1. Basic Information
1.1 CRIS Number: 2003/005-710.01.07
1.2 Title: Strengthening of the evaluation capacities
1.3 Sector: Public administration
1.4 Location: Poland

2. Objectives
2.1. Overall objective
Strengthening of the evaluation capacities

2.2. Immediate objectives
• Enhancement of the public administration capabilities to manage the evaluation process
• Strengthening of the co-operation of the public administration with the institutions involved in the area of the evaluation researches
• Evaluation of the implementation process of Phare projects leading to minimisation of possible shortfalls in implementation and maximising projects impact

2.3. Accession Partnership and NPAA priorities
The objectives are in compliance with:
- NPPM 2001, Chapter 28 Financial control
- The Co-ordination Regulation (Council Regulation No. 1266/1999), Article 11 establishing that pre-accession aid shall also cover expenditure relating to the monitoring, inspection and evaluation of operations
- The Financial Regulation (Implementation rules, chapter 6 article 20) requiring all programmes to be subject to interim and/or ex-post evaluation
- Chapter 28 (Financial Control) requiring Candidate Countries to establish monitoring and evaluation capacity of public funds irrespective of source by date of accession

2.4. Contribution to the National Development Plan:
N/A

2.5. Cross Border Impact:
N/A

3. Description
3.1. Background and justification:
Poland has been benefiting from Phare programme since 1990. Initially, the financial support of the EU was focused on promoting the fundamental economic and social transformation of the country.

Since 1998 Phare programme has become accession driven focusing on the transposition of the acquis and the preparation of Poland for the accession. Phare Programme has reflected the priorities outlined in the programming documents - Accession Partnership (AP) and the National Programme of Preparation for the Membership (NPPM).

Similarly, in 1998 when the document “New Orientations for Phare” was adopted, the most important reform of Phare management system took place. One of its objectives was to increase Poland’s involvement and responsibilities at the stage of project implementation, mainly by giving the Polish side the powers to conduct financial management and control over EU funds. In addition, the new management structure was established aiming at the clear distinction of tasks and responsibilities. In the Ministry of Finance the National Authorising Officer (NAO) was appointed responsible for the financial management and monitoring of both EU funds as well as funds from the budgetary resources designated for the co-financing of Phare projects. Simultaneously, in the Office of the Committee for European Integration the National Aid Co-ordinator (NAC) was appointed whose responsibilities...
comprised e.g. the co-ordination of programming, monitoring and implementation of Phare programme.

As far as monitoring and evaluation of Phare programme is concerned, this task has been mainly co-ordinated by the European Commission. The Monitoring and Assessment Scheme was implemented by means of external experts (contracted by the European Commission) producing regularly monitoring and assessment reports. The Scheme incorporated both monitoring and assessment aspects.

In 2000 the process of transferring responsibilities for monitoring and evaluation to the national authorities was initialised:

- First of all the Joint Monitoring Committee and the Sectoral Monitoring Subcommittees were established (2000). The main tasks of these bodies are to review Phare programmes towards achieving their objectives as set out in the programming documents and taking into account the provisions laid down in the AP and the NPPM. It was decided that 7 Sector Subcommittees will be established, encompassing the following areas: 1) Public administration, science, education; 2) Regional and CBC Programmes; 3) Transport; 4) Agriculture; 5) Environment; 6) Internal Market; 7) Justice and Home Affairs.
Since 2002 NAC has been chairing the SMSC meetings and has been co-chairing the JMC. Moreover, within the structure of the Department for Co-ordination and Monitoring of Foreign assistance – the executive body of the NAC – the Secretariat for the JMC and SMSCs has been established.

- Moreover, the Phare Assessment Scheme was transformed into Phare Interim Evaluation service in May 2001. In the framework of the Interim Evaluation service Interim Evaluation reports of Phare sector programmes are regularly produced by independent consultants, contracted by the European Commission. Since March 2003 the Office of the Committee for European Integration has become responsible for the co-ordination of the Interim Evaluation process within the framework established in 2001.

In 2002 the process of preparation of the Polish administration for the implementation of EDIS was initialised. It is expected that by the date of accession EDIS will be fully implemented by the national authorities.

EDIS requirements refer also to the Interim Evaluation. The Office of the Committee for European Integration is obliged to elaborate the National Strategy and the Action Plan for the Interim Evaluation of Phare Programme. Subsequently, a well functioning system with the operational structures within the Department for Co-ordination and Monitoring of Foreign Assistance should be established and strengthened in order to be able to manage the evaluation process. Finally, within the new framework the Interim Evaluation of Phare should be outsourced to the independent evaluators.

During the first phase of the decentralisation of the Interim Evaluation system, implemented with the help of a TA project funded from CPF, following tasks will be realised and completed:

- analysis of the National Strategy for Building Local Monitoring and Evaluation Capacities and the Action Plan prepared by the Office of the Committee for European Integration in order to ensure their coherence and proper implementation
- analysis of the existing methodology for conducting the evaluation process in order improve its effectiveness
- establishing of the institutional structure of the decentralised IE system
- pilot evaluation within the framework of the new system
- analysis of the institutional needs necessary for the co-ordination of the interim evaluation process by the Polish administration

It is planned that the 1st phase of the decentralisation of the Interim Evaluation system will support the implementation of the proposed Phare project and will be carried out in advance of the Phare project.
The main scope of the project proposed for Phare 2003 would be to support the second phase of the implementation of the new Interim Evaluation system. The project, on the one hand, will strengthen the system and structures by training of the administrative staff and developing the evaluation culture within the administration and research institutions and on the other hand it will allow to outsource the Interim Evaluation to the independent evaluators responsible for carrying out evaluations, providing recommendations and producing reports.

3.2. Linked activities:
Two components of the programme PL9707 European Integration focused on the strengthening of the management capacities of the Department for the Co-ordination and Monitoring of Foreign Assistance in the OCEI in the area of foreign assistance.

PL9808 Special Preparatory Programme for Structural Funds - SPP (developed under Phare 1998) offered support for the preparation of legal and administrative basis in Poland to participate in the structural policy of the EU. This programme tackled the issues of programming, monitoring, evaluation and financial control of the pre-accession and structural funds. One of the indirect beneficiary of this programme was the OCEI.

3.3 Results
Contract 1 Technical Assistance – Training programme
Qualifications of the staff responsible for the co-ordination and management of the Interim Evaluation enhanced:
• Selected units within public administration sector and IAs involved in the process of the evaluation trained;
• The co-operation of the public administration with the research institutes strengthened.

Contract 2 Technical Assistance - Evaluation
• Regular and systematic evaluation of Phare programmes carried out;
• The implementation of Phare projects improved.

3.4 Activities
The project will be delivered through 2 separate TA contracts.

Contract 1
It is planned that the support will be provided through a comprehensive training scheme addressed to the relevant units within the public administration sector (ministries and implementing agencies) involved or responsible for conducting the evaluation process. The training sessions should be organised taking into account the scope of the responsibilities of the relevant institutions and their involvement in the process of evaluation:

1. Training sessions and workshop for the staff of the Monitoring, Evaluation and Information Section in the Department for Co-ordination and Monitoring of Foreign Assistance in the Office of the Committee for European Integration and other staff.
   It is expected that the staff will be trained in the following areas: methodology and types of the evaluation, preparation of the evaluation process and the supervision of its implementation, good practices of evaluation.
   After the completion of the a.m. training sessions a coaching scheme of 3 months will be introduced during which the staff members will have the opportunity to get advice from the experts.

2. Training sessions on evaluation for the relevant units within the public administration sector: selected ministries and implementing agencies, such as: Polish Agency for Enterprise Development, CFCU, CBC Implementing Agency.

3. Information seminars to potential future local evaluation experts.
For all training sessions, workshops and seminars training and information materials in Polish will be prepared. The materials have to be prepared taking into account among others the following factors:

- Specific needs of the groups to be trained (OCEI staff, other units in the public administration)
- Theoretical aspects of the evaluation methodology and practical exercises.

In addition, a conference on *The role of the evaluation in the public administration sector*, addressed to the public administration and the research institutes will be organised. The conference materials will be published.

**Contract 2**

The TA contract will consist of:

- Providing qualified evaluation experts,
- Carrying out evaluations of Phare programmes,
- Producing Evaluation Reports by pre-agreed timelines and according to prescribed standards,
- Offering expertise to complement specific sectoral and thematic evaluations.

Separate contractors will be required for the two TA contracts in order to avoid a conflict of interests that may arise when the same contractor supports the improvement of the administrative capacities of the NAC services in the area of evaluation and conducts evaluations commissioned by the NAC. The independence of the contractors will be declared in the contracts. The conditions of contracts will be outlined in detail in the subsequent Terms of References.

**3.5 Lessons learned:**

N/A

**4. Institutional framework:**

The project will be implemented under the supervision of the Office of the Committee for European Integration that is responsible for the overall co-ordination of management and monitoring of Phare. OCEI is also in charge of the implementation of EDIS as far as its responsibilities as NAC and PAO for IB projects are concerned.

Other beneficiaries of the project will be the selected units within the public administration sector (ministries and implementing agencies) involved or responsible for conducting evaluations.

**5. Budget:**

<table>
<thead>
<tr>
<th></th>
<th>PHARE</th>
<th></th>
<th>National Co-financing</th>
<th>IFIs</th>
<th>Total</th>
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<td>0,4</td>
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<td>1,2</td>
<td>0,07</td>
<td>-</td>
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<tr>
<td><strong>TOTAL</strong></td>
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<td>1,6</td>
<td>0,1</td>
<td></td>
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Co-financing will be available.
6. Implementation arrangements:

6.1 Implementing Agency:
PAO: Tadeusz Kozek, Under-secretary of State, Office of the Committee for European Integration, Al. Ujazdowskie 9, 00-918 Warsaw, tel: +48 22 4555241, fax: +48 22 4555243.
CFCU: Central Financing and Contracting Unit ‘Cooperation Fund’, ul. Górnoslaska 4a, 00-444 Warsaw; tel: 4822 622 84 64; fax: 4822 622 72 12

The CFCU is responsible for handling tendering, contracting and payments of contracts on behalf of the Office of the Committee for European Integration which itself shall be responsible for preparing projects and managing their technical implementation.

6.2. Twinning
N/A

6.3 Non-standard aspects
N/A. Implementation according to DIS manual.

6.4 Contracts
Contract 1: TA Training programme – 0,43 mln Euro (Phare support 0,4 mln Euro, national co-financing 0,03 mln Euro) – joint co-financing
Contract 2: TA Evaluation – 1,27 mln Euro (Phare support 1,2 mln Euro, national co-financing 0,07 mln Euro) – joint co-financing

7. Implementation schedule:

7.1 Start of tendering:
TA Training programme: 1st / 2nd quarter 2004
TA Evaluation: 2nd quarter 2004

7.2 Start of project activities:
TA Training programme: 2nd quarter 2004
TA Evaluation: 2nd / 3rd quarter 2004

7.3 Project completion:
4th quarter 2006

8. Equal opportunities:
Male and female participation in the project will be based on the relevant standards of the European Union and will be assured by official announcements published in order to recruit the personnel needed for carrying out the project; the main criterion for staff recruitment will be appropriate qualifications and experience. Both women and men will have equal opportunities and salaries.

9. Environmental impact:
N/A

10. Rates of return:
N/A

11. Investment criteria:
N/A

12. Conditionalities and sequencing:
Preparation and approval of the National Strategy and the Action Plan – 1st / 2nd quarter 2003
Preparation of the TA project for the 1st phase of the decentralisation of the Interim Evaluation - 1st / 2nd quarter 2003
Implementation of the TA project for the 1st phase – 3rd quarter 2003 – 1st quarter 2004
Timely implementation of the Action Plan
## Strengthening of the evaluation capacities

### Annex 1: LOGFRAME PLANNING MATRIX FOR PROJECT

<table>
<thead>
<tr>
<th>Date</th>
<th>20.03.2003</th>
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<td>Period</td>
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<td>Total Budget</td>
<td>1,68 MEUR</td>
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<tr>
<td>Phare</td>
<td>1,6 MEUR</td>
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#### Wider Objective

| Objectives of pre-accession assistance achieved at input, output, result and impact level |
| EC documents |

#### Immediate Objectives

- Enhancement of the public administration capabilities to manage the evaluation process
- Strengthening of the co-operation of the public administration with the institutions involved in the area of the evaluation researches
- Evaluation of the implementation process of Phare projects leading to minimisation of possible shortfalls in implementation and maximising projects impact

| Interim evaluation decentralised and properly managed |
| EC documents |

- Awareness on the need of the evaluation raised
- Implementation of Phare programme improved

| Sound management of the programmes |
| High quality of programmes technical assistance provided |

### Results

- Qualifications of the staff responsible for the co-ordination and management of the Interim Evaluation enhanced:
- Selected units within public administration sector and IAs involved in the process of the evaluation trained
- The co-operation of the public administration with the research institutes strengthened
- Regular and systematic evaluation of Phare programmes carried out
- The implementation of Phare projects improved

| Number of people trained |
| EC documents |

- Number of IE reports produced and approved
- Number of recommendations implemented (of the total provided by the contractor)
- Number of projects implemented on time

<table>
<thead>
<tr>
<th>Quality of TA provided</th>
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</thead>
</table>

<p>| EC documents |
| Studies and analyses |
| Audit reports |
| Programme and projects monitoring reports |
| Contractor reports |
| Beneficiaries reports |
| Training assessment sheets |</p>
<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Assumptions</th>
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<tbody>
<tr>
<td>Training sessions and workshop for the staff of the Monitoring, Evaluation</td>
<td>• Project Manager supported by a pool of professional trainers -</td>
<td>• Rapid contracting procedure</td>
</tr>
<tr>
<td>and Information Section in the Department for Co-ordination and Monitoring</td>
<td>specialists in the project management and evaluation techniques</td>
<td>• Appropriate pool of highly qualified experts</td>
</tr>
<tr>
<td>of Foreign Assistance in the Office of the Committee for European Integration</td>
<td>(Training programme)</td>
<td>•</td>
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<tr>
<td>and other staff</td>
<td>• A pool of international and local experts specialising in evaluation</td>
<td></td>
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<tr>
<td>Coaching scheme of 3 months for the staff members of the OCEI</td>
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<tr>
<td>Training sessions on evaluation for the relevant units within the public</td>
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<tr>
<td>Agency for Enterprise Development, CFCU, CBC Implementing Agency</td>
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<tr>
<td>Information seminars and training to potential future local evaluation</td>
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<tr>
<td>experts/companies.</td>
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<td>Organisation of a conference on *The role of the evaluation in the public</td>
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<td>administration sector*</td>
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| Preconditions | None |

Strengthening of the evaluation capacities
Annex 2-3: Cumulative implementation, contracting and disbursement schedule

| Date of drafting: | 20.03.2003 |
| Planning period:  | 2004-2006 |

<table>
<thead>
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<th>Cost estimate</th>
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<td>I’05</td>
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Legend: D = design of project / C = tendering and contracting / I = contact implementation and payment