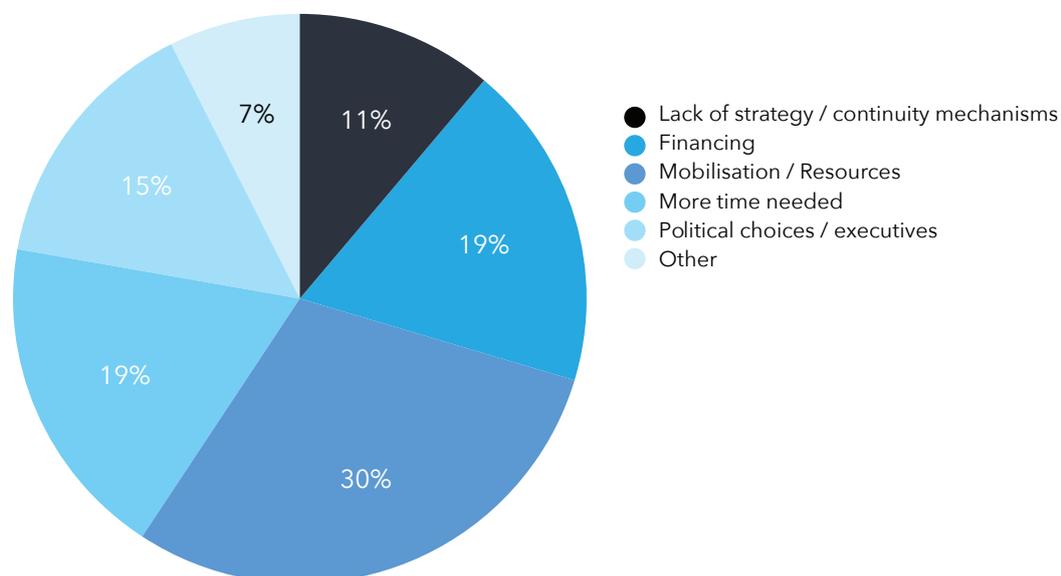
Program operators were cautious in analysing the sustainability of the results achieved. For the most part, they believe that the results will remain beyond the funding period, however, they also consider that there are some aspects that may be limiting. These include the short duration of the program and its projects, as well as the need for continued investment, which implies funding, in maintaining them. Some of the entities may not be able to maintain their intervention without additional funding, due to the lack of human and material resources, this reality is of particular relevance in the Active Citizenship Program, whose intervention focuses on the strengthening of civil society and its organisations. Obviously, this constraint is only relevant in cases where intervention is justified, which, in a project logic, does not always happen.

**SUSTAINABILITY OF RESULTS - PER PROGRAM**  
(PROMOTER VIEW)



The resources training allocated to the projects is considered as a relevant factor for the sustainability of the results. They are also highlighted as positive factors for the possibility of public use of products (tools) and guidelines (methodological or knowledge) in various contexts, as well as the integration of results into public policies, which could be a source of continuity.

### SUSTAINABILITY RISKS



The promoters are optimistic about the sustainability of the results achieved by the projects, however, there is some reluctance associated to the Public Health Initiatives Program, because it is considered that the sustainability of health outcomes is likely to need greater investment of time and human resources, since its focus is essentially on changes in behaviour and attitudes.

### IMPROVEMENT SUGGESTIONS



- Providing funding to ensure replicability and scalability of the best projects approved in each program.

### SHORT ANSWERS TO COMPLEX QUESTIONS

Will the results last after the duration of the programs?

Yes, some of them will last, such as the increase of skills and knowledge of human resources, as well as the influence of results on public policies and on information and governance mechanisms.

What is the contribution of these results to the overall objectives of the EEA Grants?

The contribution is relative. With regard to the strengthening of bilateral relations with donor states, it is possible to conclude that they were relevant, and most of them continue to be maintained on a regular basis. With regard to reducing the social and economic disparities of the communities covered, the contribution may come from the operationalisation of public policies, to which the results obtained by the programs and projects and / or the benefits generated by the knowledge and qualification developed in the different contexts contributed interventions.

## Case Studies

### PROGRAMS, PROJECTS (GOOD PRACTICES)

To follow are eleven projects presented as good practices, in terms of the overall EEA Grants objectives, the results they achieved, their influence on public policies, the communities where they intervened, and their recognition and appreciation in the national and international context.

The case studies give a brief description of the program they integrate and the aspects, scope and objectives of the project that guarantee each of them to be considered as a reference in the scope of the Mechanism.

### Program PT02 - Management of Coastal and Marine Waters

The main objective of the Marine and Coastal Waters Management Program was to contribute to the implementation of the National Action Plan for Maritime Strategy, specifically for the implementation of the Portuguese Marine Strategy Framework Directive.

The results achieved improved the skills and capacity of the Portuguese institutions in monitoring and evaluating the marine environment, the implementation of marine information systems and the raising of awareness and education for the integrated management of marine waters.

The “Navio Mar Portugal” and “MEDUSA\_DS” Projects responded effectively to the objectives of the Program.

#### “NAVIO MAR PORTUGAL”

The project included the acquisition and equipment of a vessel with oceanic capacity, capable of producing multidisciplinary marine research centred in the Atlantic Ocean, having as main aspects environmental research, fisheries, geophysics and capacity for the operation of the Luso ROV.

#### “MEDUSA\_DS”

This project enabled the technological area and the national science stakeholders to be trained with a system of autonomous cooperative vehicles capable of developing operations in deep waters (3000mt) in remote ocean areas, with simple logistics requirements.

#### What makes this project a reference within the scope of the EEA Grants?

- Alignment with program objectives and national priorities
  - Promotion of innovation and development in the implementation of the Framework Directive of the Portuguese Navy Strategy
- Alignment with the objectives of the EEA Grants
  - Effective strengthening of relations with donor countries
  - Continued maintenance of partnerships, with ongoing projects
  - Lessening of economic and social disparities by promoting economic and scientific development
- Achievement of expected results

- Efficiency in the management of human and financial resources
- Creation of synergies between academia and the profitable sector
- Human resources training
- Project Sustainability
  - “The products do not end with the project”, but are used in collaboration with other entities and are made available to the scientific community, non-profit entities and companies, both nationally and internationally
  - The project was a catalyst for future projects, applications, interventions in partnerships and other entities

### PT03 – Renewable Energies Program

The main objectives of the Renewable Energy Program were to increase the production of renewable energy and to improve the capacity of renewable energy solutions at a local, regional and national level. The construction of a 3MW Geothermal Power Plant responded to the program’s objectives.

#### “CONSTRUCTION OF THE 3MW GEOTHERMAL POWER PLANT ON TERCEIRA ISLAND”

This project allowed the generation of electric energy through the exploration of high enthalpy geothermal resources, as well as contributing to the reduction of CO2 emissions on Terceira Island, a direct result of the reduction of emissions of gases from fossil fuel consumption.

#### What makes this project a reference within the scope of the EEA Grants?

- Alignment with program objectives and national priorities
  - The promotion of the production of renewable energy and the replacement of fossil fuels
  - Contribution to the Energy Policy of the Autonomous Region of the Azores and to the European Union guidelines on renewable energies
- Alignment with the objectives of the EEA Grants
  - Effective strengthening of relations with donor countries
  - Continuity of partnership maintenance
  - Lessening of economic and social disparities by promoting economic and scientific development, as well as through accessibility to clean and sustainable energy
- Achievement of expected results
- Efficiency in the management of human and financial resources
- Training of human resources and creation of employment opportunities
- Project Sustainability
  - The Geothermal Power Plant continues to function and contribute to the mdefined objectives, in particular to the positive environmental impact

## PT04 – Adaptation to Climate Change Program (AdaPT)

The AdaPT Program was based on the National Strategy for Adaptation to Climate Change. The main objectives of the Program were to increase the capacity to assess vulnerability to climate change and raise awareness of the importance of education on adaptation to climate change.

The Adapt for Change and Clim.AdaPT.Local Projects responded effectively to the Program objectives.

### “ADAPT FOR CHANGE”

The Adapt for Change Project focused on adaptation priorities in the Agriculture, Forestry, Water Resources and Biodiversity sectors and had as main objective the improvement of success of reforestation in semi-arid areas, as a response to adaptation to scenarios of climate change.

### “CLIMADAPT.LOCAL”

The main objective of this project was to increase the capacity of Portuguese municipalities to incorporate adaptation to climate change in their planning tools and local interventions. The ClimAdaPT.Local marked the beginning of the implementation of specific measures to adapt to climate change in Portugal.

### What makes this project a reference within the scope of the EEA Grants?

- Alignment with program objectives and national priorities
  - Contribution to the implementation of the National Adaptation Strategy for Climate Change
- Alignment with the objectives of the EEA Grants
  - Effective strengthening of relations with donor countries, especially at the ClimAdaPT.Local
  - Continued maintenance of partnerships and networking with donor entities
  - Lessening of economic and social disparities by promoting economic and scientific development
- Achievement of expected results
  - Development of Municipal Adaptation Strategies for Climate Change
  - Creation of the National Network of Municipalities for Local Adaptation to Climate Change
  - Production of free access tools / guidelines / E-books
- Efficiency in the management of human and financial resources
- Creation of synergies between academia and the profitable sector
- Human resources training
  - Involvement and participation in the different phases of the project
- Project Sustainability
  - Contribution to political and strategic reflection in the context of adaptation and action policies at a local, regional and national level
  - Recognition and appreciation with media projection
  - Reproduction of the methodology through EU funds

## PT05 – Active Citizenship Program

The Active Citizenship Program was the most important implementation in Portugal, within the scope of strengthening Civil Society and its organisations. The main objectives of the Program were to increase the involvement of NGOs in policy and decision-making processes, to promote democratic values, to strengthen NGO capacity-building and to empower vulnerable groups.

The ECOAR Project was one of the highlights of this Program.

### “ECOAR”

The objective of ECOAR was to promote employability skills through art (theatre, dance, music and circus arts) in young people included in the prison context, as well as the promotion of their social inclusion.

### What makes this project a reference within the scope of the EEA Grants?

- Alignment with program objectives and national priorities
- Alignment with the objectives of the EEA Grants
  - Lessening of economic and social disparities in highly marginalised groups
  - Strengthening and maintenance of established bilateral relations
- Achievement of expected results
  - Certification and validation of employability skills for 112 young people
  - Training of young inmates integrated in the psychiatric clinic
  - Changes observed at different levels (behavioural, emotional, social), in various stakeholders (young people, prison guards and directors, technicians)
- Efficiency in the management of human and financial resources
  - Quality, skills and team profile
- Creation of synergies between academia, association and prison services
- Human resources training
  - Collective co-creation project, with partner participation in the design, implementation and evaluation phases
- Project Sustainability
- Visibility in the community, through public presentations, debates, exhibition and documentary
- The value of art as an adaptive, accessible and unifying language

## PT06 – Public Health Initiatives Program

The Public Health Initiatives Program aimed to improve the public health status of the Portuguese population through the reduction of health inequalities, as well as the promotion of equality in access to health services and the improvement of health outcomes among specific groups with sociodemographic characteristics. The Semente Project was one of the highlights of this Program.

## “SEMENTE”

The Semente Project implemented a program to promote mental health in a vulnerable population at high risk of developing psychopathology - children and adolescents, children of parents suffering from psychiatric illness. The main objective of this project was to improve access to mental health care for children, whose parents were clients of the Psychiatric Service of Fernando de Fonseca Hospital.

### What makes this project a reference within the scope of the EEA Grants?

- Alignment with program objectives and national priorities
  - Implementation of the guidelines of the National Mental Health Plan
- Alignment with the objectives of the EEA Grants
  - Lessening of economic and social disparities in vulnerable groups
  - Strengthening and maintenance of established bilateral relations
- Achievement of expected results
  - Reinforcement of parental competences
  - Access to specialised and individualised information for children and young people
  - Training of children and young people
  - Production of materials accessible to the community
  - Production of scientific knowledge
- Efficiency in the management of human and financial resources
  - Valuation of the support from other entities - Municipality and Calouste Gulbenkian Foundation
- Participation and involvement of partners in all phases of the project - enhancement and incorporation of the experience of international partners
- Human resources training
  - Strong link between psychiatry and child-psychiatry
- Project Sustainability
  - Maintenance of physical space in the community to continue the implementation of the program
- FStrong community intervention with a link between several entities: schools, CPCJ, primary health care
- Innovative and replicable project in other contexts
- Visibility and recognition at a national and international level
- Paradigm change: there is a preventive program in a Psychiatry service, which works in the community

## PT07 – Integration Program for Gender Equality and Promotion of Work-Life Balance

The main objectives of the Program were to promote gender equality and the work-life balance. These objectives have contributed to ensuring sustainable social and economic progress and development, to improving the conditions for full participation of women in the labor market, and to reducing the gender pay gap / wages and women's risk of poverty in life. The production of relevant and accessible statistical data on gender equality has helped to understand and increase the visibility of gender disparities in some sectors and to monitor the impact of public policies and interventions. The “Local Gender Equality” and “Gender Identity Law - Impact and challenges of legal innovation in the (trans)gender area have been highlighted in this Program.

## “LOCAL GENDER EQUALITY”

The main objective of this project was to involve municipalities in the promotion of gender equality and equip them with tools and methodologies that could contribute to the implementation of local policies, processes and practices.

## “GENDER IDENTITY LAW - IMPACT AND CHALLENGES OF LEGAL INNOVATION IN THE (TRANS) GENDER AREA”

One of the main objectives of this project was to evaluate the legislative measure (no. 7/2001) that aims to promote gender equality in Portugal and which was pointed out as innovative in the European context. The project aimed to evaluate the Law in its dimensions - operationalisation, identification of difficulties and resistance processes in legal innovation, evaluation and understanding of the impact of the Law on the psychological and social well-being of transgender people.

### What makes this project a reference within the scope of the EEA Grants?

- Alignment with program objectives and national priorities
  - And with European guidelines (Strategic Commitment for Gender Equality)
- Alignment with the objectives of the EEA Grants
  - Effective strengthening of relations with donor countries, especially at the level of the “Gender Identity Law”
  - The maintenance of partnerships with donor country entities
  - Lessening of economic and social disparities by promoting economic and scientific development and promoting gender equality at local, regional and national level
- Achievement of expected results
  - Production of scientific guidelines / studies / free access tools
  - Two conferences
  - Implementation of the Municipal Equality Index
- Efficiency in the management of human and financial resources
- The creation of synergies between the Academy, the Public Sector and Associations
- Human resources training
  - Empowerment and ownership of knowledge by local decision makers
  - Involvement and participation of all stakeholders
- Project Sustainability
  - Contribution to political and strategic reflection on gender equality policies at a local, regional and national level
  - Reinforcement of the importance of the political agenda on gender equality and involvement of other figures (eg, Order of Physicians, Order of Psychologists)
  - Production of recommendations and best practices
- Effective sharing of results with donor countries, which integrated the experience - contribution to the adoption of the Gender Identity Law in Norway
- Recognition and appreciation of projects, one of which allowed municipalities to be awarded
- Innovative projects (evaluation of the implementation of the Law / production of diagnostic and intervention tools to be applied by municipalities, based on participatory and collaborative methodologies)

## PT08 – Conservation and Revitalisation of Cultural Heritage Program (Sefarad Route)

The creation of the Portuguese Network of Jewish Quarters, resulted from an effective awareness of the importance of this matter by a group of municipalities, together with tourism organisations and two Jewish communities. The main objectives of this program were to enhance Jewish heritage through the reconstruction and rehabilitation of existing structures, as well as through the appreciation of intangible heritage. The aim is to stimulate and enhance the economic and cultural development of the regions, as well as to recreate a national identity and collective memory.

### What makes this project a reference within the scope of the EEA Grants?

- Alignment with program objectives and national priorities
  - Contribution to the National Tourism Strategy
- Alignment with the objectives of the EEA Grants
  - Lessening of economic and social disparities by promoting economic and cultural development in more deserted areas of Portugal
  - Strengthening and maintenance of established bilateral relations
- Achievement of expected results
  - Creation of the Sefarad Route
  - Construction and restoration of cultural equipment
  - Traveling exhibition “Jewish Memories and Experiences in Portugal” held in Portugal and Norway
- Efficiency in the management of human and financial resources
  - Collaboration and participation of municipalities, public and private entities
- Human resources training
- Sustainability
- Visibility and recognition at a national and international level
- Appreciation and development of the local economy by the increase in production of small and medium-sized enterprises and employability increase
- The creation of a differentiated tourism base that has already allowed raising the initial investment of the Program more than 100%
- Appreciation of tangible and intangible heritage at local, regional and national levels

## PT09 – Cultural Footprint Program

The main objective of the Cultural Footprint Program was to promote access to culture in a decentralised way, as well as to enable children and young people to have a good experience in the field of arts, following the Norwegian model. The program provoked multilevel encounters, combining education and art in multiple contexts, which also reinforced the relationship between arts organisations and schools. The Circus Lab Project is one that has contributed positively to the achievement of the Program's objectives.

## “CIRCUS LAB”

The main goal of the Circus Lab Project was to create a common understanding of the importance of education through art and its role in improving the quality of education and learning. Through the concept of the New Circus, it promoted a consensus on the role of education through art in building a creative and culturally conscious society.

### What makes this project a reference within the scope of the EEA Grants?

- Alignment with program objectives and national priorities
  - Contribution to the decentralisation of culture
- Alignment with the objectives of the EEA Grants
  - Lessening of economic and social disparities by decentralising access to culture and promoting territorial cohesion
  - Strengthening and maintenance of established bilateral relations
- Achievement of expected results
  - Synergy between artistic processes and traditional teaching processes
  - Acquisition of artistic, social, relational and emotional skills
- Acquisition of artistic, social, relational and emotional skills
  - Collaboration of other national and international entities (municipalities, IEFP)
- Participation and involvement of partners in all phases of the project - enhancement and incorporation of the experience of the international partners adapted to the specific needs of the Portuguese context and the communities where it was implemented
- Human resources training
  - Implementation of participatory and collaborative practices with all stakeholders
- Sustainability
- Innovative and replicable project
- Visibility and recognition at a national and international level, with media projection
- High participation, adherence and community interest
- Promoter of public discussion on the importance of support for the New Circus in Portugal

Based on the observations and interviews carried out with the promoters of the eleven (11) case studies, it was possible to isolate some characteristics that seem to be common to all or at least to the great majority of them.

First of all, there is the depth and relevance of established bilateral relations, which constitute an effective surplus value for projects.

A second point is the existence of stakeholder empowerment processes that ended up being a major asset not only in the scope of the project but also for actions that went beyond it with impact on the community or intervention context.

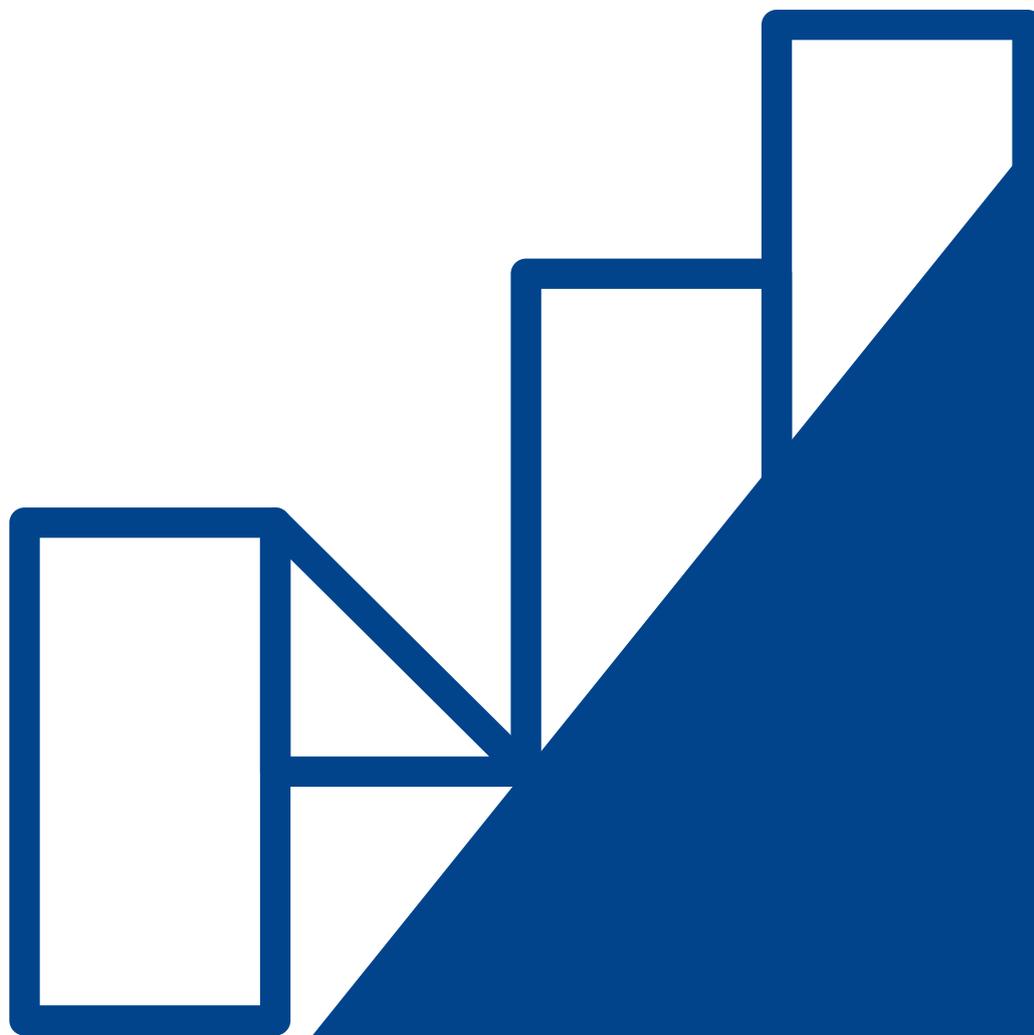
Participation that is broadly understood and accompanied all phases of the project cycle, is another value and practice that is evident when analysing these eleven cases.

All the projects have created products, tools and / or knowledge that are being used in addition to the intervention itself. Not only does this emphasise the relevance of the interventions, it also makes it clear that they contributed to the development of other actions and to the development of the intervention contexts / territories considered more broadly.

Finally, a point we deem most important because of the real social impact it may have is that these projects have often influenced public policy policies and measures in their sectors. A higher impact would be difficult to ask for and it is an effective testimony of the value of these projects and, consequently, of the EEA Grants Portugal 2009-2014.



# ATTACHMENTS



Iceland   
Liechtenstein  
Norway grants

## Evaluation of Results of the Financial Mechanism of the European Economic Area (*EEA Grants*) 2009-2014

### Introduction

Following the acquisition of evaluation services, conducted by the National Management Unit of the Financial Mechanism of the European Economic Area, to the entity Logframe – Consultancy and Training we hereby request your cooperation for filling in the present survey about the EEA Grants, in Portugal, referring to the period between 2009 and 2014.

This study has as main objectives, to know and evaluate the contribution of the EEA Grants Programs, in Portugal, in narrowing economic and social disparities of sectors and communities covered through the Projects implemented. Therefore, your contribution is essential in the response to questions related to the functioning and results obtained through the Project executed by your entity / institution.

The survey should be concluded until 6 of April of 2018. Until this date, the replies inserted can be edited through the link sent (even after clicking the 'completed' button).

Thank you in advance for your cooperation, and that of your entity / institution.  
The Logframe Team

Evaluation of Results of the Financial Mechanism of the European Economic Area (*EEA Grants*)  
2009-2014

Identification

\* 1. Name of the Organization / Beneficiary Entity:

\* 2. Name of the Project:

\* 3. Thematic Program of the EEA Grants in which the Project fits:

Evaluation of Results of the Financial Mechanism of the European Economic Area (*EEA Grants*)  
2009-2014

4. The results expected in the beginning of the Project, were achieved?

- Yes
- Partially
- No

5. If you answered 'no' or 'partially' in the previous question, indicate the main reason:

6. Were results obtained that were not initially predicted?

- Yes
- No

7. If you answered 'yes' in the previous question, evaluate, generically, whether they were:

- Positive
- Neither negative nor positive (neutral)
- Negative

8. Indicate, in case they have existed, what were the main internal or external factors, which contributed positively to the results obtained?

Factor 1

Factor 2

Factor 3

9. Indicate, in case they have existed, what were the main internal or external factors, which limited the achievement of the expected results?

Factor 1

Factor 2

Factor 3

10. Do you consider that the results obtained by the Project will remain in time, beyond its execution?

Yes

Maybe

No

## Evaluation of Results of the Financial Mechanism of the European Economic Area (*EEA Grants*) 2009-2014

	Totally Disagree	Disagree	Not agree or disagree	Agree	Totally Agree
In the course of the Project, the management of financial resources was efficient.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Leave us possible suggestions for improvement in this respect:

The objectives achieved by the Project were relevant to the accomplishment of the objectives of the Program in which it fits.	<input type="radio"/>				
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Leave us possible suggestions for improvement in this respect:

The strategies and / or instruments provided by the Program (or by other entities) was/were the most suitable to obtain the results.	<input type="radio"/>				
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Leave us possible suggestions for improvement in this respect:

11. If you consider it relevant, indicate other strategies and / or instruments which could have facilitated the achievement of the expected results:

1<sup>st</sup> strategy or instrument

2<sup>nd</sup> strategy or instrument

3<sup>th</sup> strategy or instrument

Evaluation of Results of the Financial Mechanism of the European Economic Area (*EEA Grants*)  
2009-2014

12. Identify the main impacts for which the Project contributed:

Impact 1

Impact 2

Impact 3

13. Within the context of the Project, bilateral relations were established with entities of the donor countries?

Yes

No

14. Have the established bilateral relations remained beyond the duration of the Project?

Yes

Partially

No

15. If you answered 'yes' or 'partially' in the previous question, identify the context or nature of the bilateral relations that have remained beyond the Project (for example: exchange/sharing of knowledge; financing activities; joint organization of events;...):

Context of the relationship 1:

Context of the relationship 2:

Context of the relationship 3:

Evaluation of Results of the Financial Mechanism of the European Economic Area (*EEA Grants*)  
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16. What contribution did the Project(s) had to reduce economic and social disparities of the sectors supported and the covered communities:

19. Finally, leave us your opinion or suggestion for improvement regarding the implementation of EEA Grants in Portugal:

## Semi-structured interview guide

**Source:** Project Promoters

**Objective:**

- Knowing and evaluating MFEEE 2009-2014, through its Programs, in reducing economic and social disparities of the sectors supported and the communities covered by financed projects;
- Knowing and evaluating the contribute of MFEEE 2009-2014, through its Programs, to the reinforcement / strengthening of bilateral relations between Portugal and the donor States;
- Collect and analyze the perceptions of the Project Promoters about the strengths and weaknesses of the Program, as well as on aspects to be improved in future Programs/Interventions.

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### 1. Relevance / Coherence of the Program

**How did the objectives of the Project contribute to the objectives of the Program?**

- A. To what extent is there coherence between the objectives of the Project and the objectives of the Program
- B. To what extent the objectives of the Project are relevant to the political priorities associated with the area in question
- C. Suggestions for improvement in the relationship between the objectives of the Project and the objectives of the Program

**How did the Project's objectives contribute to respond to the identified needs of the beneficiaries?**

- D. To what extent the Project's objectives were consistent and relevant as an answer to the beneficiaries needs?
- E. To what extent the Project's objectives were relevant as an answer to the beneficiaries needs?
- F. What improvements have been made to / for the Project's beneficiaries?
- G. Suggestions for improvement regarding the suitability between the objectives of the Project and the response to the beneficiaries needs.

## 2. Efficiency

**How was the management of resources of the Project been implemented?**

- A. Was there any rational management of financial and human resources?
- B. It would be possible to have achieved the same results with fewer resources? – If so, in what way?
- C. What are the strengths regarding the resources used in the Project context?
- D. What are the constraints / limitations regarding the resources used in the Project context?
- E. Suggestions for improvement regarding the necessary resources for the implementation of the Project.

## 3. Efficacy

**In what way the MFEEE objectives have been or will be achieved through the implementation of the Project's actions?**

- A. Was there influence of external factors (positive or negative influence?)
- B. There were unanticipated effects (positive or negative?)
- C. What are the limitations / constraints in the context of the implementation of the Project's actions?
- D. Suggestions for improvement regarding the implementation of the actions of the Project.

**In what way could have been achieved more results?**

- E. There was resort to other instruments/ strategies? If so, which ones?

**What can be done to increase the efficacy of MFEEE in the future?**

- F. Suggestions of improvement

## 4. Impact

**What were the Project impacts in the socioeconomic context?**

- A. What were the impacts? (positives or negatives)
- B. Did they contribute to the MFEEE objectives?
- C. Strengths of the Project.
- D. Good practices that could be disseminated.

## 5. Sustainability

**Do you consider the results will last beyond the duration period of the Project?**

- A. Are these sustainable changes?
- B. Do they contribute to the MFEEE objectives?

**Do you consider that the established bilateral relations will be maintained? How?**

- C. Characterize the established bilateral relations in the context of the Project.

## Semi-structured interview guide

**Source:** Project Operators

**Objective:**

- Knowing and evaluating MFEEE 2009-2014, through its Programs, in reducing economic and social disparities of the sectors supported and the communities covered by financed projects;
- Knowing and evaluating the contribute of MFEEE 2009-2014, through its Programs, to the reinforcement / strengthening of bilateral relations between Portugal and the donor States;
- Collect and analyze the perceptions of the Project Operators about the strengths and weaknesses of the Program, as well as on aspects to be improved in future Programs/Interventions.

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### 1. Relevance / Coherence of the Program

**How did the objectives of the Project contribute to the objectives of MFEEE 2009-2014?**

- A. Consistency between the Program objectives and the general objectives of MFEEE.
- B. Relevance of the Program objectives to the political priorities associated with the area in question.
- C. Suggestions of improvement

**How did the Project's objectives contribute to respond to the identified needs of the beneficiaries?**

- D. Coherence
- E. Relevance
- F. Improvements produced
- G. Suggestions of improvement

## 2. Efficiency

**How was the management of resources of the Project been implemented?**

- A. Rational management of financial and human resources
- B. Efficiency (achieve the same results with less resources?) In what way?
- C. Strengths of the Project
- D. Constraints / limitations of the Project
- E. Suggestions of improvement

## 3. Efficacy

**In what way the MFEEE objectives have been or will be achieved through the implementation of the Project's actions?**

- A. Influence of external factors (positive or negative influence?)
- B. Occurrence of unanticipated effects (positive or negative?)
- C. Limitations / constraints of the Project
- D. Suggestions of improvement

**In what way could have been achieved more results?**

- E. Resort to other instruments/ strategies

**What can be done to increase the efficacy of MFEEE in the future?**

- F. Suggestions of improvement

## 4. Impact

**What were the Project impacts in the socioeconomic context?**

- E. What were the impacts? (positives or negatives)
- F. Did they contribute to the MFEEE objectives?
- G. Strengths of the Project.
- H. Good practices that could be disseminated.

## 5. Sustainability

**Do you consider the results will last beyond the duration period of the Project?**

- D. Are these sustainable changes?
- E. Do they contribute to the MFEEE objectives?

**Do you consider that the established bilateral relations will be maintained? How?**

- F. Bilateral relations