



# **Expert evaluation network delivering policy analysis on the performance of Cohesion policy 2007-2013**

## **Year 3 – 2013**

### **Task 2: Country Report on Achievements of Cohesion policy**

**Poland**

**Version: Final**

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Directorate-General Regional and Urban Policy**

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## List of abbreviations

• AIR	Annual Implementation Report
• BEI	Business Environment Institution
• CAP	Common Agriculture Policy
• CATI	Computer-Assisted Telephone Interview
• CBC	Cross-Border Cooperation
• EC	European Commission
• ETC	European Territorial Cooperation
• FTE	Full-time Equivalent
• JASPER	Joint Assistance to Support Projects in European Regions
• KPZK	National Spatial Development Concept
• KSU	National System of Services for SMEs
• MA	Managing Authority
• MRD	Ministry of Regional Development
• NSRF	National Strategic Reference Framework
• OP	Operational Programme
• OP DEP	Operational Programme for Development of Eastern Poland
• OP HC	Operational Programme Human Capital
• OP IE	Operational Programme Innovative Economy
• OP I&E	Operational Programme Infrastructure & Environment
• OP TA	Operational Programme Technical Assistance
• ROP	Regional Operational Programme

## Executive summary

The overall economic situation of Poland was less favourable in 2012 than in 2011. GDP grew by mere 1.9%. Domestic demand stagnated. However, predictions for 2013 expect lower growth (1.2%-1.5%), mainly due to the negative impact of the European-wide recession combined with stagnating domestic demand. Public finance deficit has been lowered to 3.9% of GDP, however due to economic stagnation for 2013 it is expected to grow. There was an increase of the unemployment rate to 10.1% in December 2012 and further growth to 11.3% by the end of the 1st quarter 2013.

In comparison with the previous period for which the last report was prepared, the policy of regional development was implemented with no significant changes, except for greater intensity. In the last version of the strategic document (Poland 2030) the principles of doctrine of "polarisation and diffusion" were diluted, and the role of secondary cities and sub-regional (medium-sized rather than large) towns was declared to rise at the expense of the largest cities (last version of Long-Term Country Development Strategy uses the term "territorial balancing of development (diffusion)" instead of "polarisation and diffusion").

Intervention – financed mostly from the EU funds – is, as before, being concentrated on major infrastructure, of which the transport networks are of particular importance. Also support for enterprises is being delivered, and other priorities are maintained, according to the structure of the Operational Programmes (OPs).

In 2012 the economic crisis in the other Member States had no other influence than simplifying certain procedures and insignificant redirections of fund. There is no doubt that the ERDF and Cohesion Fund contributions, as well as the payments within the Common Agriculture Policy (CAP), were among important factors helping to counteract the economic slowdown in Poland, at least through their demand-side effects.

The impact of the Cohesion policy on Poland's development is analysed every year by three different macroeconomic models. The analyses presented in 2013 and relating also to the year 2012 suggest that according to all models, there is a positive impact on the country's development. The impact in 2012 was estimated to be particularly high (the pace of GDP growth thanks to EU funds<sup>1</sup> was higher by 0.6-1.4 percentage points than it would have been in the absence of support, (MRD 2013 Sprawozdanie..., p. 8), this is slightly higher than in 2011 (MRD 2012, Wpływ..). As in the 2011, its high impact has been noted on other indicators, like investment, increased share of the GVA yield in industry (but decreased in services and agriculture), employment, imports and exports, public finances.

Both commitments and disbursements were on the rise in 2012. On average, the commitments from the ERDF and Cohesion Fund allocations in 2011 reached the level of 68.9%, while in 2012 it was 85.4% (see Excel Table 4.). Under this general figure, differences can be noted in the main policy areas. In case of enterprise environment, the measure of RTDI and related services commitments has reached the level of 52.4% of the total ERDF and Cohesion Fund 2012 allocation, support for innovation in SMEs – 181.4%, road – 95.9%, rail 55.5%, tourism and culture 92.7%, planning and rehabilitation – 106.7% (see Excel Table 4).

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<sup>1</sup> Except for the CAP.

As far as disbursement is concerned, data available relate to percentage of realisation of the payments planned for 2012 (understood as relation of cumulative qualified and certified payments reported to the European Commission (EC)/cumulative disbursement objective for the end of 2012) shown in percent. According to these data, the only programme which did not cross the threshold of 100% was Kujawsko-pomorskie Regional OP (ROP) (99.8%). The best performing in this sense was Lubelskie ROP (120.7%), Zachodniopomorskie ROP (120.5%), Opolskie ROP (116.6%) and Śląskie ROP (116.55%). In case of nationally managed programmes, OP Innovative Economy (OP IE) – 101.7%, OP Infrastructure and Environment (OP I&E) and OP Eastern Poland Development (OP DEP) – each 100.5%. In total (including ESF financing) disbursement level at the end of 2012 reached 103.5% (MRD 2013, p. 101).

In 2012 and 2013 there has been continuation of evaluations similar in character to earlier activities. Due to the fact that several large projects were still in the phases of implementation, most of studies were oriented on on-going evaluations (problem solving in programmes, priorities, measures), and not on results or impacts, as it is still too early for this.

An important new feature of evaluation programme has emerged recently, i.e. formulating suggestions for the 2014-2020 programming period, which was the purpose of several evaluations studies (or their parts) performed in 2013.

Since the Ministry of Regional Development (MRD<sup>2</sup>) web page containing the evaluation database was updated to contain the studies performed up to July 2013, this report contains most up-to day picture of evaluation practice in the country.

As indicated in previous reports, since Poland has already achieved high methodological level in evaluations and several good and comprehensive evaluations have already been performed, no qualitative progress (with the exception of few meta-evaluations and some containing counterfactual analysis) was noticed in 2012-2013. (Such a progress would require the implementation of new theoretical approaches to evaluations, in directing them more to independent research projects from often formal studies required by regulations). This has not been happening till now.

In 2012 and 2013 there is a visibly growing concern on whether the EU funds are leading to a real and durable increase of the overall economic efficiency (i.e. if the supply effects are strong enough), or whether they just have a short-term social significance (i.e. if the demand effects prevail). The use of the external funds coming to Poland in order to boost the innovativeness and competitiveness of the Polish economy seems to become the main challenge for the next programming period<sup>3</sup>. Many local governments are afraid that due to their high indebtedness level they may not have a chance to apply again for the EU funds. It is related also to the cost of maintenance of infrastructural projects implemented in the past, and possibly to weak intersectoral (and inter-EU policies and funds) coordination, reduced in fact to the so called

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<sup>2</sup> In November 2013 merged with the Ministry of Infrastructure, Construction and Maritime Economy, to become the Ministry of Infrastructure and Development, with its minister on the level of deputy prime minister.

<sup>3</sup> It should be noted that in spite of massive spending on innovation Poland has been sliding down in the ranking of the EU Member states on the Innovation Scoreboard, leaving the group of « moderate innovators » and entering the lower one of « modest innovators ».

“demarcation line”<sup>4</sup>. This concern, voiced mostly by independent analysts, has very recently been also reflected by the official bodies responsible for formulating and implementing Cohesion policy. It is still to be seen if these declarations will materialise in concrete actions in 2014-2020 programming period.

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<sup>4</sup>Which is in theory sufficient to avoid duplication, but definitely not sufficient to attain synergy. There is no evaluation on it, but research done in 2011-12 in one region only suggest, that coordination is poor (Kupiec, Wojtowicz 2012). For EU policies coordination see: MRD 2013, p. 65-7.

## 1. The socio-economic context

### Developments since the 2012 report

The overall economic situation of Poland was less favourable in 2012 than in 2011. GDP grew by mere 1.9% but only the Baltic Republics achieved higher rates (they were emerging out of the deepest recession within the EU). Though Slovakia experienced a similar growth rate in 2012 (2%), Poland still remains the country in the EU with the highest growth rate in the period 2008-2012 (18.1%).

In 2012 and further in the first half of 2013 domestic demand stagnated which translated into lower than expected revenues from taxes (mostly VAT). Predictions for growth in 2013 are even lower (1.2%-1.5%), mainly due to the negative impact of the European-wide recession. However, some economic revival can be noticed since mid-2013 as a result of improvement in Western Europe, and mostly Germany, the main importer of Polish goods and services.

In 2012 the public finance deficit in Poland was lowered to 3.9% of GDP, however due to low GDP growth it is expected to grow in 2013 (state budget was amended in mid-2013 and the planned deficit was raised). The “prudence thresholds” of 50 and 55% of public debt related to the GDP were lifted by the parliament, and only the constitutional threshold of 60% was maintained.

Along with the economic slowdown there was an increase of the unemployment rate to almost 10.1% (EU methodology) in December 2012 and a further rise to 11.3% by the end of the 1st quarter of 2013. This rise was halted by mid-2013 and it is expected that unemployment may decrease a little by the end of 2013. However, public opinion polls show that the situation on labour market is perceived to be deteriorating.

The Football championships EURO 2012 was expected to induce some boost to the economy. These expectations materialised only partially: the increase of tourist visits by 7-10% in the first half of 2013 was partly attributed to the publicity Poland received through this event. However, the accelerated infrastructure spending before the championship has led to several bankruptcies of construction firms and the decline of public investment in 2012 not related to the championships. As it was explained in the previous report, the bidding firms offered too low prices which they were not later able to meet as unrealistic, also because of general increase of prices. In currently running lawsuits these firms claim that the financial risks should be shared with the investor, and not solely put on the constructor, which Polish authorities do not agree with. In several cases the main constructors, often large foreign firms, have not paid their local subcontractors which further transferred the problems to domestic firms that could not have sustained this financial pressure. This has been partly compensated by public funds. Austerity measures introduced along the economic slump further made the situation of several Polish construction firms more difficult.

The housing sector seems to begin overcoming stagnation, since the decline of prices of homes and apartments seems to be over.

Industrial production is still growing, but at a slower pace than before. The expected revival of the European economy may create some optimistic outlooks to the rest of 2013 and to 2014.

Due to strong inertia of spatial processes, there were no major changes in the spatial and settlement structure in Poland during the recent years. In 2011 (the last year for which GDP in NUTS 3 breakdowns is available<sup>5</sup>) all sub-regions surrounding the biggest Polish cities noted the highest growth. There were also several cases of growth of less developed regions higher than the national average but no general pattern could have been noticed. The international financial crisis (by which Poland was less seriously affected than all other EU Member states) has not influenced the regional growth patterns, as well as the regional differentiation of the labour markers. The main features are summarised below (similarly to previous reports):

- Further growth of metropolitan regions, in several cases involving depopulation in the central city and a rapid growth of the number of population in its surrounding areas – mainly due to suburbanisation. This pattern was also repeated in the economic indicators. All the metropolitan cores noted lower rates of GDP growth than their surrounding areas.
- Growth of several industrial regions that were not burdened by heavy (as it had been the case in Silesia) or light (in Łódź) industries and which had undergone successful industrial restructuring, supported in most cases by foreign capital (like Kalisz-Ostrów and Rzeszów regions).
- Parallel processes of growth and decline in traditional industrial regions undergoing depopulation (Upper Silesia and Łódź), which on the one hand benefit from their metropolitan functions (resulting in large inflow of foreign capital to Silesia), but on the other hand are blocked by their industrial (economic, technical and social) heritage.

In 2011 most of the peripheral regions along the eastern and western borders have noted relatively low growth. In the former case this was because their obsolete socio-economic structures with high shares of agriculture (though few grew faster than the national economy), the latter were still unable to overcome the heritage of collapse of state farms and a low level of industrialisation, or – in some cases of deindustrialisation (more data on regional disparities and trends: see Excel Table 1). This picture has been stable for at least 10-15 years, and one should not expect any major changes in the future. In particular, the Cohesion policy will not be able - as it was not in the past – to overcome the growth of interregional differentiation in Poland, since the growth of the metropolitan areas seem “indestructible”, and the chances for acceleration in the eastern part of the country as a whole do not seem to exist (though south-eastern part is in a better position due to its revitalised industrial potential with large foreign capital involvement).

The austerity measures in 2009-2010 have been later relaxed (which led to the increase of public deficit). However, since most of public spending is committed by law, these measures have not changed the regional patterns. And since public investment is mostly financed by the Cohesion policy, the slow-down has not influenced the situation of particular regions, since the least developed have been receiving the highest payments per inhabitant throughout the entire programming period – which has not led, however, to their growth large enough to improve their relative position within the country.

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<sup>5</sup> [http://www.stat.gov.pl/cps/rde/xbr/gus/RN\\_pkb\\_rachunkiRegionalne\\_2011.pdf](http://www.stat.gov.pl/cps/rde/xbr/gus/RN_pkb_rachunkiRegionalne_2011.pdf)

Since there were no serious attempts of fiscal consolidation measures, no reduction of funds available for the support of regional development was observed – these funds come mostly from the Cohesion policy.

Since there was no open crisis in Poland, there were no shifts away from policy concern with regional disparities to a more general concern with low growth and high unemployment at national level.

## **2. The regional development policy pursued, the EU contribution to this and policy achievements over the period**

### **The regional development policy pursued**

Main points from the previous country report:

- As every Polish region in the 2007-2013 period was below 75% of the EU GDP average, all of them benefited from the Convergence objective support;
- The main priorities of development policies in 2011 were:
  - Transport network development (particularly road transport on regional and national levels);
  - Preparation for the EURO 2012 (infrastructure allowing for access to newly constructed or modernised stadiums) (both national and regional OPs operating in Dolnośląskie, Mazowieckie, Pomorskie and Wielkopolskie regions);
  - Innovation development;
  - Environment protection;
  - Human resource development.

In case of Cross-border Cooperation (CBC) objective most of the attention was given to:

- Infrastructural development (most often symmetrical) projects;
- Border infrastructure development;
- Tourist and cultural cooperation;
- People-to-people activities.

The nature of support to regional development provided by the EU funding:

- Concentration of most intervention on infrastructural projects in various fields (particularly road transport, with rather limited investment into rail transport (where spending was delayed).
- Increasing progress in implementation of almost all priorities and measures (except for rail transport).
- Relatively poor coordination of activities by various EU policies and programmes (demarcation line as a main instrument, which is not good enough to facilitate cooperation and synergy)

### **Developments since the 2012 report**

When compared to the previous period (2012), the policy of regional development was implemented with no significant changes other than greater intensity and more sensitivity to

the slow-down of economic development. However, for the coming years the model of "polarisation and diffusion" has been replaced by the doctrine of "balancing the territorial development (diffusion) ("Poland 2030. Third wave of Modernity. Long-Term Development Strategy", p. 7). The "polarisation" segment has thus been dropped which was the result of increasing the role of small and medium-sized towns at the expense of the largest cities. To what extent this new doctrine will reshape the spatial pattern of the country is still to be seen<sup>6</sup>.

The strategic documents were recently adopted – of which the Long-term Country Development Strategy Poland 2030, Third Wave of Modernity<sup>7</sup> (with an important change related to spatial/regional goals, indicated above) is the most important one. However it is difficult to assess to what extent it influenced the programming and activities of the national and regional authorities. Another document formally adopted in September 2012, but published as late as 2013, is the Medium-term Development Strategy Poland 2020 (MRD). It seems to have even less influence on operational activities. The Strategy for Urban Development is still under preparation, only its assumptions have been presented. Horizontal strategies (most often sectoral) were prepared as well. All these documents were published just in time to be taken into account by teams preparing new OPs 2014-2020, but the level of their influence will be known only after the OPs will be adopted and approved. The new regional strategies have been recently prepared, and the RIS3 strategies are in the final stages.

In general, the 2012 Polish regional development policy was characterised by the following major activities:

1. Further implementation of regional development programmes co-financed by the EU Cohesion policy, with a greater share of completed or largely advanced projects.
2. Finalization of the preparation of an integrated system of strategic development documents on national level.
3. The problems with inter-programme and inter-project coordination remain largely unsolved
4. At the end of 2012 and first half of 2013, there was an increasing concern among public beneficiaries (mostly local governments) about the maintenance cost of the implemented infrastructural projects and its influence on their future financial freedom: many municipalities' budgets got close to the prudence threshold of 55% or even 60% of deficit related to their yearly incomes.
5. Due to limited absorption capacity of railway system the Government continuously lobbied for redirection of funding previously earmarked for railway to road financing. In vain.

In Poland the ERDF did not support directly in any specific way SMEs being unable to obtain finance, as in 2012 there was no crisis in Poland (MRD July 2013). However, the slowdown of growth is taken seriously by most public bodies (particularly visible actions on national public budget balance were made in 2013) and Cohesion policy resources are considered an important means for helping to keep the economy out of the red.

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<sup>6</sup> In the opinion of the authors of this report this has very low chances of success.

<sup>7</sup> The Polish version: Długookresowa Strategia Rozwoju Kraju Polska 2030. Trzecia fala nowoczesności, new version from January 2013, <https://mac.gov.pl/wp-content/uploads/2013/02/Strategia-DSRK-PL2030-RM.pdf>.

The changes of financial allocation under the ERDF and Cohesion Fund (Excel Table 3) were rather minor. The largest consisted in reducing the allocation for enterprise environment by EUR 19.2 million (mostly due to relatively small demand not compensated by the promotion). It has to be understood as a clear adjustment of the structure of Cohesion policy to the needs of slowing down economy. After relatively low level of investment into energy infrastructure, the 2012 was marked by a slight increase of allocation (by EUR 23 million). In general the level of reductions was in 2012 by and large of the much smaller scale than in 2011. Despite efforts taken by the Polish Government, the decision on transferring funds from rail into road infrastructure projects was not granted. Relatively minor changes (both accepted and not accepted) could be related to small demand-supply changes, rather than to changes in economic circumstances or constraints on public finance.

In 2012 as compared to 2011, the main characteristic of the financial progress was very similar (including relatively similar co-financing level, limited in 2012 by prudence threshold in the public sector).

## Policy implementation

Main points from the previous country report:

1. Functioning of the coordinating institution and Managing Authorities (MAs) was to a large extent influenced by and subordinated to the preparation to the 2014-2020 programming period.
2. It was also a period of intensive work on the completion of a nationwide system of strategic development documents: (Medium-term Development Strategy Poland 2020 and other sectoral (national) and regional strategies (mostly completed at the turn of 2012-2013 and adopted in 2013)).
3. When compared to 2010, the year 2011 showed a piling up of payments, thus creating an additional pressure on accountancy, monitoring and evaluation.
4. In 2011, there was a continuous process of increasing commitments and payments. Comparing the levels of allocation contracted on 31 December, the respective share of commitment was 58.1% of the allocated funding in 2010 - 72.6% in 2011 – (and 84.4% in 2012)<sup>8</sup>. There are several measures where almost all the money was contracted; but there still remain some where the progress is lower than expected (e.g. railway projects)<sup>9</sup>.
5. Another feature which gained some importance was the political and social pressure on finalising the projects considered important for the EURO 2012 football championship. Several infrastructure investments that in 2007 were planned to be completed at the beginning of 2012 (before EURO 2012) were not fulfilled on time. Most ambitious projects planned for EURO 2012 were not complete until 2013 (e.g. motorways or expressways connecting the cities where football matches were being planned, A1 connecting Gdańsk with Slovakia and the Czech Republic, A4 connecting with Ukraine, etc., the new passenger

<sup>8</sup>MRD, Wykorzystanie środków z funduszy strukturalnych i funduszu spójności w ramach narodowego planu rozwoju 2004–2006 oraz narodowych strategicznych ram odniesienia 2007–2013. Informacja miesięczna za grudzień 2009, 2010, 2011, 2012. [29.09.2012]. See also Tables 1 and 2.

<sup>9</sup>In terms of application for reimbursement to the commission overall National Strategic Reference Framework (NSRF) level is 48.5 (MRD, Wykorzystanie..., December 2012), while level of resources spent is below 23% (max 22.6% in Lubelskie ROP [ Annual Implementation Report (AIR)]).

Warsaw-Modlin airport, though ready after EURO 2012 but later closed down for several months due to safety reasons till late Summer 2013<sup>10</sup>). The renovation of several railway stations, improving public transport in cities was finalised<sup>11</sup>.

6. Several constructing companies have gone bankrupt or found themselves in a difficult financial situation due to the very low price offered in the bids and later approved in the contracts signed and fast growing prices of raw materials, with the total risk left on the part of the contractor.

### **Developments since the 2012 report**

Before we go into a more detailed analysis of the progress made in 2012, let us start with some general comments.

The first comment (identical as in the 2012 report) is about the dissemination of information on progress by the MAs. While general information on financial progress is easily available on a weekly, monthly, quarterly and yearly basis, the AIRs presented at programmes' websites in general offer detailed information on priorities in a mostly cumulative way, so getting overall picture is - for most readers - next to impossible. As a result, for an ordinary citizen it is not easy to get access to information on physical progress and commentary<sup>12</sup>.

The second comment (as in the previous period) is related to the low quality of progress indicators. In order to present a clear picture, a report on the indices used in AIRs 2011 was commissioned in 2012 and presented in the 2012 report (devoted to 2011) (see Annex 3 of the report published in 2012). In our opinion no progress was made in this field in 2012 as compared to 2011.

The main findings about the progress indicators presented in 2012 report were the following:

- Even in case of the core indicators, due to the fact that often they do not relate to a given category (sphere) or are simply not used in a given OP, a number of indicators are not presented in 2012 which makes any summary more than difficult. This applies also to so important indicators as number of jobs created.
- The interpretation of result indicators is particularly problematic (e.g. reduction of greenhouses gases emission etc.)
- As the AIRs report only the projects completed, real progress was not presented, as particular large projects (motorways, etc.) have not been finalised and they should be presented in the next year AIRs or even later. Indeed, at least under this aspect the progress presented in 2013 AIRs (related to 2012 operations) is better visible (at least in road transport).
- There was still little possibility either to compare the achievements between the ROPs or to aggregate these achievements across the ROPs, as well as with the sectoral OPs, not to mention comparisons between years. Moreover, the indicators most widely used are often completely meaningless.

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<sup>10</sup>And poorly used again as only one airline operator (Ryanair) expressed interest in leaving Warsaw Okęcie airport for Modlin. Wizzair remained in Okęcie.

<sup>11</sup> However renewal was not containing elements like facilities (lifts) for disabled persons, thus leaving the problem for the future (Warszawa Wschodnia railway station, next to national stadium built for EURO 2012).

<sup>12</sup> On top of that, the key information on progress is presented in the Excel format.

A general comment is the following: the problems with comparison and interpretation of indicators used in the 2012 AIRs and 2011 AIRs stem from differences in the measurement units used, imprecise wording, differences in the numbers of indicators (unfortunately mostly product indicators), and mistakes in the categorisation of indicators. This year an additional problem relates to the lack of clear comparable data on certified eligible expenditure costs and applications approved (see Table 1 below).

Table 1 offers some additional data from monthly implementation reports (31 December 2011 and 31 December 2012). Some of data available in those reports are of limited relevance for assessing progress, so only few of them are presented. Certified costs in relation to allocation may serve as an indicator of disbursement, as there is no better information in reports. As for commitments, in every programme the level is at least 77%, which is an optimist prognosis for funds disbursement. However, the progress differs from one programme to another (see Tables 1 and 2). These tables present the only available data.

**Table 1 - Selected data on progress as of 31 December 2011 and 2012(\*)**

OPs and ROPs (**)	Applications approved, numbers(***)		Commitments/allocation, in %		Certified costs/ allocation, in %****)	
	2011	2012	2011	2012	2011	2012
Innovative Economy	9,917	32,328	73.8	84.9	26.6	58.7
Infrastr.&Environment	1,654	3,095	70.4	85.0	24.2	37.2
Eastern Poland Dev.	199	281	68.7	94.0	33.6	42.8
European Territorial Cooperation (ETC)	273	n.a.	68.6	n.a.	20.7	36.2
Dolnośląskie	1,612	2,905	74.0	84.7	41.0	62.0
Kujawsko-pomorskie	1,598	2,724	75.8	77.5	40.0	66.3
Lubelskie	2,128	4,677	74.1	77.6	38.9	69.5
Lubuskie	827	1,546	83.8	82.0	56.6	84.0
Łódzkie	2,221	3,596	89.4	92.8	41.5	57.8
Małopolskie	2,552	3,912	81.7	88.6	41.5	63.1
Mazowieckie	1,274	4,758	70.2	83.0	38.0	52.7
Opolskie	1,102	1,651	96.0	90.3	62.6	85.3
Podkarpackie	1,910	2,903	78.6	87.8	47.7	69.8
Podlaskie	954	2,254	67.7	80.8	41.5	63.4
Pomorskie	1,538	3,388	93.4	93.2	50.2	65.9
Śląskie	3,781	9,193	74.6	88.4	37.7	58.1
Świętokrzyskie	1,020	1,919	75.9	82.4	50.8	85.5
Warmińsko-mazurskie	1,939	3,165	74.8	79.7	35.2	62.5
Wielkopolskie	1,964	3,809	91.4	89.2	53.1	72.8
Zachodniopomorskie	1,392	2,874	75.2	80.7	38.4	63.7
CBC PL-Brandenburg (DE)	28	9	89,0	102,0	15,68	28,93
CBC PL-Slovakia (SK)	27	7	100	100,0	25,26	44,76
CBC South Baltic	91	13	95,6	100,7	18,50	34,95

Source: MRD, 2012, Wykorzystanie..., and AIRs for 2012, NSRO miesięczne sprawozdania, dla 31.12.2012; MRD 2013.

Note:

(\*) - the data may differ from those in the AIRs.

(\*\*)- except for OP Technical Assistance (OP TA) and ESF funded OP (OP Human Capital (OP HC))

(\*\*\*) - cumulative applications after formal assessment (MRD 2013, p. 99)

(\*\*\*\*)- certified eligible expenditure/total allocation.

As the data for ETC programmes progress description was not available (or not comparable) for all the programmes, it is only possible to say that commitment level for Poland-Slovak Republic programme was 100 %, South Baltic 95,6%, while Poland-Brandenburg (Germany) has reached the level of 102% (as compared to allocation), which is highest among OPs in general. Level of certified costs in ETC programmes in relation to allocation is in general much lower than in case of ROPs, but only slightly lower than in most national programmes. When preparing this year report, the Authors could not use a copy of the "Raport strategiczny 2013 "edition, as it was not available. Therefore a table presented above does not contain certain data available in the past or uses other sources of information. In monthly reports on implementation of the NSRF in Poland all CBC programmes are reported together with partnership programmes.

While the data on commitments/allocation is relatively easy to access, there are problems with other indices used in previous years, in particular with the level of funds utilization, which is defined in an unclear way ("utilization of ERDF funding in the framework of approved projects"). Whatever the indicator, one should notice first of all moderate levels of utilization of the funding available and quite significant differences between the programmes (reaching almost 50%). For instance, the most advanced in utilization were Lubelskie (22.6%), Kujawsko-pomorskie (19.4%) and Pomorskie regions (19.1%). On the other hand, the least advanced were Podlaskie (9.7%), Warmińsko-mazurskie (13.7%) and Mazowieckie (13.8%) regions (data for 31.12.2012).

In general it is justified to say that implementation of all programmes is in line with the plans (with the exception for OP I&E and its rail infrastructure component). It was possible to a large extent thanks to finalization in 2012 (and 2013) quite a number of large projects. It was possible thanks to implementation experience gained in 2011 and early 2012. It is important to note that CBC programmes reported significant progress after long preparation (see Excel Table 4cbc). Although disbursement levels are not very high, commitment level may be a useful indicator of progress made.

However, still the figures for disbursement are not high (few above 20% of fund utilization), which suggests that quite a lot of projects are still in various stages of implementation. In particular, the funding for railway projects is not used, which made the Government of Poland in 2012 applying for redirection of almost EUR 5,000 million to road transport (see 2011 report). The application was not approved. Recent Government opinions suggest (info in media during 2013), however, that the funds earmarked for railway will be anyway spent on time. Up to now serious delays are very visible (mostly due to low absorptive capacity and deficiencies in the way railways were managed). However, during 2013 a visible improvement (measured by profits of PKP Group) was reported (which can be an indicator of improved management).

In general, the progress achieved in 2012 in terms of large projects finalised in comparison with 2011 is moderate, but in some case quite significant, though not the same in various programmes (Table 2).

**Table 2 - Commitments in relation to ERDF and Cohesion Fund allocation 2011 and 2012 (%), selected programmes**

OP	Commitment/allocation end-2011	Commitment/allocation end-2012
National OPs:		
Innovative Economy	70.2	84.9
Infrastructure and Environment	69.2	85.0
Eastern Poland Development	64.7	94.0
Best performing regional OPs in 2011:		
Wielkopolskie	Na	89.2
Opolskie	Na	90.3
Pomorskie	Na	93.2
Worst performing regional OPs in 2011:		
Śląskie	66.1	88.4
Świętokrzyskie	64.8	82.4
Lubelskie	65.4	77.6
ETC programmes:		
Poland – Slovakia	100.0	100.0
Poland-Brandenburg (GER)	89.0	89.1
Southern Baltic programme	95.6	102.0

Source: DG REGIO. Note: Na: not available. The data on ETC are inconsistent.

The data provided in Table 2 show significant differences in the implementation progress measured by the ability to commit resources. In terms of commitments, the nationally managed OPs made serious progress in commitments: Eastern Poland Development by 29.3 percentage points, with other two doing also much better than in 2011, when the progress was much more modest (up to 14 percentage points). The situation among the regional OPs is more differentiated, as the regions considered the best performing in 2011 have crossed the level of 90% of allocated funding committed, while those considered the worst performers made much progress reaching the level of 77.6-88.4%. ETC programmes (for which information is available) in general (despite inconsistency in data) have reached the level of over 89% of funds committed (what means a slowdown).

On average, the commitment level of EU funds at the end of 2011 reached the level of 69% of the EU allocation, while at the end of 2012 commitment level reached the level of 85% (Excel Table 4). As in 2011, the differences in progress (here understood as commitments) seem to depend mostly on the size and complexity of projects (large projects take more time in preparation and tendering procedures), managerial capability (poor in the case of railway modernisation projects) and, in case of some ETC programmes, time-consuming international agreements. The progress is on average higher in regional OPs, probably due to the fact that most of projects are modest in size.

In 2011 the most advanced in terms of commitments were the policy areas of: planning and rehabilitation (87.4%), roads (80.5%) tourism and culture (80.2%), while the least advanced: rail (39.3%), transport other than roads and rail (51.7%) and support for innovation in SMEs (53.3%)<sup>13</sup>. In 2012, the percentages have improved significantly: planning and rehabilitation (106.7%), roads (95.9%), tourism and culture (92.7%), rail (55.5%), other forms of transport than road and rail – 97.7% (see Excel Table 4). In case of support for innovation in SMEs the data available are inconsistent (suggesting that the commitment level was almost twice as high as the total allocation level -see Excel Tables 3 and 4). It is worrying that despite significant

<sup>13</sup> Data refers to end 2011 (situation December 2012).

funds made available by the EU for innovation stimulation, Poland is still among the least innovative economies in the EU. It is worsening its position (IUS 2013) and the share of companies active in the innovation field is decreasing (GUS 2012).

Limited progress (continuation of 2011) was noted in case of ETC programmes (other than Poland-Slovakia as it committed 100% of the allocation already in 2011). In case of Brandenburg-Poland programme total figure was 91% (compared to 89% in 2011). Main problem was low level of commitments in the policy field of Environment and Energy (still 29% compared to 0% in 2011). In case of other policy fields the lowest commitment level was 98.9% (enterprise environment), the highest – 164.5% (Territorial development) (Excel Table 4cbc).

Southern Baltic programme has improved its overall commitment level from 95.6% in 2011 to 100.7% in 2012 (Excel Table 4abc). In the field of Enterprise development respective number was 94.8%, Human resources – 107.5%, transport – 158.4%, Environment and energy – 100.1% and Territorial development – 89%.

The aforementioned data on commitment suggest that all the funds should be used in the final years of the 2007-2013 period (with N+2 principle). It is much more difficult to get information on the quality of projects and their influence on long-term development (supply effect). The last MRD report on EU funds performance (Strat 2012) refers to 2011 data. There is no evaluation report on ERDF and Cohesion fund implementation and achievements in the period 2007-2012 that would help to understand the physical progress and results.

#### **Textbox 1 - Office & Service Centre of the Legnica Technology Park**

*Example of the project: Office & Service Centre of the Legnica Technology Park (with necessary road infrastructure) for the needs of the support to innovation transfer and presentation of R&D achievements. Total cost: ca. EUR 10 million, EU contribution – EUR 2.5 million. Beneficiary: KGHM LETIA SA (Legnica Technology Park).*

The centre, located in Legnica centre (one of the best developed large towns in the region) offers 8,000 sq. m. of office, conference and event organisation space. It is part of the Legnica Technology Park, and is dedicated to attract and serve the needs of hosting new investors, facilitate technology transfer and organize events related to activities of Legnica Technology Park. Thanks to prestigious location in the centre, easy accessibility, and modern arrangement of the space the Centre increased the Park potential in implementation of its functions. Additional benefit: renovation of historical building helped to revitalise the area. (Dolnośląskie ROP). Project finalised, its significance stems from creation of new, modern economic activities in a mining industry area.

As explained in the 2011 report, the main reasons of delays refer mostly to the field of railway projects (infrastructural ones in particular), where a monopolistic group of companies Polskie Koleje Państwowe (Polish State Railways, PKP), and in particular PLK PKP (Polish Railway Tracks) have displayed permanent problems with preparation of good quality projects. But in general, it is still the same problem as depicted in the 2011 report: "The potential recipients lack the capacity to use the funds available" (PBS, 2011). However, information about the profit made by PKP group in 2013 may suggest that its management has improved significantly. Also, the past and current changes in the ministry (recently merged with the MRD) may indicate some optimism for the remaining part of the 2007-2013 period, as well as the next one of 2014-2020. All other problems can be attributed to normal management tasks that should be possible to overcome.

## Achievements of the programmes so far

Main points from the previous country report:

- Generally positive impact of the EU funds on development (though mostly on the demand side) in the context of visible slowdown of the economy;
- Concentration of MAs' interest on disbursement rather than results;
- Low quality of indicators and difficulties with summarizing ERDF and Cohesion Fund physical progress;
- Achievements in the different fields of intervention and OPs (measures) differed significantly.

## Developments since the 2012 report

The results in various policy areas are more than difficult to describe due to the already mentioned reasons. However, as suggested in the 2011 report, quite a number of projects planned to be finished in 2012, de facto were finished in 2013. Although the data are not complete (some AIRs did not present them), the picture of progress made is significantly better than in 2011.

Using a few selected core indicators (see Table 4 below), we can have a pretty good overview of the state of affairs in 2012.

**Table 4 - Selected main indicators, data for 2012/2011/final target**

Operational Programme	Jobs created	Research jobs created	Job gross created (FTE)*	Km of reconstructed roads	Value of time saving a year (thanks to roads constructed or modernised), in EUR thousand	No. of projects ensuring sustainability and improving attractiveness of towns and cities	No. of education projects
Innovative Economy	11,017/3,631/69,625	879/129/4,900	2,266/na/na	0/0/0	0/0/0	0/0/0	0/0/0
Infrastructure and Environment	726/496/5,950	0/0/0	0/0/0	11/8/800	17,265/17,209/247,500	0/0/0	4/0/13
Eastern Poland Development	84/10/2,500	20/0/112	na/na/na	22/22/130	8,70/8580/219100	0/0/0	6/3/26
Dolnośląskie	1,397/890/8,370	33/22/80	862/544/7,800	55/43/100	3,085/2,095/7,200	77/42/111	61/45/78
Kujawsko-pom	897/696/320	na/na/7	850/684/2,470	418/325/580	6,403/5,031/18,674	61/24/120	23/4/70
Lubelskie	1,759/1,816/6,140	na/na/20	1,756/1,165/5,210	425/265/525	28,195/5,031/18,674	2/0/23	36/21/50
Lubuskie	0/0/3,220 net	0/0/12	na/na/na	105/83/80	11,349/5/19	6/4/7	36/25/7
Łódzkie	1,313/785/600	149/118/280	1,139/689/2,800	191/82/551	6,968/3,663/11,397	0/0/6	32/25/25
Małopolskie	2,167/1,085/3,554	2/1/60	1,674/939/814	496/245/530	23,427/7,441/29,292	18/6/60	44/10/30
Mazowieckie	1,873/1,268/4,500	0/0/40	1,778/1,226/1,000	643/336/384	69,903/60,606/14,2500	3/0/90	16/6/50
Opolskie	2,067/1,623/3,296	10/7/68	1,994/1,583/308	152/125/188	16,813/20,483/20,486	12/3/30	39/30/44
Podkarpackie	2,549/1,662/4,946	0/0/50	673/1,101/2,280	868/780/595	17,556/14,776/24,361	7/0/27	51/42/80
Podlaskie	na/na/na	0/0/20	2685/1,366/3,772	359/320/440	11,070/2,487/12,600	na/na/na	45/22/55
Pomorskie	1,498/1,005/4,000	na/na/na	1,306/929/2,100	201/154/205	13,067/3,137/110,000	1/0/9	9/2/20
Śląskie	3,281/2,120/23,597	na/na/na	na/na/na	201/149/240	17,887/10,474/77,377	26/12/140	58/42/80
Świętokrzyskie	2,229/1,461/1,512	0/0/85	1,728/1,218/1,300	367/281/461	3,268/1,807/30,649	28/14/15	40/34/21
Warmińsko-maz	6,840/4,886/11,268	2/0/22	na/na/na	250/218/588	23,847/16,449/63,800	72/19/84	61/51/16
Wielkopolskie	183/148/10,090	1/0/150	2,650/2,238/4,200	564/325/780	56,052/37,346/130,500	0/0/10	26/17/32
Zachodnio-pomo	876/617/2,700	3/0/14	834/588/2,100	178/83/183	989/734/20,000	13/7/18	18/13/10

Source: AIRs 2012. Notes: (\*) FTE = Full-time Equivalent; na = Not available. Data on CBC programmes not included as they use different outputs and results definitions, adjusted to individual specific CBC objectives.

It is very difficult to assess credibility of some figures presented in Table 4, as they are often incomparable (as motorways constructed under OP I&E and rather sub-regional and even local roads constructed or renovated within ROPs). The scale of road modernisation (reconstruction), so costs and results may also be different. One may have also questions about very low figures of research jobs created within many ROPs. All doubts about the quality of data confirm only previous remarks about the quality of indices used in AIRs. Quite often reports are short of data. Moreover, there is no information on complementarity of particular developments in infrastructure – we do not know if the roads constructed create comprehensive networks or if there are “bits and pieces” of stretches separated from each other. Finally, in few cases a small unfinished part of a motorway may make the entire project not ready for use, as is the case with the southern part of A1 (a bridge is lacking) or a part of S17 near Lublin, where the faults in construction of a viaduct prevent from opening a badly needed entry to the city.

The data presented in the Table 4 cover only selected indicators out of around 50 presented in AIRs as core indicators. Many of those 50 are not used or AIRs do not always present the figures for all programmes. Therefore the selection of just a few indicators is fully justified as most of them are not used in various programmes (including such important indicators as TEN-T investments, number of projects seeking to promote business, not to mention the European Trans-border Cooperation specific indicators). Unfortunately, as in the past, many of those indicators refer to outputs or even inputs rather than results (as the number of project - a totally meaningless indicator, but most commonly used – the only indicator present in all AIRs of the ROPs in 2011). There are some particularly interesting cases when an original objective is being replaced by another, more simple, less complicated, not requiring too much efforts (objective replacement). Probably the best example is the support to innovativeness in enterprises. In most cases the criteria of innovation are defined in a very simple way: “innovative” is anything which was not in use in a given place (region) for more than 3 years. This is particularly easy to notice in the regional OPs. From this point of view new technology carwash may easily become an innovation, as any redesigned wrapping, container etc. As a result, in spite of massive spending on “innovation” Polish economy has not increased its innovativeness.

Another example: revitalisation, which in most cases is being reduced to repair (overhaul). Tourism development is often reduced to tourist trail construction or a historical building overhaul (containing town hall, church, state archive etc.) what is much easier than developing a new tourist product (new jobs, new income). Such an approach (agreement on easier criteria) helps both beneficiaries in their search for financial support for their business or institution, as well as the representatives of MAs (accountable first of all for disbursement of the EU funds) to satisfy their needs. Of course, this in most cases has little in common with achieving the policy objectives. One should also notice that evaluation of such activities is almost always very positive.

**Textbox 2 - Wrocław Airport: redevelopment and modernisation**

*Example: Wrocław Airport: redevelopment and modernisation (in Wrocław). Beneficiary: Port Lotniczy Wrocław S.A. Total cost EUR 92.9 million.*

The project covered construction of new terminal fitted with modern space and facilities (including direct airplane access and modern luggage control system based on the one known from Heathrow). 12 new gates open easy access to airplanes on the newly built stands. Nearby the car park has 1,100 stands. Thanks to the proximity of motorway the airport is easily accessible for Wrocław dwellers and passengers from the region (by car or by bus). (OP I&E). Project finalised, serving 2 million passengers yearly (with the potential for doubling this figure).

The outcomes in most cases are generally in line with the plans, however one should notice that in some areas, like innovation or motorway construction, and especially the already mentioned railways, the level of achievements (understood as impacts, and not just spending or even products) is well below that expected in 2007 (and almost – with the exception of railways – in relation to what was planned in 2010, in particular in the case of projects that were linked to the EURO 2012 European Football Championship). It was obvious to many that it was not feasible to shorten project completion date by a year. Most of the investments planned was finalised in 2013 (some should be finished in 2014, as dual carriageways in Eastern Poland).

As underlined in the previous report, since the Polish SMEs have not been negatively affected by the credit crunch, there were no special measures taken over the past two or three years to assist them in this respect.

**Textbox 3 - Centrum Informacji Naukowej i Biblioteka Akademicka (CINIBA) in Katowice; Podlaskie Opera and Philharmonics House; Railway Transport Link to the Okęcie Airport in Warsaw**

*Example: CINIBA in Katowice. Beneficiaries: Uniwersytet Śląski i Uniwersytet Ekonomiczny. Total cost: EUR 18.9 million, EU input: EUR 12.9 million.*

Objective of the joint project of two universities is the creation of a modern library and scientific information centre. It is supposed to provide students and staff with up to date information, thus contributing to improvement of educational standards, increasing research potential and the involvement of both universities in international networks and research relations. The Library won regional, national and international prizes (incl. ARCHDAILY, 2013). (Śląskie ROP). Project finalised.

*Example: Podlaskie Opera and Philharmonics House – European Art Centre in Białystok (phase 2: to finish construction off). Total cost: EUR 44 million, EU input: EUR 24.5 million.*

Newly constructed seat of Opera and Philharmonics is a modern building designed in harmony with the local park. The design makes possible its use by representatives of various arts and for various events. The Centre is fitted with multimedia system, facilities for disabled persons, TV studio, translation system, exhibition space. Phase 2 consisted of fitting it with sculptures and other elements of interior decorations and instrument (organ). (OP I&E). Project finalised.

*Example: Railway Transport Link to the Okęcie Airport in Warsaw. Beneficiary SKM sp. z o.o. Total cost EUR 90.8 million, EU input EUR 43.3 million.*

Project relates to purchase of 13 trains (six carriages each) to serve the transport of passengers from northern and eastern parts of Warsaw agglomeration (Legionowo and Sulejówek) via city centre to the airport. The link is being served by two operators using different tickets and initially poorly coordinated. Despite efforts of the beneficiary (a company controlled by the City authorities), most passengers do not use it (bus and taxi service is a bit faster, since the train does not reach the airport and the last leg has to be covered by bus). As a result it serves mostly employees of large office centres constructed recently on the way (OP I&E), and its usefulness will be further limited by poor air traffic at this airport (the break in operation due to necessary renovation of the newly built runway prevented Wizzair to move back from Okęcie airport). Project finalised.

The MRD information on the progress of NSRF implementation in 2012 tends to give data on number of projects being in 2012 under implementation<sup>14</sup>, rather than data on projects finalised. It refers also to large projects (see MRD 2013, Sprawozdanie..., p. 109)

In general it can be said that realisation of large and expensive infrastructural projects met certain problems resulting from phenomena depicted in last year EEN report (poor quality public procurement regulations, selection criteria, inefficiency of court proceedings, NIMBY syndrome, environmental regulations<sup>15</sup> etc). The Joint Assistance to Support Projects in European Regions (JASPERS) programme seems to be quite successful, in the years 2006-2012 offering support to 232 projects, finalising 143 of them. However, there is no data specific to 2012 (MRD 2013, Sprawozdanie...., p. 110-1).

For various reasons (some specified few pages before), despite the declarations of the Minister in charge of Cohesion policy in Poland, there is a visible trend to concentrate first of all on spending the public funds at any cost on any feasible project rather than on achieving the policy

<sup>14</sup>Or those predicted for 2013 (ibidem).

<sup>15</sup> For instance the cost of payment for local government approval cutting off someone's private tree, which is rather a penalty than administrative cost based on market prices.

objectives. It is not a specific case only of Poland. A widely spread conviction that the new development paradigm is good for rich societies, while less developed countries (regions) should follow the richer neighbours' development paths and invest first of all into hard infrastructure, plus social and media pressure on MAs on disbursing funds, often result in a phenomenon mentioned earlier as "an objective replacement". In many cases and intervention fields there is a visible propensity to simplify the requirements which is the simplest way to change the objectives. It is difficult to assess the exact influence of that phenomenon on Cohesion policy objectives implementation, as it would require specific evaluations, but – for example - complaints about the quality of trainings under ESF are well heard because their results are well visible on the labour market. Also, several deficiencies (already mentioned) can be seen in spending the ERDF (less in Cohesion Fund). In some cases the effects are less easy to understand, or turn out to be just satisfactory to both beneficiaries and employees of MAs. The proof can be found in contextual indicators. For instance despite significant support to innovativeness by the EU and Polish government, Poland spends on R&D less than 0.7% of its GDP (3 times less than EU average) and still cannot be labelled as an innovative country. Minister is right in saying that it is the time for entrepreneurs to be more active (Bieńkowska, 2013), but they will not change their attitudes and operations without strong incentives and support from the public bodies. It has to be remembered that business finances only 1/3 of spending on innovations and technological progress, and the remaining 2/3 are on the public side. One may risk the opinion that Polish businesses are already accustomed to rely on subsidies and grants from Cohesion policy, feeling relieved from the necessity of investing in innovations from their own resources (this thesis should be, however, objectively tested).

#### **Textbox 4 - Construction of the IT Wilanów Centre(Warsaw)**

*Example: Construction of the IT Wilanów Centre (Warsaw). Beneficiary: Asseco Poland S.A. Total cost EUR 39.8 million; EU support: EUR 6.4 million.*

The Centre objective is to integrate human resources, equipment and organisation potential for the purpose of developing large, trans-national IT projects, which would involve science sector and SMEs. It will also increase the business potential of Asseco Poland in the field of development, implementation and commercialisation of new technologies in the sectors of particular importance for economy. (Innovative Economy OP). Project finalised.

Despite the efforts to improve the quality of indicators, due to both incompatibility of the indicators used (or different wording) and quite often the abundance of indicators and data (see OP I&E), it is not any easier to get information on the outcomes or to summarise them. When going through 2012 AIRs, it is clear that some data are unreliable (commitments twice as large as allocation or lack of data in certain OPs without any comment or explanation). One may have serious doubts about the quality of the entire reporting system. It does not mean there is little progress, it rather suggests that the reporting system (AIRs) is not taking into account the projects underway but not completed.

**Textbox 5 - European Centre of common services – smart logistical systems; Centenary Hall in Wrocław; Centre of Łódź Fabryczna Railway Station**

*Example: European Centre of common services – smart logistical systems (in Radomsko). Beneficiary: JYSK company. Total cost: EUR 93.6 million, EU input EUR 19.6 million.*

Giant and modern warehouse (able to store 170 thousand pallets) in central Poland, close to one of the busiest dual carriageways in Poland. Project approved by the Polish authorities, but later financing denied by the EC services as not fulfilling the criteria used for innovative projects. The warehouse constructed. Lack of final information about the EU funds contribution to the project (OP IE). Project finalised, but not clear whether with EU financial contribution.

*Example: Centenary Hall (Formerly: the Peoples Hall) in Wrocław – the Innovativeness in Architecture and Construction Centre. Beneficiary: Wrocławskie Przedsiębiorstwo Hala Ludowa sp. z o.o. Total cost: EUR 18.6 million, EU input EUR 8.2 million.*

Project consisted of the modernisation of the historic hall (built in 1913) in order to allow for organisation of prestigious cultural, business and sport events through its modernisation and introduction of multimedia, interactive visiting programme using the educational, cognitive and recreational trail. Project finalised.

*Example: Centre of Łódź Fabryczna Railway Station. Beneficiaries: consortium of City of Łódź, PKP PLK and PKP SA.*

The project consists of a number of coordinated projects (including tunnels and multimodal centre construction). Construction of underground railway station for normal and high-speed train lines (despite the fact that the Government has resigned from construction of high-speed train route) is under way. In late summer 2013 the constructors of the tunnel encountered unexpected underground lake<sup>16</sup>. The city and Ministry representatives are of the opinion that the project will be finished and European funding will be used on time (OP I&E) Projects under implementation.

A suggested, it is not possible to assess the progress towards achieving the end-targets basing on the table with the main physical indicators and achievements in 2012 by broad policy areas. The reason is the incompatibility of data in various programmes and therefore a very high risk of mistakes. For instance in every OP jobs created are calculated differently: in the OP IE, Priority Axis 9, number of jobs created is calculated in "etatomiesiąc" that is jobs by month (whatever that means, no data whether it is FTE or not). ROPs in most cases concentrate on output indicators. Podkarpackie ROP gives information on road and air infrastructure. Similarly, Innovative Economy concentrates on number of specific projects plus jobs created. In the OP I&E there is no indicator of energy infrastructure built, reconstructed or modernised (instead there is a number of new energy sources). And despite the fact that one of the priorities is about culture and cultural heredity the only indicator of achievements in this field is the number of projects. In Śląskie ROP, despite the fact that there are two separate priorities of Tourism and of Culture, no indicators of achievements in these fields were presented (although in the main text it is stated that achievements are satisfactory). Tourism: in some ROPs there is information on number of projects and jobs created, but in some (e.g. Wielkopolskie) there is only on number of projects. All these weaknesses of reporting (low compatibility, lack of data in achievements annexes despite the fact that a given field represents part of the priorities) make it impossible to give an overall picture of achievements. A general comment is that this happens because nobody

<sup>16</sup> Similar problems with underground waters emerged on the construction site of the second line underground which led to delays of at least one year of these projects (also co-financed by the EU).

reads the data in the annexes which probably means that nobody is interested in anything else than funds committed and/or spent. Some problems are visible when analysing Table 4.

### 3. Effects of intervention

Main points from the previous country report:

- Difficulties in assessing the effects due to problems with obtaining information on the progress and impact of intervention;
- Considerable differences between advancement of various OPs (national and regional);
- Prevalence of demand side effects over supply side ones.

#### Developments since the 2012 report

As mentioned before, evaluation of the achieving intended effects in different policy areas is difficult, as the process of implementation was under various pressures and games between beneficiaries and MAs (as depicted above) played by various actors, and there are no written (reports, evaluations) sources referring to recent achievements in this programming period. Normally in order to assess effects one may use information on initial baseline (base point) and confront the 2012 figure with it. However, out of 23 OPs financed by the ERDF, 19 defined the base line for each indicator used as zero (or "-"). In case of four remaining OPs only 7 (seven) indicators were supported by base line data<sup>17</sup>.

First of all, as usual the planning period of 2007-2013 started with all efforts directed towards boosting disbursement and this remained its feature also in 2012. There is no doubt that the disbursements level in 2012 increased significantly, which was due to the further progress of several large projects. Year 2012 was the time of significant speeding up in the pace of finalising projects of road construction, water and sewage systems modernisation or construction, universities and R&D institutions support, businesses and business environment support, etc. Some of those were finalised de facto in 2013, but bulk of the work was done in 2012 (though several are to be finished in 2014-2015). However, we have better knowledge about output indicators than results, therefore – using the AIRs data, as there are no evaluation studies or recent publications on effects<sup>18</sup> - it is rather difficult to see the overall picture presenting the impact of Cohesion policy made in 2012. Evaluation studies are also not a strong source of information, as in most cases these studies are about technicalities rather than assessment of achievements. Ex post evaluations are supposed to be done in 2-3 years. Most books on Cohesion policy (Pastuszka, 2012; Sługocki 2013) concentrate on objectives, principles, budgets, instruments (and their evolution) rather than on recent results or impacts. And obviously they do not refer to recent implementation data. Lack of more detailed analysis of results (together, not separated) makes the task even more difficult. The only document which

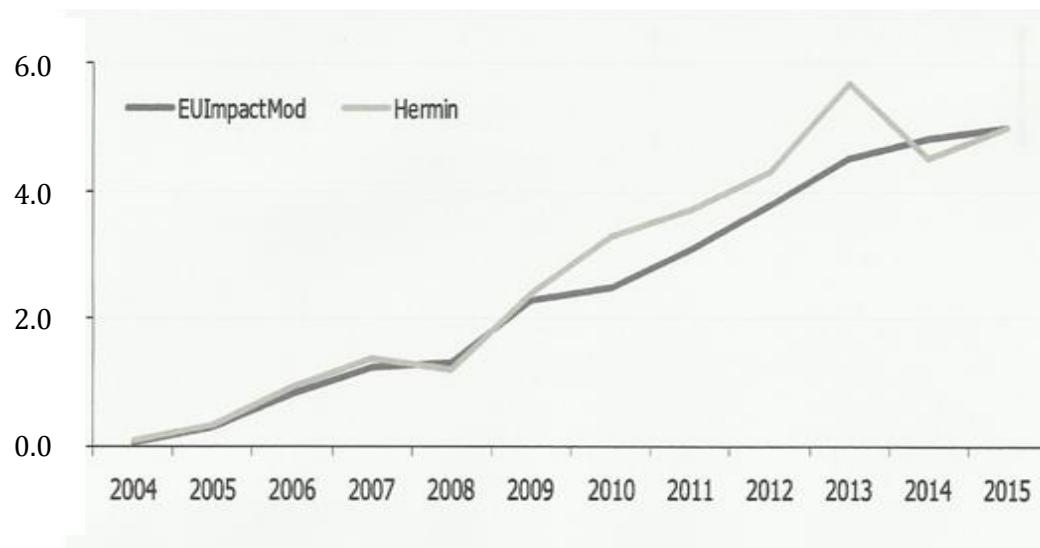
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<sup>17</sup> OP I&E (number of constructed or rebuilt waste water treatment plants); OP DEP (percentage of students studying in technical universities or studying math-natural; percentage of businesses introducing innovations; number of nights spent in hotels and similar); Podlaskie ROP (number of tourists visiting region; number of foreign tourists visiting region); Pomorskie ROP (additional population served with improved urban transport). Source: 23 (all) AIRs.

<sup>18</sup> Among few exceptions is a report by Kupiec and Wojtowicz (cited).

refers to the progress of the NSRF (Cohesion policy) in Poland in 2012 (MRD 2013) does not base its general assessment on AIRs, but uses macroeconomic models<sup>19</sup>.

**Figure 1 - Two models measuring the impact of the EU funds on Polish GDP**



Source: Dzierzgwa, June 2013. Note: Fig. 1. Increase of GDP per capita (PPP standard) due to influence the EU funds (in percentage points).

According to data presented above (Figure 1), EUImpactMod and HERMIN macroeconomic models suggest that in 2012 there was a positive impact on national GDP per capita (and other features, like employment, investment etc), which cumulatively reached the level of almost 4 percentage points above the “non-EU” scenario. According to the MRD report (MRD 2013), in 2012 the Cohesion policy impact on GDP growth was equal to 0.6-1.4 pp. Cohesion policy had a positive influence on investments, industry and construction, labour market and public finances (MRD 2013 p. 8-12), mostly as a source of financing, offering much bigger room of manoeuvre for public and private investors. However, it had also a small negative impact on agriculture, forestry and fishery (ca - 0.2 pp) and on services (ca - 1.0 pp) (*ibidem*)<sup>20</sup>. This would suggest that it has little influence on modernisation of the economic structure: it is neither contributing to fast restructuring of the first sector (13% of employment yielding ca 3-4 % of GDP), nor development of competitive market services. Interestingly, the report admits that the supply side effects are still to be seen in the future (meaning: not present today, might turn out later) (*ibidem*). Therefore, one may understand that there is little orientation towards supply-side effects, on building foundations for development of modern economy. The GDP growth – according to data presented in MRD report (2013) – is closely dependent on the inflow of European funds: final years of each programming period are marked with zero or negative influence, in spite of the fact that in these years the inflow of the EU funds is the highest.

The most recent study – an independent research project financed by the Ministry of Science and Higher Education (Misiąg et. al, 2013)<sup>21</sup> reveals that for the period 2004-2011 there has

<sup>19</sup>In theory independent, but from 2012 two of them are being used and presented by one research institutions.

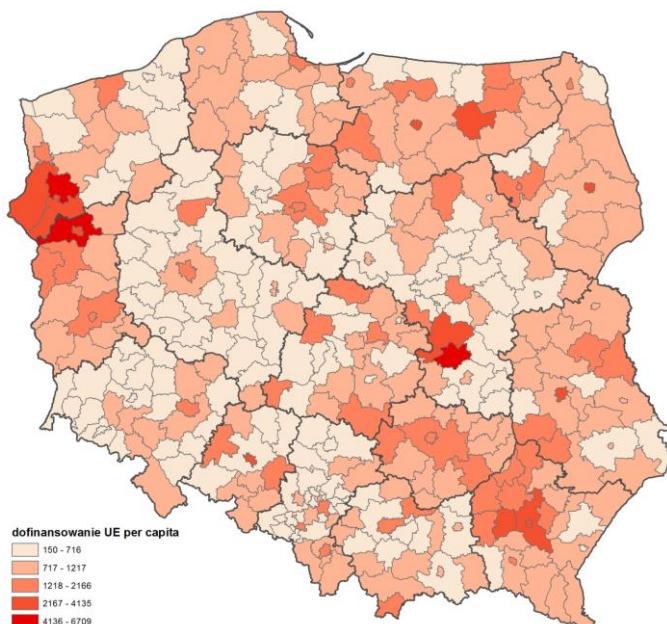
<sup>20</sup> Most likely due to the fact that most investments was done in productive sector (industry), in line with the old development paradigm (at the expense of other sectors).

<sup>21</sup> Misiąg W. et al., 2013: Ocena efektywności wykorzystania pomocy finansowej Unii Europejskiej jako instrumentu spójności polityki społeczno-gospodarczej oraz poprawy warunków życia, WSFiI, Rzeszów.

been a strong negative correlation between the total sum of the EU money coming to Polish 16 regions (accounted for some 93-95% of total inflow<sup>22</sup>) and the regional GDP growth and also 19 selected indicators representing the socio-economic processes in the regions. It has also been proved that the impact of the EU intervention is much more visible on the level of living than on economic performance.

A study currently under way (Gorzelak et al, 2013)<sup>23</sup> shows the distribution of the 2007-2012 EU funds from Cohesion policy among 380 Polish counties (see Figure 2). It is clear that two categories of counties received most money per inhabitant: on the one hand the urban ones, where the concentration of all socio-economic processes (with the exception of agricultural production, obviously) is the highest, and on the other hand the poorest counties of eastern and central Poland. Since we know that these poor regions have grown slower, the hypothesis of negative correlation between inflow of EU funds and territorial growth may be confirmed. Since this study has not entered the stage of statistical/econometric calculations this has still to remain as a hypothesis (in fact, on the county level there is no correlation between the dynamics of own revenues of the local budgets and the inflow of Cohesion money per inhabitant).

**Figure 2 - Inflow of 2007-2012 Cohesion policy funds to Polish counties per inhabitant**



Source: Gorzelak et. al, 2013

It can be therefore be hypothesised that there is no proof of a general inter-programme or inter-project synergy (a term denoting mutual correspondence of projects and thus strengthening their effects) reached on subnational level (although this might have happened in few specific local cases). This is a very important question as without synergy long-term impact of European funds on socio-economic development may be small and limited predominantly to temporary demand effect.

<sup>22</sup> Assessing the financial flows to the regions was a problem in itself, and accounting for the total inflow was impossible due to lack of data or inaccurate data, as well as difficulties in breaking particular projects among the voivodships.

<sup>23</sup> Gorzelak G. et al., 2013, Wpływ funduszy europejskich na rozwój terytorialny w Polsce, own project of EUROEREG.

Against expectations, and despite the fact that all Polish regions are Convergence regions and as such receive significant financial support, the process of intra-national divergence still occurs (regional disparities are still widening all the time – in the period of a slow-down several of the least developed regions noted an absolute real decline of GDP). Although the development of Eastern Poland regions is supported by their “own” ROPs and also by the supra-regional OP DEP, growth in these is slow and there is a constant danger of their marginalisation. To some extent their problem is related to their peripheral location next to less developed Eastern European countries (MRD 2013a). If divergence continues to occur in spite of the generous financing, the problem may not be in the level of support but in the inappropriate structure of public (Polish and European) intervention, not addressing key development barriers or inadequately defining those barriers (see: Stefański 2011; Kukliński et al. 2010). The very high propensity of beneficiaries (in particular of local governments and other public bodies) to invest in technical infrastructure might be one of possible explanations of the growing territorial differentiation (and predominant demand effect). The increase in territorial differences is closely linked to existence (or the lack) of large urban centres in Eastern Poland - these regions do not have large cities as capitals in contrast to Polish regions with the highest levels of development (Mazowieckie with Warszawa, Dolnośląskie with Wrocław, Małopolskie with Kraków, Wielkopolskie with Poznań or Pomorskie with Tricity (Gdańsk-Sopot-Gdynia) (GUS 2013). It is clear, that locality and accessibility alone do not explain level and pace of development - the existence of urbanisation and agglomeration economies is likely to be more important. To give some examples: the very well located Lubuskie region (next to Berlin) belongs to the least developed in Poland and displays low GDP growth (its two regional capitals – Zielona Góra and Gorzów Wielkopolski have population around 120 ths). Similarly the easily accessible from Berlin, Wrocław and Upper Silesia Opolskie region does not represent dynamism or a high development level and constantly loses population due to migrations, mostly to Germany. Relative backwardness seems to be very persistent, and there are several well-studies examples that an external intervention is not able to reverse the rather slow pace of development.

However, there are some positive examples of regions deprived of large cities but enjoying high growth. The region around Rzeszów (south-eastern part of Poland) which had been industrialised before World War II was able to revitalise its industry with high inflow of foreign capital. Its academic establishments do cooperate with modernised factories and the industrial product is relatively modern (though still not innovative). Similarly, the Kalisz-Ostrów region (mid-western part of the country) hosts both a dense network of small and medium-sized firms, as well as large ones with involvement of foreign capital.

Improvement of living conditions and quality of life (infrastructure definitely is important from this point of view) are seen by the society as appreciated effects of the EU intervention. The debate about the drivers of growth and capacity of the regions to sustain economic development was initiated only recently, when preparation for the 2014-2020 programming period started. It is too early to judge how and to what extent this will be reflected in the new strategies and OPs, as many of them are still in *statu nascendi*. However various discussions suggest that many beneficiaries tend to believe that Poland and its regions have to follow the same pattern as highly developed Western Europe regions: building infrastructure first (although construction of local roads is not to be any longer supported by the Cohesion money).

As mentioned before, the macroeconomic models suggest that the demand side effects prevail over the supply side ones. If so, the chances to reduce regional differentiation in economic performance and level of living are rather unrealistic.

Assuming that outputs measured mostly by value of resources spent or number of projects implemented represent progress, probably the best performance in 2012 can be noted in the field of enterprise environment, transport and environment and energy policy. However, as it was explained, there is not much evidence that these have led to objective attainment. Lack of qualitative analysis makes it next to impossible to find in AIRs any information on goal achievements. Best (but negative) evidence is provided by external measurement: despite significant investments done from EU funds, Poland lost its position in the Innovation Union Scoreboard 2013 report, moving down from Moderate Innovators to Modest Innovators group.

Up to now, there has been little evidence that – with the exception of major transport and environmental infrastructure – the EU support under the Cohesion policy helps to deal with the key long-term challenges (competitiveness, innovativeness, demographic change, climate change etc.), as they are defined in the Long-term National Development Strategy Poland 2030 (MAC 2013). This Strategy (and its previous version published in 2009) puts a lot of stress on the need to address the challenges in order to avoid economic drift on the peripheries of Europe. That would require better and more widely understanding of the new paradigm and its drivers of development, which is not likely to happen soon.

Summing up, Cohesion policy offers a unique opportunity to define and address the new problems and propose solutions adequate to them and new – global - paradigm. Preparation of 2014-2020 programming period offers perfect opportunity to redirect efforts towards more long-term priorities, oriented rather on supply, than demand side effects. This has been very recently stated by the highest political bodies of the country. Also, recent elevation of the former minister for regional development to the deputy-prime minister position and making her responsible for a new, big ministry of regional development and transport, construction and maritime economy combined (Ministry of Infrastructure and Development), may indicate the commitment to assure stronger coordination of Cohesion policy in the coming years - at least of spending of the Cohesion money, since the strategic thought is still relatively weak.

## 4. Evaluations and good practice in evaluation

Main points from the previous country report:

- The evaluations carried out in 2011 do not seem to form a comprehensive system.
- Most of them are of technical character and usually their scope is relatively narrow, usually limited to the single measure/region.
- They are devoted to many different topics, and relate to fragmented, mutually unrelated issues, and do not let formulate any wider picture of Cohesion policy progress made in 2011.
- Virtually there have been no evaluations related to complementarity between different measures/programmes.

- Rarely evaluations have been based on field research, and most of them have been conducted through document analysis, questionnaires and interviews with the representatives of MAs and with beneficiaries<sup>24</sup>.

### **Developments since the 2012 report**

The evaluations of ERDF and Cohesion Fund interventions carried out in 2012 and 2013 (up to 22 July 2013, as displayed in Excel format on the web site<sup>25</sup> had the following structure:

**Table 5 - Evaluations of ERDF and Cohesion Fund interventions carried out in 2012 and 2013**

Year	Total	OP IE	OP I&E	OP DEP	ROPs	Horizontal	OP TA	ETC
2012	73	6	11	0	46	6	4	0
2013	15	0	0	2	9	2	1	1

Source: [http://www.ewaluacja.gov.pl/Wyniki/Strony/Wyniki\\_badan.aspx](http://www.ewaluacja.gov.pl/Wyniki/Strony/Wyniki_badan.aspx)

As it can be seen, the vast majority of evaluations have been conducted in ROPs. Differences in the number of evaluations carried out in particular regions are striking. While in one (Podlaskie) no evaluation has been carried out in 2012, in Wielkopolskie as many as 8. In most regions there have been 1-3 evaluations conducted.

In 2012 the importance of the evaluation of the ROPs' implementation can be assessed as relatively low, since these programmes are about to end and possible suggested changes related to their implementation may not cause noticeable effects. Also, many projects are still in progress, so that their effects have not yet materialized. As a result, many studies have only described the projects and presented their compliance with the programme/project objectives which usually was supplemented by opinions of the beneficiaries. As shown by a recent quantitative study<sup>26</sup> less than 20% of the evaluations provide answers to all key research questions.

However, most evaluations of ROPs have been carried out in view of the upcoming programmes perspective 2014-2020. This is a new feature of evaluation studies in comparison to earlier efforts in this field, since the experiences already gathered seem to allow for prospective outlook which was not possible at the end of the 2004-2006 perspective.

The following examples of good evaluations of the ROPs (they still cannot be labelled as "excellent" but they have some positive elements that distinguish them from a "typical" evaluation study) can be indicated:

- "Evaluation of the ROP of Warmińsko-Mazurskie voivodship in the context of competitiveness of companies, products and services". A counterfactual approach was applied, and the matching pairs in the experimental and control groups related to a

<sup>24</sup> With due respect to this last method, it cannot be treated as a fully objective means of collecting realistic information. Both beneficiaries and implementing authorities are the active parts of the process, and either counterfactual analysis, or personal in-spot examination of achievements would lead to more accurate results.

<sup>25</sup> [http://www.ewaluacja.gov.pl/Wyniki/Strony/Wyniki\\_badan.aspx](http://www.ewaluacja.gov.pl/Wyniki/Strony/Wyniki_badan.aspx)

<sup>26</sup> *Analiza produktów ewaluacji regionalnych programów operacyjnych w Polsce (Analysis of evaluations of the Regional Operational Programmes in Poland)*, Leon Koźmiński University, 2013.

number of criteria (e.g. form of support, size, longevity, type of activity). Only the projects completed at least one year prior to the study were investigated. As a result, a reliable estimate of the net effect of the impact of the ROP on revenues, profits, employment, the introduction of new products, and export activity was achieved. It appeared that the beneficiaries noted higher increases of sales, profits and employment than the representatives of the control group (on the average by six, three and ten percentage points, respectively), and this positive impact was higher in the case of SMEs than in the case of bigger firms. Almost 6,000 new jobs seemed to be a net effect of the Programme's intervention, out of over 6,200 created in the region. Also, investment outlays have increased, also in the new technologies.

- "Evaluation of action for education in the ESF and ERDF in the Opole voivodship". The study is an example of a holistic approach attempts to measure the effects of intervention of Structural Funds in a given region. It is a rare example of a joint study of two funds: ERDF (ROP) and EFS (sectoral OP HC). In addition to indicating the results of the projects, the study also referred to the possible complementarity of projects (in a situation where a beneficiary received support from both programs). The conclusions of the study indicate that the short-term effects (just few years) clearly prevail over the long-term ones, since the durable effects that would increase the potential of the regional educational system are scarce. A full spectrum of tools so far used to improve the accessibility and quality of education and to adjust it to the labour market demand should be implemented in the years 2014-2020. This spectrum, apart from the tools this research covers, also comprises professional development of the education sector employees, including teachers<sup>27</sup>.
- "Evaluation of the impact of the projects selected for funding under Priority 3: Transport of the ROP Lower Silesia and enhancing the competitiveness of Lower Silesia, while respecting the principles of sustainable development". The study's methodology was based on case studies. It determined the net effect of individual projects in terms of time savings, and the increase of the number of public transport passengers. It also presents a credible description of the impact of projects on the environment on the basis of site visits (documented photographically) and interviews with stakeholders (mostly locals). The output effects have been reached (even with some excess), while the impact effects have still to be met in full.

The study also contained recommendations for the next financial perspective 2014-2020.

For the new programming period it was recommend to:

- focus on planning phase, which includes preparation of strategic documents, that allow prioritization of projects and increase their efficiency and complementarity;

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<sup>27</sup> Opolskie voivodship seems to be a forerunner in breaking the formal divisions between programmes and projects. The study reported here is one of the two conducted in this region which embraces several measures. The other one is devoted to "Assessment of R&D and innovation undertaken within the framework of EU projects to increase the competitiveness of Opolskie region". Both studies are reported as "horizontal" in the MRD database.

- maintaining current priorities, including supporting tourism and economic activity, with lower funding allocation for those priorities (there is some excess of infrastructure in economic activity zones and investment in further railway lines to resorts may be relatively inefficient);

There were also several recommendations related to particular means of transport.

The question whether the ROP evaluations have led to changes in project implementation is much more difficult. In general it can be expected that yes – but the final results have still to be seen. Among the evaluation studies of ROPs which - according to a short (not representative) telephone survey - can be indicated as having an impact on project implementation, the following can be mentioned:

- "Evaluation of the effectiveness of the application of selected software mechanisms influencing the effects of the implementation of the Malopolskie ROP, including plans and programmes for development and revitalising health resorts (spas) - has a range of suggestions aiming at improving project implementation in the next programming period (2014-2020).
- "Analysis of causes of poor absorption of funds within the ROP Lower Silesian in selected districts in the years 2007-2013" – the study enriches the on-going discussions about spatial differentiations, the level of development in the region and the need for place-based support for the new programmes.
- "Evaluation of the ROP monitoring system", which is a proposal for new organisation of monitoring and evaluation of the future programme.
- "Analysis of the errors made by the beneficiaries of the ROP for Lower Silesia 2007-2013 in public procurement procedures."

However, as already stated, the real impacts of these evaluation studies can be expected to materialise mostly in the future financial perspective. Current practical effects of these studies are in fact limited.

Evaluations of the **OP IE** have not been that numerous.

- „Evaluation of Complementarity and Effectiveness of Business Environment Institutions (BEI) providing services for entrepreneurs”. Methods included desk research as well as 165 individual and phone in-depth interviews with representatives of business environment institutions and institutions responsible for designing and implementing support programmes for BEI. CAWI and Computer-Assisted Telephone Interview (CATI) interviews were also conducted among BEI (with special consideration for the National System of Services for SMEs (KSU) members), 20 focus group interviews (with current and potential beneficiaries of BEI support) and 4 group interviews (with entrepreneurs benefiting from BEI support). Also a SWOT analysis was conducted for the BEI support system and analysis of the cooperation network.

The complementarity of intervention instruments for BEI within OP HC and OP IE seems to be at an acceptable level. However, complementarity between specific measures/ sub-measures varies depending on the character of such activities. The areas that require improvement in the area of complementarity include mainly coordination of commencing support activities, ensuring presence and efficient operation of information

flow channels concerning planned and undertaken activities, increasing awareness of potential beneficiaries of support as to the essence and meaning of complementarity.

Entrepreneurs – the clients of their institution; they are generally getting better prepared for using their services.

The activities of the Krajowy System Usług (National service System[for SMEs) have been highly evaluated.

Suggestions for future activities are relatively limited.

- “Metaevaluation of evaluation studies within the Operational Programme Innovative Economy, 2007-2013”. The study analysed some 500 conclusions and recommendations formulated in several evaluations of the Programme. It identified several problems:
  - support fragmentation and lack of or too little thematic concentration;
  - no strategic decision on concentration but some steps were undertaken at the operational level (priority axes or measures);
  - too strong concentration on grants;
  - it was indicated that similar suggestions had been made in earlier evaluations, but these were seldom implemented in practice.
- Evaluation of Cooperation of the Beneficiaries of the OP IE with Partners from the Baltic Sea Region can be considered as an unnecessary, formal evaluation. The “Baltic Sea” is just a “pretext”, since collaboration of the enterprises is considered to fall in the region in such cases as the whole of Germany, Belarus, Norway etc., so the specific features of “the Baltic” are negligible. Instead of examining the entire scope of economic cooperation within so broadly delimited region, maritime economy should have been examined, which had not been the case.

Within the **OP IE** few evaluations were concentrated on drafting the needs and priorities for the future financial perspective 2014-2020 – however a sectoral approach dominated (infrastructure of health care; infrastructure of higher education; infrastructure of culture and art education). Some studies related to organisational and technical issues in selecting projects and implementing them.

- The evaluation study “Analysis of information and publicity XI of the beneficiaries of the Priority Programme Infrastructure and Environment” is a typical example of useless, formal only approach. Its conclusion does not suggest too much: “To sum up, informational and promotional activities carried out by beneficiaries of the XI Priority within the OP I&E are in accordance with the rules specified in guidelines and they also frequently feature creativity and are visually attractive.”
- The study “Complementarity of activities aiming at environment protection within the OP I&E (priority IV) with environmental projects implemented by other axes of the OP I&E, 16 ROPs, RDP and OP FISH” was financed by the Ministry of Environment. In fact, the aim of the study was to embrace also measures of several other programmes - OP HC, OP IE, that have had an environmental component. This very large and comprehensive study included a detailed analysis of 604 projects under Axis IV of the OP I&E and more than 27,000 environmental projects and operations. The study adopted a definition of complementarity composed of 4 dimensions: horizontal, functional and spatial, thematic and temporal. CAWI questionnaire was used to learn the

opinions of the beneficiaries, interviews with representatives of implementing and managing organisations were carried out, documents were analysed, panel of experts employed and 15 case studies performed.

In spite of a promising title of the study, the results do not reveal real levels of complementarity. The analysis was limited to financial and formal issues, and the conclusions relate mostly to the patterns of demarcation of solving environmental issues by different programmes and projects. Description clearly prevailed over "evaluation". Statements like "there should be a possibility to implement supplementing actions on the functionally related areas" or "special attention should be put to the harmonisation of the rules of financing projects" sound pretty obvious. No results of visits in situ were reported.

The study suggests a catalogue of actions which could be financed at the central and regional level in the future financial perspective.

- The study "Assessment of key issues in projects in the field of road transport selected in a competition as part of the measures 6.1and 8.2" aimed at indicating the most important drawbacks in implementing the two measures (6.1: development of the TEN-T road network and 8.2: National roads not included in the TEN-T network) in the period 2007-2013 with suggestions for the perspective 2014-2020. Based on a typical set of methods (questionnaires, interviews, 5 case studies) the optimistic result is that no problems were identified that would be significant enough to threaten execution and stability of those projects. Learning processes identified – along with projects implementation less mistakes have been committed. Typical mistakes were identified in the formal side of the projects, and not in their actual implementation (not speaking about the final results which were not investigated).

The 2014-2020 perspective will still need to satisfy huge demand for improving the road infrastructure in Poland.

In **2013** similar characteristics of evaluations carried out (some of them were completed in 2012, but assigned to 2013) can be found.

- A study suggesting that some measures of real effects could be delivered "Assessment of the first effects of the projects from the action I.4.1 and I.4.2 OP DEP associated with the acquisition of investors to Eastern Poland" conducted within the evaluation of the OP DEP – clearly limits itself to measuring outlays (promotional activities, spending etc.) and clearly states that "The full picture of the effectiveness of this form of promotion is still unknown, and therefore it is not possible to assess its effectiveness." It also makes a reservation that full effects will be known after 2015 when the project is finalised. A rather obvious conclusion is formulated that some activities which would better measure the effects of promotional efforts should be undertaken, and that creation of an inter-ministerial group which would work out such measures is advisable<sup>28</sup>.

The conclusions drawn on fragmentary evidence are rather sceptical about effects of the OP DEP in attracting external investment, and indicate that the potential of Eastern Poland is not still fully utilised (however, there assessment of this "potential" is made on the basis of investment land offered to the prospected investors which is not a proper

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<sup>28</sup>Which of course would not lead to any positive results, but would be time consuming.

measure for this purpose). Traditional suggestions are formulated that investment attractiveness is still limited by underdeveloped transport infrastructure.

A major, most recently published evaluation of the OP I&E<sup>29</sup>, prepared by the team of the Institute of geography and Spatial Organisation of the Polish Academy of Sciences is a 215-page book analysing several aspects of the impact of construction of motorways and express roads on socio-economic and territorial development of Poland. It formulates generally positive conclusions on the implementation of the programme of improving the road transportation system in Poland, though it also indicated several deficiencies of this process. Progress in accessibility of the eastern part of the country was slow and lower than originally assumed. The comprehensive system of motorways and express roads has not been yet created, and missing links, as well as mistakes in sequencing the construction of particular part are indicated. It correctly states that good transport system is a necessary, but not sufficient condition for territorial development. It also indicated that it is too early to assess the impact of improvements in road transport system on local, regional and national development – and this brings the focus of analysis on improvements in accessibility, safety and direct economy impacts (toll collection) of the programme.

From this overview of typical evaluation projects conducted in 2012 the following general conclusions on evaluation practice can be drawn:

1. Evaluations of the EU co-financed programmes in Poland are still numerous; they are conducted in all but one Polish region and in all sectoral OPs.
2. Evaluations studies usually did not attempt to measure real effects and/or impacts of projects implemented, which was explained – as in the previous year – by the fact that most of the projects had not been yet completed and data on potential economic and social effects are not yet available.
3. Typically, the studies have been based on opinions of beneficiaries and representatives of implementing bodies. Questionnaires and interviews, as well as document analysis, have been the most widely used methods, at the expense of much more costly and troublesome real field research.
4. Multi-project or multi-programme case studies have not been conducted on a comprehensive territorial basis, but related to projects.
5. No objective measures have been adopted to assess the increase (if any) of "competitiveness", "innovativeness", state of environment, level of qualifications etc. that could have been the results of the projects implemented.
6. As a result, evaluations aiming at analysing complementarity – sometimes even between projects from different programmes - have been limited to formal analysis, and have not relied on examination of the real results and/or impacts of the projects implemented.
7. Several evaluations adopted the 2014-2020 perspective as an orientation for conclusion and recommendation formulations. However, it is clear that these recommendations relate more to procedures and formalities than to expected results and/or impacts of the projects that are to be undertaken.

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<sup>29</sup> Not yet displayed on the [http://www.ewaluacja.gov.pl/Wyniki/Strony/Wyniki\\_badan.aspx](http://www.ewaluacja.gov.pl/Wyniki/Strony/Wyniki_badan.aspx).  
Can be obtained from [http://www.ewaluacja.gov.pl/Wyniki/Documents/Raport\\_koncowy\\_z\\_badania\\_autostrady\\_i\\_drogi\\_ekspresso.pdf](http://www.ewaluacja.gov.pl/Wyniki/Documents/Raport_koncowy_z_badania_autostrady_i_drogi_ekspresso.pdf)

8. Overall, evaluation carried out in 2012 in a vast majority of cases have to be evaluated as superficial and not delivering sufficient material for assessing the results and impacts of Cohesion policy intervention in the country.
9. There is a pending need of opening a series of independent scientific research on the socio-economic effects of the EU intervention which could objectivise formal evaluations carried out within the system of EU support.

## 5. Further remarks - New challenges for policy

Main points from the previous country reports:

- Despite a relatively good economic situation there was a worry that low propensity to innovate may jeopardise development in the long-run (position of Poland in international innovation rankings is worsening, though a recent rapid advancement by over 20 places in the Doing Business ranking should be noted);
- EU accession (market opening) and financial support increasing internal demand have been beneficial to Poland;
- Demand side effects of the EU funds contribution prevails over supply side effects
- More formal and financial data were available than information on the physical progress;
- Better coordination of activities (policies, funds, projects) are becoming more and more important;
- Better standardised indicators would help assess the progress in the future.

Most of the aforementioned conclusions could be repeated this year, as the problem with the quality of indicators and availability of data is still unsatisfactory (if not worsening in the case of AIR data comparability). Year to year comparisons are often impossible because of the fact that the data are not published in the same format. There is also an "improvement" introduced on the website presenting the projects implemented in Poland: after recent "upgrade" of the website, there is no information of whether the projects presented have been completed finalised and in which year. One may only hope that in the last years of implementation of the programmes more informative data will be available. Evaluations carried out, with a few exceptions concentrate on technicalities, give only a limited insight into the overall progress. Therefore – unwillingly - we have to accept that the data on the financial progress in 2012 again tell more about the progress than physical indicators, although, when compared to 2011 report, the progress in this field is visible.

It is disappointing that still the demand side effects are estimated to dominate over the supply side ones. It seems that last year did not bring any significant changes in this respect: the projects approved and being in progress (in particular the large ones) are difficult to change. However, this question has been already discussed. More stress that should be put on complex or large coordinated projects remains an unfulfilled and continuously important recommendation, as is the need for a better checked and evidenced relationship between outputs, results and policy objectives. According to results of the research carried out in one of Polish regions and cited earlier, there is no coordination of policies (funds, projects) at all.

In the recent presentations of the leadership of the MRD some signs of new approaches can be noticed. It has been voiced that the construction of local roads will not be financed from Cohesion policy, as well as aqua-parks and similar projects proposed by the local authorities. However, the reform of expenditure under the Social Fund has not been discussed (and this spending is most heavily criticised as strongly unproductive), as well as integration of the CAP and Cohesion policy has not been suggested.

The concern about whether the EU funds lead to a real and durable increase of the economic efficiency (i.e. whether the supply effects are strong enough), or whether they just have a short-term social significance (i.e. the demand effect) has not been as yet transformed to policy suggestions. The political satisfaction triggered by the amount of funds made available for Poland under the 2014-2020 perspective has been much stronger than the reflection on what these funds are to be spent on, and what durable effects they would bring to the international competitiveness of the country. This is in spite of the fact that the Long-Term National Development Strategy Poland 2030 (adopted in January 2013) leaves no doubt that traditional sources of Poland's economy competitiveness are becoming depleted. An important report on this topic was published at the beginning of 2012 by a group of independent scholars<sup>30</sup> which in mid-2013 was reinforced by another report on national competitiveness<sup>31</sup>. The new sources - namely innovativeness and technological advancement – should become the development drivers, but – contrary to expectations – the large inflow of EU funds does not trigger this change to a sufficient degree. It is also indicated that in the new financial perspective different mechanisms of the EU funds utilisation should be introduced. High demand for resources that would support development of an innovative economy may be, unfortunately, explained not by high innovativeness of the Polish entrepreneurs, but rather by wide definition employed at the end of 2004-2006 period in order to increase demand for such funds. In case of innovation, the high demand for direct innovation support presented by the business sector could easily be explained through an operational definition of "innovation" adopted by the implementing authorities: innovation came to be understood as almost any change in design, organisation, technology or product. Results were recently critically presented in "Przegląd" weekly where results of such definitions and evident mistakes in project selection were publicized in several articles (see: Czarkowski 2013).

These general concerns are not discussed in AIRs, but are sometimes undertaken in more general reports published by the MRD and based on various sources (including reporting, monitoring, research, etc). In general, the majority – if not all – of the AIRs adopted very formal approach to the Lisbon strategy (or Europe 2020) or national strategic documents. Without an in-depth analysis of the results an assessment of the real effects is not possible. The reason is as simple as the one presented in the last year's report and is called as we already indicated - "objective replacement". It is when instead of achieving a given objective, we redefine it for operational reasons and make the work easier or closer to the requirements of reporting. For

<sup>30</sup>J.Hausner (ed.), T.Geodecki, G.Gorzelak, S.Mazur, J.Szlachta, J.Zaleski, Direction: Innovations. How to get Poland out of the development drift? (in Polish, [http://www.fundacja.e-gap.pl/doki/kurs\\_na\\_innowacje.pdf](http://www.fundacja.e-gap.pl/doki/kurs_na_innowacje.pdf)).

<sup>31</sup> J.Hausner (ed.), T.Geodecki, A.Majchrowska, K.Marczewski, MPiątkowski, G.Tchorek, J.Tomkiewicz, MWeresa: Competitive Poland. How to advance in the global economic league? (in Polish: [http://kongresig.pl/wp-content/uploads/Raport\\_Konkurencyjna\\_Polska\\_Jak\\_awansowacw\\_swiatowejlidze\\_gospodarczej.pdf](http://kongresig.pl/wp-content/uploads/Raport_Konkurencyjna_Polska_Jak_awansowacw_swiatowejlidze_gospodarczej.pdf)

instance, instead of achieving strategic objectives, we concentrate on spending money. Instead of implementing very difficult and complex urban revitalisation projects (which should involve not only material refurbishing, but also include social and economic changes), we renovate a few buildings and call it "revitalisation". Or renovate an old building (be it a town-hall, burgher house or a palace) and call it a "tourist product", though – by chance – these are still performing functions that make them useless for tourists (state archives, offices, etc.). Another example is spending money on infrastructure rather than on human resources development: some universities have become owners of the new laboratories and modern equipment, but there are doubts about the staff competence to use it to perform significant scientific experiments.

High inclination to give strong preference to the construction of infrastructure stems in most cases from the widely shared notion that infrastructure is not only a necessary but a sufficient condition for development. And quite often beneficiaries do not even care to check carefully ex ante what will be the (wanted and unwanted) results of constructing it. And in most cases results are on the demand side and maintenance costs may become unbearable when the economy slows down and the inflow of EU funds is seriously diminished. What is even worse, large infrastructure projects are often constructed not where they are badly needed, but where they are easier to build (like motorways in the "open field" and not in or around big cities, where traffic is the heaviest)<sup>32</sup>. Despite the recommendations formulated some time ago by the MRD ("Raport Polska 2011") mentioned last year, problems of not only project selection but also coordination remain unresolved.

Similar remarks may be formulated in relation to other fields, not only transport or innovation. In relation to health, education and tourism, most of the recommendations refer to improvement of the structure and quality of services (products) offered. Among the most sensitive topics is the labour market. The aforementioned Raport Polska 2011 suggests the need to adjust services to demographic changes, introduction of flexible employment schemes and education better adapted to market needs.

Similar comments are presented in Strategic report (MRD 2012, Strat2012.pl) which among other things stresses the mixed influence of the EU funds on the public finances (the pressure of co-financing common projects) on one hand and the positive influence on tax collection and unemployment (reduction of costs to public budget) on the other hand. In general, however, it underlines the positive impact of Cohesion policy on the socio-economic situation of Poland – (however – as often indicated in this report - mostly of a short-term supply side effects and improvement of the living conditions, rather than in the way it would increase the long-term competitiveness of the Polish economy in its innovative segment). In addition, the institutional improvement of public administration can be seen, however, it has been achieved in the early stages of the Polish membership and in the further years this has only been consolidated.

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<sup>32</sup> The very important east-west motorway A2 ends in Warsaw, adding to traffic jams on one of the most important streets connecting southern suburbs with the city. The badly needed most southern bridge across the Vistula river and further parts of the motorway towards the east will be construed close to 2020.

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## Interviews

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## Annex – Tables

See Excel Tables 1 -4:

Excel Table 1 – Regional disparities and trends

Excel Table 2 – Macro-economic developments

Excel Table 3 - Financial allocation by main policy area

Excel Table 3cbc - Financial allocation by main policy area – cross border cooperation

Excel Table 4 - Commitments by main policy area (by end-2012)

Excel Table 4cbc - Commitments by main policy area (by end-2012) – cross border cooperation

**Annex Table A - Broad policy areas and correspondence with fields of intervention (FOI)**

Policy area		Code	Priority themes
1. Enterprise environment	RTDI and linked activities	01	R&TD activities in research centres
		02	R&TD infrastructure and centres of competence in a specific technology
		05	Advanced support services for firms and groups of firms
		07	Investment in firms directly linked to research and innovation (...)
		74	Developing human potential in the field of research and innovation, in particular through post-graduate studies...
	Innovation support for SMEs	03	Technology transfer and improvement of cooperation networks ...
		04	Assistance to R&TD, particularly in SMEs (including access to R&TD services in research centres)
		06	Assistance to SMEs for the promotion of environmentally-friendly products and production processes (...)
		09	Other measures to stimulate research and innovation and entrepreneurship in SMEs
		14	Services and applications for SMEs (e-commerce, education and training, networking, etc.)
		15	Other measures for improving access to and efficient use of ICT by SMEs
	ICT and related services	11	Information and communication technologies (...)
		12	Information and communication technologies (TEN-ICT)
		13	Services and applications for citizens (e-health, e-government, e-learning, e-inclusion, etc.)
	Other investment in firms	08	Other investment in firms
2. Human resources	Education and training	62	Development of life-long learning systems and strategies in firms; training and services for employees ...
		63	Design and dissemination of innovative and more productive ways of organising work
		64	Development of special services for employment, training and support in connection with restructuring of sectors ...
		72	Design, introduction and implementing of reforms in education and training systems ...
		73	Measures to increase participation in education and training throughout the life-cycle ...
	Labour market policies	65	Modernisation and strengthening labour market institutions
		66	Implementing active and preventive measures on the labour market
		67	Measures encouraging active ageing and prolonging working lives
		68	Support for self-employment and business start-up
		69	Measures to improve access to employment and increase sustainable participation and progress of women ...
		70	Specific action to increase migrants' participation in employment ...
		71	Pathways to integration and re-entry into employment for disadvantaged people ...
		80	Promoting the partnerships, pacts and initiatives through the networking of relevant stakeholders
3. Transport	Rail	16	Railways
		17	Railways (TEN-T)

Policy area	Code	Priority themes
4. Environment and energy	18	Mobile rail assets
	19	Mobile rail assets (TEN-T)
	20	Road Motorways
	21	Road Motorways (TEN-T)
	22	National roads
	23	Regional/local roads
	24	Other transport Cycle tracks
	25	Urban transport
	26	Multimodal transport
	27	Multimodal transport (TEN-T)
5. Territorial development	28	Intelligent transport systems
	29	Airports
	30	Ports
	31	Inland waterways (regional and local)
	32	Inland waterways (TEN-T)
	33	Energy infrastructure Electricity
	34	Electricity (TEN-E)
	35	Natural gas
	36	Natural gas (TEN-E)
	37	Petroleum products
	38	Petroleum products (TEN-E)
	39	Renewable energy: wind
	40	Renewable energy: solar
Environment and risk prevention	41	Renewable energy: biomass
	42	Renewable energy: hydroelectric, geothermal and other
	43	Energy efficiency, co-generation, energy management
	44	Management of household and industrial waste
	45	Management and distribution of water (drink water)
	46	Water treatment (waste water)
	47	Air quality
	48	Integrated prevention and pollution control
	49	Mitigation and adaption to climate change
	50	Rehabilitation of industrial sites and contaminated land
	51	Promotion of biodiversity and nature protection (including Natura 2000)
Social Infrastructure	52	Promotion of clean urban transport
	53	Risk prevention (...)
	54	Other measures to preserve the environment and prevent risks
	10	Social Infrastructure Telephone infrastructure (including broadband networks)
	75	Education infrastructure
	76	Health infrastructure
Tourism and culture	77	Childcare infrastructure
	78	Housing infrastructure
	79	Other social infrastructure
	55	Tourism and culture Promotion of natural assets
	56	Protection and development of natural heritage

Policy area	Code	Priority themes
6. Technical assistance	57	Other assistance to improve tourist services
	58	Protection and preservation of the cultural heritage
	59	Development of cultural infrastructure
	60	Other assistance to improve cultural services
	61	Integrated projects for urban and rural regeneration
	82	Compensation of any additional costs due to accessibility deficit and territorial fragmentation
	83	Specific action addressed to compensate additional costs due to size market factors
	84	Support to compensate additional costs due to climate conditions and relief difficulties
	81	Mechanisms for improving good policy and programme design, monitoring and evaluation ...
	85	Preparation, implementation, monitoring and inspection
	86	Evaluation and studies; information and communication

**Annex Table B - Evaluation studies performed in 2013**

Title and date of completion	Policy area and scope (*)	Main objectives and focus (*)	Main findings	Method used (*)	Full reference or link to publication
Evaluation of the impact of implementation of financial engineering instruments for the region's economy	Territorial development	JEREMI 3	Support sufficient for beneficiaries. Beneficial for businesses. If the assumptions that 1100 firms are supported are reached, some 4300 new jobs should be created. Difficult cooperation of guarantee funds with banks	CATI/CAWI, interviews, case studies 3,4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Oce_wplywu_wdrazania_instrumentow_inzynierii_inansowej_na_gospodarkę_podlaskie_18022013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Oce_wplywu_wdrazania_instrumentow_inzynierii_inansowej_na_gospodarkę_podlaskie_18022013.pdf</a>
Evaluation of the achievement of the objectives of ROP 2007-2013 (strategic and specific)	Territorial development	Assessing the impact of ROP on regional development 3	Impact of ROP on regional development still vague, difficult to assess because evaluation is based on the reached values of indicators, as formulated in the projects and contracts. (subjective evaluation of success), and not on objective assessment of regional development. Efficiency – a ratio of level of achievements to the level of spending (as per cent of planned)	CATI/CAWI, interviews, survey, expert panel, case studies 3,4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Evaluacja_osiągnięcia_zalozonych_cełow_RP_OWKP_2007_2013_strateg_i_szczegolowych_6052013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Evaluacja_osiągnięcia_zalozonych_cełow_RP_OWKP_2007_2013_strateg_i_szczegolowych_6052013.pdf</a>
Evaluation of the impact of revitalisation projects implemented under the ROP 2007-2013 to improve the socio-economic revitalisation areas	Territorial development	Effects of urban revitalisation 3	Difficult analysis – lack of data. Best effects in smaller towns. No impact on quality of life.	CATI/CAWI, interviews, survey, expert panel, case studies 3, 4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_pierwszych_efektów_141_142_PORPW_pozyskanie_inwestorów_03062013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_pierwszych_efektów_141_142_PORPW_pozyskanie_inwestorów_03062013.pdf</a>
Assessment of the first effects of the projects from the action I.4.1 and I.4.2 OP DEP associated with the acquisition of investors to Eastern Poland	Territorial development	Inflow of FDI, regional development 2	Too early to assess. Assumption that potential not fully utilised. Advise: further develop transport infrastructure (though no proof given that this would lead to an increased inflow of investors), elaborate methodology of coordinated and well-targeted promotion	CATI/CAWI, interviews with investors and business support organisations 3, 4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/ocena_pierwszych_efektów_141_142_PORPW_pozyskanie_inwestorów_03062013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/ocena_pierwszych_efektów_141_142_PORPW_pozyskanie_inwestorów_03062013.pdf</a>
The ex-ante evaluation of the revised strategy for socio-economic	Territorial development	Strategy of development of	Generally correct. Some discrepancies with Concept of Spatial Development	Expert analysis	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_ex_ante_projekta_konkretizowanej_Strategii">http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_ex_ante_projekta_konkretizowanej_Strategii</a>

Title and date of completion	Policy area and scope (*)	Main objectives and focus (*)	Main findings	Method used (*)	Full reference or link to publication
development of Eastern Polish 2020		eastern Poland 1	2030. Too little on smart specialisation and clusters <sup>33</sup> .	4	<a href="#">rozwoju spol gosp PW do 2020 10062013.pdf</a>
Applying HERMIN model of ROP main index for years 2011, 2012 and the estimated execution for 2013 and 2015	Territorial development	Assessment of ROP impact on regional development some 43000 jobs should be created. 3	ROP Zachodniopomorskie has a positive effect on the region's socio-economic development throughout the entire period studied (2007-2020). In 2011 regional GDP was higher by 2.3 percent and in 2012 by 2.7 percent due to EU co-financed projects. Forecasts for 2013 and 2015 indicate 3.2 and 3.7 percent increase, respectively, and in 2020 by 0.9 percent. Due to EU projects from 9 to 14 ths new jobs created in 2011-2015, and 2.5 ths in 2020 – decrease because of fading demand effects.	HERMIN model 3	<a href="https://www.ewaluacja.gov.pl/Wyniki/Documents/Wskazniki_glowne_RPO_WZ_Raport_koncowy_24052013.pdf">https://www.ewaluacja.gov.pl/Wyniki/Documents/Wskazniki_glowne_RPO_WZ_Raport_koncowy_24052013.pdf</a>
Evaluation of the impact of subsidies from ROP to increase the competitiveness and innovation of the beneficiaries of the SME sector	Enterprise support	Assessment of increase in innovativeness and competitiveness 3	Mixed experience. Industrial firms have improved more than services. Concentration in the future suggested.	CATI/CAWI, interviews, expert panel, case studies 3, 4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_wplywu_dotacji_z_RPO_WL_na_wzrost_konkurencyjnosci_MSP_14022013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_wplywu_dotacji_z_RPO_WL_na_wzrost_konkurencyjnosci_MSP_14022013.pdf</a>
Impact of investments under Priority II ROP, Measure 2.3 Improving the competitiveness of SMEs through advice and support marketing activities to enhance the competitiveness of enterprises	Enterprise support	Assessing effects of business support on competitiveness 3	Limited resources of companies represent a barrier to fully benefit from support. Mixed results 50 per cent: no impact on firm's competitiveness and employees' skills).	CATI/CAWI, interviews, expert panel, SWOT, case studies 1, 3, 4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Wplyw_inwestycji_II_Priorytetu_LRPO_na_podniesienie_konkurencyjnosci_lubuskich_przesiebiorstw_18022013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Wplyw_inwestycji_II_Priorytetu_LRPO_na_podniesienie_konkurencyjnosci_lubuskich_przesiebiorstw_18022013.pdf</a>

<sup>33</sup> It should be noted in this regard that “thoughtless referring” to “smart specialisation” in strategic documents has become a way of satisfying the formal requirements of the next programming period at least in Poland. It has led to reversing the logic: the regional innovation strategies became the “strategies of regional smart specialisation”. Also, clusters in very many or most cases are empty entities, created only for the sake of applying for the EU funds. These are clearly examples (and not the only ones!) of misused good ideas. When becoming conditions for funding they often reduce to formal, meaningless slogans that are not considered seriously but are used as “covers” for applying for this funding. Also, in many cases the representatives of institutions responsible for these ideas – like the “Smart Specialisation Platform” are repeating common – but wrong – wisdom. Therefore and in relation to the evaluation, if “smart specialisation” and “clusters” are not present 5 times on every page this is a sign of high quality of the document.

Title and date of completion	Policy area and scope (*)	Main objectives and focus (*)	Main findings	Method used (*)	Full reference or link to publication
Evaluation of direct and indirect support to the SME sector in ROP and a recommendations on the support of SMEs in the future financial perspective 2014-2020	Enterprise support	Effects of business support on economic development in the region 3	No clear statements on general results. In several cases effects mediocre (e.g. 1 job created). Vague definitions – unclear answers. Lot of anecdotic evidence.	Not specified. Interviews, 4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_bezposredniego_i_posredniego_wsparcia_sektora_MSP_w_ramach_RPOWZ_1106213.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_bezposredniego_i_posredniego_wsparcia_sektora_MSP_w_ramach_RPOWZ_1106213.pdf</a>
Evaluation of the implementation of financial engineering instruments under NSRF 2007-2013	Enterprise support	Implementation of financial engineering instruments OP IE, ROPs, OPI&E, OP DEP 3	Financing products offered with public assistance match the needs, but not of high-risk projects. Generally positive impact. Stability and coordination in financing required. Clear suggestions and conclusions. (eg. maintain National Capital Fund; continue measures 3.1 and 4.3 of OP IE; continue JEREMIE; better coordination of financial instruments; simplification of reporting and informing; better, more clear evaluation criteria).	Interviews, focus groups, case studies, over 1000 CAPI with beneficiaries, 500 CAPI with firms not using EU funds (counterfactual analysis) 1, 3, 4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_realizacji_instrumentow_inzynierii_finance_NSRO_20062013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_realizacji_instrumentow_inzynierii_finance_NSRO_20062013.pdf</a>
Evaluation of the knowledge of the ROP 2007-2013 and the effects of its implementation among the region's residents	Territorial development	Social knowledge and consciousness of ROP 1	Proper information and promotional activities – 45% have heard about the ROP.	CAWI, PAPI, CATI, in-depth interviews, statistical analyses, websites examination, SWOT 3, 4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_stopnia_znajomosci_RPOWL_i_efektow_jego_wdrazania_14022013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_stopnia_znajomosci_RPOWL_i_efektow_jego_wdrazania_14022013.pdf</a>
Optimal control system model degree in European Territorial Cooperation programmes with Polish participation in the programming period 2014-2020	Capacity and institution building	Control system in TC programme 1	Model comparison, suggestions for 2014-2020	IDI, CATI, CAWI, case study 3, 4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Optymalny_model_systemu_kontroli_EWT_wokresie_2014_2020_6052013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Optymalny_model_systemu_kontroli_EWT_wokresie_2014_2020_6052013.pdf</a>
Rating modes used for selection of projects under the OPs for 2007-2013	Capacity and institution building	Procedures for best selection of proposals 1	Competition in project selection leads to best results. Expert quality matters. From individual to transparent, collective - based on comparison - assessment. Closed calls better than open ones.	In-depth interviews, focus group interviews, expert panel, case studies	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_stosowanych_trybow_wyboru_projektow_13052013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/Ocena_stosowanych_trybow_wyboru_projektow_13052013.pdf</a>

Title and date of completion	Policy area and scope (*)	Main objectives and focus (*)	Main findings	Method used (*)	Full reference or link to publication
				4	
Assessment of the objectives of the Programme of Technical Assistance (OP TA) in 2012	Capacity and institution building	Progress in OP TA. 1	Poor absorption. Unsatisfactory product achievements. Recommendations for 2014-2020 (increments of trainings in new policy areas (conditionality, urban policies, climate change, integrated approach to development policy etc.)	CAWI 4	<a href="http://www.ewaluacja.gov.pl/Wyniki/Documents/(-,_10062013.pdf">http://www.ewaluacja.gov.pl/Wyniki/Documents/(-,_10062013.pdf</a>

**Annex Table C - On-going and planned evaluation studies**

Evaluation title	Strategic thematic objective of ex post evaluation according to the EC	Short scope and description	Stage of evaluation	Programme	Completion date (month, year)
Assessment of financial gap in the access of Polish companies to external financing. Conclusions and recommendations for the programming process of Cohesion policy for the period 2014-2020	Enterprise support and ICT	The main objective of the study is to assess the scope, scale and causes of the phenomenon of financial gap in the access of Polish companies to external financing and the formulation of recommendations for the support of enterprises in the Cohesion policy in the 2014-2020 period. In addition, a result of the study should be the development of a methodology to analyse the financial gap in terms of access of companies to external financing that could be used in OPs (including regional programmes regional) implemented under the Cohesion policy in Poland, with the possibility of cyclic update of the results of research at the national and regional levels.	on going	horizontal	July 2013
Evaluation of the effects of large enterprises support in the implementation of Cohesion policy in Poland	Enterprise support and ICT	The aim of the study is to evaluate the effectiveness and efficiency of supporting large enterprises in the implementation of Cohesion policy in Poland. The main task of the study is to demonstrate what are the real effects of support and if the public intervention undertaken in the framework of Cohesion policy may respond to market failure in the form of lack of funding opportunities commercially reasonable projects undertaken by large companies, or merely replaces private investment that would have been realized without the public support. In other words, the evaluation should estimate the scale of the net effect of intervention with regard to the occurrence of the deadweight effect.	on going	horizontal	July 2013
Evaluation and determination of the directions sought of revitalisation activities implemented under Priority 9 of the ROP LS	Territorial development	The main objective of the study was to evaluate the revitalisation process implemented through the Priority 9 of RPO WD, by answering the question: whether applying the integrated solutions in the Local Revitalisation Programmes (LPR) enabled implementation of the assumed objectives regarding prevention of urban areas marginalization in the Lower Silesia Voivodship, where negative social and economic occurrences increase and the physical condition of the public space degrade.	on going	ROP LS	XII 2012 - III 2013
Ex-post evaluation of OPI&E 2007-2013	Multi-area	The study will focus on the identification of the effects and first summaries of the impact of the programme implementation. It will be based on the sectoral studies. Special attention will be given to contextual indicators and interpretation of their performance. The aim of the study is also to find indications for the methodology to catch impact in the scope of OPI&E intervention. It will be the attempt to evaluate it using utility criterion as well.		OP I&E	December 2015

Evaluation title	Strategic thematic objective of ex post evaluation according to the EC	Short scope and description	Stage of evaluation	Programme	Completion date (month, year)
Assessment of environmental achievements under Axis IV of the OP I&E 2007-2013 and comparison of financial expenditure incurred to achieve a similar project undertaken with other sources of finance	Environment	The primary objective of this study is to attempt to estimate the relationship between investment costs-resulting effect (by comparing the amounts of money and achieved environmental benefits).	on going	Operational Programme Infrastructure and Environment	October 2013
Identification of problems and obstacles in the implementation of the IX and X OP IE priority in evaluating applicants, in-depth analysis of the reasons for the lack of fulfilment of criteria for the evaluation of projects by the projects rejected in the activities of 9.4, 9.5, 9.6 and 10.3 OP IE	Multi-area	The aim of the study is to identify the problems and obstacles in the implementation of 9.4, 9.5, 9.6 and 10.3 OPIE in the evaluation of applicants and the Implementing Authority at the assessment of applications for funding, contracting and accounting applications for payment. The study is a detailed in-depth analysis of the competition documentation in order to determine the causes of the failure of the applicants' project evaluation criteria. Furthermore, the survey shows the problems faced by the applicant and IP to account for payment requests and propose solutions to the above. problems	on going	Operational Programme Infrastructure and Environment	2013
Analysis and evaluation of the relevance criteria for selection of projects in the energy sector, the IX and X priority OP IE 2007-2013.	Multi-area	The main objective of the survey is to obtain information on the effectiveness of selected solutions adopted for implementation in the 2007-2013 OPIE evaluation and selection of projects in the energy sector. The essential purpose of a detailed study to identify the most effective practices in the selection of projects in the context of the implementation of the commitments in the 2007-2013 OPI indicators and financial progress of implementation of the program to act as a feedback for the purposes related to the expected needs connected with the performance framework mechanisms planned in the new perspective. It is expected that the study will serve as a support for the preparation of solutions, implementation of a new OP for 2014-2020.	planned	Operational Programme Infrastructure and Environment	2014
Summary of the effects of the implementation of projects in the IX and X priority OPIE 2007-2013	Energy	The main objective of the study is a pre-sectoral assessment of IX and X priority OPIE criterion of utility. The main objectives are to:- assess the extent and identification of the (expected) effects of interventions undertaken in the study area for the value of contextual indicators (assigned priority axes and key sectoral indicators for the Program)- identify indirect effects of the implementation of projects in the area (including but not limited so. Copyright indicators used by the beneficiaries) The study will take into account the results of the research carried out so far on the area (preliminary) results of projects (research based on performance criteria). It is expected that the test results will be used primarily for reporting purposes.	planned	Operational Programme Infrastructure and Environment	2015

Evaluation title	Strategic thematic objective of ex post evaluation according to the EC	Short scope and description	Stage of evaluation	Programme	Completion date (month, year)
Summary of the effects of the implementation of projects under Priority 12 OP I&E	Multi-area	<p>Preliminary evaluation of Priority 12 OP I&amp;E in the context of the degree of achievement of assumed objectives of the Priority and utility criteria</p> <p>The specific objectives of the study</p> <ul style="list-style-type: none"> <li>-Assess the extent and identification of the (expected) effects of interventions under Priority 12 OP I&amp;E on the value of context indicators (specific to Priority Axis 12) and the main indicators for monitoring the OP I&amp;E</li> <li>-Identification of the indirect (i.e. not assumed in the programme documents) effects of the implementation of projects under Priority 12 OP I&amp;E, with particular emphasis on elements such as increasing the number / range of medical procedures, increasing the number of highly specialist medical procedures, reducing patients' waiting time for highly specialized health care services.</li> </ul> <p>The scope of the study: the study will be covered by the completed projects under Measures 12.1 and 12.2.</p>	planned	Operational Programme Infrastructure and Environment	June, 2015
Analysis of the effects of support - identification and assess of the results of the implementation of projects under Priority 12 OP I&E	Multi-area	<p>Study will cover completed projects under Measures 12.1 and 12.2.</p> <p>Evaluation will include:</p> <ul style="list-style-type: none"> <li>- identification and evaluation of the direct effects of the projects including the level of achievement of the assumed outcome indicators</li> <li>- identification of possible additional effects (i.e. not assumed in the programme documents)</li> <li>- direct effects of projects such as increasing the range of medical procedures, increasing the number of highly specialised medical procedures, reducing patient waiting time for highly specialized health care services;</li> <li>- identification the expected long-term effects of the projects.</li> </ul>	on going	Operational Programme Infrastructure and Environment	December, 2013
The study summarizing the implementation of the XIII Priority IE OP	Multi-area	<p>The evaluation results will be related:</p> <ul style="list-style-type: none"> <li>• Analysis of the progress of implementation of projects,</li> <li>• The risks and problems that have occurred or occur and may affect the results of projects and their implementation by the end of 2015,</li> <li>• Analysis of the progress in the implementation of new projects selected in competition No. 2/2012.</li> </ul>	planned	Operational Program Infrastructure and Environment	3, 4 quarter 2013
Assessment of the possibility using EU funding in the field of renewable energy and energy efficiency, available for purchase from the ROP ŠV 2014-2020,	Energy efficiency	<p>The aim of the study will be:</p> <ul style="list-style-type: none"> <li>• assessment of the benefit of the beneficiaries of assistance from the Holy Cross energy efficiency and renewable energy in the RPOWS 2007-2013 and 2007-2013 national programmes.</li> <li>• assessment of the financial capacity of potential beneficiaries to implement projects,</li> <li>• analysis of the scope and scale of intervention, as provided in the individual OPs.</li> </ul>	planned	Regional Operational Programme of Świętokrzyskie Voivodship for 2007-2013	III quarter 2013

Evaluation title	Strategic thematic objective of ex post evaluation according to the EC	Short scope and description	Stage of evaluation	Programme	Completion date (month, year)
Evaluation of implementation effects of projects in the tourism sector co-financed from the public measures, particularly 5 and 6 Axis ROP ZV and obtaining directions of tourism support in Zachodniopomorskie Voivodship in the years 2014-2020	Multi-area	The evaluation study carried out was primarily aimed at: 1. Diagnosis of tourism sector in West Pomeranian Region, 2. Diagnosis of relevance and effectiveness of implementation structural funds and EAFRD in the area of potential tourism development and its promotion, included Priority Axis 5 and 6 and others OPs 3. Assessment of the impact external financial resources on tourism development, 4. Identification of directions of development in the tourism services and products in the Zachodniopomorskie Voivodship 5. Analysis of infrastructural deficits and estimation of demand on external financial resources: grants and financial instruments in the years 2014-2020 6. Analysis and identification of the most effective promotion instruments of tourism values of the region	on going	Regional Operational Programme for the Zachodniopomorskie Voivodship (ROP ZV)	07.2013
Analysis of the management and control system of the Regional Operational Programme for the Zachodniopomorskie Voivodship 2007-2013	Multi-area	The evaluation study will be aimed at: 1. The assessment of implementation system of ROP ZV 2007-2013 2. The assessment of institutional potential of the Managing Authority of the ROP for the Zachodniopomorskie Voivodship 3. The assessment of data exchange system due to implementation of ROP ZV 2007-2013 4. Identification and analysis of administrative burden for beneficiaries 5. Identification of changes directions in implementation's system of ROP ZV for the implementation system of new ROP ZV 2014-2020	planned	Regional Operational Programme for the Zachodniopomorskie Voivodship (ROP ZV)	January 2014
The impact of the Regional Operational Programme for Silesia Voivodship 2007-2013 on the socio-economic development of the region using second generation HERMIN model	Multi-area	The purpose of the research is defining and assessing the programme impact on the level of specific indicators. Evaluators will calculate and estimate ROP SV outputs for each year in the 2014-202 period based on the real statistical data and actual and forecast payments.	planned	Regional Operational Programme of the Silesia Voivodship for the years 2007-2013	December 2013
Evaluation of the changes into projects selection system within selected measures OP IE 2007-2013	Multi-area	The aim of the study is to analyse the impact of changes into projects (criteria) selection system within selected measures OP IE on the quality of the projects chosen to support. Within the study effectiveness of implementation projects selection system also will be analysed. Results of evaluation will be used in preparation of the projects selection system in next programming period.	on going	OP Innovative Economy	August 2013
Ex-post evaluation of the Innovative Economy Operational Programme	Enterprise support and ICT	An assessment of the relevance, effectiveness and impact of the OP IE	planned	OP Innovative Economy	2016

Evaluation title	Strategic thematic objective of ex post evaluation according to the EC	Short scope and description	Stage of evaluation	Programme	Completion date (month, year)
Assessment of the effects of the system and individual projects implemented in the Measure 5.2 OP IE from the point of view of the target of the Measure	Enterprise support and ICT	The study aims to show the effects of the implementation of the systemic and individual projects under Measure 5.2 from the point of view of small and medium-sized enterprises. The current system of reporting is limited to the level of the beneficiary of the project (public institutions). Therefore, the available information on the utility provided by the project beneficiaries of services for the SME sector is incomplete. It is therefore necessary to carry out in-depth analysis on the real benefits accruing to the SME sector as a result of systemic and individual projects in action 5.2.	planned	OP Innovative Economy	
"Evaluation of the process of commercialization of R&D results and co-operation between scientific institutions and entrepreneurs in projects co-financed under Sub-measure 1.1.2 and Sub-measure 1.3.1."	Enterprise support and ICT	The main objectives of the evaluation are: 1) Evaluation of the effectiveness of the process commercialization of R & D results obtained after completing projects co-financed within Sub-measure 1.3.1 and Sub-measure 1.1.2 of the IE OP. 2) Evaluation of the process of conducting projects in cooperation between research institutions and entrepreneurs in the context of commercialization of R & D results.	planned	OP Innovative Economy	October 2013
The Innovation Barometer Project - on-going evaluation of the Measures (addressed directly to enterprises) of the OP IE, implemented by PARP.	Enterprise support and ICT	The Innovation Barometer Project is a long-term, systematic evaluation study of the pro-innovative public programmes in Poland. The study based on Computer Assisted Web Interviewing technique, carrying out in cyclical editions (in every six months), simultaneously in all OP IE Measures implemented in the PARP (numbers of the Measures of the OP IE: 1.4-4.1, 3.3.2, 4.2, 4.4, 5.4.1, 6.1, 8.1, 8.2). There are implemented two measurement (and analyses) perspective of enterprises condition: during the projects' implementation and 24 months after their settlement. The introduction of two perspective of measurement allows to: 1) examine two important moments in the implementation of projects: the beginning of the project (with the possibility to ask about the period of grant application preparation) and the first two years of sustainability of the project; 2) Collect data for all years between initial and final measurement and test current economic trends observed among beneficiaries OP IE.	on going	OP Innovative Economy	2011-2015
The evaluation of the impact of the projects implemented in the Pomorskie ROP 2007-2013 on the environment in the Pomorskie Region	Environment	The main objective of the study is to assess the environmental effects, resulting from the implementation of projects that have received funding under the Pomorskie ROP. This will be achieved through the following specific objectives that define the substantive scope of the study: (1) Identification of the environmental outcomes of projects, divided into thematic areas and for the entire Programme. (2) The impact of the Pomorskie ROP projects on areas covered by the forms of nature protection within the meaning of the Nature Conservation Act, including, in particular, national parks, nature reserves, landscape parks and protected landscape areas and Natura 2000 sites. (3) Recommendations on the future intervention for the implementation of	on going	Pomorskie Regional Operational Programme 2007-2013	December 2013

Evaluation title	Strategic thematic objective of ex post evaluation according to the EC	Short scope and description	Stage of evaluation	Programme	Completion date (month, year)
		environmental objectives laid down in the Europe 2020 Strategy and the EU Strategy for the Baltic Sea Region and the Pomorskie Regional Development Strategy 2020			
The evaluation of complementary character of the projects which are implemented in Pomorskie in the framework of Cohesion Policy, Common Agricultural Policy and Common Fisheries Policy	Multi-area	The evaluation concerns the complementarity of support which was given to projects in Pomorskie during period 2007-2013. The main aim is to find the best possible mechanisms to ensure coordination and complementarity in spending of EU funds in 2014-2020 in the region.	planned	Pomorskie Regional Operational Programme 2007-2013	December 2013
The evaluation of the effects of support Priority Axis 1 with particular emphasis on support for enterprises in the framework of the Pomorskie ROP 2007-2013	Enterprise support and ITC	<p>The study aims to:</p> <p>(1) Assessment to direct support to businesses, including an assessment of its impact on improving the competitiveness and innovation supported enterprises.</p> <p>(2) Assessment to support the development of business environment and increase their capacity to stimulate entrepreneurship and to strengthen competitiveness and innovation of enterprises.</p> <p>(3) Recommendations for the promotion of entrepreneurship and innovation in the Pomorskie ROP 2014-2020.</p> <p>As main barriers for the ROPPV complementary character insufficient promoting the complementary character was identified at the selection of projects, insufficient knowledge about projects carried out as part of other programmes, insufficient promotion of the matter of the complementary character amongst Beneficiaries, in coordination among managing/implementing institutions.</p>	planned	Pomorskie Regional Operational Programme 2007-2013	December 2013
The impact of projects implemented under Priority IV. LROP Measure 4.3. "Revitalisation of degraded urban and rural areas" on economic recovery of degraded areas and	Territorial development	The main objective of Measure 4.3 LROP is a revival of degraded urban and rural areas (including post-military, post-industrial and post-PGR areas) by adapting the areas as well as transforming the functions of objects located there to: service, economic, social, educational, health, recreation, cultural and tourist functions.	on going	Lubuskie Regional Operational Programme 2007-2013	June 2013

Evaluation title	Strategic thematic objective of ex post evaluation according to the EC	Short scope and description	Stage of evaluation	Programme	Completion date (month, year)
on the improvement of their social and cultural functions.					
The evaluation of projects implemented under Priority II Measure 2.5 "Development of regional and local business surrounding institutions" that affect final beneficiaries.	Enterprise support and ICT	<p>The main objective of the study is to evaluate the effects resulting from the implementation of Measure 2.5 for the final recipients of the support. The scope of the study involves:</p> <ul style="list-style-type: none"> <li>• assessment of the adequacy and effectiveness of support for SMEs through financial engineering instruments and their role in the process of the companies' investments,</li> <li>• efficiency of the SMEs support through business support institutions,</li> <li>• the impact of the projects realized within the Measure 2.5 for the competitiveness, stability and strengthening the position of companies on the market in the region and the country.</li> </ul> <p>However, all the representatives of the Funds agree that the effect of the support within the Measure 2.5. LRPO is positive and they express hope for the possibility of obtaining such support in the next financial perspective. The implementation of Lubuskie enterprises' projects that consist of loans/ guarantees given by Funds supported within the Measure 2.5. LROP resulted in increasing revenues, enhancing their competitiveness on the market, increasing innovation or employment.</p>	on going	Lubuskie Regional Operational Programme 2007-2013	June 2013
The evaluation of the impact of investments realised within chosen operational programmes of the years 2007-2013 on development of rural areas in Lubuskie Voivodship	Multi-area	<p>The main goal of the research is to assess the effectiveness of activities taken to develop rural areas in Lubuskie Voivodship in the years 2007-2013 on the basis of Lubuskie ROP 2007-2013, Rural Areas Development Programme 2007-2013 and OP HC 2007-2013. Another aim of this research is to assess the impact of realized investments on diminishing marginality and peripherality of rural areas of Lubuskie Voivodship.</p> <p>Specific aims of the research:</p> <ul style="list-style-type: none"> <li>-analysis of the level of Lubuskie Voivodship development;</li> <li>- analysis of activities undertaken in rural areas after 2007 within Lubuskie ROP 2007-2013, Rural Areas Development Programme 2007-2013 and OP HC 2007-2013 Measure 6.3, 7.3, 9.5.</li> <li>- analysis of the level implementation of above - mentioned activities</li> <li>- analysis of changes that took place in rural areas thanks to EU funds</li> <li>- analysis of complementarity.</li> </ul>	planned	Lubuskie Regional Operational Programme 2007-2013	October/ November 2013

Evaluation title	Strategic thematic objective of ex post evaluation according to the EC	Short scope and description	Stage of evaluation	Programme	Completion date (month, year)
Influence of projects realized under Measure 2.4 "Transfer of research results, modern technologies and innovations to enterprises" on economic development, competitiveness development, innovativeness development in the region.	Enterprise support and ICT	The research's objective is to show crucial effects (short-term, long-term, qualitative, quantitative) that took place (or are expected to take place) as a result of implementing Measure 2.4. Besides, the assessment of the meaning of those effects to innovativeness and competitiveness of enterprises will be made. Additionally, some recommendations of this research should be taken into consideration when planning support in R&D area in future perspective.	planned	Lubuskie Regional Operational Programme 2007-2013	January 2014
Influence of projects realised under Measure 1.3 "Development of information society" on building local and regional infrastructure of information society in Lubuskie Voivodship.	Enterprise support and ICT	The research's objective is to assess to what extent investments realised under Measure 1.3 influenced infrastructure of information society. The analysis concerns the access to broadband network and the level of using new information technologies in rural areas. Moreover, the impact of realised projects on using such technologies in public institutions will be assessed.	planned	Lubuskie Regional Operational Programme 2007-2013	January 2014