
FINAL EVALUATION

[Final Report]

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SUMMARY

PANORAMED is an innovative project approved by the Interreg Mediterranean 2014-2020 Programme (MED Programme). The project's main goal is to foster mutual knowledge and cooperation between the main stakeholders of all the Mediterranean area, mobilising their knowledge and experience for shared governance of this territory.

PANORAMED aims to be a dialogue platform which aggregates governments (of different levels) entities, organisations, and networks working in and for the Mediterranean on cohesion policy and governance in different fields related to blue economy (such as coastal and maritime tourism, maritime surveillance, and innovation) ensuring the integration of the policies, initiatives or other types of actions that can be planned and executed in a coordinated manner, improving and increasing their achievements as a result of a fluid relationship between them.

The project previewed an evaluation plan whose implementation ends with the presentation of the Final Evaluation Report dedicated to the discussion of the outcomes directly resulting from PANORAMED's implementation, the mechanisms that produced them and making available the evaluation results for supporting the new MED Programme.

The report's overall objective is to present an estimation of the effective contribution of PANORAMED to the development of the MED Programme and its intervention territory. To that purpose, it studies how and to what extent the project met the expectation under which it was drafted as well as whether it was able to overcome the main challenges faced during the implementation and which are the main achievements and findings resulting from it.

The assessment methodology used for this purpose was based on two key references: the theory of change and the stakeholders' approach. The first has allowed assessing how actions have led to results in a non-linear and complex cause-effect relationship by testing the implicit relations between the key actions, major deliverables, and final results. The second implied the effective involvement of the stakeholders during the entire evaluation process, aiming at establishing the links between the project implementation and the identified evolution of the context. The number, type and role of the different stakeholders have been considered to define the tools to use as well as the number and type of interactions so that all of them were taken into consideration in providing inputs to the different dimensions of analysis.

Throughout its implementation, it was possible to answer 4 evaluations questions:

1. **Relevance** of PANORAMED: the project has contributed to the improvement of the Mediterranean area governance through the project main deliverables already available (Gaps and Growth Opportunities reports, Key Policy Papers and terms of reference for the strategic projects, the latter further implying the fundamental task of designing the respective partnerships) and through the improvement of the relationship, coordination, and cooperation between the participating institutions.

The process to reach these results has contributed, in a tangible way, to a better definition of the needs and intervention priorities of target groups and stakeholders. Furthermore, the combination of the knowledge and practice from the cross-cutting actions and the thematic working groups has progressively led to improved answers to the MED territory needs. Under such perspective, the relevance of PANORAMED also lies in its experimental nature, in the most scientific assertion of the term: the implementation process was assumed as a genuine attempt to respond to the acknowledged limitations of Mediterranean governance and, at the same time, the process was registered, studied, and reshaped in such a way that it is now ready to be integrated into other contexts.

2. **Sustainability and replicability** of PANORAMED: The efficacy of the communicating vessels and inner governance of the different bricks of the MED Programme architecture has emerged as a core element in building the sustainability and replicability of PANORAMED's actions, outputs and results. The maturity of the different bricks of the Programme has contributed to improving those necessary synergies after an initial lack of clarification hindered the implementation of such an approach. Similarly, the bridges connecting PANORAMED to those in the capacity of uptaking project results were confronted with the complex matter of mobilising stakeholders, but also revealed the gaps in tackling the relation between public administration and the private sector. Again, the work related to the preparation of the GGOR and the KPP allowed a closer connection, namely at a local level. Furthermore, the systematisation of knowledge in establishing the mainstreaming methodology and actions has already demonstrated the potential for transfer and integration in the framework of the new programming period. Several activities (the SP in particular) will promote the transfer of results in the last phase of the project. Other elements that could persist beyond PANORAMED and even be replicated relate to the TWG and the Mainstreaming actions.
3. **Coherence** of PANORAMED: Due to its innovative character and the novelty of the experience, it was difficult to clearly define the project actions from the beginning. This initial lack of definition also affected the involvement of the main Mediterranean area stakeholders resulting in a lack of ownership of the project. PANORAMED has a layered partnership which relies on multilevel articulation and on effective integration at a national and regional level (balance between representativeness and effectiveness is a critical coherence issue). PANORAMED tackled themes that have different governance approaches between themselves and in the different participant territories (for example: depending on the countries, tourism is, at times, based on regional governance and maritime surveillance mostly on national level governance).

Liaising was also critical to this purpose, but its potential was not fully deployed because of the difficulty of involving the Mediterranean decision-taking/policy-makers main representatives.

4. **Efficiency** of PANORAMED: The final structure and architecture of PANORAMED are more efficient than the initially proposed. The capacity of learning through the process is the most relevant aspect of PANORAMED's efficiency. The mainstreaming process was a successful demonstration of that. It started with a very conceptual approach, then moved on to experimentation, and this fed into the setting up of the SP and the second generation of HP. Through the mainstreaming cross-cutting action, PANORAMED built technical and methodological know-how for transferring and capitalisation, useful at all levels. On the other hand, the implementation of the Liaising faced several difficulties, hindering its ambition to ease the delivery of the project results to other actors and contribute to ensure relevance and coherence. Efforts were made leading to relatively good results, with signals of increased openness especially in the last phase of the project (e.g.: the process leading to the labelling of the entire PANORAMED and Axis 4 by the UfM, in December 2021¹).

In conclusion, PANORAMED is a challenging and ambitious project aimed at answering recognised needs of the territory which asked for transnational cooperation and a multination and multilevel governance to be delivered.

It should be understood as a prototype of a tool to foster dialogue, cooperation and synergies between the participant territories to overcome thematic common challenges and improve geographic coordination.

It has evolved along with its implementation and the project evaluation process has allowed identifying additional fields of improvement, taking into consideration that the achieved know-how is an added value for the next programming period governance and that the networking established should continue to be fed.

PANORAMED sets the basis for better thematic and geographic coordination and deserves to be replicated in order to seek effective solutions to the problems of cooperation.

To that purpose, this report presents a set of 11 recommendations, most of those closely linked to the subjects of partnership and implementation. A couple of proposals relate to the Programme architecture but could have an impact on the efficiency of such a project. In short, the recommended actions aim at the simplification and clarification of all aspects related to the design and implementation of the project (concepts, actors, the role of each actor, etc.). These actions should be accompanied by efficient solutions regarding internal and external communication, in order to better articulate the different administrative levels and the architecture of the programme (regional/state authorities, modular/horizontal projects, associated partners, target audience, etc.).

¹ <https://interreg-med.eu/no-cache/news-events/news/detail/actualites/our-approach-to-governance-labelled-by-the-union-for-the-mediterranean/>

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List of abbreviations

EEC – European Economic Community

ETC – European Territorial Cooperation

EU – European Union

GGOR – Gaps and growth opportunities report

HP – Horizontal projects

IPA – Instrument for Pre-Accession Assistance

JS – Joint Secretariat

KPP – Key Policy Paper

LP – Lead partner

MA – Managing Authority

MED – Mediterranean

MP – Modular projects

SP – Strategic projects

ToR – Terms of Reference

TWG – Thematic Working Groups

WP – Work Package

1. INTRODUCTION

The Final Report is a working document whose main objective is to present the first complete version of the final evaluation report, which is the final step of the completion of PANORAMED evaluation plan.

The report aims to present the conclusions of the assessment of the impact of PANORAMED on the Mediterranean area governance and discuss its utility and transferability as a territorial cooperation tool and governance platform.

The findings and conclusions of that assessment were achieved with the implementation of the evaluation methodology described in the Inception Report through a participatory process in which all PANORAMED stakeholders were invited to participate.

It discusses the relevance, coherence, sustainability, transferability, and efficiency of PANORAMED (evaluation questions) and PANORAMED results, and pinpoints the lessons learnt considered relevant for the next programming period programmes, policies, and projects concerning the Mediterranean governance.

The Final Report is composed of 8 chapters, following the structure defined in the Terms of Reference (ToR) of the public tender for the Final Evaluation external services:

- The current introductory chapter.
- The general description of the evaluation framework and context highlights the PANORAMED actors that had participated in the evaluation process (chapter 2).
- The description of the evaluation objectives and definition of the evaluation scope (chapter 3).
- A brief explanation of the methodological approach where the data collection techniques and data sources are described (chapter 4).
- The answers provided to the above-mentioned evaluation questions (chapter 5).
- The main conclusions and recommendations from the evaluation process (chapter 6).
- The document bibliography and electronic references (chapter 7)
- Several relevant annexes with supporting information to the other chapters (chapter 8).

A special acknowledgement to the Agency for Cohesion and Development of Portugal and to Emilia Romagna region teams for the support given throughout the evaluation work without whom the report quality would not be the same.

2. EVALUATION FRAMEWORK AND CONTEXT

2.1. PROJECT LOGICAL FRAMEWORK

2.1.1 INTERREG MED 2014-2020 programme

The INTERREG MED has existed as an ETC programme covering the northern shore of the Mediterranean since 2007. In other words, it was implemented in the 2007-2013 and 2014-2020 programming periods. Prior to these, in the 2001-2006 programming period, two separate ETC programmes (ARCHIMED and MEDOCC) each covered a specific part of the area – east and west Mediterranean, respectively. Thus, INTERREG MED 2014-2020, which finances the PANORAMED project, constitutes the second edition of a territorial cooperation programme encompassing the entire northern shore of the Mediterranean basin. It keeps the same 13 countries (10 EU and 3 IPA) that were engaged in the previous period and further increases the representativity of the territory by integrating for the first time three new regions: Lisbon (Portugal), Midi-Pyrénées (France), Valle d'Aosta (Italy).



Figure 1- Map of Interreg MED 2014-2020 cooperation area
Source: INTERREG MED Programme.

This extension seeks not only to reinforce the Mediterranean dimension of these regions but also to increase their capacity to mobilise stakeholders of recognised institutional relevance.

At the same time, the transnational structure of the actions supported by the programme allows it to exploit this same institutional capacity to address challenges and test solutions that go beyond national borders, as reflected in the main objective of the Programme:

promote sustainable growth in the Mediterranean area by fostering innovative concepts and practices and reasonable use of resources, and by supporting social integration through an integrated and territory-based cooperation approach.

The vast extent of the cooperation territory reinforces the need to identify operational solutions to respond to the challenges of the European Commission's cohesion policy for this period, focusing on concentration, choice of quality and result-oriented projects, placing greater emphasis on the demand aspect to clearly identify the real needs of target groups and end-users in order to ensure more effective use of project results.

The partial overlap of the programme territory with neighbouring spaces and programmes (such as the Balkan MED, ENI MED, Alpine Space, among others) should also be highlighted as it reinforces the need for coordination, also at this level, for the appropriation of project results by the decision level, reducing possible redundancies.

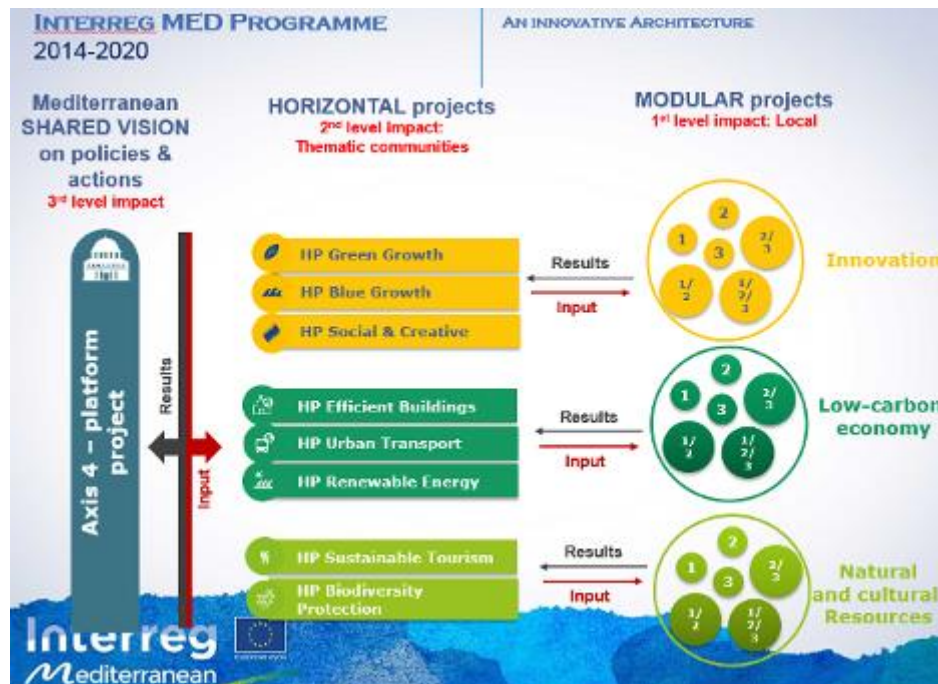
2.1.2 A peculiar architecture

Part of the answer to these challenges was assured by the definition of an innovative and structured geometry of types of projects.

This new geometry was the result of a reflection previously started which aimed at increasing the efficiency of the projects funded by Interreg MED and prioritising the transferability of outputs and results as well as the coordination of this movement with the definition mechanisms of the public policies to increase the impact of the projects and the long-term sustainability of their results.

Due to the first initiatives for the organisation of the capitalisation of the results of the project (launched at the end of 2009, within the programming period 2007-2013), completed with the conclusions of the *in itinere* evaluation, a set of experiences emerged (thematic communities, capitalisation calls, events and summary documents) which allowed the establishment of the limitations and potential of those initiatives and, at the same time, the pillars of a reflection and unique mobilisation dynamics, of the interested parties, in the context of the European Territorial Cooperation (ETC) programmes.

This is the background that enabled, already in the programming period 2014-2020, to test a project architecture to experiment with more efficient ways of developing territorial cooperation projects based on strong synergies between the interested parties, the final users and the governance.



particularly in key sectors, and the difficulty in creating synergies between the different parties involved and in promoting systematic dialogue.

PANORAMED generally aims to act as a platform for dialogue between the different entities/organisations/networks operating in the Mediterranean in the fields of coastal and maritime tourism, innovation, and integrated maritime surveillance. Its fundamental purposes are:

- ***to establish an innovative permanent dialogue and decision-making process among national and regional public authorities and stakeholders,***
- ***to contribute to informed policy and decision-making processes at a national and transnational level on common challenges and opportunities in the Mediterranean Region***

2.1.4 A key moment

The most recent decisions about the geographical coverage of the programme, now named INTERREG Euro-Med, enlarged its territory of influence: the programme welcomes two new countries (Bulgaria and the Republic of North Macedonia - IPA country) and 3 new Spanish regions (Castile-La Mancha, Community of Madrid and Extremadura) now integrating 14 countries (10 European Union countries and 4 countries covered by the Instrument for Pre-accession Assistance) in a total of 66 regions.

On the other hand, the architecture of the programme under discussion combines the thematic and governance dimensions, evolving from the organisation tested in the 2014-2020 period, focusing on simplifying all thematic work and with a stronger focus on the governance as well as on the elaboration of policies truly capable of improving the lives of the population due to a greener, more resilient and smarter Mediterranean.

Without promoting a clear disruption with the thematic of the current period, the new Interreg Euro-MED is being prepared at a time when more urgent and cross-border challenges arise. The Mediterranean basin has been considered a case study, a model for the evolution of different contemporary and territorial crises where the effects of multiple transformations intersect: the impact of the climate change, the migrations, the level of cohesion of the area, even against the EU average, the internal disparities and the EU vs non-EU shores divide.

2.2. PROJECT MAIN STAKEHOLDERS

The framework and context of the project presented before turn the selection of the stakeholders to be involved into a critical factor, not only for the project implementation but also for its implementation and results (see annex 8.1 – project main stakeholder and annex 8.2 - stakeholders involved in the evaluation activities). Therefore, it also represents a critical point of the project evaluation process.

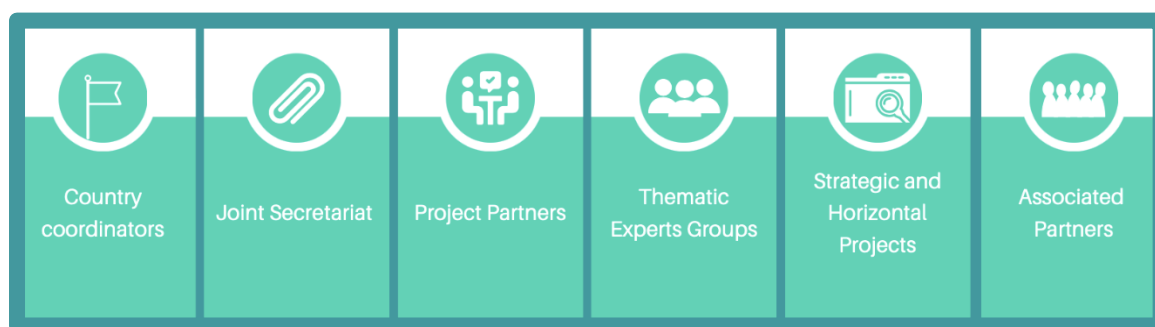


Figure 3- PANORAMED main stakeholders
Source: Own elaboration.

As in any traditional cooperation project, the programme bodies are key players in the project implementation. In this particular project, they are even more strategic since the project design emerges from a proposal by the joint secretariat (JS) and engages the national representatives in its implementation, but also because the expected results place the governance and the mainstreaming at the centre.

Other projects (strategic and horizontal) funded by the programme are also relevant PANORAMED stakeholders as first-hand beneficiaries of the project activities and because their own activities are impacted and defined in accordance with PANORAMED results.

The project TWGs - thematic working groups (composed by experts) - were essential support not only for the project activities implementation but also for the delivery of some of the project most relevant outputs (in terms of direct impact on the improvement of the knowledge about MED governance, the alignment with territorial needs and the strengthening of multilevel and transnational cooperation).

Associated partners are also relevant stakeholders. They provide a larger basin coverage, with complementary fields of intervention and influence. Project results should feed their actions in the same way their activities and strategies would contribute to shaping PANORAMED results. They have a central role in the sustainability and transferability of the project results.

In the end, all the different levels of governance influencing the development of the Mediterranean area as well as the mainstream programmes are also expected to be impacted by PANORAMED results.



Figure 4- PANORAMED main targets
Source: Own elaboration

3. EVALUATION OBJECTIVES

The overall objective of the evaluation was **to estimate the effective contribution of PANORAMED to the development of the INTERREG MED 2014-2020 programme and to the territory that integrates it**. To reach this goal, several specific objectives were defined guiding the evaluation work through all its development:

- To understand the political and temporal context of the project design and implementation.
- To identify the changes which occurred during the project implementation (that is to say, to understand the project framework evolution and the reasons that led to the changes).
- To describe the relationship between project activities, outputs and results and the improvement of the governance and cross-border cooperation in the Mediterranean.
- To involve as many PANORAMED stakeholders as possible in the evaluation activities.
- To analyse all the secondary data provided by the project.
- To answer the evaluation questions.

The evaluation aims to explain how and to what extent the PANORAMED project met the expectations with which it was developed and the challenges it was intended to address, in an evolutionary perspective, namely by discussing the main achievements of the project but also the challenges faced, and the bottlenecks encountered taking into account the evaluation questions to be answered.

Due to its innovative character, it's also important to fully understand whether it is useful for improving the thematic and geographic coordination of the Mediterranean by improving the high-level networking and the knowledge on the common challenges this territory is facing.

The final evaluation also aims at contributing to the 2021-2027 MED programme with PANORAMED findings if not directly (due to deadlines of the project evaluation and the deadlines of the new programme preparation) through the implementing decisions.

4. OVERALL METHODOLOGICAL APPROACH

4.1 ASSESSMENT METHODOLOGY

The assessment methodology that is proposed to carry out the Final Evaluation of the PANORAMED project is mainly based on two key references:

- The Theory of Change.
- The Stakeholders approach.

4.1.1 Theory of Change

The Theory of Change is a methodological approach that aims to discover how actions lead to results in a non-linear and complex cause-effect relationship. It is a useful tool applied to programme evaluations taking into consideration that these are based on the development of a theoretical approach and the complexity of the object of study (multiple topics to consider and integrate).

A detailed logical framework of PANORAMED was established using the Theory of Change, allowing the evaluation team to test the implicit relations between the key actions, the major deliverables and the final results as expressed in the following figure (figure 5).

It was centred on analysing the project's development and implementation, concluding on how and why the project contributed to the expected change. The identified changes are mapped as a set of interrelated pathways with each pathway showing the required outcomes in logical relationship with respect to the others.

PANORAMED's theory of change narrative was presented to the project partners and, once approved, it was the base for all the evaluation activities, namely for the work field when applying the primary data collection technics as all the links established were analysed to conclude and justify the answers to the evaluation questions.

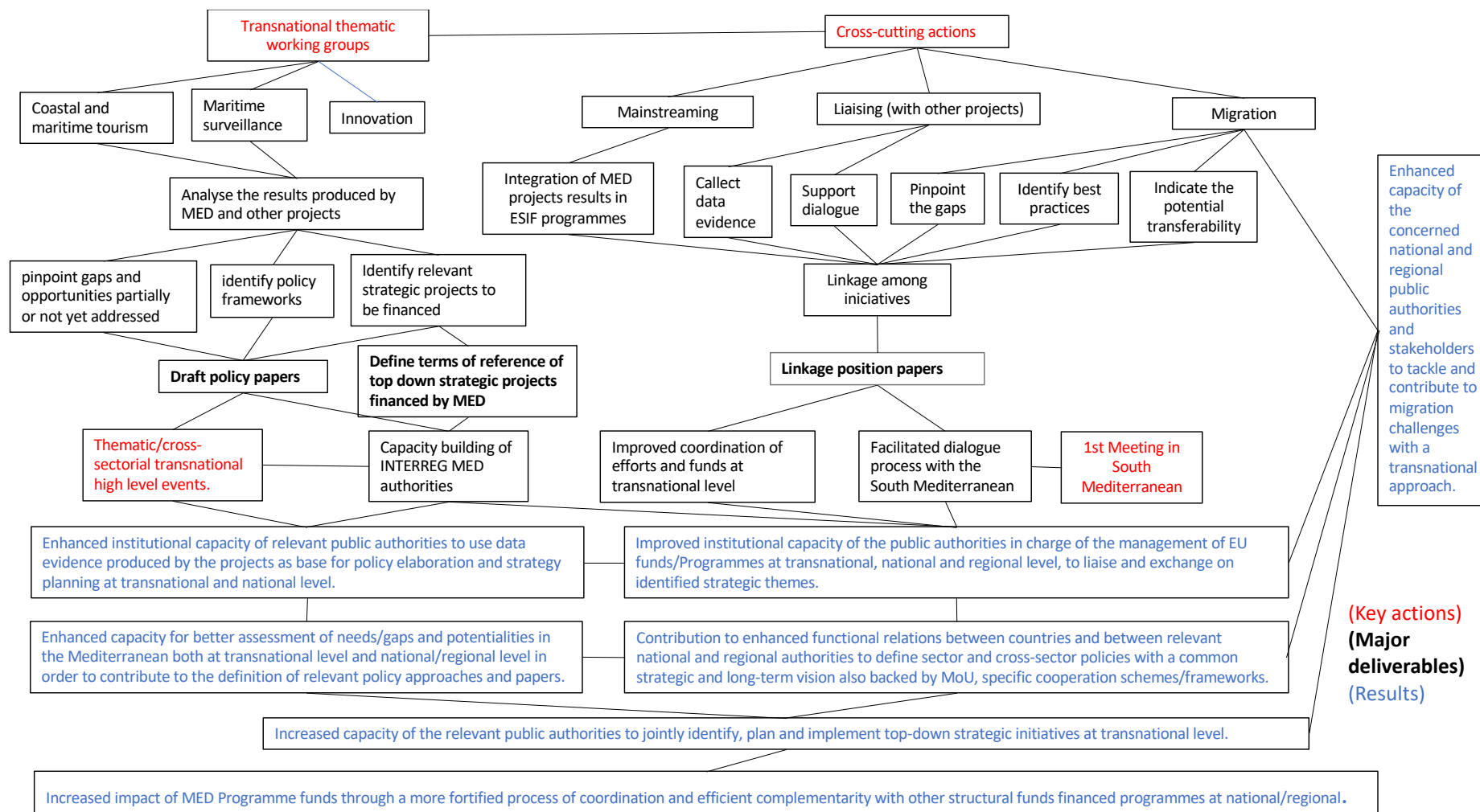


Figure 5- PANORAMED Theory of Change narrative
Source: Own elaboration

4.1.2 The Stakeholders approach

The Stakeholder Approach is a useful methodology to evidence organisational change. PANORAMED aimed at improving the contribution of ETC projects to the definition of public policies and, conversely, it intended to facilitate the access of projects to the information and means available in the decision-making centres of the different territories.

The pursuit of this design necessarily has an inevitable organisational component.

PANORAMED involves a constellation of players working in communicating “orbits” according to the project goals and work plan (see chapter 2.2 and annex 8.1) that were understood as relevant parts to be heard by the evaluation team to assess to what extent they and the organisation they represent contributed and/or were impacted by PANORAMED activities and/or results. The number, type and role of the different stakeholders have been considered when establishing the tools to use and the number and type of interactions so that all of them were taken into consideration in providing inputs to the different dimensions of analysis.

4.2 DATA COLLECTION TECHNIQUES & SOURCES

The evaluation work was based on primary and secondary information provided by the bibliographical research and fieldwork held since May 2021.

Considering the bibliographical research, a detailed analysis of internal and external documentation (see annex 8.3) developed by the programme and the project has enabled the establishment of the chronology and evolutionary context of the project's implementation and the current perspectives. It combined both PANORAMED specifically related documents (deliverables and working documents) and those more generally related to the MED Programme, the current and the forthcoming generation (all the official texts shedding light on the architecture and functioning of the whole Programme, as well as the texts of the PANORAMED related calls for projects). These analyses were complemented by the access to the relevant EU documents and the ongoing or finalised evaluations on the Programme or the project itself. The final ensemble of bibliographic material was the result of the exchanges with the project representatives, but also the interaction with the different stakeholders, complementing the initial list approved in the Inception Report.

Concerning the fieldwork, the techniques applied were selected with two main objectives: to assure the participation of stakeholders and to deepen the analysis to be carried out with primary information. The technical tools and the different cycles of information collection are summarised in the following figure.

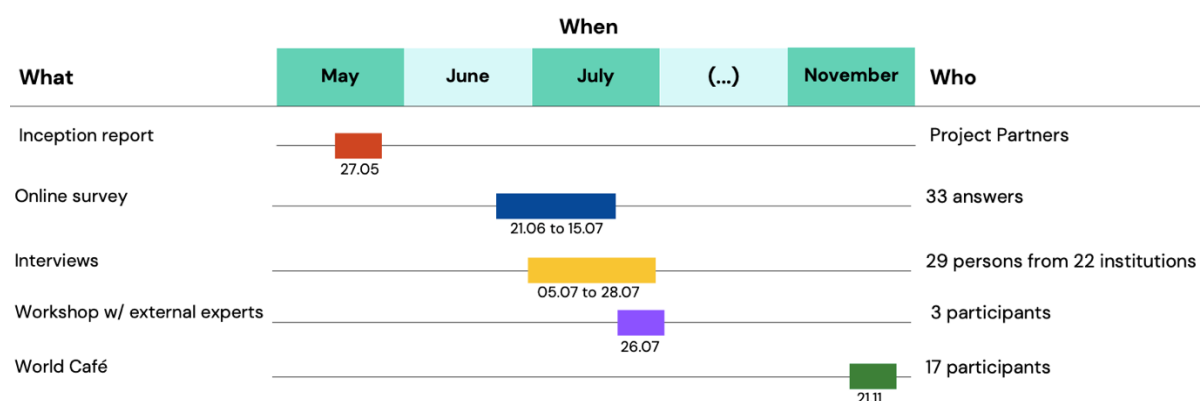


Figure 6- Primary data collection summary
Source: Own elaboration

With the approval of the evaluation methodology (that is to say, the scripts to be used and the stakeholders to be involved in the evaluation activities – annex 8.4) it was possible to start the interviews² with the stakeholder directly involved in the project implementation to gather first-hand data on the difficulties faced, the added-value of the project, its main results and the impact of the project on the institution they represent.

The online survey³ aimed at assessing the outreach of PANORAMED in different dimensions, namely by addressing the experience of the “direct receivers” of the PANORAMED activities. In that sense, it was promoted by emails sent to the project’s participants of all types but also promoted on its webpage. Two messages were sent by the Emilia Romagna Region to increase participation.

The workshop with the external experts⁴ was held with fewer participants than expected due to two main reasons: most of the external experts involved in the project activities were no longer working (as service providers) in the project; the only possibility for its organisation was the summer holidays period. This workshop (under the format of a focus group) aimed at gathering information on the development of the thematic activities, on the deliveries production and on the possible/real impact PANORAMED had/can have in their specific fields of expertise.

² Annex 8.3.2 provides the interviews scripts. The feedback gathered is presented in annex 8.5.

³ The online survey was developed using the EU Survey platform and made available for respondents from the 21st of June until the 15th of July. A total of circa 100 individual addresses were directly contacted in this manner. Annex 8.3.1 provides the survey script. Annex 8.5 provides the analysis of the responses gathered through this tool.

⁴ The workshop with the country coordinators initially foreseen was replaced by individual interviews to those available to participate in the evaluation activities. Annex 8.3.3 provides this workshop script. Workshop conclusions are reflected also on annex 8.5.

The final workshop was developed using the “world café” format⁵ aiming at validating the findings of the evolution procedure held until that moment through the critical perspective of the project stakeholders; collecting ideas for improving the project governance models and for a better transfer and impact of its results.

⁵ Annex 8.3.3 provides the word café script and methodology. Conclusions are presented in annex 8.6

5. ANSWERING THE EVALUATION QUESTIONS

5.1 PRESENTING THE EVALUATION QUESTIONS

The four evaluation questions correspond to the objectives of the evaluation as stated in the ToR of the public tender, revised by the evaluation team in its proposal and according to the agreements from the contract evaluation kick-off meeting⁶. They were further developed in the dimensions of analysis considered, in line with the Theory of Change narrative.

Considering that the efficiency and impact of the PANORAMED implementation are necessarily correlated to its governance and functioning, each question considers both the internal aspects of the project implementation and the external effective outputs and impacts resulting from that implementation (territorial and external perspective). Hence, the indicators, stakeholders and tools associated with each dimension follow this dual perspective.

To complement the study of the relevance, sustainability, and coherence of the project, as foreseen in the public tender, a fourth question was included, to analyse its efficiency. The dimensions of analysis clarify the perimeter of the evaluation. The new elements proposed by the evaluation team are indicated with an * (asterisk).

The four dimensions that frame the evaluation questions were thus estimated:

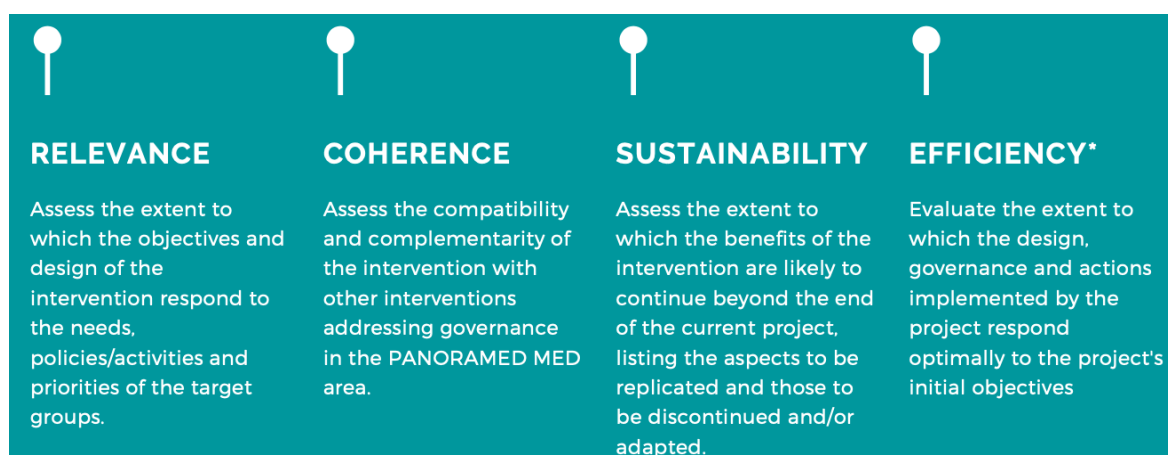


Figure 7- Dimensions of the evaluation questions
Source: Own elaboration

⁶ Meeting between the Agency for Cohesion and Development of Portugal, the “Methodology and evaluation” work package leader and the external evaluation team, held on May 5th using GoToMeeting.

QA1. PANORAMED RELEVANCE	QA2. SUSTAINABILITY AND REPLICABILITY OF PANORAMED	QA3. PANORAMED'S COHERENCE	QA4. PANORAMED EFFICIENCY*
<p>1.1. Which aspects of PANORAMED's design, architecture and activities best respond to the needs and expectations of the target groups and stakeholders?</p> <p>1.2. To what extent has the implementation of PANORAMED contributed, in a tangible way, to a better definition of needs and an eventual reformulation of intervention priorities of target groups and stakeholders?*</p>	<p>2.1. What are the main gaps to be filled to better contribute to the governance of the MED, taking into account also the change of context from the moment when PANORAMED was conceived?</p> <p>2.2. What were the aspects that worked best and would be proficient to maintain also in the next programming period?</p> <p>2.3. Which aspects proved to be dysfunctional and should be reformulated or reconsidered in the next programming period?*</p> <p>2.4. What mechanisms and solutions best ensure the sustainability of PANORAMED's outputs and results?*</p>	<p>3.1. What are the factors that hindered/facilitated PANORAMED's liaising/liasing activity to strengthen dialogue and synergies with relevant governance structures and initiatives at MED level?</p> <p>3.2. How were complementarities with the other components of the architecture of the Interreg MED programme grasped and how did the added value of a "governance approach" emerge?</p> <p>3.3. To what extent has PANORAMED contributed to an increased overall coherence of the Interreg MED architecture?*</p>	<p>4.1. How has the implementation of PANORAMED contributed to changes in the political, organisational, economic or other contexts among target groups and stakeholders?*</p> <p>4.2. To what extent does the design and architecture of PANORAMED respond to the possible need for adjustments over a six-year programming period?*</p>

Figure 8- Evaluation questions and dimensions of analysis
Source: Own elaboration

The strategy to answer the evaluation questions has combined the establishment of a tangible context-based, fact check of the available registered elements (reports, outputs, deliverables) with the critical analysis of the narrative of the evolution that emerged from the contacts with the different participants in different moments and formats (interviews, online survey, workshops).

In that sense, the indicators used were “evidence-based” oriented, leaving to the evaluation analysis the establishment of links between that information and the expectations from the project, the programme and the stakeholders.

It should be stated that contradictory and discording answers were provided by stakeholders. These discordances may emerge at points in the description of the findings, while the recommendations seek to overpass to the full those opposite conceptions.

The relation between the evaluation questions, the dimensions of analysis, the stakeholders involved, and the related indicators can be summarised in the following table.

	DIMENSIONS OF ANALYSIS CONSIDERED	STAKEHOLDER	INDICATORS
QA1 PANORAMED relevance	1.1. Which aspects of PANORAMED's design, architecture and activities best respond to the needs and expectations of the target groups and stakeholders?	Country coordinators JS officers Managing Authority Project partners Thematic Group experts "Takers" Strategic projects Horizontal projects Associated partners	I.1.1. Level of satisfaction of stakeholders in view of the project's: a) Activities b) Architecture
	1.2. To what extent has the implementation of PANORAMED contributed, in a tangible way, to a better definition of needs and an eventual reformulation of intervention priorities of target groups and stakeholders?*	Country coordinators JS officers Managing Authority Project partners Strategic projects Horizontal projects Associated partners	I.1.2. Number and type of initiatives, actions or other reshaped by target groups or stakeholders because of the project implementation.
QA2 QA2. Sustainability and replicability of PANORAMED	2.1. What are the main gaps to be filled in order to better contribute to the governance of the MED, taking into account also the change of context from the moment when PANORAMED was conceived? 2.2. What were the aspects that worked best and would be proficient to maintain also in the next programming period? 2.3. Which aspects proved to be dysfunctional and should be reformulated or reconsidered in the next programming period?*	Country coordinators JS officers Managing Authority Project partners Strategic projects Horizontal projects Associated partners	I.2.1. Number and type of identified blockages in terms of: a) MED governance b) Project development I.2.2. Number and type of proven successful measures implemented in the framework of PANORAMED in terms of: a) Project development b) Capitalisation.
QA3 PANORAMED coherence	3.1. What are the factors that hindered/facilitated PANORAMED's liaising/liaising activity to strengthen dialogue and synergies with relevant governance structures and initiatives at MED level? 3.2. How were complementarities with the other components of the architecture of the Interreg MED programme grasped and how did the added value of a "governance approach" emerge? 3.3. To what extent has PANORAMED contributed to an increased overall coherence of the Interreg MED architecture?*	Country coordinators JS officers Managing Authority Project partners "Takers" Strategic projects Horizontal projects Associated partners	I.3.1. a) Number and type of identified blockages in terms of synergies with other relevant structures and initiatives I.3.1. b) Number and type of proven successful examples in terms of synergies with other relevant structures and initiatives I.3.2. a) Number and type of identified blockages in terms of coordination with the other types of MED projects I.3.2. b) Number and type of proven successful examples in terms of coordination with the other types of MED projects I.3.3. Number and type of PANORAMED contributions to the overall coherence of the programme architecture (practices and experiences, organisational models, etc.).
QA4 PANORAMED efficiency*	4.1. How has the implementation of PANORAMED contributed to changes in the political, organisational, economic or other contexts among target groups and stakeholders?*	Country coordinators JS officers Managing Authority Project partners Thematic Group experts "Takers" Strategic projects Horizontal projects Associated partners PANORAMED stakeholders database	I.4.1. Number and type of proven successful examples of changes implemented by stakeholders and/or target in the framework or as result of PANORAMED implementation.

Table 1- Articulation between evaluation questions, dimensions of analysis, stakeholders and indicators
Source: Own elaboration

5.2 QUESTION 1 - RELEVANCE OF PANORAMED

*One can consider that, albeit the hurdles and limitations underlined throughout the evaluation, **the overall process of developing the most relevant PANORAMED activities has contributed in a tangible way to a better definition of the needs and intervention priorities of target groups and stakeholders.** Among these main activities, the following should be stressed: the Gaps and Growth Opportunities Reports, the drafting and approval of the Key Policy Papers and the ToR for the SP, which also implied the fundamental task of defining those partnerships, the preparation of the “PANORAMED Dialogues” or the PANORAMED Stocktaking Paper. **Through the involvement of external experts and an important mobilisation at regional and national levels, the process of developing these actions has clearly outlined opportunities and targets, even if the scale of what was done depended a lot on the engagement and capacity of each country.***

Under such perspective, the relevance of PANORAMED lays also in its experimental nature, in the most scientific assertion of the term: the implementation process was assumed as a genuine attempt to respond to the acknowledged limitations of Mediterranean governance and, at the same time, that process was registered, studied, and reshaped in such a way that it is now ready to be integrated in other contexts.

5.2.1 Synthesis of the findings

The above response stems from the following empirical results that have emerged during the evaluation:

- Through the involvement of external experts and important mobilisation at regional and national levels, the development of the **Gaps and Growth Opportunities Reports (GGOR)**, the drafting and approval of the **Key Policy Papers (KPP)** and the **Terms of Reference (ToR) and the shaping of the partnerships for the Strategic Projects (SP)** clearly outlined opportunities and targets, even if the scale of what was done was highly dependent on what each country attempted (as in any transnational initiative, as a consequence of the different contexts, understandings and capacity to act lead to different levels of engagement). The overall process is mostly considered as very positive. These processes also helped to taper the initial lack of definition on target groups and stakeholders. However, they should have been followed up and accompanied by tangible actions of liaising. At this point, the GGOR and the KPP should now evolve and be updated.
- The **SP also represent an achievement**, although the enthusiasm is tempered by the fact that they are still under development, and that the analysis of their performance also varies on the thematic. The process to elaborate the ToR allowed tangible cooperation between the partners, the mapping of contexts and needs, in a very coherent process, stemming from the identification concluded by the GGOR. The lack

of definition has meant, at least in some cases, a relative overlap with the HP and the mainstreaming: some SP partners manifest doubts on the boundaries of capitalisation and mainstreaming tasks and consider that SP may look like a big MP with institutional partners rather than “strategic” actions. At this moment, they are being pressed by the time constraints to deploy their actions, whereas, by their nature, SP would have required a longer implementation time.

- At the same time, being just six, it would be easier and expectable to have stronger support and connection to the higher level. SP, for their partnership and scope, are also confronted to the different contexts of the countries (e.g.: depending on the issues, thematic clusters can be very important in some countries, while in others, clusters have a stronger geographical nature or are less mature). Regardless of the concrete challenges associated with their implementation, the **SP brought the participating institutions closer**, providing examples and ideas to all the countries that then had the opportunity to irrigate their own ecosystem. Furthermore, at least for some, there is a huge potential to deliver transnational solutions.
- More generally, **PANORAMED broke some of the hardened logic of participation in cooperation projects**. It brought the national level to the ETC projects, encouraged the exchanges between different layers of the governance and allowed new geometries of cooperation to emerge, reversing the fact that “we almost always cooperate with the same ones, and we are almost always the same ones cooperating”. At a national level, at least in some countries, it managed to stimulate the **creation of informal groups of technical organisations and individuals on different thematic terms with the purpose of better coordinating and streamlining national activities in these fields**.
- By compelling the interaction between representatives of the policy level and operational level in different ways, allowed both dimensions to know the programme better and provided them with the knowledge on how each other works. **Actions like the “innovation camp” brought actors together and facilitated the forging of innovation consortia between partners who have some affinity but were not working together**. This approach and its effects are also visible on the ongoing call for action and Mediterranean Innovation Alliance for sustainable blue economy promoted by the SP Blue Bio Med.
- The lengthy first stage of the project, dedicated to the definition and clarification of concepts and methodologies, resulted in delivering a lot of materials that didn’t have much visibility. Nevertheless, they constitute **relevant sources of information and knowledge for the future**. Such is the case of the liaising roadmap, which was not followed up in this programming period, but constitutes a valuable *vademecum*. To that purpose, a new version, aiming to be more operational oriented, is being drafted by the JS for EuroMED 21-27

- Finally, the setting of the “PANORAMED Dialogues” is already considered as a positive movement, gathering all the conditions to have a tangible impact in the near future, following the good feedback received by the “Stocking Paper of PANORAMED and the way ahead”, presented at the MED annual event in 2020, and the MED Positioning Paper in the elaboration and expected to be adopted by the end of 2021.

5.3 QUESTION 2 - SUSTAINABILITY AND REPLICABILITY OF PANORAMED

The efficacy of the communicating vessels and inner governance of the different bricks of the MED Programme architecture has emerged as a core element in building the sustainability and replicability of PANORAMED’s actions, outputs and results. The maturity of the different bricks of the programme and the introduction of the “Permanent Coordination Group” have contributed to improve those necessary synergies, after an initial lack of clarification hindered the implementation of such an approach. Similarly, the bridges connecting PANORAMED to those in capacity to uptake project results were confronted to the complex matter of mobilising stakeholders, but also revealed the gaps in tackling the relation between the public administration and the private sector. Again, the work related to the preparation of the GGOR and the KPP allowed a closer connection, namely at the local level. Furthermore, the systematisation of knowledge in establishing the mainstreaming methodology and actions has already demonstrated the potential for transfer and the integration in the framework of the new programming period. Several activities (the SP in particular) will promote the transfer of results in the last phase of the project. Although one can argue about the concentration of this type of activities mostly at the end of the project, their preparation has already provided evidence of the capacity for transferability and sustainability, making of these projects one of the pillars of PANORAMED’s sustainability. Other elements that could persist beyond PANORAMED and even be replicated relate to the TWG and the Mainstreaming actions.

5.3.1 Synthesis of the findings

The above response stems from the following empirical results that have emerged during the evaluation:

- There is a **strong correlation between the functionality of the Programme architecture and the project’s sustainability and replicability**. The efficient connection between the different programme bricks was a condition to ensure the uptake of the projects’ results by the decision-making level (namely thanks to PANORAMED activities and contributing to its own sustainability).
- Having a pivotal role in the overall architecture, HP had a relevant position in feeding the PANORAMED action. However, starting their implementation prior to the

launching of PANORAMED, **HP had increased difficulties integrating all the novelties** that were at stake.

- Once everything was established to allow TWG to begin working with some autonomy, while keeping the overall project coherence, they managed to do it in more agile ways and started delivering good products. The Innovation TWG, created after the others, benefited from this learning process and, although facing the difficulty of having to go faster and work harder to catch up, managed to pass to the concrete actions leading to the launching of the SP. Despite other factors that have contributed to that success, **the progress attained by the Innovation WP is a good example of the quality and interest of the outputs delivered by PANORAMED but also of the transferability of the lessons learnt in the process.**
- PANORAMED also provided methodological elements that were exported, for example, to the design of the Alpine Strategy (ALPGOV2 project) and integrated into the structure of the MED Programme 21-27 that is now submitted to approval.
- **Mobilising stakeholders** was also a complex matter. At the local level, in some of the themes, the implementation of the activities allowed a closer connection. Still, the higher the political level, the lower the level of response, also because of the distance from the ground and the relatively small dimension of the Programme, compared to the overall Cohesion Policy in these countries, which corresponds to a small stake of the public investment these institutions have to manage. **The work related to the GGOR and the KPP has allowed clarifying the initial definition of these stakeholders and their needs, a virtuous process deserving to be sustained and even replicated.**
- The target groups with the capacity to address the policy-making level at the Mediterranean level are not so many, and they're mostly represented in the project at some stage. However, they were not clearly identified, designated as such, and engaged in working with the project in a precise manner from the beginning, which would be important for the uptake of project results and its sustainability.
- Although PANORAMED was closer to the public sphere (because of the nature and rules of ETC programmes), the **relation between the public administration and the private sector** was not tackled in a proper way, and it is crucial in what relates, for instance, to integrate results on tourism or innovation in general. The sustainability of the project outputs and its transferability would have been gained with the stronger involvement of the private sector. This could have been done by integrating specific actions to drive the change in the private sector or the identification and involvement of sector representatives, among others. SP offer a great opportunity to address that issue.
- The **participation of the countries from the southern shore**, directly in the projects or through articulation with ENI CBC MED programme or the other associated partners, was not assured. The Mediterranean ambition required for stronger integration of those territories, in a logic of sea basin, to effectively respond to challenges that cannot be treated leaving one of the Mediterranean margins out of the equation.

Nevertheless, this aspect, at the core of the transferability and sustainability of a Mediterranean initiative, has to be considered in light of the legal constraints the programme faces.

5.4 QUESTION 3 - COHERENCE OF PANORAMED

Four aspects were identified as crucial to the coherence of PANORAMED: the Programme's architecture, the project's partnership, the thematic organisation and the budget distribution.

The novelty of the architecture added to its complexity as it required simultaneously the implementation of the projects, the adaptation to new types of projects and the coordination between these different layers. The implications of it all were overseen and not sufficiently anticipated in terms of the time for understanding and appropriation, as well as regarding the needs in terms of support to participants.

*Coherence was also put to proof regarding the achievement of the right **balance between representativeness and effectiveness**. The wide range of very different actors increases complexity, with the implementation of the project pretty much relying on civil servants with thorough knowledge of the programme perspective but with little experience in managing ETC projects. This aspect is of relevance when considering that PANORAMED's nature and goals were not those of a common ETC project but its "administrative format" followed the usual one of any other INTERREG MED project.*

*From the **thematic** point of view, the late inclusion of Innovation as WP did not allow the best development and the much-needed cross-pollination between the TWG. Furthermore, the initial two thematic areas that were chosen (maritime surveillance and tourism) had very different frameworks of action and means of intervention, competences, but also the representativeness in the MED Programme architecture.*

*Finally, the different perspectives about the **budget** highlight the fundamental discrepancies concerning the approach to PANORAMED (and the overall coherence of the resulting project design and implementation): on one hand, the perception of PANORAMED as just a preparatory action to the SP, leading to a biased comparison of its global budget with the SP budget, and on the other hand, the conception of PANORAMED at the centre of the governance.*

Once again, PANORAMED has demonstrated the remarkable capacity to identify the flaws, evolve, and build tangible responses, although the lessons learnt can only be fully integrated in the upcoming programming period.

The project evolution has nevertheless allowed a series of adaptations leading to a significantly more coherent project regarding the above aspects.

PANORAMED has demonstrated its coherence in what regards the basin's wider institutional organisation, still scattered but with a strong focus on the themes tackled by the project. It should be underlined PANORAMED's capacity to progressively achieving the goal of bringing different actors together around tangible policy outputs. The labelling by the UfM recognises the coherence of the approach and its achievements.

5.4.1 Synthesis of the findings

The above response stems from the following empirical results that have emerged during the evaluation:

- A combination of different aspects influenced the **noticeable lack of ownership**, with an impact on the overall coherence of the action. The JS with the MA of the MED Programme 2007-2013 was at the origin of the process, coming up with a courageous novel proposal for the Programme architecture that was then approved by the Member States seating in the Monitoring Committee. Nevertheless, the passage from the concept to a set of precise actions in a working plan was perceived and appropriated differently by each person and institution, despite the great effort deployed by the Lead Partner (Directorate-General for European Funds of the Spanish Ministry of Finance) to give sense, continuity, and ownership to the approach.
- That influenced the construction of the governance axis and its evolution, based on the relation and engagement between the Programme Monitoring Committee, the PANORAMED Steering Committee, the Lead Partner (LP) and the JS/MA. At the end of the day, none of the project partners nor the governance mechanisms have embraced the role of PANORAMED ambassador, and what some consider a certain “rhetorical ballet” could have served to escape assuming proposals and decisions.
- The **large partnership responded to the need for multilevel articulation** and motivated the integration of both national and regional levels in the Steering Group of the project. However, the relatively large partnership (originally 19 project partners later increased to 21, of which 12 with voting rights), inevitably posed challenges to the management, with further complexity being added by the internal national dynamics.
- The **diversity of the Mediterranean territories and administrations is represented in the project partnership**. It gathered some of the founding countries of the European Economic Community (EEC) and others in the process of entering the European Union (EU), different national realities, maturity and understanding of the cooperation, with distinct governance in each country (e.g.: in Portugal, the administrative regions have very little autonomy while in Italy they are elected, and in small countries like Malta the distance between local agents and the central government is not so significative whereas in France the higher levels of the public administration may have little direct contact with the territory). **If there is a general assumption it is that it was not easy to understand each other with such a wide range of very different actors, it is also stressed that this allowed interesting and enriching acculturation for all.**
- The differences were also evident in the decision-making process: while some participants had the hierarchic grade allowing them to subscribe to decisions, others had to wait for long validation circuits.

- People were designated to participate in the project, representing their institutions, but most of them, albeit aware of the projects and programmes environment, were inexperienced in the direct implementation of MED Programme projects. They represented different levels of regional or national Administration, in a project with a scope different from a common ETC project but designed as any other INTERREG MED project. This is also an example of **one of PANORAMED key challenges: the achievement of the right balance between representativeness and effectiveness.**
- From the thematic point of view, PANORAMED starts being much more about cooperation with a focus on a more strategic and *foreign affairs* approach, a policy process dressed in a classic cooperation project. Then, after the long warm-up phase, two thematic areas were chosen (maritime surveillance and coastal and maritime tourism) with very different frameworks of action and means of intervention and competences.
- To fit the (progressively less) rigid format, 10 work packages (WP) were designed combining the thematic dimension – the TWG, Maritime and coastal tourism, Maritime surveillance, and at a later stage Innovation – and a cross-cutting approach (with methodology, mainstreaming, liaising and migration). In the case of methodology, for coastal tourism and innovation, the co-leading approach was applied. The solution gave virtually all the regional partners the possibility of coordinating or, in three instances, co-leading some WP. The reasons for adopting these structures seem rather extra-technical (e.g.: geographical representation or governance), and due to the use of resources it entails, didn't bring a clear added value to the project implementation. The result is a sense of artificiality and the difficulty for each partner to, at least, be aware of what happens in the other WP. That being said, it should be noted that the adaptation capacity and the efforts led by the LP in the preparation and running of the Steering Group allowed for real substance exchanges and sustained decision-making.
- **The late inclusion of Innovation as a theme** didn't allow the best development and the much-needed cross-pollination between the TWG.
- **The inclusion of Migration as a cross-cutting theme is considered a major misunderstanding.** It was experienced as an imposition from DG Regio, which arrived along the way at the peak of the migration crisis particularly affecting some of the regions involved in MED Programme. An Italian region assumed the leadership of the WP, but the partnership did not assume a real will to do anything about the issue. Progressively, however, some relevant reports were delivered.
- The budget distribution reflected the complexity and the above-mentioned dissonances, which resulted in successive budget adjustments. **The trickiest aspect refers to the distribution of the budget between PANORAMED implementation and the SP financed under Axis 4.** About 34% (the initial forecast was 40%) of the total 23

million euros is spent on PANORAMED platform costs, which could be seen as an inefficient use of resources, by those considering that the implementation of SP would be at the core of the PANORAMED action. The different perspectives about the budget distribution highlight the fundamental discrepancies concerning the approach to PANORAMED (and the overall coherence of the resulting project design and implementation). On the one hand, the perception of PANORAMED as just a preparatory action to the SP, leading to a biased comparison of its global budget with the SP budget. On the other hand, the conception of PANORAMED at the centre of the governance axis.

- The budget reduction, which was recently approved, demonstrates the unanimous acknowledgement that the first forecast was not fully accurate but allowed for the demonstration of the capacity and availability of the partners to adapt to the evolving context that, in this case, resulted in the launch of the second call for strategic projects.
- The context of Mediterranean governance has also evolved during the period of the project implementation. There are still several initiatives and institutions working on specific challenges with a particular impact on the basin, such as the environmental challenges, the blue economy, tourism, and energy. Some very political instances, like the 5+5 Dialogue, the UfM and, at a different level, the CPMR Intermediterranean Commission, have also put the efforts in bridging the gaps, at least partially, between the different Mediterranean territories. To these, it should be added the establishment of the ETC Programmes in the 2014-20 period (INTERREG Balkan-Med and ADRION). However, the overall governance scheme of the area is still unachieved and mostly scattered among thematic groups and types of institutions. The prospect of a basin strategy, regularly brought at the table of the long-term wishful thinking, may have sedimented a little more during the 2014-2020 period: the UfM has gained a new élan, and several environment-focused pan-Mediterranean initiatives and institutions have reinforced their presence and action (SWITCHMED Initiative, the activity centres associated to the UNEP/MAP, the WESTMED initiative, and a significant etc.). Some of those initiatives and institutions – the most relevant, at least – integrate the list of PANORAMED associated partners or are specifically tackled as targets of the project's outputs. The alignment of PANORAMED's thematic transnational WP with these dynamics facilitates reaching these actors and feeding those efforts for integrated action. Furthermore, the project has progressively managed to create the conditions to bring these players together at different moments. This means that, although a formal platform of dialogue or a strategy have not resulted from PANORAMED, its implementation has followed and contributed to the knitting of the Mediterranean institutional fabric that is essential to the shared

governance of the basin. The ongoing labelling by the UfM is the recognition of that Mediterranean coherence and validity of that approach.

5.5 QUESTION 4 - EFFICIENCY OF PANORAMED

*The capacity of learning through the process is the most relevant aspect of PANORAMED's efficiency. The mainstreaming process was a successful demonstration of this. It started with some very conceptual approach, then moved on to experimentation, and this fed into the setting up of the SP and the second generation of HP. **Through the Mainstreaming cross-cutting action, PANORAMED built a technical and methodological know-how for transferring and capitalisation useful at all levels.** On the other hand, **the implementation of the Liaising faced several difficulties**, hindering its ambition to ease the delivering of the project results to other actors and contribute to ensure relevance and coherence. **Efforts were made leading to relatively good results**, with signals of increased openness especially in the last phase of the project (e.g.: the process leading to labelling of the entire PANORAMED and Axis 4 by the UfM (still ongoing)).*

5.5.1 Synthesis of the findings

The above response stems from the following empirical results that have emerged during the evaluation:

- PANORAMED was launched as an idea with **only the definition of the contours enveloping a blurred mass of actions to be determined and shaped along the process**. Leaving safe margins for evolution could help to better respond to the participants' needs, the evolution of the challenges faced by the territories and the progression of the project itself. Nevertheless, the **clarification of some baseline principles** (in terms of specific goals, concepts, roles, priorities) **requested a long time**, not compatible with the pressure to put the mechanism running in parallel with the overall Programme functions of launching calls for projects, approve them and follow up their implementation. The initial mismatches and misconceptions (or rather, multiple independent conceptions) around the table were reflected specifically in the needs and expectations from the countries, the identification of stakeholders and target groups, the ways to involve them. The long "warm-up phase" that followed hindered the capacity to achieve the goal of becoming an effective Mediterranean governance platform.
- There was a **lack of an effective permanent assistance mechanism** to support the project understanding and appropriation by the partners, at least at the beginning of the project. The time and resources put at disposal by the JS and the LP, despite their indisputable hard work, were not enough to rapidly succeed in the appropriation by

the participants of all that was at stake. An initial suggestion of “job description” for the participants in PANORAMED was proposed by the JS, estimating a 50% engagement of their job time in the project, at least at the beginning. A project officer was recruited to assure the support to PANORAMED from the JS, but this person was not entirely dedicated to that mission. This contributed to the multiple understandings of the project interest and goals, hence obstructing constructive clear ownership, fathomable roles and expectations ended up leading to some fatigue and disengagement.

- **Despite the above, the partnership has proven its ability to evolve and adapt** from the beginning. Several refinements were introduced in the internal procedures, the budget changes reflected the lessons learnt during the process, and the efforts led by the LP in the preparation and running of the Steering Group to allow for real substance exchanges and founded decision making should be noted. The current governance of PANORAMED is far more efficient than the one defined in the application form. Thus, it is essential to uptake the lessons learned.
- The capacity of adaptation of the PANORAMED and MED Programme has also led to effective changes, namely, in the reshaping of the second generation of HP after the learnings of the Mainstreaming WP. The HP has integrated, at least partially, the prerequisite to identify needs, givers, takers, and to shape the deliverables to better respond to those needs. In other words, a more “client-oriented approach”, whose effectiveness is nevertheless still to be evaluated.
- It was **difficult to make the *liaising* cross-cutting action work** – In theory, *Liaising* would ease the delivery of the project results to other actors and contribute to ensure relevance and coherence. Its implementation, however, faced several difficulties, leading to a not-absolutely-clear concept that was finally understood somewhere between communication and mainstreaming. The coordination was first handled by Cyprus, then by the Region of Crete, a transition that hindered the process and weakened the liaising capacity also because of the competencies of a region to implement it. On the other hand, institutions to be mobilised and liaised with often operate in the same geographical, thematic, or institutional dimensions as the MED Programme and PANORAMED. That fact may have led to a certain initial indifference, mistrust or resistance to engagement from the institutions/initiatives to be mobilised. To breach that somehow defensive mode there is the need to clarify the roles and what they were to gain, collectively. Efforts were made and they partially worked, with signals of increased openness especially in the last part (e.g.: the process leading to the labelling of the entire PANORAMED and Axis 4 by the UfM) but still at a relatively basic level and mostly based on personal connections, not on institutional closeness. **Although liaising has not shown its maximum strength until now, it is considered as the backbone of the PANORAMED project and a key element to its sustainability and**

transferability. As more and more results are available, it is mandatory to trigger it, also exploring a stronger role from the MED Programme Managing Authority (MA)/Joint Secretariat (JS).

- PANORAMED ambition and novelty in the framework of ETC programmes have generated some high expectations, namely regarding the capacity to shift some atavistic ways of proceeding in the Public Administration. To some, such a governance project “should shake things up”, have a tangible influence in the programming period and make sure the outputs such as the KPP effectively reach and change the rules in the regional and national programmes and strategies. That engagement and transfer were not granted from the beginning and were not clearly achieved until now. However, this “deception” underlines the perception of PANORAMED as “the one that could have made it”, although there are other initiatives and even institutions with the stronger capacity to operate these changes.

6. MAIN CONCLUSIONS AND RECOMMENDATIONS OF THE EVALUATION

PANORAMED was launched with very big ambitions and to respond to recognised needs.

Even if it delivered results that fall short of the initial expectations, it is contributing to the establishment of a more transversal dynamic in terms of governance in the Mediterranean.

PANORAMED is a tool inviting to the transferring and appropriation of the results, one that has demonstrated to be a working prototype that has already set the basis for better thematic and geographic coordination.

Despite the identified limitations, PANORAMED deserves to be replicated, or at least be considered as a valuable reference in different issues, for seeking effective solutions to the problems of cooperation. However, to reach this implies leaving personal and national interests at the second level in favour of common solutions.

Evolution should, most and foremost, consider “Simplification” and “Clarification”.

Its experimental nature has simultaneously represented an extra difficulty to its implementation and the facilitator of the demonstrated capacity for adaptation and integration of the lessons learnt all the way through the process.

The evaluation has underlined some key aspects for the performance and impact of such a project that must be further considered when developing the PANORAMED model.

Introducing the design bearing in mind that approach directs the analysis towards the essential relation between form and function. The project’s ambition was somehow lost in the translation to an ambivalent ETC classic project format although aiming to develop other types of actions. It would be relevant to further shape it into a more end-user-oriented and participative mode, with enhanced coherence between representativeness and effectiveness. In practice, this means designing the project in the best possible way for both those involved in its implementation and the end-users of its outputs to get the most out of it.

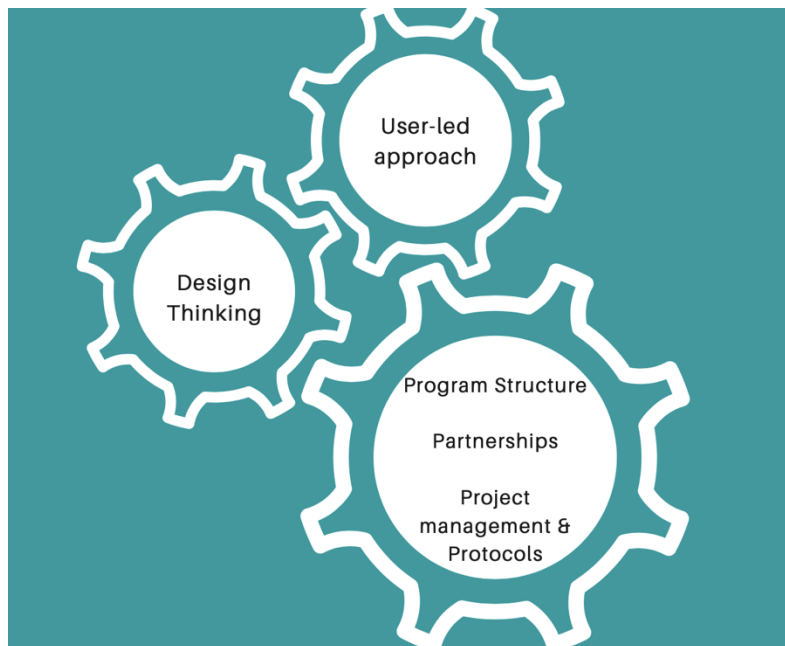


Figure 9- Participation and design thinking
 Source: Own elaboration

Accordingly, it would be important to improve the key functions related to the project implementation, its internal mechanics, and the accomplishment of its outputs with the strongest possible impact. These functions would mostly relate to the aspects connected to the governance: leadership and animation, internal and external communication.

These considerations guide the recommendations developed in detail in the following point.

6.1. RECOMMENDATIONS

The following recommendations stem from the findings that have been highlighted and are grouped around two of the three main dimensions of a project application form - the partnership and its implementation. The third main dimension would be the project budget. Since this was not a key aspect in the setting up of the evaluation, the analysis did not produce any relevant elements.

The recommendations are presented in connection to those findings to facilitate the most efficient operational solutions. However, it should be noted that all these elements are interconnected, and that systemic vision must be taken into consideration in all prospective attempts.

The participation of a wide and eclectic range of stakeholders has provided a set of 9 recommendations closely linked to PANORAMED partnership and implementation. Two additional proposals are detailed, related to the Programme architecture, but with an

expected impact on the efficiency of the project. They are listed in the following tables, in short sentences, and further developed in sections 6.1.1. and 6.1.2.

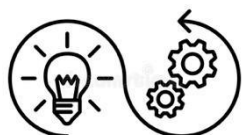


Partnership

FINDINGS	RECOMMENDATIONS
The relatively large partnership assured representativity (institutional, geographical, thematic), but complexified the project management and implementation.	1. <i>Concentrate the directly involved partnership to have a manageable agile group.</i>
The persons that were designated to participate in the project were acquainted with ETC Programmes but inexperienced in the direct implementation of Interreg MED projects. They were involved in PANORAMED mostly defending individual perspectives over a Mediterranean approach, in a configuration following the “traditional” ETC project structure.	2. <i>Clearly define the profile and key skills that partners’ representatives must have, as well as the project key concept and activities, assuring that everyone has a complete and similar understanding of the project framework, objectives, targets, activities/actions and the role each one should play (including the role of the associated partners and the MED programme). This implies the development of a robust project preparation activity to collectively define the project objectives and all its aspects based on the identification of the aspects where there is less competition between territories and where cooperation is most possible.</i>
The initial lack of definition on the roles of the different partners, but also the absence of an effective dedicated support team within the JS and the LP to help the appropriation by the project partners of the new architecture and overall approach contributed to the difficulties in launching the process.	3. <i>Promote a consensual leadership of the project (to assure ownership and reinforce the coordination authority) which should be supported by dedicated technical assistance (ideally the MED’s own JS), by a specific set of measures/tools to ensure partners answer and engagement.</i>

Table 2- Final evaluation recommendations set – partnership

Source: Own elaboration



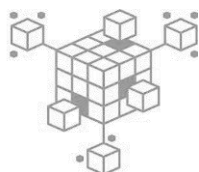
Design & Implementation

FINDINGS	RECOMMENDATIONS
The effort to fit the project ambition and nature in the structure of a “traditional” ETC project resulted in a complex work plan.	<i>4. Define a work plan with a limited number of WP (or organized around a few clear objectives) under a user-led approach focused on the sectoral and the geographical common needs, to enable the engagement of different partners at different levels and to integrate the role of non-EU partners and to give greater involvement to Instrument for Pre-Accession Assistance (IPA) countries.</i>
In most of the countries, the definition of roles and articulation between the national and the regional level didn’t prove to be the most efficient, with a limited impact at the level of the different administrations.	<i>5. Develop the most adequate format for the inclusion of the regions in the project implementation, adapting to the different governance models of the countries and reinforcing the interventions at the national level addressing the way public administration envisages cooperation and organises its resources.</i>
The integration or, at least, some influence of the project in the Regional and National Programmes was limited, also because PANORAMED and the Mainstream Programmes are developed in the same temporality.	<i>6. Develop communication vessels between the project and Mainstream Programmes allowing regular and adapted exchanges throughout the whole process to share knowledge from both sides. Effective communication vessels are crucial for the uptake and capitalisation of the project results at regional and national levels.</i>
Relation with other Mediterranean Programmes and initiatives suffered from the initial lack of definition, a certain difficulty to demonstrate the interest for these to join efforts with PANORAMED.	<i>7. Clearly identify and select the tools and representatives to participate in the name of each Programme in the other initiatives (and agree, from the beginning, on the scope, conditions, and limits of those interactions).</i>

FINDINGS	RECOMMENDATIONS
<p>The connection between PANORAMED and the modular projects and the actors “on the ground” was very limited.</p>	<p><i>8. Clearly define the dissemination objectives, actions and tools allowing PANORAMED and its activities to be known, enriched, and expanded by the MP partners.</i></p> <p><i>9. Conversely, clearly establish the roles, goals and expectations concerning the connection to PANORAMED in the ToR of the calls for MP and HP, the partnership agreement and all the initiatives of the MED Programme.</i></p>

Table 3- Final evaluation recommendations set – implementation

Source: Own elaboration



PROGRAMME ARCHITECTURE

FINDINGS	RECOMMENDATIONS
There is a strong correlation between the functionality of the Programme architecture and PANORAMED sustainability and replicability, as well as its efficiency.	<i>10. The different blocks of the Programme architecture must be functional at different and coordinated moments. PANORAMED and the thematic communities should be the firsts to be set up, then the MP.</i>
The results achieved by the projects do not consolidate far beyond their lifetime.	<i>11. Include a financial package to constitute a pool of experts and allow each partner to include the technical assistance of one expert in the application, launch regular post-project phase calls for projects and combine short-time actions (to reach specific objectives) with more long-time actions (to consolidate the outcomes of the projects beyond the official ending of their implementation).</i>

Table 4- Final evaluation recommendations set – architecture
 Source: Own elaboration

6.1.1 On the partnership

FINDINGS	RECOMMENDATIONS
The relatively large partnership ensured representativity (institutional, geographical, thematic), but complexified the project management and implementation	<i>1. Concentrate the directly involved partnership to have a manageable agile group.</i>
Further elements towards operationalisation	
<p>The definition and dimension of the partnership are critical as it is troublesome to manage wider and diverse consortiums. Therefore, PANORAMED shall define a smaller operational partnership, with one partner per country, then create ad hoc groups to complement the partnership action.</p> <p>The core operational group should then articulate with national/regional stakeholders, with special focus on the ones responsible for the mainstream programmes and policy design and implementation of MED thematic areas, allowing the discussion, technical and policy work prior to steering committees and, afterwards, in the connection to more territorial and operational/thematic levels.</p> <p>This implies building trust between all the territories (namely, from the small territories towards the bigger ones) but also considering the partners' expectations and interests in the way to manage them and avoid their de-mobilisation.</p> <p>To ensure operationalisation, the country's coordinator structure must be revised, to become a sort of focal point for PANORAMED action at a national level. Preferably managed by experts/entities in charge of policy design related to the topics tackled in the programme (blue growth, green growth, etc.) aiming at listening/cooperating with thematic communities to uptake and capitalize results and/or recommendations from the projects. These national structures must be understood as supporting bodies of the partnership, working as national antennas and levers of PANORAMED actions.</p> <p>That connection to national/regional levels could be further developed through each country/region participating in the MED programme defining priorities and domains of interest to share with thematic communities to align efforts from the very beginning.</p>	

Table 5- Recommendation 1
Source: Own elaboration

FINDINGS	RECOMMENDATIONS
The persons that were designated to participate in the project were acquainted with ETC Programmes but inexperienced in the direct implementation of Interreg MED projects. They were involved in PANORAMED mostly defending individual perspectives over a Mediterranean approach, in a	<i>2. Clearly define the profile and key skills that partners' representatives must have, as well as the project key concept and activities, assuring that everyone has a complete and similar understanding of the project framework, objectives, targets, activities/actions and the role each one should play (including the role of the associated partners and the MED programme). This implies the development of a robust project preparation</i>

FINDINGS	RECOMMENDATIONS
configuration following the “traditional” ETC project structure.	<i>activity to collectively define the project objectives and all its aspects based on the identification of the aspects where there is less competition between territories and where cooperation is most possible.</i>
Further elements towards operationalisation	
<p>A clear definition of the profile and key skills of the partners’ representatives must be considered as a critical condition for the success of any transnational cooperation project and this was the case of PANORAMED. The fact that the staff possessed good technical knowledge of the Mediterranean challenges and institutional contexts, as well as the capacity of facilitation, networking and engagement (especially at the national/regional level), was paramount.</p> <p>The difficulties in the linkage between levels and actors is also a consequence of speaking different technical languages (the same concept is understood differently depending on who is addressing it). In this sense, it is crucial to define as precisely as possible the meaning of each concept ensuring that everyone has a similar understanding of it. The same should be highlighted regarding the project activities and actions.</p> <p>In addition, defining a balanced framework of rights and responsibilities of the different partners, with a clear definition of each one’s roles, is essential. Designing concentric structures where partners are distributed according to their level of involvement in the project can be useful for this purpose while improving the potential for strengthening the network.</p> <p>A clear definition of the role of associated partners from the beginning, integrate them in the project activities from the start and articulate their action with that from the partners and other project bodies. This clarification should be made at the project’s submission phase. At the beginning of the project, the focus should be on the systemisation of the collaboration.</p> <p>In this context, it is highly recommended to establish facilitation as the main role of the MED programme itself to ensure an assistance mechanism to the project implementation but also to foster and support communication and networking with third/concerned parties in the MED area.</p> <p>Associated partners must have the capacity to bring people and different levels together but, afterwards, it is the Member States’ responsibility to irrigate policies, strategies and decisions. The Member States, being involved in different Programmes and levels of governance, occupy a keen position to assume this liaising role, taking advantage of the articulation with the associated partners.</p> <p>Finally, a clearer set of targets and actions at the beginning of the project is essential. It is also crucial to understand the final goal/role of PANORAMED in meeting the MED Programme objectives.</p> <p>For projects like PANORAMED, the preparation activity can be considered as the driver of the project ownership and for a high engagement from partners. Therefore, it seems indispensable to collectively define the project objectives and expected results. This can be achieved with the sharing of individual/national agendas, which sometimes may limit the effectiveness of PANORAMED actions. Sharing the individual agendas will allow the identification of the few aspects where there is less competition between territories and cooperation is possible. From there, the common and shared goals for the MED area should be defined.</p>	

Table 6- Recommendation 2

Source: Own elaboration

FINDINGS	RECOMMENDATIONS
Initial lack of definition on the roles of the different partners as well as the absence of an effective dedicated support team within the JS and the LP to help the appropriation by the project partners of the new architecture and overall approach contributed to the difficulties in launching the process.	<i>3. Promote a consensual leadership of the project (to assure ownership and reinforce the coordination authority) which should be supported by dedicated technical assistance (ideally the MED's own JS), by a specific set of measures/tools to assure partners answer and engagement.</i>
Further elements towards operationalisation	
<p>The leadership of the project should be consensual (seeking authority, neutrality, willingness, and ownership both from the partnership and the lead partner). On the other hand, the lead partner should be assisted by dedicated technical assistance in the management and coordination tasks of the project. Due to the characteristics of the partnership and of the project itself (especially with regards to the engagement of all the relevant actors in what concerns the MED governance) ideally, this assistance should be ensured by MED's own JS.</p> <p>Project management and coordination can be easier and simpler if supported by collective intelligence tools, management of meetings and group facilitation. The objective is to promote better coordination with more agile project governance. It is necessary to better level out the first lines of decision to effectively speed up the decision-making process and problem-solving. The use of new technologies of communication and digital collaborative tools can greatly facilitate this issue (taking advantage of the skills and knowledge achieved as a result of the pandemic).</p> <p>The creation of exclusion clauses, compliance control mechanisms, self-regulatory mechanisms or event recovering money and tasks when things do not move forward are also tools that can be used to assure the minimum involvement needed to the success of the project implementation from the partners.</p>	

Table 7- Recommendation 3
Source: Own elaboration easier

6.1.2. On the project design and implementation

FINDINGS	RECOMMENDATIONS
The effort to fit the project ambition and nature in the structure of a "traditional" ETC project resulted in a complex work plan.	<i>4. Define a work plan with a limited number of WP (or organized around a few clear objectives) under a user-led approach focused on the sectoral and the geographical common needs, to enable the engagement of different partners at different levels</i>

FINDINGS	RECOMMENDATIONS
	<i>and to integrate the role of non-EU partners and to give greater involvement to Instrument for Pre-Accession Assistance (IPA) countries.</i>
Further elements towards operationalisation	
<p>In a scenario like the current ten WP, it is difficult for a partner to follow each one of them. Following the need for simplification, also the number of WP should be reduced. A project structure based on objectives instead of WP may help, but it has to keep some concision to allow at least a minimum involvement and follow-up of all the partners in all the activities. The level of involvement of the partners must be coherent with the tasks they must do in each of the activities, requiring at least a follow-up of its implementation and a minimum knowledge of the results achieved and the deliverables produced within its scope.</p> <p>Further integrate the user-led approach in the project design from the beginning (definition of objectives, logics, etc) to facilitate the understanding and involvement of the participants and avoid excessive techno-bureaucratic design.</p> <p>A more sectoral project architecture enables the engagement of different partners at different levels (all suitable authorities including regional and local levels, universities, and others) around a common objective, creating a wider and focused mutual learning exchange. This sectoral vision should be balanced with a greater geographical focus and approach to integrate the role of non-EU partners and to assure greater involvement to IPA countries in terms of activities, responsibilities, and resources.</p> <p>With regards to IPA countries, MED programme must find a suitable solution for the reduced budget and the funding these partners may access. If their participation in the Programme is of importance (as PANORAMED shows it to be) then it should be clarified under what figure they can in fact participate with the required level of engagement (if as partners with full rights, if only as associated partners funded through the budget of one or more project partners or other formulae to be defined). When there are no institutions from IPA countries participating in some PANORAMED key actions, at least as associated partners, bring actors from those countries to the main events of the projects, to allow them to learn and share their experience and afterwards introduce it in the national institutions.</p>	

Table 8- Recommendation 4
Source: Own elaboration

FINDINGS	RECOMMENDATIONS
In most of the countries, the definition of roles and articulation between the national and the regional level didn't prove to be the most efficient, with a limited impact at the level of the different administrations.	<i>5. Develop the most adequate format for the inclusion of the regions in the project implementation, adapting to the different governance models of the countries and reinforcing the interventions at the national level addressing the way public administration envisages cooperation and organises its resources.</i>

Further elements towards operationalisation

As key elements in the territorial organisation and for their role in the connection between the different institutional levels and stakeholders, regions must participate in a balanced way. To achieve this goal partners should discuss and set (in agreement) the best formula possible to ensure the integration of the different governance models of the countries and adapt their participation accordingly.

On the other hand, it is crucial to secure the adoption of the results at policy level. To achieve this, the national and regional levels are vital. For that, the interventions at national level to irrigate the actions for change at government level should be reinforced, promoting shifts in the way the public administration envisages cooperation and organises its resources. The partners themselves, have also a key role in transferring the PANORAMED results within their own countries (for IPA countries it is more difficult because of the limited budget available for that). To improve the efficacy of these transferability activities, there is the need to clearly define what, when and how to transfer (to get the endorsement) of the results by national/regional activities and mainstreaming programmes. There is also the need to share the information and experience of how the other partners are doing it.

Table 9- Recommendation 5

Source: Own elaboration

FINDINGS	RECOMMENDATIONS
The integration or, at least, some influence of the project in the Regional and National Programmes was limited, up to a certain extent, because PANORAMED and the Mainstream Programmes are developed in the same temporality.	<i>6. Develop communication vessels between the project and Mainstream Programmes allowing regular and adapted exchanges throughout the whole process to share knowledge from both sides. Effective communication vessels are crucial for the uptake and capitalisation of the project results at regional and national level.</i>

Further elements towards operationalisation

MED Programme and the mainstream programmes are implemented in parallel, during the same timeframe. For that reason, it is harder to deliver any results from PANORAMED on time and due form for their mainstreaming. To cope with that, PANORAMED should act as an exchange and networking platform for the initiatives and authorities that are operating in the MED, transferring their results among them. Continuous communication throughout the whole process is key to sharing knowledge from both sides - Programmes, project and decision-takers/policy-makers (even if through a more personal approach than the current one that PANORAMED has been able to achieve).

Events, conferences and the establishment of other meeting and discussion spaces throughout the Programme and project implementation phases can be useful in improving communication, dynamisation and knowledge transference (as PANORAMED Dialogues has confirmed).

Design the project to a less constraining sequential organisation, which today relegates capitalisation and transferring to the final stages of the projects while they could (and should) be considered from the beginning. In a project like PANORAMED, an approach based on testing solutions for common

challenges, allows tackling the governance issues in other ways other than the mediation and negotiation between the states' decisions/specific interests. Ideally, it should feed an evolutive narrative with the tangible arguments for change and promote the conditions to present these narratives to the most adapted people under the best-fitted format.

It would be interesting to build up a process incorporated within the MED Programme itself to follow, analyse, valorise and confront the projects' results to the stakeholders and specialists of a specific topic/thematic in a more contemporary way.

These intermediate results can, if shaped to that purpose, anticipate, and influence the decision at the Mediterranean level.

Table 10- Recommendation 6

Source: Own elaboration

FINDINGS	RECOMMENDATIONS
Relation with other Mediterranean Programmes and initiatives suffered from the initial lack of definition, a certain difficulty to demonstrate the interest for these to join efforts with PANORAMED.	<i>7. Clearly identify and select the tools and representatives to participate in the name of each Programme in the other initiatives (and agree, from the beginning, on the scope, conditions, and limits of those interactions).</i>
Further elements towards operationalisation	

Table 11- Recommendation 7

Source: Own elaboration

FINDINGS	RECOMMENDATIONS
The connection between PANORAMED and the modular projects and the actors "on the ground" was very limited.	<i>8. Clearly define the dissemination objectives, actions and tools allowing PANORAMED and its activities to be known, enriched, and expanded by the MP partners.</i> <i>9. Conversely, clearly establish the roles, goals and expectations concerning the connection to PANORAMED in the ToR of the calls for MP and HP, the partnership agreement and all the initiatives of the MED Programme.</i>
Further elements towards operationalisation	
Bringing countries' and regions' representatives of PANORAMED closer to their local project partners is an underlying key issue. Reinforcing that connection would help create a more coordinated network of actors at a territorial level that could improve the governance schemes and join efforts towards common objectives. Concrete actions could include the development of events and workshops at a local/regional level in addition to those organised at national or EU level, precisely addressing the	

ways to implement transnational recommendations on a local/regional level in a country. Other types of events to envisage include policy learning seminars, focus groups, study visits, and living labs.

Reinforce the integration of the SP, HP and MP with PANORAMED strategy and results. This can be promoted when designing the calls for projects, shaping the ToR according to the findings, the strategy, and goals of PANORAMED.

This should be in line with further clarification on the vision/definition of the work expected from the partners and other PANORAMED actors, such as the strategic projects or the associated partners (and clearly communicate it to them: namely, the ToR and partnership agreements must be clear in defining what each actor should/needs to do).

Visibility of all the activities/outcomes/recommendations is a prerequisite for achieving stronger impact in daily life in the MED area. To that regard, the to improve communication and promotion of the activities carried out under PANORAMED to reach three core levels is highlighted:

- Internally, to reach all MED Programme projects and partners.
- Externally, promoting the visibility through high-level events to increase the importance and awareness of PANORAMED topics and get stronger support from higher levels to implement the work related to PANORAMED activities, especially in what concerns the beneficiaries of the MP, HP and SP.
- Externally, to raise awareness among citizens about this project.

The dissemination strategy should consider the increased presence in all the relevant media (press and social media included), but also use it to contribute to a better understanding of the project and its function. (e.g.: *"English terminology used in PANORAMED is too technical and for many stakeholders does not have real meaning; terms like 'mainstreaming experimentations' somehow are far from real life"*). In that sense, communication should focus on valorisation of actual and visible realisations.

The promotion of big live dissemination events (an intermediary and a final) could help to foster a wide exchange, multiply mutual learning and create a sense of belonging among partners/participants. These actions can be part of the project capitalisation activity (with dedicated budget), which can be commissioned and should maintain strong involvement of the JS.

Table 12- Recommendation 8 and 9
Source: Own elaboration

6.1.3. On the Programme architecture (additional proposals)

FINDINGS	RECOMMENDATIONS
There is a strong correlation between the functionality of the Programme architecture and the project's sustainability and replicability, as well as efficiency.	10. <i>The different blocks of the Programme architecture must be functional at different and coordinated moments. PANORAMED and the thematic communities should be the firsts to be set up, then the MP.</i>

Further elements towards operationalisation

Ensure the connection of all the three dimensions involved in MED Programme: policy, project community, cooperation projects (which correspond roughly to what would be in the current MED architecture, PANORAMED, the HP and the MP). Coherence is important and requires a clear definition of the different types of projects/actions, to prevent overlaps and redundancies between, for example, the SP and HP. The simplest way to make this come to fruition would be by having the same structure covering the three levels in each objective. There could be alternatives to address themes not tackled by the MP if 'ground wires' are established to ensure the connection to the territory and, in the other sense, for the results of the MP to transit through the HP to the policy level. The relation between all these levels has to be clarified from the beginning, integrated from the application phase and formalised in such a way that mutual obligations should be stated so that the new actors in MED projects could understand and adapt to the specificity of the programme architecture. Some types of actions could be included by default in the standard projects workplan. Develop guidelines, mandatory actions to all projects in terms of transferring to prompt and facilitate the consideration of that dimension from the designing phase of the project. As with communication, establish the conditions to integrate the project conception and its usability outside the "INTERREG bubble". They should identify a strategy for the spill-over of the results from the very beginning - as a sort of "business plan" for the projects.

Similarly, strategic projects should also be considered for the purpose of generating greater impact, for example, harmonising the calendars of the different PANORAMED elements and focusing on shared thematic interests. This enables a focus and concentration that can foster more impact at different levels, at a policy-making level inclusively.

Table 13- Recommendation 10
Source: Own elaboration

FINDINGS	RECOMMENDATIONS
The results achieved by the projects do not consolidate far beyond their lifetime.	<i>12. Include a financial package to constitute a pool of experts and allow each partner to include the technical assistance of one expert in the application, launch regular post-project phase calls for projects and combine short-time actions (to reach specific objectives) with more long-time actions (to consolidate the outcomes of the projects beyond the official ending of their implementation).</i>
Further elements towards operationalisation	
<p>One of the lessons of PANORAMED is the quite quick obsolescence of the project's results after 2/3 years. The validation by the experts is useful, although much less if it occurs <i>a posteriori</i>, that is to say, after the end of the projects and the gathering of their results.</p> <p>The modular projects' budget shall include an amount for the consolidation of activities (a sharing period) that allows the follow-up to take place and gain more mainstreaming potential.</p>	

The governance project could include a financial package for technical assistance, to constitute a pool of experts and allow each partner to subcontract at least the technical assistance of dedicated expertise in the application.

The uptake of the SP results is essential to guarantee the sustainability and perennity of the Programme's results. In that sense, it would be important to ensure that the SP have some continuity. That goal could be more generally extended to the other types of projects, by the promotion of short-time actions to reach specific objectives, combined with more long-time actions to consolidate the outcomes of the projects beyond the official ending of their implementation is another way to cope with the possible obsolescence of the project results. Another related option would be the launching of regular specific calls for the post-project phase. It would be useful to support HP in further deepening the results of the MP, for example. The idea would be to include the possibility of transferring and capitalisation-oriented actions, in the aftermath of the MP, where some of the partners from MP would help in the transferring of the achieved results. These types of actions could also be implemented at SP level.

Increasing the number and duration of strategic projects could also increase their impact.

Table 14- Recommendation 11
Source: Own elaboration

6.2 CONCLUSIONS

PANORAMED is perceived as a courageous, innovative, and ambitious experiment. Its complexity is due to the aforementioned originality but also to an initial lack of accuracy in its definition. Those factors led to some misunderstandings and mismatching favoured by an ownership and the absence of a strong assistance mechanism. Several challenges were not successfully anticipated or addressed, namely:

- a lot of simultaneous novelties, affecting the entire ecosystems of MED projects and stakeholders.
- the parallel implementation of the different types of projects.
- handling the project implementation to persons and institutions with experience in programme management but not on project design and implementation.
- the coordination of different governance models, culture, and maturity of the cooperation experience.

A very lengthy initial phase of definition and clarification confronted the project idea with the hurdles of its materialisation. Those led to a certain disenchantment, a relative disengagement of all the parties involved. Nevertheless, the project stood as a shared bet for the partnership.

The hybrid nature of PANORAMED's approach – TWG and cross-cutting actions of mainstreaming and liaising – was pressed to fit the traditional cooperation project format, with a set of WP, partners, and associated partners.

The different compromises to combine ambitions, feasibility, individual expectations, and interests led to the natural evolution of the project.

Its outputs and the way to reach them demonstrate the capacity to involve a rich set of players and cooperation with external experts. Outputs like the GGOR and the KPP nourished the setting up of the SP, but the liaising activities did not manage to deliver them to the policy level.

In fact, the liaising activities remain as those considered as the least developed and least effective. On the other hand, the mainstreaming process has developed a substantial set of knowledge and already served the design of different strategies and programmes. The capacity of adaptation of the PANORAMED and MED Programme is visible, for instance, in the reshaping of the second generation of HP after the learnings of the Mainstreaming WP.

The SP are considered a major achievement, although still in an implementation phase.

“Simplification” is the watchword, considering the possibility of evolution. “Clarification” could be the second one.

The general feedback of those who have been involved in one way or another in the process is rather positive. They describe PANORAMED as a tool to promote the transferring and appropriation of the results, one that has demonstrated to be a working prototype which has already set the basis for a better thematic and geographic coordination.

Other efforts were deployed before PANORAMED to improve the Mediterranean governance and failed. 2014-2020 confirmed the good intentions towards a Mediterranean basin approach, but the institutional governance in the region is still scattered, despite evolving around some themes with the potential to mobilise and aggregate. PANORAMED, even if delivering results that fall short of the initial expectations, is contributing to the establishment of a more transversal dynamic in terms of governance in the Mediterranean.

The fragility of such efforts remains, but despite the problems, PANORAMED deserves to be considered as a reference in the search for common solutions.

In any case, a point was made.

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Implementation of multilevel governance in Maritime Surveillance - Policy paper on maritime surveillance: https://governance.interreg-med.eu/fileadmin/user_upload/Sites/Governance/horizontal_project/Library/Deliverables/WP6-Maritime_surveillance/6-2-2_PANORAMED_-_KPP_Maritime_Surveillance.pdf

INTERREG V – B Mediterranean (MED) Cooperation Programme 2014-2020 (Modified version approved by the European Commission, November 9th, 2016): https://interreg-med.eu/fileadmin/user_upload/Sites/Programme/Toolbox/Reference_documents/Governing_doc/E_N_PC_SFC_FINAL_V_2.pdf

INTERREG V – B Mediterranean (MED) Cooperation Programme 2014-2020 – Programme Manual: <https://interreg-med.eu/documents-tools/programme-manual/>

INTERREG VI – B Mediterranean (MED) Cooperation Programme 2021-2027 - Programme Draft for consultation: <https://interreg-med.eu/index.php?id=13352&L=0>

PANORAMED Gaps and Growth Opportunities Report - Maritime Surveillance: https://governance.interreg-med.eu/fileadmin/user_upload/Sites/Governance/horizontal_project/PANORAMED_WP6_Maritime_Surveillance_Gaps_and_growth_opportunities_report_final.pdf

PANORAMED Gaps and Growth Opportunities Report – Innovation: https://governance.interreg-med.eu/fileadmin/user_upload/Sites/Governance/horizontal_project/Library/Deliverables/GGOR_Innovation.pdf

PANORAMED Gaps and Growth Opportunities Report – Tourism: https://governance.interreg-med.eu/fileadmin/user_upload/Sites/Governance/horizontal_project/Library/Deliverables/WP5-

[Costal and maritime tourism/PANORAMED WP5 Coastal and Maritime Tourism Gaps and growth opportunities report final 01.pdf](#)

PANORAMED Stocktaking Paper - Better governance for a Mediterranean Green Deal:

[https://governance.interreg-med.eu/fileadmin/user_upload/Sites/Governance/horizontal_project/News_events/Participation in MED Annual Event 2020/PANORAMED Stocktaking Paper Towards MPP - final.pdf](https://governance.interreg-med.eu/fileadmin/user_upload/Sites/Governance/horizontal_project/News_events/Participation_in_MED_Annual_Event_2020/PANORAMED_Stocktaking_Paper_Towards_MPP_-_final.pdf)

8. ANNEXES

8.1 PROJECT MAIN STAKEHOLDERS

PANORAMED implementation relies on a vast group of actors due to its ambition of improving the Mediterranean area governance and the involvement of all the relevant stakeholders takes place at different levels of the implementation process and with different intensities. Adding to that, PANORAMED development has a close relationship with the MED Programme not only as “MED project” but also because of its impact on the programme implementation (at least) through the direct contribution for the ToR of SP.

This context allows the setting of an influence and evolvement ecosystem composed of two main circles: the Interreg MED & Project sphere and the Mediterranean Governance Framework.

The first circle includes those structures and persons with direct intervention in the implementation of the project activities. Due to the complexity of the project, different, although clearly interconnected, operational levels can be sketched in this circle. One relates to the overall management, which includes both the political and strategic definition and the daily follow-up of the project implementation. This core group, composed by the National Coordinators and the Joint Secretariat team supporting the project implementation, is enlarged with the Project Partners, each one with the role of task or Work Package coordination. Finally, a set of external elements is engaged to provide direct inputs and/or collect some results of the PANORAMED activity, which demands, in all cases, an important degree of dialogue and interaction between these players. This third operational level gathers the Strategic Projects, the Horizontal Projects and, to a lower extent, the “takers”. The latter are the institutions willing to “take on board” outputs produced by Interreg projects. This constituted mainstreaming experimentation implemented with 6 Mediterranean partners (2018-2020). However, for their number and scope of intervention, the Strategic Project partnerships have assumed that intention more consistently.

The institutional nature of the project together with its deliberate intention to effectively address public policies can lead to some redundancy in the institutions represented at the different stages of the project and programme governance: steering committee, country coordinators, project partners. Nevertheless, the different roles have precise boundaries and the persons and services involved are not necessarily the same. For instance, while there is one single representative as “national coordinator”, the top-down partnership scheme includes 19 ministerial and regional partners from the MED eligible countries identified directly by the MED Programme Monitoring Committee. The latter is responsible for the implementation of the overall project activities, while the country coordinator’s mission is to *liaise with relevant authorities and stakeholders at national and regional levels to transfer the outcomes of the project activities and to seek relevant national input*. The country coordinator is, therefore, in charge of *permanently animating and coordinating the debate at a national and regional level, while at the transnational level participates in the thematic working groups*

and will represent the Programme State within the decision-making body of PANORAMED project, the Steering Group.

The Mediterranean Governance Framework integrates all the stakeholders that, although not included in the partnership or the programme inner sphere, are key elements for their action in the Mediterranean basin and/or in a thematic field tackled by PANORAMED. In that sense, they have the potential to feed, support and capitalise on the work and results of the project. In the framework of the liaising and mainstreaming activities, the project has developed a stakeholders database, organised according to their nature and geographical base (e.g.: local public authorities, sectoral agencies, enterprises, etc.). This vast list constitutes the wider audience of the project actions, results and deliverables.

A particular set of 10 entities distinguish themselves as the most relevant players, initiatives and strategies present in the basin. They are recognized as key drivers for exploring and developing complementarities and synergies as well as for defining possible alignment of initiatives with PANORAMED. They constitute the group of Associated partners, with a privileged follow-up of the project activities, both as observers and advocacy allies.

PROGRAMMES	STRATEGIES	INITIATIVES	OTHER
INTERREG ADRIATIC-IONIAN	United Nations Environment Programme/Mediterranean Action Plan (UNEP/MAP)	WestMED - Initiative for the sustainable development of the blue economy in the western Mediterranean	Union for Mediterranean (UfM)
INTERREG EUROPE	EUSAIR – EU Strategy for the Adriatic and Ionian Region	BLUEMED INITIATIVE	Conference of Peripheral Maritime Regions of Europe (CPRM)
INTERREG BALKAN MED			INTERACT Valencia
ENI CBC MED			

Table 15- PANORAMED associated partners
Source: Own elaboration

The effective involvement of the stakeholders during the entire evaluation process aims at establishing the links between the project implementation and the identified evolution of the context. The number, type and role of the different stakeholders have been considered to establish the tools to use and the number and type of interactions so that all of them are taken into consideration in providing inputs to the different dimensions of analysis.

		STAKEHOLDER	NR	TOOLS	NR
Interreg MED Programme & Project sphere	1 st Operational Level	Country coordinators	12	Individual interview	6
				Group interview / workshop	2
		JS officers	2	Individual interview	1
		Managing Authority	1	Individual interview	1
	2 nd Operational Level	Project partners	19	Individual interview	9
				Group interview / Workshop	2
	3 rd Operational Level	Thematic Group experts	29	Group interview / Workshop	1
		"Takers"	6	Online survey	1
		Strategic projects	6	Online survey	1
				Individual interview	3
		Horizontal projects	8	Online survey	1
				Individual interview	3
Mediterranean Governance Framework		Associated Partners	10	Individual interview	6
		PANORAMED stakeholders' database (local public authorities, regional public authorities, national public authorities, sectoral agencies, international organisations, EEIG, enterprises, others)	400+	Online survey	1

Table 16- The constellation of PANORAMED stakeholders
Source: Own elaboration

8.2 LIST OF STAKEHOLDERS PARTICIPATING IN THE EVALUATION WORK

An overview of the stakeholders that have been involved in the evaluation process and the methodological tools that were used to involve them are summed up in the following table. The numbers refer to the institutions since, in some cases, more than one person participated in the exchanges.

STAKEHOLDER	TOOLS	NR
Country coordinators	Individual interview _script A	6
	Workshop 1 and 2_script C	2
JS officers	Individual interview_script A	1
Project partners	Individual interview _script A	6
	Workshop 1 and 2_script C	2
Thematic Group experts	Workshop	1
Strategic projects	Online survey _script D	1
	Individual interview_script B	5
Horizontal projects	Online survey_script D	1
	Individual interview_script B	3
Associated Partners	Individual interview_script B	3
PANORAMED stakeholders' database (Local public authorities, Regional public authorities, national public authorities, sectoral agencies, international organisations, EEIG, enterprises, others)	Online survey_script D	1

Table 17- List of entities to involve in each process
Source: Own elaboration

The following table presents the list of participants in each evaluation activity.

INTERVIEWS		THEMATIC EXPERTS FOCUS GROUP		WORLD CAFE	
Participant	Role	Participant	Thematic	Participant	Role
Jean-Luc Frès	CC	Sandi Orlic		Alban Tartari	CC
Josep Rodriguez	HP	Joana Moreira-Silva	Bioblue economy	Alen Matić	CC
Midhat Džemić	CC	Susana Moreira	Innovation	Alessandro Daraio	PP

Emilio Canda	LP	Iva Milašinčić	Migration + Innovation.	Alexis Blum	PP
Lydia Cano	LP			Constantia Constantinou	CC
Alban Tartari	CC			Cosimo Solidoro	SP
Elisabete Quintas	CC			Cristian Chiavetta	SP
Benoît Garrigues	PP			Cristina Cardenete	AP
Véronique Ceaux	PP			Dimitris Mavrogiannis	PP
Emmanuela Lambrianides	CC			Eleni Hazianni	AP
Constantia Constatinou	CC			Emilio Canda	LP
Claudia Guzzon	HP+AP+SP			Emmanuel Maniscalco	HP+AP+SP
Emmanuel Maniscalco	HP+AP+SP			Ivan Bilic	PP
Curzio Cervelli	JS			Josep Rodríguez	HP
Sophie Scarvelis	JS			Lovre Karamarko	CC
Ksenija Slivar	SP			Lydia Cano Houze	LP
Tatiana Fernández	PP			Lydwine Lafontaine	JS
Lovre Karamarko	CC			Marija Ilickovic	PP
Christian Chiavetta	SP			Midhat Dzemic	CC
Julia Saiz-Pardo	SP			Patrícia Guedes	PP
Sergio Ponsá	HP			Veronique Ceaux	PP
Mercè Boy-Roura	HP				
Maria Tikmanidi	CC + PP				
Mercedes Acitores	AP				
Manuela Bigi	PP				
Dimitrij Kuzmic	PP				
Eleni Hazianni	AP				
Patrizia Busolini	AP				
Rudi Panjtar	SP				
Antonio del Pino	LP				

Table 18- List of participants in the evaluation activities
 Source: Own elaboration

8.3 LIST OF DOCUMENTS STUDIED IN THE AIM OF THE EVALUATION WORK

TYPE OF DOCUMENT	DOCUMENT
Previous evaluation reports and their supporting material	<ul style="list-style-type: none"> • D.4.5.1. Evaluation Plan - Methodologies and Evaluation • Methodology for the evaluation of WP9 activities • D.4.5.2. Initial evaluation (Final report, November 2020) • Interreg MED Operational evaluation (Final report, 2020) • Impact Evaluation of the Interreg Mediterranean Programme 2014-2020 (Interim Report, October 2020)
Documentation on the INTERREG MED 2014-2020 programme	<ul style="list-style-type: none"> • Programme Manual - factsheets on the Programme architecture • INTERREG V – B Mediterranean (MED) Cooperation Programme 2014-2020 (Modified version approved by the European Commission, November 9th, 2016) • D.4.1.1. Methodology for the identification of TWGs members and relevant stakeholders • Last version of the application form (Version 7, approved in December 2019) • PANORAMED updated workplan • Progress report #8 (Period from 2020-07-01 to 2020-12-31) • D.6.4. Call for strategic project proposals: Enhancing Mediterranean Governance - Terms of Reference Maritime Surveillance • D.5.4.1. Call for strategic project proposals: Enhancing Mediterranean Governance - Terms of Reference Coastal and maritime tourism • Call for strategic project proposals: Enhancing Mediterranean Governance - Terms of Reference Innovation • D.5.6.1. Scheme for coordination modalities between PANORAMED and Strategic Projects
Outputs of the PANORAMED project	<ul style="list-style-type: none"> • PANORAMED Stocktaking Paper - Better governance for a Mediterranean Green Deal • D.10.1.1. Gaps and Growth Opportunities Report - Innovation • BETTER GOVERNANCE FOR BETTER INNOVATION - Recommendations for a challenge-oriented Mediterranean innovation policy with a territorial dimension • D.6.2. Gaps and Growth Opportunities Report - Maritime Surveillance • D.6.2.2. Implementation of multilevel governance in Maritime Surveillance - Policy paper on maritime surveillance • D.5.2.1. Gaps and Growth Opportunities Report - Tourism • D.5.2.2. BETTER GOVERNANCE FOR SMARTER TOURISM - Recommendations for SMART Mediterranean destinations: safe, lively, authentic and attractive for living, visiting and investing - Policy paper on tourism • Outline of a Roadmap to develop synergies among PANORAMED, strategies, initiatives and programmes in the Mediterranean
Documentation on the INTERREG Euro-MED 2021-2027 programme	<ul style="list-style-type: none"> • Interreg MED Programme 2021/27 - Programme Draft for consultation • Interreg Euro-MED 2021/27 Programme – Draft Version 6 • Interreg Euro-MED Programme RESULTS AMPLIFICATION STRATEGY Support strategy for the capitalisation of knowledge, experiences and results of projects integrating the Programme approach to support better territorial governance
Regulations and proposals of the European Commission	<ul style="list-style-type: none"> • Orientation Paper for Euro Med programme 2021-27 • COM(2018) 372 final - 2018/0197 (COD) Proposal for a REGULATION OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL on the European Regional Development Fund and on the Cohesion Fund

TYPE OF DOCUMENT	DOCUMENT
regarding cohesion policy and ETC programmes	
Other policy and strategy instruments of the regions integrated in the programme, of a Euro-Mediterranean, European or, more generally, international nature	<ul style="list-style-type: none"> Joint Communication to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Renewed partnership with the Southern Neighbourhood A new Agenda for the Mediterranean {SWD(2021) 23 final}

Table 19- List of documents studied in the aim of the evaluation work

Source: Own elaboration

8.4 TOOLS USED IN THE DATA COLLECTION

In addition to the secondary data analysed during the desk research work, there were used, as explained, different methods and tools to collect primary data. The following annexes provide detailed information on the tools applied.

Please note that these tools were selected according to the aim of the data collection and with the source profile (in the case of the fieldwork, according to the profile of the stakeholders of the project) as described in annex 8.2.

8.4.1 Online Survey (Script D)

The online survey was developed using the EU Survey platform and made available for respondents from June 21st until July 15th.

This survey addressed the experience of the “direct receivers” of the PANORAMED activity as a platform: the horizontal and strategic projects, and the project stakeholders’ database. These players were nevertheless involved also through other tools, namely the individual interviews (see annex 8.4.2) and group interaction (the world cafe mobilised representatives of all the types of actors), to explore deeper information, while the surveys were tackled, in a very direct and concise manner, the perception towards the effectiveness of the project and the awareness of PANORAMED’s impact. The open questions allowed the collection of in-depth feedback provided by the respondents. The conclusion is presented in annex 8.6.

The respondents to the online survey constitute a sample very much aligned with the heterogeneous landscape of the INTERREG MED ecosystem. The 33 individual responses provide at least one answer per country involved in the INTERREG MED Programme (IPA countries included). The types of institutions represented cover the entire spectrum of the most representative ones in the programme bodies and projects, from public authorities and national or regional agencies to universities and research institutes, networks and thematic experts.

All the respondents stated were aware of the existence of PANORAMED project, of which 3 are not involved whatsoever with the INTERREG MED programme, while 3 others develop non-specified roles.

For their role and experience, they constitute an added value to the analysis.

Script D
Personal data
Name of the person: Institution: Do you have any contact with INTERREG MED Programme? (YES/NO) If YES: What type of contact? (multiple answer: partner in a MED project / associated partner in a MED project / external expert/member of a national authority / other (explain))
Questionnaire
1. Are you aware of the existence of the PANORAMED project? (YES/NO) If YES: 2. Did PANORAMED activities contribute in any way to better define and/or reshape needs and intervention priorities of target groups and stakeholders? (From 1 to 5. 1 being “not at all” and 5 being “more than expected”) Can you provide examples of that influence? 3. Did PANORAMED contribute to changes in the political, organisational, economic or other contexts among target groups and stakeholders? Can you provide examples of that influence? 4. What would you suggest as improvements in PANORAMED’s design and implementation?

Table 20- Script D
Source: Own elaboration

8.4.2 Interviews scripts (Scripts A and B)

The individual interviews served to collect diversified perspectives, enriched by the personal experience in each territory and theme.

Individual interviews with persons directly involved in the project implementation (Country coordinators, project partners, INTERREG MED managing bodies) in a total of 17. Interviews were held from June 5th until July 28th, through online video conference tools (Zoom, Teams and GotoMeeting). The following table provides the script applied to this target group.

Script A
Personal data
Name of the person: Institution: Role in the project: Date: Name of the interviewer:
Questionnaire
1. Which of the <u>characteristics of PANORAMED architecture</u> would you put forward as those better aligned with the expectations and needs of the target groups and stakeholders?

2. Which activities led by the project do you consider as more aligned with the needs of the target groups and stakeholders?
3. How have the target groups' needs evolved since the beginning of PANORAMED?
4. Did PANORAMED activities contribute in any way to better define and/or reshape the needs and intervention priorities of target groups and stakeholders? Can you provide examples of that influence?
5. How has the MED governance evolved since the launching of PANORAMED?
6. Did PANORAMED contribute to bridging any gaps in the programme governance?
7. Regarding PANORAMED implementation, what aspects would you highlight as having worked best and would be interesting to maintain in the next programming period?
8. And what aspects proved to be dysfunctional and should be reformulated or reconsidered in the next programming period?
9. What mechanisms have proven to best ensure the sustainability and capitalisation of PANORAMED's outputs and results?
10. What aspects would you highlight as having contributed to building synergies with other relevant structures and initiatives?
11. And what aspects have hindered that possibility?
12. What aspects would you highlight as having contributed to the coordination with the other types of MED projects?
13. And what aspects have hindered that possibility?
14. To what extent has PANORAMED contributed to an increased overall coherence of the Interreg MED architecture? Can you identify specific examples that demonstrate it?
15. Did PANORAMED contribute to changes in the political, organisational, economic or other contexts among target groups and stakeholders? Can you provide examples of that influence?
16. How has PANORAMED evolved in terms of its design and implementation during the last programming period? What characteristics of its design and architecture hindered or eased those evolutions?
17. What would you suggest as improvements in PANORAMED's design and implementation?

Table 21- Script A
Source: Own elaboration

Additionally, individual interviews were held with persons indirectly involved in the project implementation (associated partners, strategic projects, horizontal projects) in a total of 12. Interviews were held from June 5th until July 28th, through online video conference tools (Zoom, Teams and GotoMeeting). The following table provides the script applied to this target group.

Script B
Personal data
Name of the person: Institution: Role in the project: Date: Name of the interviewer:
Questionnaire
<ol style="list-style-type: none"> 1. Which of the <u>characteristics of PANORAMED architecture</u> would you put forward as those better aligned with the expectations and needs of your institution/project? 2. Which <u>activities led by the project</u> do you consider as more aligned with the needs of your institution/project? 3. How have the target groups' needs evolved since the beginning of PANORAMED? 4. Did PANORAMED activities contribute in any way to better define and/or reshape the needs and intervention priorities of target groups and stakeholders? Can you provide examples of that influence? 5. Regarding PANORAMED implementation, what aspects would you highlight as having worked best and would be interesting to maintain in the next programming period? 6. And what aspects proved to be dysfunctional and should be reformulated or reconsidered in the next programming period? 7. What mechanisms have proven to best ensure the sustainability and capitalisation of PANORAMED's outputs and results? 8. What aspects would you highlight as having contributed to building <u>synergies with other relevant structures</u> and initiatives? 9. And what aspects have hindered that possibility? 10. What aspects would you highlight as having contributed to the <u>coordination with the other types of MED projects</u>? 11. And what aspects have hindered that possibility? 12. To what extent has PANORAMED contributed to an increased overall coherence of the Interreg MED architecture? Can you identify specific examples that demonstrate it?

13. Did PANORAMED contribute to changes in the political, organisational, economic or other contexts among target groups and stakeholders? Can you provide examples of that influence?
14. What would you suggest as improvements in PANORAMED's design and implementation?

Table 22- Script B
Source: Own elaboration

8.4.3 Thematic Experts Workshop (Script C)

To conclude the first phase of the participatory evaluation activities, a collective workshop with the PANORAMED Thematic Experts aimed at gathering information on the development of the thematic activities, the deliveries production and the possible/real impact PANORAMED had/can have in their specific fields of expertise. It should be noted that the workshop with the country coordinators initially previewed was replaced by individual interviews with those available to participate in the evaluation activities.

Script C	
Question to debate	
1.	From your participation in PANORAMED activities, what would you highlight as most effective in delivering a transnational analysis/approach?
2.	What were the major difficulties in developing that approach?
3.	To what extent did the transnational approach have a tangible impact at policy, institutional organisation, or stakeholder's needs level?
4.	What would you suggest as improvements in PANORAMED's design and implementation?

Table 23- Script C
Source: Own elaboration

8.4.4 Final Workshop

After the delivery of the preliminary report, a final workshop was organized aiming to collectively work on the evaluation conclusions and to streamline the recommendations for the new programming period by requesting the project consortium and the MED Programme management bodies.

This workshop (using the world cafe methodology) joined together all the identified members of PANORAMED intervention sphere: country coordinators, project partners, MED Programme bodies, associated partners, TWG experts, as well as MED programme HP, SP and MP representatives.

The main objective was to reach, in an effective way, the project main stakeholders allowing them to:

- More freely express opinions (participants work with each other in the groups).
- In-depth view of the dimension under analysis (questions to be used).

- Multi-perspective view of each dimension getting a calibration of the results.

Therefore, PANORAMED's world cafe allowed the co-development of the final recommendations stemming from the previous work.

The exchange event followed the roadmap presented in the following table:

World Café Roadmap
Objectives
<p><u>General Objective:</u> To present the first inputs from the evaluation mission to collect feedback, deepen the analysis and draft recommendations for the next phase and next programming period.</p> <p><u>Specific objectives:</u></p> <ul style="list-style-type: none"> • To validate the conclusions of the evaluation through the critical perspective of the stakeholders. • To collect eventual new ideas for the improvement of the governance model and for a better transfer and impact of results. • To finetune the conclusions and recommendations to be presented in the Evaluation Final Report.
Target group
All the stakeholders involved in the PANORAMED Evaluation
Methods
<p>The workshop will entail three parts:</p> <p>Part 1: The Technical Team will present the main conclusions and recommendations that have resulted from the application of the surveys and of the interviews as well as the first workshop with the external experts involved throughout the project</p> <p>Part 2: World Café aiming the discussion and validation of the presented conclusions and collection of eventual new ideas</p> <p>Part 3: Presentation of the results of the discussion</p>
Moderation
Technical Team of the PANORAMED Project Evaluation
Agenda
<p>Introduction and Welcome (10')</p> <ul style="list-style-type: none"> • Presentation of the conclusions and recommendations of the Evaluation (20') <ul style="list-style-type: none"> ○ Exercise for validation – World Café ○ Introduction (5') ○ Three rounds of discussions (3x20') ○ Conclusions and final discussion (20') ○ Summary of validated/collected conclusions and recommendations (5') • Closure with presentation of next steps

Guide for the world café

1. The exercise will last for 90 minutes
2. The group of stakeholders attending the world café will be divided into 4 groups of around 4 people by group (+/- 16 participants)
3. Each group will be composed of 1 permanent member (the rapporteur) and 3 or 4 mobile members
4. Three questions are given to all the groups:
5. Which is the ideal model for the PANORAMED governance
6. What to do to increase the impact of PANORAMED
7. What to do to ensure the transfer of the project results to crucial actors?
8. The group began the discussions related to the 3 questions for 20 minutes. After these 20 minutes, the participants are asked to change the group (with the exception of the rapporteur)
9. After the change of the groups, the rapporteur must tell the “new” participants the current point on the discussion on the three questions and bring the participants to go on from that point for another 20 minutes
10. Afterwards, again the participants are asked to change groups and everything happens the same way as described in point 6
11. After these last 20 minutes, the rapporteurs will be invited to present the conclusions of the discussion and final exchanges will be enabled.
12. The session will end with a summary of what we take from discussions to integrate into the final report.

Table 24- Word café roadmap
 Source: Own elaboration

8.4.5 Final Notes

To these actions was added, by prior agreement between the members of the partnership, the participation, as observers, of the members of the external evaluation team in internal meetings of the PANORAMED project as well as in events organized within the project. Accordingly, the external evaluation team was represented at PANORAMED’s Steering Group meeting held on October 14th and at the PANORAMED Dialogues event held on November 23rd.

All the documents produced during the fieldwork, summarising the main findings of the participatory activities, were exchanged with the partners in charge of following up the

evaluation work (The Agency for Cohesion and Development of Portugal and Emilia Romagna Region).

8.5 ANALYSIS OF THE RESPONSES TO THE ONLINE QUESTIONNAIRE

As aforementioned, the main objective of the online survey was to assess the reach of PANORAMED in different dimensions, namely by addressing the experience of the “direct receivers” of the PANORAMED activities. In that sense, it was promoted by emails sent to the project’s participants of all types but also promoted on its webpage. Two messages were sent by the Emilia Romagna Region to increase participation. A total of circa 100 individual addresses were directly contacted in this manner.

The online survey was developed using the EU Survey platform and made available for respondents from June 21st until July 15th. Annex 8.4.1 provides the survey script.

8.5.1. Type of respondents

The respondents to the online survey constitute a sample very much aligned with the heterogeneous landscape of the INTERREG MED ecosystem. The 33 individual responses provide at least one answer per country involved in the INTERREG MED Programme (IAP included). The types of institutions represented cover the entire spectrum of the most representative ones in the programme bodies and projects, from public authorities and national or regional agencies to universities and research institutes, networks and thematic experts.

All the respondents stated being aware of the existence of PANORAMED project, of which 3 are not involved whatsoever with the INTERREG MED programme, while 3 others develop non-specified roles.

For their role and experience, they constitute an added value to the analysis.

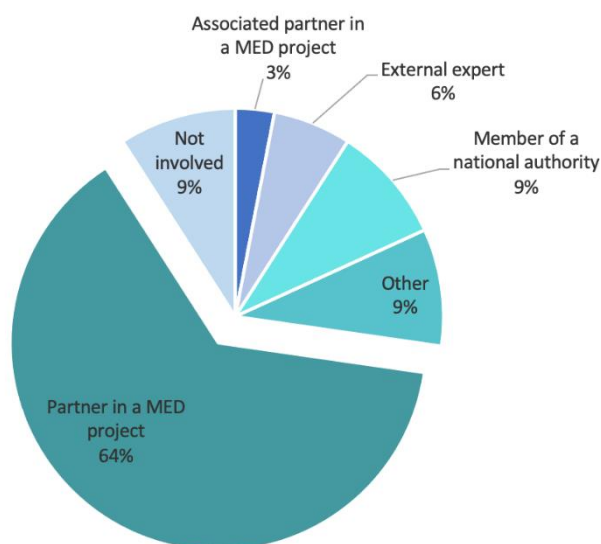


Figure 10- Nature of the involvement in the MED Programme
Source: Own elaboration

8.5.2. The Mediterranean governance

PANORAMED is a governance platform that supports the process of strengthening and developing multilateral cooperation frameworks in the Mediterranean region for joint responses to common challenges and opportunities.

In that sense, the first specific question of the survey asked to what point more integrated governance at the Mediterranean level was needed. The responses show unanimity regarding the need for it, which confirms the pertinence and topicality of PANORAMED's scope.

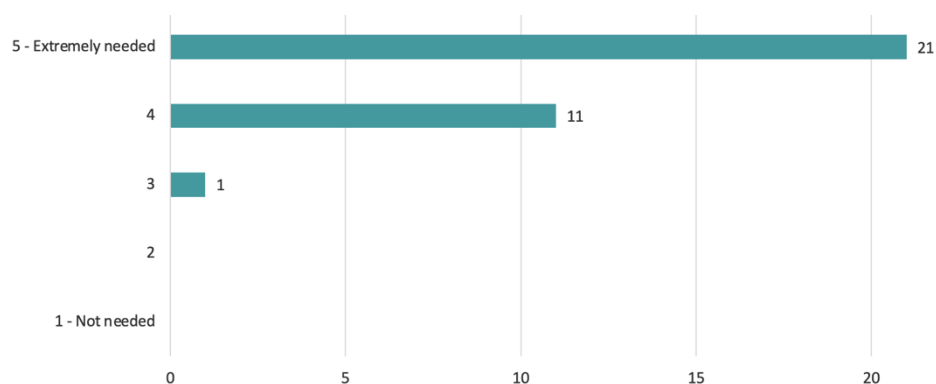


Figure 11- What's the need for more integrated governance in the Mediterranean area
Source: Own elaboration

Despite the absence of a standard definition of the meaning of “policy integration”, it is generally understood in the PANORAMED lexicon as the opposite of fragmented decision-

making. It is therefore understood as the process for integrating different, but interrelated policies in the different but interrelated geographical layers that compose the Mediterranean governance landscape.

81,8% of the responses favour this approach to respond to the need for more integrated governance in the area. The development of transnational strategies comes right after, selected by 72,7% of the participants.

Up to a certain point, these two types of actions may be considered interdependent, in the sense that to develop and implement transnational strategies may be an instrumental way of reaching policy integration but, at the same type, without the latter, the implementation of such strategies is undoubtedly much more complex.

It is also interesting to observe that roughly half of the persons consider the establishment of transnational institutions, such as the EGTC (European Grouping for Territorial Cooperation), adequate instruments to build more integrated governance.

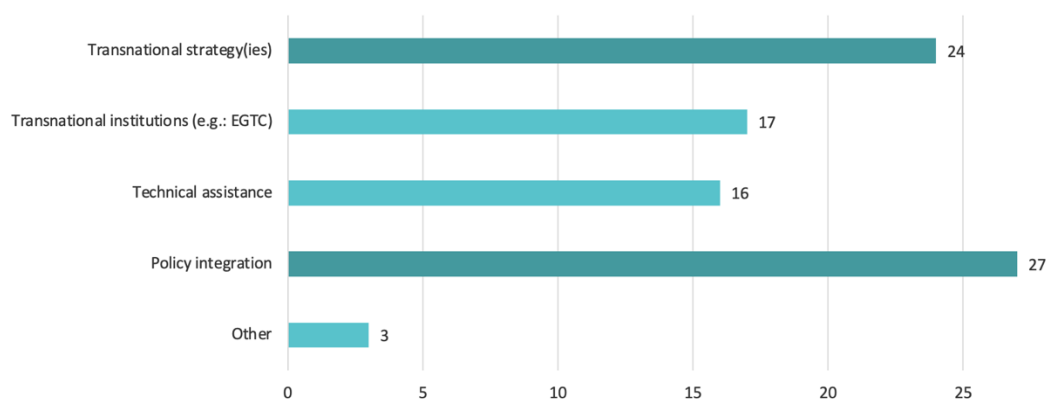


Figure 12- The tools that would better respond to the need for more integrated governance
Source: Own elaboration

8.5.3. Response to stakeholders needs

The project brought some enlightenment to the needs and priorities of stakeholders and target groups.

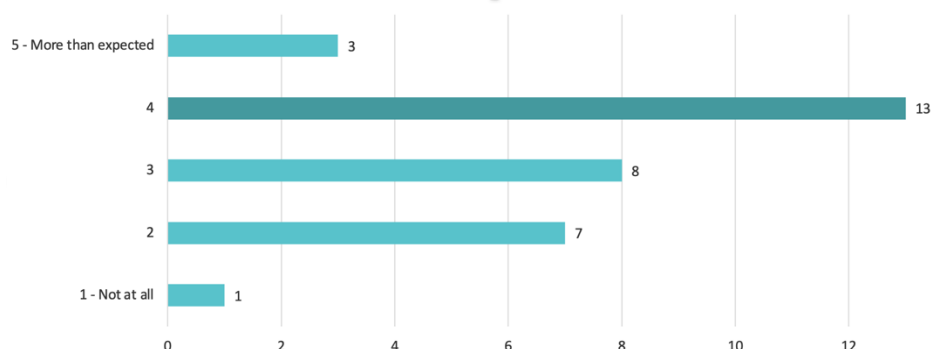


Figure 13- Did PANORAMED activities contribute in any way to better define and/or reshape needs and intervention priorities of the target groups and stakeholders?
Source: Own elaboration

Only a quarter of the respondents (24,24%) share a negative opinion on the contribution of PANORAMED to the evolution of the stakeholders' and target groups' needs. Among the other responses, more than half consider that this contribution was more important than what could be expected..

Nevertheless, the responses to the questionnaire (including the comments) don't provide clarification concerning the definition of needs and priorities of the stakeholders. They don't provide examples of concrete contributions nor any idea of the starting level of expectations.

However, this positive impression is strongly mitigated when considering PANORAMED's capacity to induce change:

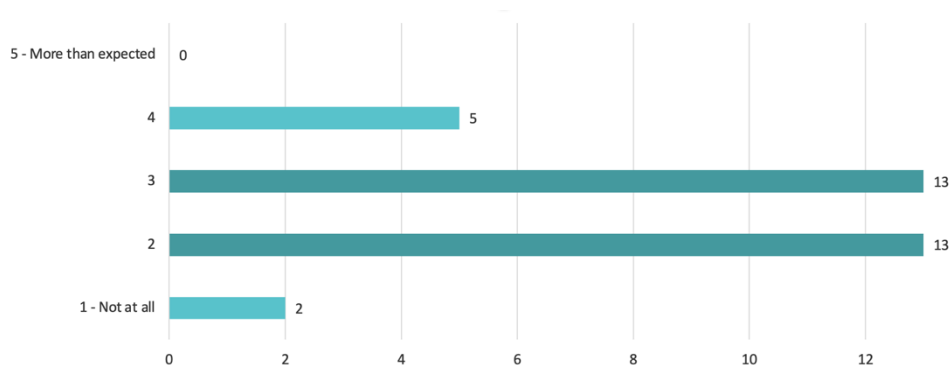


Figure 14- Did PANORAMED contribute to the changes in the political, organisational, economic or other contexts among target groups and stakeholders?
Source: Own elaboration

Although it was not the scope of the survey, these questions and the comments received underline the importance of pre-establishing and clarifying some concepts at the project conception phase so that, afterwards, it becomes possible to evaluate its capacity to induce change.

8.5.4. Comments and recommendations

Respondents were given the possibility to deliver their comments and suggestions using a free text section. The inputs received cover a relatively large scope of the project dimensions and more widely, the programme architecture.

PROGRAMME ARCHITECTURE

Improve the alignment between the different levels and bricks of the Interreg MED Programme architecture. Establish a clearer distinction between Modular Projects and Strategic Projects and strengthen the collaboration between horizontal projects and PANORAMED from the very beginning.

The topics tackled by PANORAMED should cover all topics of the programme and not only a few so all projects feel represented by PANORAMED. At the same time, considering the very complex context of the Mediterranean Basin it is necessary to find a better balance between the necessary holistic approach and a pragmatic and realistic attitude allowing moving forward on a limited number of topics. In that sense, priority should be given to topics that are more connected with transnational MED programme thematic, which doesn't always coincide with Mediterranean-wide issues (e.g.: "Maritime surveillance" is a topic of relevance for the basin but it's not so well connected with MED).

Stronger cooperation with other relevant ETC programmes within and beyond the area might increase the Mediterranean scope of the programme.

PANORAMED DESIGN

The design of the work plan at the very beginning is important to manage the effort throughout the whole project or during a specific period of time. A clearer setting of targets and actions at the beginning of the project is essential. It is also crucial to understand the final goal/role of PANORAMED in meeting the INTERREG MED programme objectives.

PANORAMED should be a platform of dialogue between communities and policymakers, instead of a project with a heavy structure and partnership. Its general efficiency could improve if those ambitions were pursued through several small thematic PANORAMED (one per mission) and/or geographical scope (east/west med/Balkans/ islands/ etc.).

The PANORAMED's partnership building up process could be considered not as a "love marriage" but more a "marriage of convenience" considering that not all the partners had the same willingness and eagerness to cooperate. It resulted in a difficult starting phase where nobody fully understood how to go about the project.

The partnership should be lighter and more flexible while being able to dialogue with the higher levels and the lower levels of policymakers. All countries represented in PANORAMED should appoint focal points in charge of policy design related to the topics tackled in the programme (blue growth, green growth, etc.) that would be willing to listen/cooperate with thematic communities to uptake results and/or recommendations from the projects. That connection to national/regional levels could be further developed through each

country/region participating in the Interreg MED programme defining priorities and domains of interest to share with thematic communities to align efforts from the very beginning.

CONNECTING THE PARTNERSHIP TO THE STAKEHOLDERS

The idea of strengthening the territorial fabric, connecting all key stakeholders (SMEs, scientific institutions, support institutions, policymakers) is at the core of the recommendations. Those efforts should contribute to easier identification of needs, interconnection and realisation of long-term solutions, knowledge transfer, creation of better policies, always with an emphasis on SMEs.

However, bringing together players from different countries, institutional levels and roles around a governance project is a great challenge that was not fully overcome during PANORAMED's implementation.

Bringing countries' and regions' representatives of PANORAMED closer to their local project partners is underlined as a key issue. Reinforcing that connection would help create a more coordinated network of actors at a territorial level that could improve the governance schemes and join efforts towards common objectives. Concrete actions in that direction could include the development of events and workshops at the local/regional level, in addition to those organised at a national or EU level, precisely addressing the ways to implement transnational recommendations at the local/regional level in a country. Other types of events to envisage include policy learning seminars, focus groups, study visits, and living labs.

Mainstreaming activities worked closely with thematic communities by developing a methodology to successfully segue project results into policies, with the support of a team of experts. However, this is a very difficult process and thematic communities did not receive support from PANORAMED partners and country representatives in identifying potential takers, which would have been extremely useful.

The connection between the partnership and the other stakeholders depends also on a shared language and common ground in terms of knowledge about "governance", "EU directives", national and local laws and rules. In the same line, it is stated that the formats of the data sets or other project outputs are catered more to scientific needs than to the end-user (be it the policy or the technical level). An important step of "translation" is missing, as well as formation and concentration on a common language to improve the engagement of stakeholders. At this point, only stakeholders directly involved in the meetings have ideas on how to implement some of the results.

INVOLVEMENT OF IPA COUNTRIES

Bearing in mind the different administrative organisations of participating countries, it becomes very difficult to find common interests to handle. This becomes far more problematic when it comes to the non-EU member states, namely due to the budget available

for these countries. Measures should be adopted to guarantee stronger involvement of IPA countries, namely by promoting the participation of the institutions from these countries in different ways (at least as associated partners), but also increasing the available budget for the IPA.

The other problem is that some sectors are not very important for some countries, the priorities are set on other scopes.

Increasing the impact

The results achieved by the projects under the umbrella of PANORAMED do not consolidate far beyond the lifetime of these projects. One of the lessons of PANORAMED is the quite quick obsolescence of the project's results after 2/3 years. The experts of a specific field do not need a critical analysis of “old” projects to identify the current or future needs on a specific topic. The validation by the experts is useful, although much less if it occurs *a posteriori*, that is to say, after the end of the projects and the gathering of their results. It would be interesting to build up a process incorporated within the Interreg programme to follow, analyse, valorise and confront the project's results with the stakeholders and specialists of a specific topic/thematic in a more contemporary way.

Another way to cope with the possible obsolescence of the project results might be the promotion of short-time actions to reach specific objectives and combine them with more long-time actions to consolidate the outcomes of the projects beyond the official ending of their implementation.

Increasing the number of strategic projects and their duration could also increase their impact.

The results of PANORAMED should become a political framework by the UE. To reach policy integration and standardisation, there's the need for more tangible outputs, more targeted work plans and concrete links with regional authorities and with the regional operational projects (ROP, Objective 1 of Cohesion Policy). Transnational recommendations must be implemented within the national strategies - otherwise, they remain only as recommendations.

COMMUNICATION

Visibility of all the activities/outcomes/recommendations is a prerequisite for achieving a stronger impact in daily life in the Med area. To that regard, it is underlined the need to improve communication and promotion of the activities carried out under PANORAMED to reach three core levels:

- Internally, to reach all INTERREG MED projects
- Externally, promoting visibility through high-level events to increase the importance and awareness of PANORAMED topics and get stronger support from higher levels to implement the work related to PANORAMED activities.

- Externally, to raise awareness among citizens about this project.

The communication strategy should consider the increased presence in all the relevant media (press and social media included), but also use it to contribute to a better understanding of the project and its function. (e.g.: *"English terminology used in PANORAMED is too technical and for many stakeholders do not have real meaning; terms like 'mainstreaming experimentations' somehow are far from real life"*). In that sense, communication should focus on valorisation of actual and visible realisations.

8.5 FEEDBACK FROM THE ACTORS

The information provided in the following sub-chapter is the mere collection of the feedback received from PANORAMED main stakeholders in the individual interviews and workshops with the experts.

8.5.1. Looking back

INITIAL MISMATCHES

Even though the ambition was the correct one, the expectations didn't anticipate, in a realistic manner, the possible obstacles and the means to overcome them, beyond hoping to reach the finish line.

It was a **lengthy process to settle the project structures and their implementation**. The partners have spent too much time and energy in order to understand the concept, adopt a methodology to work together, in a very complex structure that delayed the actual kick-off of the Thematic Working Groups. The same happened regarding the definition of the methodology to analyse projects and results, which were thought of as one-size-fits-all, while the different themes would require different approaches.

Once the Thematic Working Groups began to work with some autonomy, while keeping the overall project coherence, they managed to do it in more agile ways and started delivering good products. The Innovation Working Group, created after the others, benefited from this route and, although facing the difficulty of having to go faster and work harder to catch up, managed to pass to the concrete actions leading to the launching of the Strategic Projects (SP).

In any case, such a project would have been difficult to put into practice, but **the complexity of the architecture and its implications were overseen and not sufficiently anticipated** in terms of the time for understanding and appropriation, as well as regarding the needs in terms of support to participants.

The **overlapping of the setting up and launching of the different bricks of the MED building** increased the difficulty to articulate them. New figures like the Horizontal Projects (HP) and PANORAMED itself were installed at the same time, facing equally hard challenges to be apprehended by the actors involved. The partnerships involved in the HP were doing it for the first time, very much "learning by doing" what was meant by "HP" while foreseeing the interaction with a not yet very tangible "governance platform" at the same time.

PANORAMED was launched as an idea with **only defined contours enveloping a blurred mass of actions to be determined and shaped along the process**. Leaving safe margins for evolution could help to better respond to the participants' needs, the evolution of the challenges faced by the territories and the progression of the project itself. Nevertheless, the clarification of some baseline principles (in terms of specific goals, concepts, roles, priorities) required a long time, not compatible with the pressure to put the mechanism running in parallel with the overall Programme functions of launching calls for projects, approve them and follow up their implementation. The needs and expectations from the countries were not

completely clear at the beginning, and neither was the identification of the beneficiaries to reach. The choice of the themes, only partially aligned with the programme priorities, is a clear example of the initial mismatches and misconceptions (or rather, multiple independent conceptions) around the table. This lack of definition has more generally hindered the engagement of third parties (stakeholders and target groups), which have also been enrolled with imprecise roles.

The **lack of an effective and permanent assistance mechanism** contributed to the multiple understandings of the project interest and goals, hence obstructing constructive clear ownership, fathomable roles and expectations ended up leading to some fatigue and disengagement.

Although other reasons can be stressed, the combination of these aspects influenced the **noticeable lack of ownership**. The Joint Secretariat with the Managing Authority (JS/MA) of the INTERREG MED Programme 2007-2013 was at the origin of the process, coming up with a courageous novel proposal for the programme architecture that was then approved by the Member States seating in the Monitoring Committee. However, the passage from the concept (materialised in a very general application form) to a set of precise actions in a working plan encountered different understandings from each person and institution, despite the great effort deployed by the Lead Partner (Directorate-General for European Funds of the Spanish Ministry of Finance) to give sense, continuity and ownership to the approach.

That influenced the construction of the governance axis and its evolution, based on the relation and engagement between the Programme Monitoring Committee, the PANORAMED Steering Committee, the Lead Partner and the JS/MA. Each partner appropriated the whole project according to its understanding and interest, the JS assumed a progressive disengagement, the Programme Monitoring Committee kept its distances, and what some consider a certain “rhetorical ballet” could have served to escape assuming proposals and decisions.

LARGE GROUPS ARE NOT EASY TO MANAGE

Although responding to the need for multilevel articulation, the large partnership inevitably posed challenges to the management. It gathered some of the founding countries of the EEC and others in the process of entering the EU, different national realities, maturity and understanding of the cooperation, with distinct governance in each country (e.g.: in Portugal, the administrative regions have very little autonomy while in Italy they are elected, and in small countries like Malta the distance between local agents and the central government is not so significant whereas in France the higher levels of the public administration may have little direct contact with the territory).

Territoriality is important and that motivated the integration of both national and regional levels in the steering of the project. That option, however, led to a relatively large partnership (originally 19 project partners later increased to 21, of which 12 with voting rights), with further complexity being added by the internal national dynamics.

All these differences influenced the configuration of the participation of the countries, which was not the same for all participating territories. They were further nourished by the tensions

between regions and country representatives, some of them cyclical, others more “structural”, and even by some tensions between regions from the same country. **If there is a general assumption it is that it was difficult to understand each other with such a wide range of very different actors. It is also stressed that this allowed interesting and enriching acculturation for all.**

The differences were also evident in the decision-making process: while some participants had the hierarchic grade allowing them to subscribe to decisions, others had to wait for long validation circuits.

People were designated to participate in the project, representing their institutions, but most of them, albeit aware of the projects and programmes environment, were inexperienced in the direct implementation of INTERREG MED projects. This designation process also interfered with the relationship between partners and the coordinator. In this context, it is very easy for misunderstandings to arise between partners. Sometimes through neglect or carelessness, but sometimes almost sounding deliberate, as many partners have at times essentially looked after their own national or regional interests rather than the success of the whole.

Finally, the composition of the partnership and the blur in the overall initial conception led to a budget distribution that reflected all those problems/limitations in the process of building the budget as in the distribution of the funding itself. That resulted in successive budget adjustments.

The JS had prepared an initial suggestion of “job description” for the participants in PANORAMED, estimating a 50% engagement of their job time in the project, at least at the beginning. This recommendation has not been followed by the countries and regions involved. Although a project officer was recruited to assure the support to PANORAMED from the JS, this person was not entirely dedicated to that mission. The means and energy initially put at disposal by the project partners but also by the JS were not at the stake.

A POLICY PROCESS DRESSED IN A CLASSIC COOPERATION PROJECT

PANORAMED starts by being much more about cooperation with a focus in a more strategic and *foreign affairs* approach. Then, after the long warm-up phase, two thematic areas were chosen (maritime surveillance and tourism) with very different frameworks of action, means of intervention and competencies. Maritime surveillance is almost only national, whereas tourism governance in the Mediterranean covers all types of entities.

Despite its *diplomatic* ambition, PANORAMED has been formally set up as a “classic” cooperation project: its members are, on the one hand, the “partners”, who receive an amount from the ERDF; and on the other hand, the “associates”, who do not receive financial support, but who participate in the project's objectives with their knowledge, interest, and experience in the subject.

To fit the (progressively less) rigid format, 10 work packages (WP) were designed combining the thematic dimension (innovation was finally added to the two initial thematic areas) and a cross-cutting approach (with mainstreaming, liaising and migration). The solution provided

virtually to all the regional partners the possibility of coordinating or co-leading some WP. This scheme, due to the loss of resources it entails, didn't bring a clear added value. These co-leadership systems imply a distribution of tasks, in many cases inefficient and ineffective, which requires an extra effort of coordination between the parties involved. The reasons for adopting these structures seem extra-technical (e.g.: geographical representation or governance), to the detriment of the project as a whole. The result is a sense of artificiality and the difficulty for each partner to, at least, be aware of what happens in the other WP. That being said, it should be noted that the adaptation capacity and the efforts led by the LP in the preparation and running of the Steering Group allowed for real substance exchanges and founded decision making.

ARCHITECTURE, ESCALATORS, AND GROUND WIRES

The INTERREG MED Programme was conceived on the principle of interconnected layers (MED governance relevant issues), which correspond to different types of projects (although all of them follow the WP logic). On the plan, the synergies and complementarities between those layers would work thanks to dedicated actions foreseen by the HP and PANORAMED, in articulation with initiatives organised by the Programme's bodies. However, neither the terms of reference for the different projects nor the application form nor the binding documents (Programme Manual, the Grant agreement...) stipulated more than general instructions to consider the need for interaction with other projects. In particular, the relation between Modular Projects (MP) and HP depended essentially on the trust developed between the partners of the HP and the MP, which obviously resulted in great disparities in the performance of each thematic community.

The HP, developing a central role in the connection between MP and PANORAMED, started their implementation prior to the launching of PANORAMED and had to face their own problems to integrate the novelty of their role and the integration in the overall architecture.

At a certain point, some HP looked at PANORAMED a little bit paternalistically, as a project with the obligation to support and guarantee the development conditions of the others. The HP did not realise, at least in the beginning, the real scope of the project, while being themselves key to linking the different levels. Again, also at this level, partners didn't share a common clear idea of how to relate them, and how to integrate Associated Partners, liaising and mainstreaming in the equation.

When the two initial thematic areas to be developed by PANORAMED were established, the other bricks of the Programme were already in place and responded to the priorities approved a couple of years before. Still, if tourism was aligned with the ongoing actions, maritime surveillance wasn't mirrored in that existing foundation. The pertinence of treating a theme such as maritime surveillance in the framework of PANORAMED is not excluded. Although it is not covered at the MP or HP levels, its national and Mediterranean interests can justify it as a subject in the governance axis. Nevertheless, all the themes need a ground wire through which the flow of the results from the MP to policies, structural programmes, etc., through the HP is guaranteed. If there isn't a thematic community of projects to make that bridge, it must be integrated into the development of the thematic working group through some tool (perhaps, the SP).

The sustainable tourism theme, on the other hand, allowed comprehensive experimentation of the programme architecture, revealing its flaws and potential, since all the bricks of the programme building were represented (MP, HP, SP, thematic working groups). In the case of Maritime surveillance or energy and sustainable mobility, not all the bricks were present, making it more complicated to integrate and promote dialogue. That may have induced a fracture, in the case of Maritime Surveillance to connect the national stakes to the ground, while in the case of the Green Growth community, in a sense of being disconnected from the policy level.

All in all, it is considered that the flow of information and exchanges between the thematic working groups and HP worked better in the case of tourism. Nevertheless, the alignment of the three levels of the programme architecture was not defined well enough to avoid possible overlapping between SP and HP.

On the other hand, the cross-cutting actions didn't manage to instil the same level of interaction between project communities and nor between these and the policy level.

SOME FAULTY OPTIONS

The inclusion of **migration** as a WP is considered a major misunderstanding. It was experienced as an imposition from DG Regio, that arrived along the way at the peak of the migration crisis affecting, in particular, some of the regions involved in the Programme. Some countries were totally against it, and as an Italian region assumed the leadership of the WP and insisted, the partnership didn't assume a real will to do anything about the issue.

It was difficult to make the *liaising* work – a concept understood somewhere between communication and mainstreaming. On paper, liaising was a very nice idea, a dimension that would ease the delivery of the project results to other actors and contribute to increasing the impact. Its implementation, however, suffered from the aforementioned overall lack of definition affecting the beginning of the project. The coordination was first handled by Cyprus, then by the Region of Crete, a transition that hindered the process and weakened the liaising capacity because of the competencies of a region to implement it. On the other hand, regarding the institutions to mobilise and liaise with, there was only reaction if they perceive an interest in doing so. The associated partners and all the structures and initiatives in this framework may have certain opposing interests to those of the Programme. There is a first approach that can be hindered by competition between structures. To breach that defensive mode there is the need to clarify the roles and what they have to gain, collectively. Efforts were made and they partially worked but only at a very basic level and mostly based on personal connections, not on institutional closeness. Although liaising was not fully deployed until now, it is considered as the backbone of the PANORAMED project and as more and more results are available, it is mandatory to trigger it, also exploring a stronger role from the INTERREG MED MA/JS.

Mobilising stakeholders was also a complex matter. At first, they were only vaguely defined, then some clarification was provided by the work related to the Gaps and Growth Opportunities Reports (GGOR) and the Key Policy Papers (KPP). At the local level, in some of the themes, the implementation of the activities allowed a closer connection. Still, the higher

the political level, the lower the level of response, also because “the fisherman is more devoted to the direct issues of fisheries than the dedicated minister”.

Once again, the difference in the national institutional contexts is relevant: while in a small country one can, at some point, mobilise the relevant minister, in others you will reach, at most, the regional responsible. This mirrors the constitutional settings and can have some impact at the local level (not necessarily a bad one) when bringing different key players together. On the other hand, when trying to bring the different PANORAMED countries in a transnational exchange, the represented levels will not be the same, and that will probably hinder the capacity of reaching a common ground for compromise and engagement.

The identification of stakeholders and target groups should also be submitted to the shared vision of what the programme wants to change. Concerning the target groups related to the policy-making at the Mediterranean level, there are not so many, and they are mostly represented in the project at some stage. It would be relevant to clearly designate them as such and work with them from the beginning in a more precise manner. Those synergies have to be built at the beginning of programming.

One of PANORAMED challenges has been and continues to be the achievement of **the right balance between representation and effectiveness**. Its implementation relied much on the civil servants of the different administrations, but it didn't manage to change the mentality of the Administration. A governance project “should shake things up”, deliver Memoranda of Understanding for the programming period and make sure the outputs such as the KPP actually reach and change the rules in the regional and national programmes and strategies. That engagement was not granted from the beginning and has not been achieved until now.

The **relation between the public administration and the private sector** was not tackled in a proper way, and it is crucial in what relates, for instance, to tourism or innovation in general. Strategic projects offer a great opportunity to address that issue.

The **distribution of the budget between PANORAMED implementation and the SP financed under the Axis 4 can also raise some interrogations that underline a certain perception of PANORAMED as just a preparatory action to the SP**. About 34% (the initial forecast was 40%) of the total 23 million euros was spent on PANORAMED platform costs, which could be seen as an inefficient use of resources if we consider that the implementation of SP would be at the core of the governance axis. The budget reduction, which was recently approved, demonstrates the unanimous acknowledgement that the first forecast was not fully accurate. Nevertheless, the critical views on this matter add to the mentioned lengthy initial phase of definition (as described in chapter 2.1), supporting the impression of some misunderstandings or multiple understandings on the scope of PANORAMED, its role in the Axis 4 and more generally in the programme architecture.

As in any other project, some countries have limited intervention (and assigned budget) in producing the deliverables, mostly participating as a country, to vote on the proposals that are adopted. This may be perceived as redundant, since the 12 countries are already participating in the INTERREG MED Monitoring Committee, using the funds for Technical Assistance. Considering that, in the end, it is the Monitoring Committee that confirms, rejects or modifies the PANORAMED proposals, and that those moments are occasionally coupled

with the PANORAMED meetings, some economy of scale could be foreseen, allowing a more balanced distribution of financing towards the SP.

The **participation of the countries from the southern shore**, directly in the projects or through articulation with ENI MED or the other Associated Partners was not ensured. The Mediterranean ambition required for stronger integration of those territories, in a logic of sea basin, to effectively respond to challenges that cannot be treated leaving one of the Mediterranean margins out of the equation.

Innovation was included as a theme too late to allow the best development and the much-needed cross-pollination between the thematic working groups. At the same time, its rapid progress demonstrates that lessons learnt in the process were useful to improve the TWG implementation.

EPPUR SI MUOVE (AND YET, IT MOVES)

Mainstreaming started with some very conceptual approach and moved on to experimentation, and this fed into the setting up of the SP and the second generation of HP. It provided methodological elements that were exported, for example, to the design of the Alpine Strategy (ALPGOV2 project) and integrated into the structure of the Interreg MED 21-27. Through the Mainstreaming activities, PANORAMED built technical and methodological know-how for transferring and capitalisation useful at all levels, in particular for the HP: HP have integrated, at least partially, the prerequisite to identify needs, givers, takers, and to shape the deliverables to better respond to those needs, in other words, a more “client-oriented approach”.

The overall process of developing the **Gaps and Growth Opportunities Reports**, the drafting of the **Key Policy Papers** and the **Terms of Reference for the SP** is mostly considered as very positive. Through the involvement of external experts and important mobilisation at regional and national levels, it clearly outlined opportunities and targets, even if the scale of what was done was quite reliant on what each country attempted. They also helped to taper the initial lack of definition on target groups and stakeholders. However, they should have been followed up and accompanied by tangible actions of liaising. At this point, the GGOR and the KPP should now evolve and be updated.

The **SP** also represent an achievement, although the enthusiasm is tempered by the fact that they are still under development, being pressed by the time constraints and that the analysis of their performance also varies on the thematic. The process to elaborate the Terms of Reference, allowed tangible cooperation between the partners, the mapping of contexts and needs, in a very coherent process, stemming from the identification concluded by the GGOR. The lack of definition represented, at least in some cases, a relative overlapping with the HP and mainstreaming, while they can look much like big MP with institutional partners rather than “strategic” actions. At this moment, they are being pressed by the time constraints to deploy their actions, whereas, by their nature, SP would have required a longer implementation time.

At the same time, being just 6, it would be easier and expectable to have stronger support and connection to the higher level. SP, for their partnership and scope, are also confronted

with the different contexts of the countries (e.g.: depending on the issues, thematic clusters can be very important in some countries, while in others, clusters have a stronger geographical nature or are less mature). Regardless of the concrete challenges associated with their implementation, the SP brought the participating institutions closer, providing examples and ideas to all the countries that then had the opportunity to irrigate their own ecosystem. Furthermore, at least for some, there's huge potential to deliver transnational solutions.

The sequential approach of increased definition and operationality coupled with the involvement of the policy level underlying the setting up and implementation of the SP appears as worthwhile and valuable, particularly since **the sustainability of project results and follow up activities are closely related to the activities of the SP** funded under the Governance axis.

More generally, **PANORAMED broke some of the hardened logic of participation in cooperation projects**. It brought the national level to the European Territorial Cooperation projects, encouraged the exchanges between different layers of the governance and allowed new geometries of cooperation to emerge in the sense that “we almost always cooperate with the same ones, and we are almost always the same ones cooperating”. At a national level, at least in some countries, it managed to stimulate the **creation of informal groups of technical organisations and individuals on different thematic terms with the purpose of better coordinating and streamlining national activities in these fields**.

By compelling the interaction between representatives of policy level and operational level in different ways, it allowed both dimensions to better know the programme and provided them with the knowledge on how each other works. Actions like the “innovation camp” brought actors together and facilitated the forging of innovation consortia between partners who have some affinity.

The lengthy first stage of the project, dedicated to the definition and clarification of concepts and methodologies, ended up delivering a lot of materials that didn't have much visibility. Nevertheless, they constitute **relevant sources of information and knowledge for the future**. Such is the case of the liaising roadmap, which was not followed up in this programming, but constitutes a valuable vademecum.

Finally, the setting of the “PANORAMED Dialogues” is already considered as a positive movement, with all the conditions to have a tangible impact in the near future, following the good feedback received by the “Stocking Paper of Panoramed and the way ahead”, presented at the MED annual event in 2020, and the MED Positioning Paper in the elaboration and expected to be adopted by the end of 2021.

8.5.2 Recommendations

ON THE PANORAMED PARTNERSHIP



Concentrate the directly involved **partnership to have a manageable agile group**. This core group should then articulate with national committees, allowing the discussion, technical and policy work prior to steering committees and, afterwards, in the connection to more territorial and operational levels.



The **leadership of the project should be voted** (the most viable solution in view of neutrality) and the coordination of the project should be accompanied by a transnational JS-type team (ideally the MED's own JS).



Define the good mandatory skills for the individuals participating in the project management: it is essential to have the capacity of facilitation and group management together with the knowledge of the Mediterranean challenges and institutional contexts. Allow these individuals the right time to engage in the project and develop all the activities.



Increase the responsibility for the partners that don't demonstrate the necessary engagement, creating exclusion clauses, compliance control mechanisms, self-regulatory mechanisms. Recovering money and tasks when things don't move forward.



The MED programme itself should assume a more decisive role (represented by the JS/MA). It is the ideal instrument to assure an assistance mechanism to the project implementation but also tasks like liaising.



The role of associated partners must be clear from the beginning and their participation must be integrated from the start. Associated Partners, like INTERACT have the capacity to bring people and different levels together but, afterwards, it is the Member States' incumbency to irrigate policies, strategies and decisions. The Member States, being involved in different Programmes and levels of governance, occupy a keen position to assume this liaising role, taking advantage of the articulation with the associated partners.

ON THE PROJECT IMPLEMENTATION



Guarantee the **participation of the regions in a balanced way**. Develop the most adequate format for including the regions in the project implementation, adapting to the different governance models of the countries.



Reduce the number of WP. With 10 WP, it is difficult for a partner to follow each one of them. A **project structure based on objectives instead of WP** may help but it has to keep some concision to allow at least a minimum involvement and follow up of all the partners in all the activities.



The **management of the project should be associated with collective intelligence** and the management of meetings and group facilitation should be improved. Promote better coordination with more agile governance. Necessary to better level out the first lines of decision to effectively speed up the decision-making process and problem-solving.



A project of this size must have **financial and administrative autonomy to approve amendments**. This autonomy is essential to survive the scale of interests that is natural at the scale of the MED. To assure it, working on the previous concertation to pave the way for acceptance may be a solution, but the importance is that a project of this scale cannot be blocked.



Promote the **sharing of the information in all the programme languages**, to widen the audience.



Reinforce the interventions at a national level to irrigate the actions for change at the government level, promoting shifts in the way the Public Administration envisages cooperation and organises its resources.

ON THE PROGRAMME ARCHITECTURE



Ensure the connection of all the three dimensions: policy, project community, cooperation projects (that correspond roughly to what would be in the current MED architecture PANORAMED, the HP and the MP). Coherence is important and requires a good definition of the different types of projects/actions, to prevent overlaps and redundancies between, for example, the SP and HP. The simplest way can pass is by having the same structure covering the three levels in each objective. However, there can be alternatives to address themes not tackled by the MP if “ground wires” are established to assure the connection to the territory and, in the other sense, for the results of the MP to transit through the HP to the policy level.



Move away from the WP logic and design the project work plan based on the objectives instead. In practical terms, it would mean the identification of a few sets of operational specific objectives to structure the overall actions of the projects, instead of grouping the actions according to their scope (as is today the case with WP on management and coordination, communication, or others). This would allow stronger complementarity between actions, the partners’ roles, and increased transversality. **Collectively define a desirable future and then move on to the exercise on how to get there.** This concerted goal should then influence the minimum common basis from which would stem the activities, stakeholders, target groups, etc. Overcoming the WP logic also contributes to a less constraining sequential organisation, that today relegates capitalisation and transferring to the final stages of the projects while they could (and should) be considered from the beginning. In a project like PANORAMED, this approach, based on testing solutions for

common challenges, allows tackling the governance issues in other ways than the mediation and negotiation between the State's decisions/specific interests.



Create the conditions for increased participation of IPA countries. When there are no institutions participating in the projects, at least as associated partners, bring actors from those countries to the main events of the projects, to allow them to learn and share their experience and afterwards introduce it in the national institutions. IPA must be fully involved, taking into consideration the options and the different realities of context and resources of these countries (from the budget to the choice of thematic priorities).



Similarly, develop the tools to **include the participants from the South Mediterranean in a concrete and effective way.**



Approach other Programmes to develop a strong and enlarged sea basin coverage. It can be promoted in a very concrete way by testing a joint call on one specific issue, articulating each programme's rules, priorities, and context.



Ensure that the SP have some continuity. Their uptake is essential to guarantee the sustainability and perennity of the programme results.



Clarify the links between the MP and the HP from the beginning. The relation between both types of projects must be integrated from the application phase. The mutual obligations should be stated so that also the new actors in MED projects can understand and adapt to the specificity of the programme architecture. Some types of actions could be included by default in the standard projects workplan. Develop guidelines, mandatory actions to all projects in terms of transferring to prompt and facilitate the consideration of that dimension from the designing phase of the project. As with communication, establish the conditions to integrate into the project conception of its usability outside the "INTERREG bubble". They should identify a strategy for the spillover of the results from the very beginning, some kind of "business plan" for the projects.



Establish good timing. **The different blocks of the programme architecture have to be functional at different and coordinated moments.** The policy platform should be the first to be set up, then the thematic communities and finally the MP.



Foresee an instance like the PANORAMED coordination mechanism to **allow regular, structured exchanges, under the coordination of a person in charge of the orchestra.**



Harmonise and coordinate the agenda of key events among HP in order not to overlap. Establish a shared calendar to foster joint participation and dissemination of main events and analyse the possibility to merge or combine them.



Take farther the inclusion of the external looks on the specific themes, by including, for example, external expertise in the selection of the projects. That could help choose those applications more in line with the trends and needs of the sector and the territories.



Launch regular specific calls for the post-project phase. That would be useful to support HP in taking further the results of the MP. The idea would be to include the possibility for transferring and capitalisation-oriented actions, in the aftermath of the MP, where some of the partners from MP would help in the transferring of the achieved results.



Preserve the nomenclature from one programming period to the following.

8.7 WORD CAFÉ CONCLUSIONS

The information provided in the following sub-chapter is the mere collection of the results of the debates held in all the rooms and in all the rounds of the world café.

8.7.1 On Governance

The definition of the partnership is critical (it is too difficult to manage wider consortiums). Therefore, PANORAMED shall work with a smaller operational partnership and then create *ad hoc* groups to complement the partnership action. This implies building trust between all the territories (namely, from the small territories towards the bigger ones). The structures of Country Coordinators with stronger competencies and intervention could be a good solution to this type of articulation.

The individual/national agendas may limit the effectiveness of PANORAMED actions. To overcome the individual agendas, these should be shared to allow the identification of the few aspects where there is less competition between territories and where cooperation is possible. From there, define common and shared goals for the MED area. Afterwards, decline them at a regional level and adapt the means to achieve them. Open PANORAMED to all the relevant goals for the MED area, without losing the focus on the most relevant challenges (focus can be "ensured" at the smaller levels, like national and regional).

Conceive PANORAMED as a governance platform to act as a "broker" connecting partners and all countries/organisations that follow common interests. This creates a higher potential for capitalisation of policies and other results.

On the other hand, INTERREG MED and the mainstreaming programmes are implemented in parallel, during the same timeframe. Since both operate at the same time, it becomes harder to deliver any results from PANORAMED on time and due form for their mainstreaming. To cope with that, PANORAMED should be an umbrella that covers the initiatives and authorities operating in the MED, transferring their results between them.

The difficulties in the linkage between levels and actors is also a consequence of speaking different languages (the same concept is understood differently depending on who's addressing it). In that sense, have a good list of the good actors to involve and clarify the meaning of each issue assuring that everyone has a similar understanding of the concepts.

Need for a greater geographical focus to integrate the role of non-EU partners and to give greater involvement to IPA countries in terms of activities and resources.

A more sectorial project architecture enables the engagement of different partners at different levels (all suitable authorities including regional and local levels, universities and others) around a common objective, creating a wider and focused mutual learning exchange.

Further integrate the user-led approach in the architecture design from the beginning (definition of objectives, logics, etc) to facilitate the understanding and involvement of the participants.

Take into account the partners' expectations and the way to manage them to avoid their demobilisation.

Have a clear vision/definition of the work expected from the partners and other PANORAMED actors, like the strategic projects or the associated partners, (and clearly communicate it to them). Namely, the ToR and partnership agreements must be clear in defining what each actor should/need to do.

Reinforce the integration of the strategic, horizontal and modular projects with PANORAMED strategy and results.

Need to find the best balance between the different levels of the governance partners that have to cooperate.

Consider both the need for multilevel integration and optimal coordination between the different territorial levels of government and transversal (horizontal) integration between productive sectors and social and territorial needs.

PANORAMED addresses/impacts different geographical levels within the MED area, and this is only possible if working closely with other programmes and if very aware of the specificities of the participant countries.

The main challenge is being able to join forces with all the other initiatives with impact in the MED area that are addressing the same issues. PANORAMED has to be aligned and contribute to shape (and be shaped) the main specific governance frameworks like the UfM, maritime framework, the new paper of the Commission on the cooperation with the non-EU countries, the macro-region strategies and the national/regional specific contexts in the MED area.

It will be very difficult to improve the current governance efficiency degree. The current governance of PANORAMED is much more efficient than the one defined in the application form. Thus, it is essential to uptake the lessons learned.

8.7.2 On Impact

Liaising is very important to reach the whole MED and to foster cooperation with non-EU countries (enabling also the possibility of readdressing the impact of the PANORAMED action, when needed). PANORAMED should promote initiatives aiming to create synergies with the other programmes and other key stakeholders in the MED area.

Similarly, strategic projects should also be considered for the purpose of generating greater impact, for example, harmonising the calendars of the different PANORAMED elements (type of projects) and focusing on thematic interests. This enables a focus and concentration that can foster more impact at different levels, including the policy-making level.

It is crucial to secure the adoption of the results at a policy level.

The PANORAMED Dialogues is the kind of event that can increase the impact of the policy papers.

Another important aspect to increase the impact relies on the inclusion of the right representatives, that is to say, those that are committed. To create this commitment, it is necessary to integrate the possibility of “mobilisation actions” aiming to increase ownership and, in this way, better reach policymakers. Real partnership work will increase impact.

8.7.3 On Transferability

Transferability relates to the efficiency/success of the previous items (governance and impact).

Liaising is a crucial activity to reach the MED policy instruments, strategies and main actors and ensure the uptake of the results to those levels. Hence, liaising should assure a better knowledge of the specificities of the participant areas in order to define the best way of transferring the project results.

Partners themselves, have also a key role in transferring the PANORAMED results within their own countries (for IPA countries it's more difficult because of the limited budget available for that).

To improve the efficacy of the transferability activities, there's the need to clearly define what, when and how to transfer (to get the endorsement) of the results by national/regional activities and mainstreaming programmes.

There's also the need to share the information and experience of how the other partners are doing it.

Create the conditions for each partner to adapt the thematic scope and be open to other fields and themes to make it easier to respond to each territory's needs. That way, partners can find real interest and increase adhesion.

The project budget shall include an amount for the consolidation of activities (a sharing period) that allows to make the follow-up and gain more mainstreaming potential.

The project could include a financial package for technical assistance, to constitute a pool of experts and allow each partner to include the technical assistance of one expert in the application.

PANORAMED should gain a more “political” dimension (especially at the national/regional level) to be able to transfer its immaterial dimension and not only its tangible outputs (like the policy papers). For example, the fact that it was an innovative experience that has allowed to develop the current deliverable and results, but also to promote new partnerships, better networking and better knowledge of the MED institutions, areas, specificities and challenges.

The potential for transferability also depends on the identification of “good actors” to be engaged from the beginning.

The promotion of big live events (an intermediary and a final) could help to foster a wide exchange, multiply mutual learning and create a “Team spirit” among partners/participants.

8.7.4 Additional Notes

It could be perilous to consider liaising as the main tool of PANORAMED to improve governance, impact and transferability. It is very important but it’s not the only solution.

Different kinds of participants, commitment, knowledge about Interreg programmes and involvement seems to be stressing factors for the governance efficiency.

No clear vision about what must be transferred and when, since the programmes/policy instruments are all finishing their contents – it is complicated to include now what will only come out from PANORAMED at the end.

PANORAMED is a project that began with no recognition and no ownership (it wasn’t relevant for the decision makers of the MED area) but it was capable of improving the networking of MED authorities and relevant actors and it is currently recognised for it.