1. Basic Information
1.1 Désirée number: PL0003.01
1.2 Title: Establishing the Integrated Cadastral System (ICS)
1.3 Sector: Administration - Twinning code: PL2000/IB/JH01
1.4 Location: Poland

2. Objectives
2.1 Wider objective:
Improving efficiency of public bodies in the field of registration of real estate property rights and in providing complex information about real estate for legal, economical and fiscal purposes.

2.2. Immediate objectives:
1. Developing an integrating electronic platform for 3 existing databases: the land and building register (National General Land Surveyor, Ministry of Internal Affairs and Administration), land and mortgage register (District courts, Ministry of Justice), and property tax register (Local tax administration, Ministry of Finance).
2. Developing the methodology of adaptation of land and building register to the Integrated Cadastral System.
3. Improved operation of land and mortgage registers through development and implementation of the electronic land and mortgage register software in strategic centres and software for automating operations of land and mortgage register divisions in common courts. Implementing these software systems and starting data migration in 24 strategic land and mortgage register divisions, aimed to improve efficiency of cases processing and to start process of creation of data sets that facilitate implementation of the developed mechanisms within the Integrated Cadastral System.
4. Adapting the tax system to the solutions adapted in the EU Member States and reinforcing the tax administration to ensure effective property tax collection. Based on conducted pilot programs, developing of methodology of local tax register modernisation being integrated component of the Integrated Cadastral System, and developing of training system including curriculum, for personnel of the local tax administration.

2.3 Accession Partnership and NPAA priorities
The objectives are in compliance with the short-term priority of the AP concerning Economic Criteria, i.e: “improve functioning of land market and accelerate development of property register”. The wider objective also refers to some other priorities:
– medium-term priority concerning Justice and home affairs: "further upgrade law enforcement bodies and judiciary (staff numbers, training, equipment)";
– medium-term priority concerning Internal Market - Taxation: "implement national strategy for the improvement of tax and revenue collection and reinforce tax administration and control procedures";
The wider objective is in compliance with the priorities contained in the "National Program of Preparation for EU Membership" including:
– improvement of the functioning of the system of common courts in Poland (point 1.1.1.), inter alia, introduction of IT into the system of justice and reform of the court administration system;
– priority "Transforming land and building register into cadastral register" (point 3.10.1);
– priority "Change of property tax system" (point 3.3.2.3);
– priority "Modernisation of tax administration" (point 3.3.2.4).

2.4 Contribution to National Development Plan: n.a.

2.5 Cross border impact: n.a.

3. Description
3.1 Background and justification:
The social and economical transformations that took place in Poland after 1989 and resulted in the adoption of the new Constitution in 1997 caused that property right and its protection had become a prominent value. In result, the issue of developing a land administrating system allowing safe real estate trade and access to correct information have become important.
At present, there are three registers that relate to different aspects of real estate: the land and mortgage register, the land and building register, and the property tax register.
The land and mortgage register is a public register that is kept by courts and targeted on determination of the legal status of real estate. Data contained in the register are guaranteed by the State and constitute basic information for safe real estate trade. The Minister of Justice supervises administrative aspects of operating this register.

The land and building register has an informative character. The register serves to disclose factual data on land and buildings and contains - replicated from the land and mortgage register - data concerning their owners and enable the State to fulfil the tasks relating to management of land resources. The register is run by district authorities (Polish: starostowie) within so-called file areas. The National General Land Surveyor subordinated to the Minister of Interior and Administration supervises this register.

The property tax register serves the purpose of assessing and collecting property taxes. After modernisation, it will lay the foundation to develop and implement the taxation of real estate based on its value (ad valorem system). The property tax register is kept by local (communities) tax agencies and supervised by the Minister of Finance.

Although having significant distinct features, the above-mentioned registers are mutually related on the basis of mutual data exchange: data about ownership and usufruct of real estate are transferred from land and mortgage register to land and buildings register; data about changes in land and buildings register connected with real estate partition, integration, and border change are transferred from land and building register to land and mortgage register; data from land and building register are transferred to property tax register.

The Polish Government has started activities in order to establish an Integrated Cadastral System that will synchronise all available data concerning real estate. A Group for Preparing the Governmental Program of Cadastral System Development has been appointed. The above mentioned programme, which is to be prepared, is aimed at: creation of conditions for the rational land resources management, reinforcement of the land and mortgage register’s role in protection of property rights in real estates, development of the real estate market through improving safety of the mortgaged credits granting, and creation of opportunities to implement tax on real estates based on their value.

The integrated system will create opportunities for more intensive economic growth, will facilitate new investments and can be a stimulating factor for rural areas development.

This project will contain three components:
1. Developing the principles of access to databases of the land and building register and the procedures for data exchange with land and mortgage register and property tax register
2. Introduction of IT to land and mortgage register, and
3. Modernisation of the property tax register

3.2 Linked activities:
1. Relation with previous PHARE activities
The subproject constitutes the continuation of the European Union aid programme for the Polish Geodetic and Cartographic Service to support and improve the land cadastre in Poland:
- Program PL9312-05-06 “Supporting and improving the land cadastre for rural areas” Budget allocation: 0,435 million ECU, project completed.
- Program PL 9206 “Land Information System – Technical Assistance Program in Poland”; Budget allocation: 5 million ECU, project completed.
- PHARE COP 98 – Improving the efficiency of the system of Justice (3 million ECU)
This comprehensive project provides for numerous actions (delivering expertise, preparing and conducting training programmes, introducing IT) in various areas of the justice system. The project started in a spring 1999 and is being implemented under the twinning agreement with the French Ministry of Justice.

2. Relation with other activities
- The Project MATRA MAT99/PL/9/2: “Streaming of Cadastral Information in Poland”. This project is at the moment in the phase of drafting and a final decision concerning its implementation will be made by the Dutch Government by the end of March 2000. For the implementation of the programme in 2000 an amount of approximately 350,000 EURO has been stipulated.
- The German Foundation for International Legal Co-operation. The Foundation was deeply involved in the initial activities of the Ministry of Justice in the field of training for judiciary in EU law. Besides it organises the monthly study visits in German courts for Polish judges.
The French Ministry of Justice. An agreement of February 1997 provides for mutual co-operation including exchange of information on legal provisions – both national and European, assistance by drafting new legislation, strengthening of bilateral legal co-operation, common training activities and study visits.

The Dutch Ministry of Justice. Under an agreement of September 1996 the Dutch side renders assistance in legislation with the aim of approximation of the Polish law to EU legislation.

3.3 Results/Output

Developing the principles of access to databases of the land and building register and the procedures for data exchange with land and mortgage register and property tax register

− development of interface linking data bases of land and building register with land and mortgage register and property tax register, including prepared changes of legislation on organisation and operation of the ICS, in particular statutory regulation of the operation principles of the ICS and amendments to the Law on land surveying and cartography with its executive acts concerning operation of the land and building register and linking this register with other subsystems and public registers;
− development of principles of the mass real estate appraisal;
− elimination of existing discrepancies between land and building register and land and mortgage register to facilitate implementing the common land and mortgage register;
− improvement of the accessibility to real estate database, thus creating the foundation to rational real estate management and implementation of the property tax register.

Introduction of IT to land and mortgage register divisions of the courts

The IT land and mortgage register system (i.e. relevant technical infrastructure and prepared legal framework) operating in 24 strategic land and mortgage divisions of the courts will be a final product of the project. The system, in particular, will:
− shorten time of proceedings in the land and mortgage register divisions and allow to eliminate existing backlog;
− facilitate for accessing real estate data collected in the existing data bases and in consequence, it will stimulate real estate trade and improve its safety and facilitate access to mortgage credit and mortgage banks' growth.

Modernisation of the property tax register

− tested computer application;
− developed take-over system of data in form of manual;
− trained personnel of the pilot centres;
− prepared training system for communities’ employees (training materials).

3.4 Activities/Input

1. Twinning

Twinning will cover all three components of the project and shall include:

• long-term expert (PAA) for complex co-ordination of the venture progress within all three components. The expert will be contracted for at least two years.

The expert should have IT or legal background and experience in designing, implementation and operation of IT real estates register systems. He/she will be situated in the Ministry of Internal Affairs and Administration and will assist the chairman of the Steering Committee;

• participation of short- and medium-term experts (legal and on IT) aimed at work-out of the certain detailed issues or appraisal of the solutions prepared by the Polish side, concerning:
− geodesy and cartography and cadastral law (the MIA&A component);
− land and mortgage register law (the MJ component);
− ad valorem tax (the MF component);
− IT methodology concerning implementation of analogous systems (all components).

It is assumed that the following number of foreign experts’ missions will be needed within individual components of the project:

1st Component:
− 8 short-term missions of two experts in the subject of establishment of the principles of access to L&BR databases,
- 3 short-term missions of **one expert** in the subject of defining formula of the electronic data exchange between L&BR and L&MR,
- 3 short-term missions of **one expert** in the subject of defining formula of the electronic data exchange between L&BR and property tax register,
- 7 short-term missions of **three experts** in the subject of mass appraisal of real estates properties.

**2nd Component:**
- 9 short-term missions of **two legal experts**,  
- 14 short-term missions of **two IT experts**.

**3rd Component:**
- medium term mission of **one expert** (or two short-term missions) in the subject of *ad valorem* tax.
  - organising the practices and study visits (component of MIA&A): 3 study visits in Member States in the subject of establishment of the principles of access to LBR databases, defining formula of the electronic data exchange between L&BR and L&MR, defining formula of the electronic data exchange between L&BR and property tax register, mass appraisal of real estates properties.

2. **Technical Assistance**
- organising and delivery of training courses for future users of ICS
  **1st Component:** 4 one-week training courses for personnel of GUGiK, local authorities, real estate assessors in the pilot centres (ca. 125 persons altogether).
  **2nd Component:**
  - 1 one-week training course for judges and senior clerks of justice participating in pilot implementation (ca.20 persons);  
  - 1 one-week training course for administrative staff participating in pilot implementation (ca.75 persons);  
  - 10 cycles of 2 one-week training courses for judges and senior clerks of justice in the courts where the IT L&MR is to be implemented in the phase II of the project (ca.213 persons);  
  - 30 cycles of 2 one-week training courses for administrative staff in the courts where the IT L&MR is to be implemented in the phase II of the project (ca. 647 persons).
  **3rd Component:** one week training course for communities’ staff of the pilot phase.
  - preparing training materials (all components)

3. **Investment inputs**
  **1st Component**
  - purchase of hardware for pilot centres  
  - purchase of specialised software (ensuring access to various land and building register’s systems; establishing digital data exchange platform between land and building register, land and mortgage register and property tax register)
  **2nd Component**
  - purchase of the specialised software (the IT land and mortgage register system; the office support system for the land and mortgage register divisions  
  - purchase of hardware for software testing, pilot implementation in five selected land and mortgage register divisions and in the centre of Ministry of Justice as well as for implementation in 24 selected land and mortgage register divisions of the courts
  **3rd Component**
  - purchase of hardware  
  - purchase of specialised software

4. **Institutional framework:**
The project will be implemented by the existing Co-ordinating Group appointed by the Prime Minister of the Polish Government, in his Resolution No.13 of 18 March 1989 and as a co-ordinated venture of the three components:  
- **Minister of Internal Affairs and Administration (National General Land Surveyor - Department of the Real Estate Cadastre)** - establishing the mechanisms of the Integrated Cadastre System.
• Minister of Justice (Department - Centre of National Court Registers and IT) - computerising the land and mortgage register system as well as participation in developing the mechanisms of the Integrated Cadastral System.
• Minister of Finance (Department of Local Taxes and Cadastre) - establishing the mechanisms of the Integrated Cadastral System pertaining modernisation of property tax register.

The assets purchased within the investment part of the project will become property of:

1st Component
- hardware: State Treasury - district offices participating in the project,
- software: State Treasury – Head Office of National General Land Surveyor which will grant free of charge licence to district offices and - in respect to software linking the remaining components of the ICS - to the district courts and communes.

2nd Component
- hardware: State Treasury - Ministry of Justice and the district courts participating in the project
- software: State Treasury – Ministry of Justice which will grant free of charge licence to the courts.

3rd Component
- hardware: communes participating in the project,
- software: State Treasury – Ministry of Finance, which will grant free of charge licence to the communes.

5. Budget (in million EURO):

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<th>Component</th>
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<td>Technical assistance contract (training, preparing training materials)</td>
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<td>6.15</td>
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</table>

The Polish authorities have assured that the Government co-financing is available either through the reserve budget foreseen specifically by the Ministry of Finance for this purpose each year, or directly through the budget of the relevant Ministry.

6. Implementation arrangements:

6.1 Implementing Agency:
PAO: P. Samecki, Undersecretary of State at the Office of the Committee for European Integration
Al. Ujazdowskie 9, Warsaw. Tel.: 4822 694 75 42, 4822 694 7195, 4822 694 6064. FAX: 4822 694 7194, 4822 625 0380. CFCU: Foundation “Cooperation Fund”, 6/12 Nowy Swiat St., 00-400 Warsaw.
The CFCU is responsible for handling tendering, contracting and payments of contracts on behalf of the Ministries of Finance, of Internal Affairs and Administration, and of Justice which shall be responsible for preparing projects and managing their technical implementation.

6.2 Twinning
The implementation of the Institution Building part of the project (with a budget of 3,9 millions EURO from PHARE) will go on within the twinning agreement (2 millions EURO) and technical assistance (1,9 millions EURO).

One twinning agreement is envisaged to be concluded with an institution from a Member State responsible for real estate registers in its country.

Twinning will cover all three components of the project and shall include:

• long-term expert (PAA) for complex co-ordination of the venture progress within all three components. He/she will be situated in the Ministry of Internal Affairs and Administration and will assist the chairman of the Steering Committee;
• short- and medium-term experts;
• practices and study visits - beneficiary MIA&A;

Technical assistance will cover all three components of the project and shall include:

• training courses – beneficiaries MIA&A, MJ, MF;
• preparing training materials and others.

Contact persons:
Rafal Czubik, Deputy Director of the CORSiIR Department in the Ministry of Justice,
Zbigniew Branowski, Deputy Director of the Department of Real Estate Cadastre in the Head Office of Geodesy and Cartography,
Justyna Przekopiak, Expert in the Department of Local Taxes and Cadastre in the Ministry of Finance.

6.3 Non standard aspects: n.a.

6.4 Contracts
Below are listed the contracts to be concluded within the project:

• the Institution Building part of the project:
  - 1 twinning agreement – 2.0 million EURO;
  - technical assistance - 1 contract – 1,9 million EURO;
• developing the software within the component I (MIA&A) - 2 contracts - 1.0 million EURO;
• developing the software within the component II (MJ) - 2 contracts - 1,7 million EURO;
• developing the software within the component III (MF) - 1 contract - 0,32 million EURO;
• purchase of the hardware to be used for all components in the pilot centres - 1 contract - 1,1 million EURO,
• purchase of the hardware to be used for system implementation in 24 land and mortgage register divisions of the courts - 1 contract - 3,5 million EURO.

7. Implementation schedule:
- start of tendering: begin of 2001
- start of project activity: begin of 2001
- project completion: mid 2003.

8. Equal opportunities:
The benefits from implementation of this project will effect all employees of the bodies involved, regardless of their sex. Participation in the project is based upon individual professional qualifications and experience only.

10. Rate of return: n.a.
11. Investment criteria: n.a.
12. Conditionality and sequencing: The twinning must be concluded and started first and the system design be developed before purchase of the equipment.
### LOGFRAME PLANNING MATRIX FOR PROGRAM (I)

<table>
<thead>
<tr>
<th>Program #</th>
<th>PL 2000</th>
<th>Program title</th>
<th>Integrated Cadastral System (ICS)</th>
<th>Date of drafting</th>
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#### Wider objective
- Increasing the effectiveness of public authorities in the field of registration of rights on real property and delivery of information on real property for legal, economic, fiscal and other purposes.

<table>
<thead>
<tr>
<th>Indicators of achievement</th>
<th>Sources of information</th>
<th>Assumptions and risks</th>
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- 1. Better access to the data bases on real property;
- 2. Improved safety of legal and economic turnover;
- 3. Development of real property market;

- 1. Government policy papers;
- 2. Governmental bodies’ reports;
- 3. National and international surveys;
- 4. Court statistics;

- 1. Continuation of governmental policy regarding EU accession;
- 2. Continuation of reform of judicial system;
- 3. Securing sufficient funds in national budget;
- 4. Conclusion of the twinning agreement with the appropriate institution of UE Member State

#### Immediate objectives

1. Integration of different registers of real property into a coherent and synchronised electronic system providing for the exchange of information between all the elements of the system (Integrated Cadastral System - ICS)
2. Improving the operation of the land and building register as an element of ICS
3. Improving operation of land and mortgage registers in the courts as an element of ICS
4. Improving the tax administration and tax evidence as an element of ICS;

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<th>Indicators of achievement</th>
<th>Sources of information</th>
<th>Assumptions and risks</th>
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- 1. Shortening the average duration of waiting for delivery of information aggregated in the data bases on real property;
- 2. Updated and identical data on real property in all different registers secured;
- 3. Speeding up proceedings in the land and mortgage register divisions of the courts as well as liquidation of existing case backlogs;
- 4. Process of tax collection by self-government streamlined;

- 1. Government policy papers;
- 2. Governmental bodies’ reports;
- 3. National and international surveys;
- 4. Court statistics;

- 1. High qualified experts (legal and on IT) available;
- 2. Necessary funds available;
- 3. Individual elements of ICS developed to the similar technological level;
- 4. Stabilisation of staff responsible for running ICS and individual registers.

#### Results of project

1. Developed interface linking data basis of all components of ICS;2. Electronic land and mortgage register in operation in 24 L&M Register Divisions of the courts;
3. Modernised property tax register gone through tests and ready to implementation;
4. Developed principles of the mass real estate appraisal;
5. Legal framework required for operation of ICS and individual registers prepared.

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<thead>
<tr>
<th>Indicators of achievement</th>
<th>Sources of information</th>
<th>Assumptions and risks</th>
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- 1. Smooth exchange of information between the individual elements of ICS;
- 2. Set up of technical infrastructure required for operation of ICS and individual registers;
- 3. Relevant legal acts passed or drafted;
- 4. Relevant staff in administration, courts and tax administration trained and well prepared to run ICS and individual registers.

- 1. Government policy papers;
- 2. Governmental bodies’ reports;
- 3. National and international surveys;
- 4. Court statistics;
- 5. Statistics on self-government’ revenues;
- 6. Reports on implementation of the project (by institutions involved in its implementation).

- 1. High qualified experts (legal and on IT) available;
- 2. Sufficient financial means available;
- 3. Individual elements of ICS developed to the similar technological level;
- 4. Stabilisation of staff responsible for running ICS and individual registers.

#### Inputs
- long-term expert from EU Member State, other experts from UE Member States and Poland, workshops, seminars, study visits, training materials, software and hardware, office and logistic back-up located in institutions involved in the implementation of the project.
### Annex 2: IMPLEMENTATION SCHEDULE OF THE PROGRAM (in semesters)

<table>
<thead>
<tr>
<th>Program title</th>
<th>Establishing the Integrated Cadastral System (ICS)</th>
<th>Date of drafting</th>
<th>Planning period</th>
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**Budget allocation**

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**Legend:** D = design of sub-projects / C = tendering and contracting / I = contract implementation and payment / DLP = liability period

### Annex 3 Cumulative Contracting and disbursement schedule of the program

<table>
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<th>Date of drafting</th>
<th>Planning period</th>
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