1. Basic information
1.1 CRIS number: 2002/000-580-01-08
1.2 Title: Preparation of the project pipeline for European Regional Development Fund
1.3 Sector: Public administration
1.4 Location: Poland

2. Objectives:
2.1 Overall objective:
Strengthening of the public administrative structures for the effective participation of Poland in the EU cohesion policy.

2.2 Immediate objectives:
1. Development of the "project pipeline", which will be eligible for financing under ERDF,
2. Enhancement of the public administration capabilities to participate in the process of ERDF preparation;
3. Enhancement of the regional administration (Voivod & Marshal Offices) and social partners' participation in the process of identification and management of ERDF projects.
4. Enhancement of the capabilities of the future beneficiaries to meet requirements concerning preparation of projects eligible for co-financing under ERDF type structural operations.

2.3 Accession Partnership and NPAA priorities:
The project is in line with the AP 2002 and the NPAA. Under the heading “Regional policy and co-ordination of structural instruments” in AP the following priorities are defined:
- developing the technical preparation of projects eligible for Structural and Cohesion Funds assistance (project pipeline).

Under the NPAA the Polish Government has approved a priority to be further elaborated on “establishing of a legal and institutional framework and mechanisms for programming, managing, monitoring, controlling the regional and cohesion policy in compliance with the Community requirements”.

2.4 Contribution to the National Development Plan:
The project will contribute directly to the effective implementation of the National Development Plan and meeting the targets set together with the European Commission after approving of the Community Support Framework (CSF) – through further development of the programming capacities of the public administration which will be involved in management, monitoring, control and evaluation of the implementation of the CSF and operational programmes.

2.5 Cross-border impact: N/A.

3. Description
3.1 Background and justification:
On the accession to the European Union under the current programming period, all Polish regions defined at the NUTS II level will be eligible for Structural Funds operations under Objective 1. National GDP per capita accounted in 1998 for 36,1% of the EU average. As stated in Second report on Economic and Social Cohesion, regional GDP per capita in Poland ranged between 26,1% of the EU average (Lubelskie Voivodship) and 52,7% (Mazowieckie Voivodship).

According to the Council Regulation 1260/99, the EU regions meeting Objective 1 criterion should submit a regional development plan. Preparing for participation in EU structural policy, Poland will draw up one National Development Plan (NDP) based on the sectoral and regional strategies. It will be subsequently (final version by the end of 2002) submitted to the European Commission for negotiations. The document agreed with the Commission – on the basis of the NDP - Community Support Framework - 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. Integrated regional operational programme, complementary to the sectoral programmes, will address actions specific to the regions. All four Structural Funds will be employed for implementation of measures defined in the operational programmes.

The Ministry of Economy is responsible for development of the National Development Plan (NDP) for the years 2004-2006 and co-ordination of works on operational programmes. The basic objectives, priorities and the scope of operational programmes of NDP will be based on the socio-economic

Following the January 2002 decision of the Committee for European Integration, the Ministry of Economy will perform the function of a managing and co-ordinating authority with regard to Community Support Framework. The same Ministry will also manage and co-ordinate intervention of the Cohesion Fund with remaining structural instruments.

The management of individual operational programmes will be assigned to:

<table>
<thead>
<tr>
<th>SOP</th>
<th>Ministry</th>
</tr>
</thead>
<tbody>
<tr>
<td>SOP Improvement of competitiveness of the economy (ERDF)</td>
<td>Ministry of Economy</td>
</tr>
<tr>
<td>SOP Development of human resources (ESF)</td>
<td>Ministry of Labour and Social Policy</td>
</tr>
<tr>
<td>SOP Restructuring and modernisation of the food sector and development of rural areas (EAGGF)</td>
<td>Ministry of Agriculture and Rural Development</td>
</tr>
<tr>
<td>SOP Fishery and fish processing industry (FIFG)</td>
<td>Ministry of Agriculture and Rural Development</td>
</tr>
<tr>
<td>SOP Environmental Protection (ERDF)</td>
<td>Ministry of Environment</td>
</tr>
<tr>
<td>SOP Transport (ERDF)</td>
<td>Ministry of Infrastructure</td>
</tr>
<tr>
<td>ROP Regional development (ERDF, ESF, EAGGF)</td>
<td>Ministry of Economy</td>
</tr>
<tr>
<td>OP Technical Assistance (ERDF, ESF, EAGGF, FIFG)</td>
<td>Ministry of Economy</td>
</tr>
</tbody>
</table>

SOP – sectoral operational programme
ROP – regional operational programme
OP – operational programme

For some operational programmes, management of particular priorities and measures will be delegated to other ministries than are listed above (to intermediate bodies as described in Commission Regulation 438/2001 art. 9.2, e.g. Ministry of Education under SOP - Development of human resources).

Within the regional operational programme Ministry of Economy is planning to delegate some of management functions to governmental voivodship offices but setting up criteria for granting assistance, identification and selection of projects will remain the task of the marshal offices (under settings and guidelines defined by Managing Authority for ROP – the subject to be further elaborated under current work on ROP and programme complement).

According to the last EC announcement Poland will be able to participate in two of four community initiatives. They will take also the form of operational programmes. Management of programmes of particular initiatives will be assigned to Ministries responsible for co-ordination of funds on which the initiatives are based:

INTERREG – Ministry of Economy
EQUAL – Ministry of Labour and Social Policy

Separate administration units in the designed structure will ensure supervision over eligibility requirements of individual Structural Funds:

- Ministry of Labour and Social Policy - ESF,
- Ministry of Economy - ERDF,
- Ministry of Agriculture and Rural Development - EAGGF and FIFG.

Following the requirements that were agreed upon by the European Commission with reference to the Candidate Countries during the technical meetings, Poland has to:
• enhance the administrative capacities in terms of authorities or bodies involved in the preparation and implementation of Structural Funds and the Cohesion Fund,
• strengthen the programming capacity with regards to:
  - the ex-ante evaluation (methods, approach foreseen for evaluation),
  - the effective implementation of the partnership principle at all different stages of programming, financing, monitoring and evaluation of Structural Funds,
• develop preparation of projects eligible for co-financing under EU structural operations.

The set of the IB project for Phare 2002 proposals presented by the Ministry of Economy, Ministry of Labour, Ministry of Agriculture and Ministry of Finance addresses all above issues. Supplementary to them there will be support to build the project pipeline for each of fund and to strengthen the programming capacities of the relevant bodies. Therefore support under this project will be provided to potential final beneficiaries of the ERDF operations including identified future implementing institutions and administrative, economic and social partners engaged in ERDF implementation process, both at regional and central level.

Excepting Ministry of Economy (SOP Improvement of competitiveness of the economy and ROP, Operational Program Technical Assistance and OP INTERREG III), the ERDF type operations will be implemented by the SOPs managed by the Ministry of Infrastructure (SOP “Transport”) and Ministry of Environment (SOP “Environment”), so these institutions as well as social partners co-operated with them shall be supported by this facility.

It should be mentioned that the structures described above are still under the design and negotiation within the Polish government as well as with European Commission and might be slightly modified.

Bearing in mind complexity of the assistance under this facility, it will be essential not only to prepare supporting documentation for the project eligible for co-financing but also to train the staff of the involved in the programming process institutions, both regional and central in the defined requirements of the eligibility, qualified costs, feasibility studies, environmental impact assessment, economic and financial analysis.

Therefore the project will be divided into two parts, the one will be aiming at the training and preparation of the human resources and administrative capacity to manage of the Structural Funds intervention, the another will concentrate on project pipeline preparation.

The project implementation will be exclusively dedicated to identified but still pre-approved projects selected on the basis of the criteria elaborated under the Phare 2001 and for the benefits of final beneficiaries in the field of ERDF

Therefore the overall objectives of the project will be:
- working out the manuals and guidelines for effective identification of ERDF type projects,
- achieving the practical capacity by the staff of the central and regional level institutions in terms of effective preparation and implementation of ERDF projects,
- further development of the database comprising all information indispensable for project implementation under ERDF.

3.2 Linked activities:
The “Special Preparatory Programme for Structural Funds in Poland” under Phare’98 co-ordinated by Office of the Committee for European Integration was the first project moving towards the preparation of the Polish administration to the Structural Funds and the Cohesion Fund was Ministry of Regional Development and Construction, Ministry of Labour and Social Policy, Ministry of Agriculture and Rural Development, Ministry of Environment, Ministry of Transport and Maritime Economy, Public Procurement Office, Main Statistical Office and three out of sixteen regions (elaboration of the Objective 1 type operational programmes) were the beneficiaries of the SPP (PL9808). Strengthening the knowledge of public administration employees on the requirements for programming capacity and administrative structure concerning implementation and management of the structural funds and Cohesion Fund was the one of the main outcomes of the SPP.

Under PL 9918 Project Preparation Facility providing technical assistance for Phare 2000 Economic and Social Cohesion, there were elaborated manuals for preparation of feasibility study, environmental impact assessment, for different type of infrastructure projects. Support under this project is also provided in a
form of training on drafting the supporting documentation for projects, but it is foreseen only for the beneficiaries of Phare Economic and Social Cohesion.

Under Phare 2000 “Support in Management, Supervision and Monitoring of Infrastructure Projects under the Phare Social and Economic Cohesion Programme”, there is foreseen, among classical TA’s support, provision of training and know-how transfer to regional and local authorities on planning and developing infrastructure projects addressing both the technical and economic aspects of the investments, referring to the EC (EcoFin Manual) and other internationally developed standards, and local regulations. However this support is addressed to the beneficiaries of Phare SEC and due to limited resources is not sufficient in terms of sound preparation to carry out operation co-financed under the Structural Funds.

On the base of the knowledge acquired the institutions involved built up the following projects under further Phare assistance:

- **PL00.03.08 “Fishery Administration”** (Ministry of Agriculture): its aim was to start the preparation of the administrative structure necessary to programme and implement structural projects within fishery sector, as well as a system for data collection.

- **PL00.06.01: “IB for rural development”** (Ministry of Agriculture): assistance in programming and implementing rural development programmes, as well as monitoring and evaluation of these.

- **PL01.01.13: “Development of programming and management capacities for ESF implementation”**: further development of the ESF Unit in the Ministry of Labour and regional and local capacities for participation in ESF programmes.

- **PL01.01.14 “Strengthening co-ordination and management capacities for Structural Funds”**: preparation of the Ministry of Economy for SF co-ordination and administrative framework for ERDF management”. Whereas Phare 2001 is focused on setting up organisational scheme and drawing up documents and procedures for SF and ERDF management, the current project focus on practical implementation of outputs achieved under Phare 2001 project. It will take advantage of the outcomes of the mentioned above projects. Its implementation will be linked with the following projects, drafted under Phare 2002:
  - **“ESF management and implementation”** Ministry of Labour and Social Policy aimed at further development of a coherent system for ESF management and implementation, among others also development of the ESF project pipeline and preparing social partners abilities to participate in the process of programming
  - **“Preparation of public administration for effective management of UE structural fund – FIFG (Financial Instruments for Fishery Guidance)”** Ministry of Agriculture and Rural Development. One of its objectives is to increase capabilities in programming and co-ordination at NDP and operational programmes level and delivery of the good quality projects.
  - **“Preparation of Public Administration for the effective programming and implementation of the Cohesion Fund”** carried on by the Ministry of Economy, aiming at development the capacity of the Ministry of Economy and sectoral ministries, as well as bodies responsible for implementation and the final beneficiaries for efficient programming, selection and preparation of the Cohesion Fund projects.

Assistance to the regional administration is made under the following projects:

- **PL00.03.13 “Strengthen regional policy administration”**: enhancement of the regional administration capacities with a view to participate in pre-accession and structural EU programmes and to elaborate Objective 1 type regional operational programme (twinning projects in eleven regions previously not covered by the Phare ’98 and ’99 assistance for structural policy implementation).

Concerning the public procurement, there is a project under Phare 2002 “Strengthening the awareness of the public procurement rules”, aimed at training and dissemination of information on Polish and EU rules of the procurement. Training will be based also on Standard Documents, prepared thanks to the World Bank grant for the Public Procurement Office.

Cohesion Fund project “pipeline” will be prepared by Polish institutions until the end of May 2002 in line with works on the National Development Plan. Then under the technical assistance within ISPA the selected projects will be further elaborated for granting assistance under Cohesion Fund after Polish accession to the EU. It might happen that some projects for the ERDF in transport and environmental sector would be identified that might be also considered by the Cohesion Fund, therefore the co-
ordination of work under Phare and ISPA should be ensured on the level of task force responsible for drafting NDP and operational programmes as well as on the level of National Aid Co-ordinator.

3.3 Results:
The “project pipeline” eligible for financing from ERDF developed
- the guidelines for preparation of ERDF projects ready,
- the checklists concerning projects to be financed under ERDF prepared,
- the training on identification of ERDF projects for ERDF control-monitoring unit as well as for the proper managing institutions provided
- the best for value number of ERDF projects identified,
- the sufficient number of projects fully prepared to be granted by ERDF assistance.
- The staff of the institutions responsible for project preparation and selection trained in requirements for preparation of the environmental impact assessment, economic analysis, and financial analysis. This objective will be strictly co-ordinated with the actions being implemented under Phare 2001 project.

3.4. Activities:
Assistance will be carried out under one TA general framework contract and will be in line with the activities undertaken in this field within Phare 2001 project “Strengthening co-ordination and management capacities for Structural Funds” (SPP II).

The project consists of 2 areas of activities. First – **Assistance for the preparation of projects** will cover the following areas:
- the general review on eligibility and definition of indispensable changes needed in the identified and initially selected projects for ERDF,
- providing the technical guidance on issues such as applications for ERDF type assistance, required attachments (feasibility studies, environmental impact assessments), estimating economic effects of projects.

For the selected by MAs responsible for SOPs and ROP undertakings and based on advice of TA, projects might receive further assistance in:
- drawing up the required attachments (feasibility studies, environmental impact assessments, cost benefit analysis, business plans),
- preparation of tender documentation (dossier) under standards and procedures applicable to the various type projects implemented under ERDF.

It should be underlined that project shall support only activities that are advanced in their preparation and need only partial technical assistance. Moreover, these activities have to be included in Structural Funds programming documents, therefore only projects that fit into this framework will be eligible for support.

Second group of activities related to **Assistance for procedures and training** will cover following areas:
- checking and elaboration of needed documentation with gap-assessment analysis,
- providing guidance and support on the funding process such as application and claims process, selection criteria, eligibility and project evaluation, benchmarking, co-financing,
- further development and introduction of manuals and check-lists for use by the institutions involved in tender procedure verification and monitoring,
- elaborating the procedures on dissemination of information, publicity and communication strategy,
- training on preparation of the project supporting documentation.

All activities carried out under this scheme will derive from the objectives and measures agreed upon the work on NDP, and then further on the framework of operational programmes and programme complements. Non of the separate initiative might get advice not having meeting the requirements set up within NDP framework.

4. Institutional framework:
**The Ministry of Economy** will be responsible for overall, day-to-day implementation of the scheme with close co-operation with the Ministry of Infrastructure and Environment. Within the task force responsible
for elaboration of NDP the co-ordination will be assured also with the other projects aiming at preparation for Structural Funds and Cohesion Fund.

Ministry of Economy is also responsible for SOP “Improvement of the competitiveness of the economy”, ROP “Regional development”, Operational Program “Technical Assistance” and OP for INTERREG III initiative will be accountable for drafting and performing activities aiming to fulfil the project objectives within mentioned SOP, OP and ROP. It will be responsible as well for co-ordination and successful implementation of activities undertaken within the framework of this project. It will exchange information with the Ministry of Labour and Ministry of Agriculture necessary to the successful preparation of the project pipeline for ESF and FIFG under the projects of Phare 2001 and 2002 assistance.

**Ministry of Environment** – responsible for management of SOP for environment and part of Cohesion Fund, will be responsible for drafting and performing activities aiming to fulfil the project objectives within the SOP “Environmental protection”. The Ministry will be also accountable to assure right and sound co-ordination with the “environmental” part of the Cohesion Fund part interventions.

**Ministry of Infrastructure** - responsible for management of SOP for transport at the national level as well as the “transport” component of Cohesion Fund. It will be responsible for drafting and performing activities aiming to fulfil the project objectives within the SOP “Transport”. The Ministry will be also accountable to assure right and sound co-ordination with the “transport” part of the Cohesion Fund part interventions.

**Office of the Committee for European Integration** (OCEI) is responsible for the overall co-ordination of pre-accession funds as well as for decentralisation process what is the essential basis for future Structural Funds/Cohesion Fund implementation. Therefore, following the model of the Special Preparatory Programme for Structural Funds under Phare 98, and bearing in mind the necessity for preparation a coherent system of implementation and co-ordination of Structural Funds/Cohesion Fund, OCEI will be the co-ordinator of projects under Phare 2002/2003 performed by the Ministry of Economy and the other ministries responsible for preparation for the EU structural policy. It requires relevant information and reporting system from both beneficiaries.

### 5. Detailed budget in mln Euro:

<table>
<thead>
<tr>
<th></th>
<th>Investment</th>
<th>IB</th>
<th>Total Phare</th>
<th>Recipient</th>
<th>IFI</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical assistance</td>
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<td>9,00</td>
<td>0,9</td>
<td></td>
<td>9,9</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td>9,00</td>
<td>9,00</td>
<td>0,9</td>
<td></td>
<td>9,9</td>
</tr>
</tbody>
</table>

The co-financing will be available.

### 6. Implementation arrangements:

6.1 **Implementing Agency:**

**PAO**: Ms. Ewa Freyberg, Undersecretary of State in the Ministry of Economy,
Pl. Trzech Krzyzy 3/5, 00-507 Warsaw,
Phone: +48 22 693 40 09, Fax: +48 22 629 68 95.

**Implementing Authority**: Implementing Authority for Phare Cross Border Co-operation Programme
Krucza 36 street, 00-522 Warsaw, Poland phone +48 22 695 99 10-11, fax +48 22 695 99 12-13

The Implementing Authority for Phare CBC is responsible for handling tendering, contracting and payments of contracts on behalf of the Ministry of Economy which shall be responsible jointly with Ministry of Environment and Ministry of Infrastructure preparing projects and managing its technical implementation.

6.2 **Twinning:**

The project will be implemented by means of technical assistance The Implementing Authority for Phare CBC will be in charge of the financial management.

**Contact person:**

Mr Piotr Zuber Director of the Regional Programming Department, Ministry of Economy
Tel. (48 22) 661 91 Fax (48 22) 661 86 80
6.3 Non-standard aspects: The rules of the Practical Guide will be followed.
6.4 Contracts: There will be concluded one contract for the value of 9 mln Euro co-financed by Polish side by 0.9 mln Euro.

7. Implementation schedule:
7.1 Start of tendering: 1st quarter 2003
7.2 Start of project activities: 2nd quarter 2003
7.3 Project completion: the end of 2004

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. Conditionally and sequencing: The most important precondition concerns achievement by the Polish Government farther harmonisation of the national legal system to *acquis communautaire*.

**Benchmarks:**
- Financing Memorandum signed by the end of 2002,
- The National Development Plan ready by 4th quarter 2002,
- The operational programmes ready by 4th quarter 2002,
- Contract for the Technical Assistance signed till the end of 1st quarter 2003

Successful implementation of the project depends on the appropriate co-ordination of project activities, effective co-operation and commitment of all institutions involved in the project implementation.
### Annex 1: LOGFRAME PLANNING MATRIX FOR PROJECT

**01.08 Preparation of the project pipeline for ERDF**

**Programme Nr.**

<table>
<thead>
<tr>
<th>Wider Objective</th>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strengthening of the public administrative structures for the effective participation of Poland in the EU cohesion policy</td>
<td>• Community Support Framework, • Polish accession documents and EU opinions, • Central and regional government documents • Studies and analyses</td>
<td>All administrative units for the effective management of structural funds will be created and properly staffed within the year 2003,</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Immediate Objectives</th>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Development of the “project pipeline”, which will be eligible for financing under ERDF, 2. Enhancement of the public administration capabilities to participate in the process of ERDF preparation; 3. Enhancement of the regional administration (Voivod &amp; Marshal Offices) and social partners’ participation in the process of programming of ERDF funds. 4. Enhancement of the capabilities of the future beneficiaries to meet requirements concerning preparation of projects eligible for co-financing under ERDF type structural operations.</td>
<td>• The project pipeline eligible for financing from ERDF developed, • The future beneficiaries involving in the process of preparation of projects</td>
<td>• National Development Plan, • Community Support Framework, • Operational programmes, • Studies and analyses, • Reports of relevant national, regional and local institutions, • Ex-post evaluation of the project</td>
<td>• Clear division of responsibilities between the institutions, • Effective co-operation between national and regional administrations, • Professional staff employed and equipped</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Results</th>
<th>Indicators of Achievement</th>
<th>Sources of Information</th>
<th>Assumptions and Risks</th>
</tr>
</thead>
<tbody>
<tr>
<td>- the guidelines for preparation of ERDF projects ready, - the checklists concerning projects to be financed under ERDF prepared, - the training on identification of ERDF projects for ERDF control-monitoring unit as well as for the proper managing institutions provided, - the best for value number of ERDF projects identified, - the sufficient number of projects fully prepared to be ready.</td>
<td>• The final beneficiaries capable to meet criteria for presentation and implementation of the ERDF projects • Sufficient number of projects ready to be implemented in the year 2004 according to the</td>
<td>• Project level monitoring data and information, • Ex-post evaluation of the project, • The national, regional, local authorities and institutions documents and reports, • Ex-ante evaluation of CSF and OPs</td>
<td>• Quality of TA services provided, • Trained staff remains within public administration, • Effective multi-annual national public co-financing mechanism assured, • Successful implementation of other Phare IB projects</td>
</tr>
</tbody>
</table>

**Contracting deadline: 30/11/2004 - Disbursement deadline: 30/11/2005**

**Drafting:** 29.04.2002

**Planning:** IV Q 2002-II Q 2005

**Budget:** 11 MEUR
granted by ERDF assistance. The staff of the institutions responsible for project preparation and selection trained in requirements for preparation of the environmental impact assessment, economic analysis, and financial analysis.

<table>
<thead>
<tr>
<th>Inputs</th>
<th>technical assistance, training, analyses</th>
</tr>
</thead>
</table>

Annex 2-3: Cumulative implementation, contracting and disbursement schedule

<table>
<thead>
<tr>
<th>01.08 Preparation of the project pipeline for ERDF</th>
<th>Date of drafting</th>
<th>29.04.2002</th>
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</thead>
<tbody>
<tr>
<td>Subprojects</td>
<td>Planning period</td>
<td>IVQ2002- IVQ 2004</td>
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<th>Implementation schedule</th>
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<td>Contracting schedule*</td>
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<td>Disbursement schedule*</td>
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