1. Basic information
1.1 Désirée number: PL0003.13
1.2 Title: Strengthen regional policy administration
1.3 Sector: Social and Economic Cohesion - Twinning code: PL2000/IB/OT02
1.4 Location: Poland

2. Objectives:
2.1 Wider objective:
To prepare institutional, administrative and budgetary structures in the regions for the future participation in the EU economic and social cohesion policy.

2.2 Immediate objective:
To enhance regional administration capacities with a view to participation in pre-accession and structural EU programmes and to elaborate Objective 1 type regional operational programme.

2.3 Accession Partnership and NPAA priority:
The project is in line with the AP and the NPPM and addresses short and medium-term priorities of the AP. In the short-term the priority is defined under the heading “Reinforcement of Administrative and Judicial Capacity, including management and control of EU funds” as “elaboration of the National Development Plan”. The AP has also a medium-term priority “economic and social cohesion” which underlines the need for “development of national policy for economic and social cohesion in the view of reducing GDP/cap gap with the EU average as well as addressing internal disparities; preparing for the implementation of regional programmes as well as Community initiatives; clarifying the organisation of the administrative structures dealing with structural policies; improving the budgetary system according to structural funds standards, including appraisal and evaluation”. The NPPM has a priority action on “creation of legal and institutional basis as well as mechanisms to monitor and control the regional policy in compliance with solutions adopted by the European Union”.

2.4 Contribution to the National Development Plan: see 2.3

2.5 Cross-border impact: n.a.

3. Description
3.1 Background and justification: On the accession to the EU, all Polish regions defined at the NUTS II level will be eligible for Structural Funds operations under Objective 1. National GDP per capita accounted for 37% of the EU average in 1998. Regional GDP per capita ranged between 25% of the EU average in the region of Lubelskie and 55% in the region of Mazowieckie. It is estimated that the national GDP per capita will exceed the threshold of 45% in the medium-term period.

According to Council Regulation 1260/99, the EU regions meeting Objective 1 criterion should submit a regional development plan. When some or all regions in the MS are below the 75% threshold, one national development plan may be submitted. Preparing for participation in EU structural policy, Poland will draw up National Development Plan based on the sectoral and regional strategies.

The National Development Plan, including the strategy and priorities for joint Community and national action will be implemented by means of a number of operational programmes. Some of them will address sectoral priorities across the national territory with management powers located at the central administration level. Regional operational programmes, complementary to the sectoral programmes, will address actions specific to the individual regions.

In the Polish administrative system, regional operational programmes will be prepared and managed by the newly established voivodship self-government, in co-operation with governmental administration, local authorities and economic and social partners. The public administration reform of 1999 has significantly changed the character and tasks of regional administration. The number of regions (voivodships) was reduced from 49 to 16, accompanied by setting up a dual structure of public administration at this level: voivodship self-government on the one hand and a state appointed Voivod on the other. The Voivod is responsible for the supervision of the activities of regional and local self-governments. The voivodship self-government’s responsibilities focus on regional development, which is implemented through the Marshal’s Office. This includes the responsibility for drawing up a regional development strategy which is underway in most regions.
The screening report for “regional policy and co-ordination of structural instruments” states that “(...) the applicant countries will have to have the institutional, administrative and budgetary capacity in place to participate in EU structural policy, (...) they will have to design and implement regional development plans, ensure close co-operation between the Commission, the competent national and regional authorities, economic and social partners, ensure proper monitoring, control and evaluation of programmes and projects, make the general public aware of Community co-financing”.

The project will seek to enhance the regional administration capacities by the development of Objective 1 type regional operational programmes. Assistance will be provided to regional authorities and their partners (governmental administration in the voivodship, sub-regional and local administration, economic and social partners) in view to active participation in EU Structural Funds.

The strategic objective of the project is elaboration of regional operational programmes for 11 Polish voivodships: Dolnoslaskie, Kujawsko-Pomorskie, Lubuskie, Łódzkie, Małopolskie, Mazowieckie, Opolskie, Pomorskie, Świętokrzyskie, Wielkopolskie, Zachodniopomorskie.

3.2 Linked activities:
Some institutional capacity building actions, limited to a number of regions, have been carried out within the framework of the Phare RAPID, STRUDER I, STRUDER II and INRED programmes. Support was provided mainly for regional development strategy formulation and institutional development.

Comprehensive actions aimed at preparation of Polish administration to the future participation in EU structural programmes have been initiated under Phare 98 Special Preparatory Programme for Structural Funds.

3.3 Results:
Socio-economic analysis of 11 regions (ex-ante evaluation) prepared; priorities of regional development identified; measures to implement chosen priorities selected; monitoring indicators for priorities and measures elaborated; selection criteria for the operations elaborated; projects under the measures identified; expertise prepared by MS experts ready; key projects prepared in each of the voivodships; integrated Objective 1 type regional operational programmes elaborated and approved by the regional authorities; regional and local administration staff trained on operational programme preparation, implementation and evaluation; regional and local administration staff trained on EU Structural Funds programmes and policies; social and economic partners trained on preparation of operational programmes; information campaign on the regional operational programme and EU’s involvement.

The expected impact of the project shall be strengthened by realisation of three other Phare 2000 projects focusing on enhancement of regional administration capacities in relation to participation in EU structural funds: monitoring and financial control, regional statistics and environmental impact assessment.

3.4 Activities:
The actions envisaged under the project, consisting of several subsequent stages, will be, in accordance with the rule of partnership, addressed both to the regional authorities as well as their administrative, economic and social partners at the regional and local level. Twinning assistance will focus on the process, rules and techniques of preparation of integrated Objective 1 type operational programmes, based on the methodology of EU regional policy and structural funds programming. It will include:
- support in drawing up comprehensive ex-ante evaluation of socio-economic situation in the region as basis for preparation of regional operational programme. It will include a description of the situation in terms of competitiveness, RTD and innovation, SMEs, environment, labour market and vocational training. The description of the current situation in all 11 voivodships will be used for the NDP.
- Choosing priorities of the operational programme, assessing their quantified targets and preparing ex-ante evaluation of the expected impact of these priorities”.
- identifying measures under each of the priority areas, taking account of ERDF, ESF, EAGGF and FIFG fields of intervention. Additionally, description of the measures, their aims and objectives as well as identification of potential beneficiaries will be prepared at this stage,
- elaboration of physical and financial monitoring indicators for priorities and measures,
- working out selection criteria for operations to be implemented within the framework of the measures.
- identifying concrete projects under each of the measures and preparing key projects,
- preparing financial tables for operational programmes matching with EU and national funds.

Activities undertaken under the project in each of 11 voivodships will follow the successive stages presented above. This implies crucial role of the PAAs (one per voivodship) with a profile that provides for experience with operational programmes in Objective 1 areas. PAAs will be supported by a number of medium- and short-term experts, specialising in the issues related to priority areas of the operational programme. Finally, it must be underlined that active participation of regional and local administration...
representatives as well as economic and social partners in all phases of the project will be crucial for attaining the defined objectives. The project will be realised via **twinning between** the Marshal's offices from the 11 Voivodships and an appropriate regional administration or institution dealing with regional development from a MS. Assistance will be provided to 11 voivodships in the form of training, studies, analysis, study visits and traineeships in MS institutions.

4. **Institutional framework:**
Each Marshal’s office will be responsible for preparing, implementing and monitoring the individual project. To ensure the co-ordination of the project at the voivodship level, Regional Monitoring Committees will be set up in each beneficiary voivodship. They will consist of the voivodship self-governmental and governmental administration representatives, twinned MS, regional and local partners. The newly established Ministry of Regional Development and Construction will be responsible for the overall co-ordination and supervision of the whole project, that will be supervised by the Monitoring Committee headed by a representative of the Ministry of Regional Development and Construction, including representatives of Marshal’s offices, Polish institutions involved in the project, Polish Phare co-ordinator, representatives of the EC and EC Delegation.

5. **Detailed budget:**

<table>
<thead>
<tr>
<th>Investment</th>
<th>IB</th>
<th>Total Phare I+IB</th>
<th>Recipient</th>
<th>IFI</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Twinning (11 twinning covenants with each the same inputs as below)</td>
<td>7.00</td>
<td>7.00</td>
<td>1.82</td>
<td>8.82</td>
<td></td>
</tr>
<tr>
<td>PAA (1 per region)</td>
<td>3.3</td>
<td>3.3</td>
<td>0.3</td>
<td>3.6</td>
<td></td>
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<tr>
<td>Medium- and short-term experts</td>
<td>1.53</td>
<td>1.53</td>
<td>0.84</td>
<td>2.37</td>
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<tr>
<td>Study visits in MS</td>
<td>0.99</td>
<td>0.99</td>
<td>0.3</td>
<td>1.29</td>
<td></td>
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<tr>
<td>Traineeships in MS administration</td>
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<td>0.55</td>
<td>0.02</td>
<td>0.57</td>
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<tr>
<td>Training</td>
<td>0.33</td>
<td>0.33</td>
<td>0.16</td>
<td>0.49</td>
<td></td>
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<tr>
<td>Promotional actions</td>
<td></td>
<td></td>
<td>0.2</td>
<td>0.2</td>
<td></td>
</tr>
<tr>
<td>Administrative costs of MS</td>
<td>0.3</td>
<td>0.3</td>
<td></td>
<td>0.3</td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>7.00</strong></td>
<td><strong>7.00</strong></td>
<td><strong>1.82</strong></td>
<td><strong>8.82</strong></td>
<td></td>
</tr>
</tbody>
</table>

The Polish authorities have assured that the Government cofinancing 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:**

**Implementation Agency:**
P AO: 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 Świat St., 00-400 Warsaw. The CFCU is responsible for handling tendering, contracting and payments of contracts on behalf of the Ministry of Regional Development and Construction which itself shall be responsible for preparing projects and managing their technical implementation.

**Twinning:**
The entire project will be implemented by means of **eleven twinning covenants**. The CFCU will be in charge of the financial management.

Contact person: Tomasz Kierzkowski, Ministry of Regional Development and Construction, Zurawia 4a, 00-503 Warszawa, Phone:(48/22)6935419, Fax:(48/22)6295073, E-mail: tomkie@mg.gov.pl

7. **Implementation schedule:**

7.1 Start of tendering: 10/2000
7.2 Start of project activity: 4/2001
7.3 Project completion: 12/2002

8. **Equal opportunity:** All actions of the project will respect equality between men and women.
9. **Environment:** n.a.
10. **Rates of return:** n.a.
11. **Investment criteria:** n.a.
12. **Conditionality and sequencing:** n.a.
<table>
<thead>
<tr>
<th>Programme Nr.</th>
<th>Project Title</th>
<th>Strengthen regional policy administration</th>
<th>Budget</th>
<th>Drafting</th>
<th>Planning</th>
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### Wider Objective

<table>
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<tr>
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<th>(2)</th>
<th>(3)</th>
<th>(4)</th>
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</thead>
<tbody>
<tr>
<td>To prepare institutional, administrative and budgetary structures in the regions for the future participation in the EU economic and social cohesion policy</td>
<td>Administrative system for programming, implementation, monitoring and control of EU structural programmes ready to operate. Fully developed concept of national policy on regional development formulated and accepted within the Government National Development Plan prepared. Mechanism of regional contract between the Government and the region. Involvement of partners in formulating and implementing regional policy</td>
<td>Polish accession documents and EU opinions. Central and regional government documents. Reports on implementation of Phare “Economic and Social Cohesion” programme. Studies and analyses</td>
<td>Role of ministries and other bodies involved in management of Community funds clearly defined. Law on supporting regional development enters into force. Regional development as key focus of Government socio-economic policy. Government policy of decentralisation maintained. Sustained growth of Polish economy. Continued political stability</td>
</tr>
</tbody>
</table>

### Immediate Objectives

<table>
<thead>
<tr>
<th>(5)</th>
<th>(6)</th>
<th>(7)</th>
<th>(8)</th>
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</thead>
<tbody>
<tr>
<td>To enhance regional administration programming capacities with a view to participation in pre-accession and structural EU programmes; To elaborate Objective 1 type regional operational programme</td>
<td>Regional administration ready to take part in EU structural programmes. Objective 1 type regional operational programme elaborated and ready to be implemented</td>
<td>Programme level monitoring data and information. Studies and analyses. Reports of relevant national, regional and local institutions</td>
<td>Successful implementation of Phare regional development projects. Effective co-operation between national and regional administrations. Local and regional organisations effectively involved in actions. Legal acts related to regional policy.</td>
</tr>
</tbody>
</table>

### Results of Projects

<table>
<thead>
<tr>
<th>(9)</th>
<th>(10)</th>
<th>(11)</th>
<th>(12)</th>
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</thead>
<tbody>
<tr>
<td>Providing regional administration with the tools for conducting intraregional policy linked with national priorities of socio-economic development. Preparation of cadres responsible for regional development policy. Involvement of regional and local partners in regional development process</td>
<td>Regional operational programmes ready. Regional and local partners engaged in preparation of operational programme. Efficient regional administration in the area of regional development</td>
<td>Programme level monitoring data and information. Documents and reports of national, regional and local authorities and institutions</td>
<td>Quality of TA services provided. Trained staff remains within administration. Successful implementation of other Phare projects related to regional development</td>
</tr>
</tbody>
</table>

### Outputs

<table>
<thead>
<tr>
<th>(13)</th>
<th>(14)</th>
<th>(15)</th>
<th>(16)</th>
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Socio-economic analysis of 11 regions.
Priorities of regional development identified
Measures to implement chosen priorities selected
Monitoring indicators for priorities and measures.
Selection criteria for the operations elaborated
Projects under the measures identified
Expertise prepared by MS experts ready
Key projects prepared in each of the voivodships.
Integrated Objective 1 type regional operational
programme elaborated
Regional and local administration staff trained on
operational programme preparation, implementation
and evaluation, EU Structural Funds
Social and economic partners trained on preparation
of operational programmes
Information campaign on the regional operational
programme carried out

11 Objective 1 type regional operational
programmes along with programme
complement
Over 2000 persons trained
About 600 persons on study visits
55 persons on 2-month traineeships in MS
About 80 expertises translated into Polish
About 60 promational meetings carried out
11 PAAs supporting voivodships
Over 100 medium- and short time experts
working for the Polish regions

Programme level monitoring data and
information
Documents and reports of national,
regional and local authorities and
institutions

Quality of assistance provided
Quality of Polish staff involved
Trained staff remains within
administration
Proper overall co-ordination
Partners interested in co-operation

Inputs
(17)
Twinning, technical assistance, training, study visits, best-practice exchanges

<table>
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<tr>
<th>Annex 2: Cumulative implementation, contracting and disbursement schedule</th>
<th>Date of drafting</th>
<th>23/12/99</th>
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<td>Strengthen regional policy administration</td>
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<td>Subprojects</td>
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<td>Cost Estimate Phare</td>
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<td>Contracting</td>
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<tr>
<td>Disbursement</td>
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<td>7</td>
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</tbody>
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