

Study on the relevance and the effectiveness of ERDF and Cohesion Fund support to Regions with Specific Geographical Features – Islands, Mountainous and Sparsely Populated areas

Second Intermediate Report

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The views expressed are those of the
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views of the European Commission.

3.3 Śląskie

1. Identification

1.1. Identification of NUTS2 area and corresponding NUTS3 region(s)

PL22 Śląskie

PL225 Bielski (NUTS 3)

1.2. Identification of relevant programmes supported by ERDF or Cohesion funds :

- 2004-2006: Regional and national thematic Objective 1 or 2 OPs, Cohesion funds.

Integrated Regional Operational Programme

SOP Improvement of the Competitiveness of Enterprises

SOP Transport

INTERREG III

Cohesion Fund

- 2007-2013: Regional competitiveness / Convergence objectives, Cohesion funds

Regional Operational Programme for Śląskie Voivodeship

National, multi-regional programmes:

- *Operational Programme Innovative Economy*: support for enterprises, research and development (R&D) and information and communication technologies (ICT),
- *Operational Programme Infrastructure and Environment*: support the development of technical infrastructure, and simultaneously protecting and improving the condition of the natural environment and health as well as preserving cultural identity and developing territorial cohesion. This programme is complementary to other regional programmes.

2. Regional features and Domestic Policy Responses

2.1 Main characteristics of NUTS2 and NUTS3 regions

Śląskie Voivodeship is located in the south of Poland, at the foot of the so-called Brama Morawska (Moravian Gate) which connects two mountain ranges located on both sides - the Sudetes and the Carpathians. Śląskie Voivodeship shares the borders with Czech Republic and Slovakia, which gives it a special role in the national and European geographical environment. The region is located at the meeting point of two exchange and communication channels in Central Europe: the main north-south channel and the corridor linking the western and eastern part of the continent. Bielski lays in the southern part of Śląskie, at the border of the country. The region of Śląskie spans the area of 1233309 ha

from which 235350 ha belongs to Bielski region.

Bielsko-Biala, the capital of Bielski, plays the role of an administrative, academic, cultural, industrial and service centre of Podbeskidzie (historical region around Bielsko Biala). It is one of the most developed cities in Poland with an unemployment rate below 6% (CSO 2009 data). It is also an important road and rail junction. Bielsko-Biala is the biggest city of Euroregion Beskids that brings together the border regions of Poland, the Czech Republic and Slovakia. Its extensive morphological and geographical variety is what makes Śląskie Voivodship special. The region covers mountains, upland as well as lowland areas. Moreover, the region is rich in natural resources, such as hard coal, zinc and lead deposits, molybdenum-wolfram-copper ores, iron ores, halite, methane deposits, natural gas, marl deposits, limestone deposits and natural aggregate deposits as well as healing, mineral and thermal waters. This determined the development of the region within the past decades and contributed to the emergence of the largest Polish industrial zone which plays a decisive role in the Polish fuel and power balance.

In the case of Bielski NUTS3 region, its territory is mainly mountainous with few natural resources. Forests probably can be considered as the most important one. Yet, around Bielsko-Biala there exists Bielski Industrial Area that is an important industrial centre of Śląskie NUTS2 region (it is highly integrated with Upper Silesia Industrial Area). The leading role belongs to the automotive industry. Other important sectors are electric machinery industry, food industry and clothing industry (still well prospering in spite of the crisis in the sector).

The economy of the Voivodship is not only based on heavy industry but also attractive areas for tourists, i.e. the Krakowsko-Częstochowska Upland and the Beskid mountains. This may constitute an asset in Bielskie development since most of its territory is constituted by Beskids (Silesian Beskid, Small Beskid and Żywiec Beskid). Hence, one can find there several well-known ski resorts and spas (e.g. Brenna, Szczyrk, Ustroń or Wisła). This part of Śląskie is also covered by various landscape parks, natural reserves natural monuments. This makes Bielski region very popular among Polish tourists.

2.2. Position, trends and Dynamics

• ***Population and demographic trends:***

According to the Central Statistical Office, in 2009 the population of Bielski region reached over 654.000 inhabitants and in 2010 - over 656.000 inhabitants (in Śląskie the figures reached correspondingly more than 4.643.000 and 4.637.000 inhabitants). The population density in Bielski increased between 2009 and 2010 from 278 to 279 pers/km² and was lower than the average for the whole NUTS2 region (376 pers/km² in 2010). The population density is essentially higher than the average for the EU27 (116 in 2008) and Poland (122 in 2008).

The difference between the Śląskie region and the Bielski region is the net migration balance – at NUTS2 level it is negative while at NUTS3 level it is positive. Between 2000 and 2010 the population of Śląskie decreased from 4.765.000 to 4.637.000 while in Bielski the number of inhabitants increased from about 641.000 to 656.000.

The demographic structure of Śląskie region has changed due to the migration, low birth rate and consequent ageing process. As a result, although the number of people at working age remained almost unchanged between 2000 and 2009 (3.007.000 against 3.034.000), the number of people at pre-working age decreased from 1.082.000 to 806.000 and the number of people at post-working age has risen from 675.000 to 800.000. This may have a positive effect in the short-term unemployment rate. However, in the long-term perspective, one should expect an adverse effect of the ageing society on the labour market including an increased burden for the health care system.

The demographic structure of Bielski region is similar to whole NUTS2 region. Still, it has a higher share of population at pre-working age (19.2% against 17.4 in Śląskie, 2009; Source: CSO data), and slightly lower share at post-working age (16.7% against 17.2%). In the case of Poland the ratios of population in pre-working, working and post-working age are 18.9%, 64.5% and 16.5% respectively.

- **Economic growth:**

The economic growth of Bielski region apparently seems to be retarded when using Purchase Parity Standards (PPS) statistics. Here, the level of PPS per capita increased from 52% of EU average in 2000 to 55% in 2008. At the same time the income of Śląskie grew from 52% to 61% while in the case of Poland it rose from 48% to 56% of the EU average. The biggest part of per capita income growth in Śląskie is in two central NUTS3 subregions - Katowicki and Tyski (where PPS per capita rose between 2000 and 2008 from 143.4% to 143.8% and from 133.3% to 143.4% of Polish average respectively). As a matter of fact, this can be seen in most of Polish NUTS2 regions – fast growth of the core is accompanied by lower growth at the periphery. As a result, the dispersion of GDP at NUTS2 level in Poland has grown between 2000 and 2007 from 17.6 to 19.9 (at the EU level it decreased from 32.7 to 28.3). The same indicator at NUTS3 level increased in Poland from 32.8 to 34.5 while in the whole of the EU it fell from 35.5 to 32.7.

The situation in the labour market in Bielski NUTS3 region has improved greatly in the recent years. The unemployment rate decreased from 16.1% in 2000 to 3.8% in 2009 (population 15+). This result is better than the one achieved by the whole area of Śląskie (a fall from 17.5% to 6.7% between 2000 and 2009). Currently, the unemployment rate is also lower than the Polish average (8.2%) or of the EU27 (8.9%). Although commonly used, unemployment rate is not the best indicator of labour market performance. What seems more adequate is the use of activity or employment rate. However, data availability constitutes a problem – the EUROSTAT provides data only at NUTS2 level. It is possible though to estimate employment rate in Bielski, in comparison to the whole NUTS2 region, using data on employment that is published by Śląskie regional statistical office. It appears that the employment rate of population aged 15+ in Bielski subregion is slightly lower than the average for the whole of Śląskie. This is at least a conclusion that can be drawn once one compares data on employment excluding sector of micro-enterprises (up to 9 employees), since the employment rate in 2009 reached about 31.4% in Bielski and 32.4% in Śląskie. However, this result may be misleading taking into account that the number of entities registered in REGON per 10.000 inhabitants is much higher in Bielski than the average for Śląskie NUTS2 region (1058.8 against 927.8, 2009). 831.4 out of total are natural persons conducting economic activity. This may imply that real employment rate in

Bielski is in fact higher than the average for Śląskie. Yet, we do not dispose of any data confirming this hypothesis. In any case, the employment rate in Śląskie increased from 42.1% in 2000 to 49.0% in 2009 (the average for Poland changed from 47.5% to 50.4% respectively). Still, it is lower than the average employment rate for EU27 that reached 52.5% in 2009.

- **Economy structure:**

According to EUROSTAT branch accounts data, the economic structure of Bielski is similar to the rest of the Śląskie NUTS2 region. In 2008 the share of workers employed in agriculture, industry and service sector in Bielski reached 5%, 39% and 56% respectively. At the same time the corresponding shares stayed at 2.6%, 39.8% and 57.7% in Śląskie. This is rather different from the rest of the country – the average shares for Poland in 2008 were 14%, 31.4% and 44.6%. It is important to underline that the economy structure of Bielski region has changed dramatically over the last decade. In 2000 the share of employed in agriculture stayed at 25.7%, in industry reached 30.4% and in services achieved 43.9%. This implies that the share of people employed in agriculture decreased over 20 percentage points between 2000 and 2008 while the share of employed in industry and services both grew by about 10 percentage points. Similar tendency can be observed in the whole country. Still, the magnitude is much lower (e.g. in Śląskie the share of employed in agriculture fell by about 10 percentage points and was almost entirely replaced by service sector employment – the share of workers employed in industry hardly varied between 2000 and 2008). It is worth mentioning that the Katowice Special Economic Zone (SEZ) was established in 1996 (with the automotive industry playing the major role). The establishment of SEZ accelerated the restructuring processes, attracted investments and contributed to job creation.

- **Others**

The transport infrastructure in Bielski region is much better than the average for Poland. Unfortunately there is no data available at NUTS3 level. However, Śląskie is the NUTS2 region with the highest density of roads per 100 km² in Poland (170.6 km against 85.8 km in 2009, CSO data). The same applies to rail network – in 2009 its density per 100 km² in Śląskie reached 17.5 km (6.5 km in Poland). As a result, the population of Bielski region has effortless access to other areas both through road and rail network as well as airports (there are two international airports easily accessible near Katowice and Krakow).

As pointed out before, Bielski region is attractive from the point of view of the tourism sector. In 2009 Bielski held almost a half of all hotel bed-places in Śląskie (9020 compared to 20.559). The same situation concerns the number of holiday dwellings (167 compared to 333) while in the case of other collective accommodation the share of Bielski is even higher (11870 compared to 18667).

The share of enterprises having internet access in Śląskie region was slightly lower than the average for Poland in 2010. In comparison to 2009, Śląskie was above the average at that time. The share of enterprises with broadband access was higher than the Polish average both in 2009 and 2010 and was above 70% (The information society in Poland, the Central Statistical Office, 2010). The percentage of households with internet access in Poland

reached 63% in 2010 and in the case of broadband access it topped 57%.

In summary, it is noteworthy, that in accordance with the latest ranking of investment attractiveness of Polish regions, Bielski sub region occupies the 11th position out of 66 sub regions (please see Instytut Badań nad Gospodarką Rynkową, the Investment Attractiveness of Voivodships and Sub-Regions of Poland, 2009). In 2008 ranking of sub regional investment attractiveness for industrial activities Bielski was ranked 6th, while for services it reached the 10th position. The main assets of the region as pointed out by the authors are: high number of well qualified workers, high share of firms with foreign capital, large regional market and higher than average economic activity level.

The regional operational programme for Śląskie underlines that economic and social changes in the Voivodship adversely affects the processes taking place in towns and result in their depopulation, degradation of urban areas and lower quality of public buildings. Multiple towns in the region require an upgrade of urban infrastructure, revitalization of city centres and districts with historical architecture as well as creation of leisure and recreation facilities.

Still relatively low levels of employment and economic activity (as compared to other EU member states) together with steadily decreasing (and substantially below national average) expenditure on R&D (as percentage of GDP) constitute other challenges for the region. Furthermore there are concerns about inadequacy of R&D expenditure and poor tourism infrastructure that may adversely affect Bielski region in particular.

2.3. Domestic Policy Responses

There are several elements worth of note here:

1. Voivodship Contract. It is a financial instrument supporting investments in regional infrastructure. Includes both public and private financing and is managed by Marshal Office (regional authorities at NUTS2 level). For example, before Polish accession to the EU, the largest public aid for health care projects in Śląskie originated from the Voivodship Contract 2001 – 2003. Over 192 million PLN was allocated to, among others, the project “The construction of the Voivodship hospital in Bielsko-Biała”.

2. Bielski Economic Zone. This area belongs to the Jastrzębie-Żory Subzone which is a part of Katowice Special Economic Zone. The zone was established through the Council of Ministers regulation. The investors in the zone may receive CIT exemption as a result of new investment or jobs creation. There are 14 of these zones in Poland.

3. “Alleviating the consequences of the employment restructuring in hard coal mining in the region of Silesia”. Programme adopted by Council of Ministers in 2003. The programme was managed by the Marshal Office of Silesia Voivodship. The programme provided financial support to activities related to economic and social modernization of Śląskie NUTS2 region. In case of Bielski region, one of the most important projects implemented within the programme was the project “New old town, new opportunities. The restoration of the old town in Bielsko-Biała, Phase I”.

The above policies focus both on compensating the disadvantages and boosting the advantages. The projects accomplished within particular programmes may belong to both categories (except Bielski Economic Zone, which clearly focuses on development opportunities)

Both the Voivodship Contract and “Alleviating the consequences of the employment restructuring in hard coal mining in the region of Silesia” are in line with ERDF and Cohesion Fund intervention. From 2004-2006 the former was related to the Integrated Regional Operational Programme (IROP). Since 2006 Voivodship Contracts became agreements concerning bailout of regional operational programme using public funds (both national and foreign). The preparation of the “Alleviating the consequences of the employment restructuring in hard coal mining in the region of Silesia” was based on main rules of cohesion policy programming (partnership, concentration, etc.). Its implementation was related to the implementation of the Integrated Regional Operational Programme 2004-2006 - the grants for this purpose came also from the ERDF.

3. ERDF and CF Programme priorities and fields of intervention

During the period 2004-2006 there were no regional OPs for particular regions. According to the data provided in the Regional Operational Programme for Śląskie Voivodship 2007-2013, total ERDF and Cohesion Fund spending from 2004-2006 amounted to at least 2.534.602.519 PLN (approx. 634 million EUR⁶⁰). According to the Ministry of Regional Development data, the financial allocation that was received by Śląskie region from structural funds reached 1.701 million EUR and the global amount of co-financing (both Community and national funds) was 2.393 million EUR. Unfortunately, the estimations for Bielski region are not available. The above data differs strongly from the one provided by SWECO study where total commitments for Śląskie NUTS2 region were estimated at 1.552.764.221 EUR. At the same time the commitments for Bielski region amounted 147.757.449 EUR.

During the 2007-2013 regional development in Śląskie is financed mainly through the Regional Operational Programme with the indicative ERDF allocation set at 1.712.980.303 EUR. The ROP does not provide exact financial breakdown between particular NUTS3 regions (only 40% of allocation is disbursed under sub regional programmes). Both public and private entities from Śląskie (and thus from Bielski region) may also apply for support within operational programmes implemented nationally. These are Operational Programme Infrastructure and Environment, Operational Programme Innovative Economy, Cross-border cooperation programme Poland – the Czech Republic and Cross-border cooperation programme Poland – the Republic of Slovakia. Unfortunately, these programmes do not provide a financial breakdown between different NUTS2 regions. Therefore, it is very difficult to estimate total budget allocation in Śląskie and the evolution between the two periods. However, taking into account the indicative allocation, one can estimate the total amount of the Community funds at the level of 7.100 million EUR.

According to the SWECO Study the allocation by priority (as % of total commitments)

⁶⁰ For the sake of simplicity we assume the exchange rate 4 PLN/EUR. In any case, many economists consider this value of exchange rate as equilibrium exchange rate.

between 2004-2006 in Bielski region was as follows:

Productive environment – 17.3%

Basic infrastructure – 81.6%

Technical assistance – 1.1%

Somehow different results can be obtained using the data provided in ROP for Śląskie Voivodship 2007-2013. Here the allocation by priority within the Integrated Regional Operational Programme 2004-2006 was as follows (no data on technical assistance):

Local development – 30%

Basic infrastructure – 70%

Since there is no data on total allocation for Śląskie within the 2007-2013 period, we can only compare the data included in ROP for Śląskie Voivodship. Here, the allocation by priority is shown in table below:

| Priority | Community contribution | Share of each priority |
|------------------------------------|------------------------|------------------------|
| R&D, innovations, entrepreneurship | 296 238 513 | 17,29% |
| Information society | 150 000 000 | 8,7% |
| Tourism | 110 420 000 | 6,45% |
| Culture | 53 274 150 | 3,11% |
| Environment | 180 678 600 | 10,55% |
| City | 312 802 445 | 18,26% |
| Transport | 426 327 555 | 24,89% |
| Education | 82 480 000 | 4,81% |
| Health | 57 759 000 | 3,37% |
| Technical assistance | 43 000 000 | 2,51% |
| Total | 1 712 980 303 | 100,00% |

Source: ROP for Śląskie Voivodship, 2007-13

Since the number of priorities has increased, as compared to 2004-2006 period this is difficult to compare the allocation by priority between the two periods. Furthermore, there is no such data at NUTS3 level.

In accordance with the SWECO study, the allocation by field of intervention within 2004-2006 financial perspective in Śląskie and Bielski subregion was as follows:

| Fields of intervention | Territorial level (Nuts) | EU | EU | PL | PL22 | PL225 |
|---|--------------------------|---------------|---------------|---------------|---------------|---------------|
| | Name | | Mountains | Poland | Śląskie | Bielski |
| | Region eligibility | Obj. 1 | Obj. 1 | | Obj. 1 | Obj. 1 |
| | SGF | | M | | | M- |
| 11 Agriculture | | 0,1% | 0,1% | | 0,0% | |
| 12 Forestry | | 0,0% | | | 0,0% | |
| 13 Promoting the adaptation and the development of rural areas | | 0,4% | 0,3% | | 0,0% | |
| 14 Fisheries | | 0,1% | 0,2% | | 0,0% | |
| 15 Assisting large business organisations | | 5,8% | 4,8% | 1,5% | 1,6% | 3,0% |
| 16 Assisting SMEs and the craft sector | | 9,6% | 12,6% | 8,2% | 7,1% | 12,0% |
| 17 Tourism | | 2,9% | 4,5% | 2,0% | 0,4% | 1,1% |
| 18 Research, technological development and innovation (RTDI) | | 6,2% | 4,1% | 1,3% | 0,9% | 1,3% |
| 21 Labour market policy | | 0,1% | 0,0% | | 0,0% | |
| 22 Social inclusion | | 0,1% | 0,0% | | 0,0% | |
| 23 Developing education and vocational training | | 1,5% | 0,8% | | 0,0% | |
| 24 Workforce flexibility, entrepreneurial activity, innovation, ICT | | 0,0% | 0,0% | | 0,0% | |
| 25 Positive labour market actions for women | | | | | 0,0% | |
| 31 Transport infrastructure | | 34,0% | 33,6% | 47,3% | 45,7% | 56,9% |
| 32 Telecommunication infrastructure and information society | | 3,2% | 3,9% | 2,6% | 0,9% | 0,2% |
| 33 Energy infrastructure | | 1,0% | 1,0% | 0,0% | 0,0% | 0,0% |
| 34 Environmental infrastructure | | 19,3% | 17,3% | 30,3% | 38,8% | 19,0% |
| 35 Planning and rehabilitation | | 10,1% | 10,7% | 2,2% | 1,5% | 3,0% |
| 36 Social and public health infrastructure | | 4,2% | 4,6% | 2,7% | 2,1% | 2,5% |
| 41 Technical Assistance and innovative actions | | 1,4% | 1,5% | 1,9% | 0,9% | 1,1% |
| Total | | 100,0% | 100,0% | 100,0% | 100,0% | 100,0% |
| <i>Total 1 Productive environment</i> | | <i>25,1%</i> | <i>26,7%</i> | <i>13,0%</i> | <i>10,1%</i> | <i>17,3%</i> |
| <i>Total 2 Human resources</i> | | <i>1,8%</i> | <i>0,9%</i> | | <i>0,0%</i> | |
| <i>Total 3 Basic infrastructure</i> | | <i>71,7%</i> | <i>71,0%</i> | <i>85,1%</i> | <i>89,0%</i> | <i>81,6%</i> |
| <i>Total 4 Technical Assistance</i> | | <i>1,4%</i> | <i>1,5%</i> | <i>1,9%</i> | <i>0,9%</i> | <i>1,1%</i> |

Source: Sweco, 2008.

The allocation by field of intervention within period 2007-2013 is shown in the table below. Yet again, this is difficult to compare the allocation by fields of intervention between the two periods since the intervention codes have changed.

Financial table – breakdown into priorities and sources of financing

| Specification | Community contribution | National public contribution | Total | |
|------------------------------------|------------------------|------------------------------|----------------------|------------|
| | Euros | | | % |
| R&D, innovations, entrepreneurship | 296 238 553 | 52 277 392 | 348 515 945 | 17,3 |
| Information society | 150 000 000 | 26 470 588 | 176 470 588 | 8,8 |
| Tourism | 110 420 000 | 19 485 882 | 129 905 882 | 6,4 |
| Culture | 53 274 150 | 9 401 321 | 62 675 471 | 3,1 |
| Environment | 180 678 600 | 31 884 459 | 212 563 059 | 10,5 |
| Sustainable development of cities | 312 802 445 | 55 200 431 | 368 002 876 | 18,2 |
| Transport | 426 327 555 | 84 244 367 | 510 571 922 | 25,3 |
| Education (infrastructure) | 82 480 000 | 14 555 294 | 97 035 294 | 4,8 |
| Health (infrastructure) | 57 759 000 | 10 192 765 | 67 951 765 | 3,4 |
| TA | 43 000 000 | 0 | 43 000 000 | 2,1 |
| Total | 1.712.980.303 | 303.712.499 | 2.016.692.802 | 100 |

Source: ROP for Śląskie Voivodship, 2007-13

4. ERDF and Cohesion Fund (where relevant) strategies and relevance

In terms of geographical specificities, there is no mention at all in the respective programmes about the mountainous character of the Bielski region and the necessity of providing special measures for this area. To some extent, the OP for Śląskie Voivodship includes analysis concerning geographical features of the region (mainly from the point of view of tourist opportunities) but the impact is considered at NUTS2 level solely. Also the Programme of Southern Subregion Development (that is Bielski NUTS3 region), that can be considered as a sub-programme within OP for Śląskie Voivodship, does not put a strong focus on geographical features. Here, the mountainous character of the region does not seem to be regarded as a key problem. Other OPs do not consider specific geographical features with the exception of cross-border cooperation programmes (OP Cross-border Cooperation Czech Republic – Poland and OP Cross-border Cooperation Poland – Slovak Republic). In the case of the latter, they recognize the mountainous character of cooperating regions and slightly consider its impact on regional development at NUTS3 level.

Thus, it is fair to say, that the geographical characteristics of the Bielski region are not considered by regional or national authorities as a main problem for the region. Of course, it must be noted that relatively speaking the region performs well compared to the rest of the NUTS 2 region hence there are no particular measures used to deal with geographical specificities. In this sense, the current programme does not differ from the previous one.

5. Quantitative results of the ERDF/CF programme

As argued before, during the 2004-2006 period there was no particular OP for Śląskie region. Hence, below we present the indicators for IROP that is the one that can be best compared with the currently implemented ROP for Śląskie Voivodship. For the previous programme (IROP), we include the Priority 1 and 3 since Priority 2 was financed by ESF.
Integrated Regional Development Operational Programme 2004-2006

- a) Priority 1 – Development and Modernisation of the Infrastructure Used to Enhance the Competitiveness of the Regions

Output indicators - number of projects implemented within this priority

| Area | Target Poland | Achievement Śląskie |
|-----------------------------------|---------------|---------------------|
| transport | 71 | 29 |
| public transport | 16 | 1 |
| environment | 150 | 20 |
| culture and tourism | 60 | 13 |
| social infrastructure - education | 100 | 12 |
| social infrastructure - health | 170 | 56 |

| | | |
|------------------------|-----|----|
| Information Technology | 150 | 11 |
|------------------------|-----|----|

Source : author's own elaboration based on the data collected by the Integrated Regional Development Operational Programme Managing Authority

Result indicators

| Indicator | Target Poland | Achievement Śląskie |
|---|---------------|---------------------|
| length of roads | +199 | 54,68 |
| share of public transport in total | +3% | 93,4% |
| volume of waste water treated | +4% | 324,61 |
| number of tourists | +5% | 1 588 721 |
| number of graduates of the higher education | +15 000 | +560 |
| average age of the medical equipment | -1 | 5,9 |
| number of internet connections | +20% | no data |

Source : author's own elaboration based on the data collected by the Integrated Regional Development Operational Programme Managing Authority

Impact indicators

| Indicator | Target Poland | Achievement Śląskie |
|--------------|---------------|---------------------|
| GDP | +1% | 137 959 |
| Unemployment | -4% | 8,1% |

Source : author's own elaboration based on the data collected by the Integrated Regional Development Operational Programme Managing Authority

b) Priority 3 – Local Development

Output indicators - number of projects implemented within this priority

| Area | Target Poland | Achievement Śląskie |
|-----------------------------------|---------------|---------------------|
| transport | 100 | 40 |
| environment | 200 | 37 |
| culture and tourism | 240 | 29 |
| social infrastructure - education | 90 | 19 |
| social infrastructure - health | 60 | 25 |
| micro enterprises | 10 000 | 299 |
| land redevelopment | 34 | 23 |

Source : author's own elaboration based on the data collected by the Integrated Regional Development Operational Programme Managing Authority

Result indicators

| Indicator | Target Poland | Achievement Śląskie |
|--|---------------|---------------------|
| length of roads | +430 | 112,52 |
| volume of waste water treated | +2,5% | 294,33 |
| number of tourists | +3% | 1 568 822 |
| change in fix costs of health care centres | -8% | -5,93% |
| change in the number of secondary school students and pupils of other educational establishment using local educational infrastructure | - 1,9% | 2 714 |
| number of persons employed in micro-enterprises assisted | + 8% | 782 |
| hectares of land redeveloped | 2700 | 365,77 |

Source : author's own elaboration based on the data collected by the Integrated Regional Development Operational Programme Managing Authority

Impact indicators

| Indicator | Target Poland | Achievement Śląskie |
|--------------|---------------|---------------------|
| GDP | +1% | 137 959 |
| Unemployment | -4% | 8,1% |

Source : author's own elaboration based on the data collected by the Integrated Regional Development Operational Programme Managing Authority

It is difficult to assess the achievements of Śląskie voivodship since the target values of indicators were set at national and not regional level. Furthermore, the reports are pretty unclear in several cases (e.g. they do not specify the evolution of GDP). Yet, according to the final report from implementation of IROP in Śląskie, the values of indicators included in projects that received financing were achieved in most of the cases. The exceptions relate mainly to indicators in which the accomplishment requires a long time frame or does not entirely depend on the entity realising the particular investment.

ROP for Śląskie Voivodship 2007-2013

- a) Priority 1 – Technological research and development (R&D), innovation and entrepreneurship

Output indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of projects in the field of direct investment assistance for SMEs | 584 | 314 |
| Number of supported enterprises | 1738 | 313 |
| Surface of the prepared investment area | 250 | 0 |
| Surface of incubators/technological parks | 11000 | 0 |

| | | |
|--|-----|---|
| Number of enterprises granted support for innovation purposes | 600 | 4 |
| Number of R&D projects | 200 | 0 |
| Number of supported R&D institutions | 45 | 0 |
| Number of projects on the information society infrastructure | 8 | 0 |
| Number of projects concerning cooperation between enterprises and R&D institutions | 30 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Result indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Value of new investments created thanks to support | 170 | 12.21 |
| Number of enterprises located in incubators, business parks and technology parks that received support | 50 | 0 |
| Number of created work places (gross value, fulltime employment) | 8950 | 318 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

b) Priority 2 - Information society

Output indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of projects concerning information society infrastructure | 125 | 4 |
| Number of PIAP covered by Programme support | 62 | 4 |
| Network length of the broad-band Internet | 250 | 0 |
| Number of online services ran due to received support | 900 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Result indicators

| Indicator | Target | Achievement 2010 |
|---|--------|------------------|
| Number of connections to the broad-band Internet | 70 | 0 |
| Additional number of people that gained access to the broad-band Internet | 210 | 0 |
| Number of online services users ran due to received support | 500000 | 102 |
| Number of new work places | 240 | 1 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

c) Priority 3 – Tourism

Output indicators

| Indicator | Target | Achievement 2010 |
|---|--------|------------------|
| Number of tourist projects | 200 | 6 |
| Number of projects in the field of direct investment assistance to SMEs | 1000 | 0 |
| Number of projects in the field of information society infrastructure | 15 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Result indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of tourists benefiting from the tourism infrastructure covered by the programme's support | 6200 | 26.542 |
| Income from tourist infrastructure covered by the programme's support | 67 | 0 |
| Number of promoted programme offers in tourism | 113 | 0 |
| Number of new work places | 1930 | 14.75 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

d) Priority 4 – Culture

Output indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of projects concerning infrastructure | 130 | 10 |
| Number of modernized culture-related buildings | 70 | 3 |
| Number of projects concerning information society infrastructure | 20 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Result indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of tourists benefiting from the tourism infrastructure covered by the programme's support | 3000 | 295.213 |
| Number of promoted programme offers in culture | 100 | 4 |
| Number of new work places | 60 | 4.5 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Authority

e) Priority 5 – Environment

Output indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of projects in waste management | 27 | 4 |
| Number of projects in air quality improvement | 50 | 3 |
| Number of projects concerning information society infrastructure | 7 | 0 |
| Number of projects concerning danger prevention | 7 | 0 |
| Number of projects in renewable energy | 36 | 1 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Result indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Re-cultivated/ recovered area | 0.52 | 0 |
| Number of people serviced by the new/modernised sewage network after project's realization | 32300 | 0 |
| Number of people serviced by the new/modernised waterworks network after project's realization | 18400 | 0 |
| Number of people included in the selective waste collection | 375 | 0 |
| Additional installed power of the production of energy from renewable sources | 35 | 0 |
| Number of species no longer subject to regional extinction hazard | 2 | 0 |
| Number of people included in programmes aiming at shaping ecological attitudes | 27100 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

f) Priority 6 - Sustainable urban development

Output indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of projects aiming at the improvement of city attractiveness | 140 | 3 |
| Number of projects concerning information society infrastructure | 10 | 0 |
| Number of projects promoting business, entrepreneurship and new technologies | 70 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Result indicators

| Indicator | Target | Achievement 2010 |
|---|--------|------------------|
| Number of events organised with the use of infrastructure covered with priority support | 120 | 0 |
| Number of people benefiting from the infrastructure covered with support | 1200 | 8.57 |
| Revitalised area | 230 | 0.51 |
| Number of started enterprises | 50 | 0 |
| Number of new work places | 520 | 4 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

g) Priority 7 – Transport

Output indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of projects concerning transport infrastructure | 80 | 19 |
| Number of projects concerning information society infrastructure | 16 | 0 |
| Length of new roads | 65 | 0.51 |
| Length of reconstructed roads | 240 | 3.26 |
| Length of reconstructed railway tracks | 15 | 0 |
| Number for purchased urban transport stock | 50 | 0 |
| Number of seats in the purchased urban transport stock | 6000 | 0 |
| Number for purchased rolling stock | 10 | 0 |
| Number of seats in the purchased rolling stock | 3400 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Result indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Time savings on new and modernized roads in passenger and goods transport | 76 | 0 |
| Saving time on new and modernized railway tracks in passenger and goods transport | 32 | 0 |
| Additional passenger urban transport with the use of the stock covering with the support | 1420 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

h) Priority 8 - Educational infrastructure

Output indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of projects concerning educational infrastructure | 80 | 11 |
| Number of didactic institutions covered by the support | 53 | 8 |
| Number of projects concerning information society infrastructure | 22 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Result indicators

| Indicator | Target | Achievement 2010 |
|---|--------|------------------|
| Number of students benefiting from the project results | 165000 | 16330 |
| Number of pupils benefiting from the project results | 30000 | 99 |
| Number of people benefiting from the project results within lifelong learning | 9000 | 0 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

i) Priority 9 - Health and recreation

Output indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of projects concerning healthcare infrastructure | 195 | 41 |
| Number of healthcare units where renovation/modernisation works were conducted or medical equipment was purchased/modernised | 170 | 32 |
| Number of projects concerning information society infrastructure | 22 | 4 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

Result indicators

| Indicator | Target | Achievement 2010 |
|--|--------|------------------|
| Number of consultations conducted with the use of healthcare infrastructure covered by programme support | 2001 | 177.852 |
| Potential number of specialist examinations conducted with the use of healthcare infrastructure covered by the programme support | 2200 | 41.71 |
| Number of people benefiting from the sports infrastructure covered by the support | 400 | 5.07 |

Source: author's own elaboration based on the data collected by ROP for Śląskie Voivodship Managing Authority

In case of ROP for Śląskie voivodship it can be appreciated in the tables above that there are serious concerns about the possibility of achieving target values. In many cases, the value of indicators (both output and result) at the end of 2010 reached 0. This implies that there are no finished projects in particular Programme priorities.

In the case of IROP, according to the data as of the end of 2008, the value of signed projects reached for Priority 1 - 102.74%, for Priority 3 -105.79%, and for the entire programme 102.52% of available allocation (commitments). For Śląskie NUTS2 region this indicator achieved 102.95%, 105.70% and 102.14% respectively. The level of payments reached 96.05% for whole Programme, 96.67% for Priority 1 and 100.92% for Priority 3. In the case of Śląskie region the corresponding indicators were 99.08%, 98.24% and 104.53%. The exact comparison of achieved and target values of indicators is shown in the annex (IROP indicators). Yet, it can be argued that in most cases outcomes exceeded target values.

Within the ROP for Śląskie Voivodship 2007-2013 the value of signed contracts at the end of June 2010 reached 62.63% of commitments while the value of payments achieved 21,89% of commitments. The target values of indicators and the values achieved until the end of June 2010 are also shown in the annex (RPO Indicators). Still, the first impression is that here in many cases there may be problems with achieving target values at the end of the current financial perspective. Thus, it appears that the current absorption level is satisfactory. There are, however, certain concerns about the possibility of achieving target values in the case of many indicators. This may in turn indicate inappropriate spending or low programme effectiveness.

7. ERDF Governance and complementarities with other sources of funding

During the period 2004-2006, the Managing Authority of the Integrated Regional Operational Programme was the Ministry of Regional Development. In each of 16 Voivodships (NUTS2) operated an Intermediate Body.

In the case of period 2007-2013, within the ROP for Śląskie Voivodship, the function of the Managing Authority is performed by the Board of Śląskie Voivodship. According to the Organisation Regulations of the Marshall Office accepted by the Board of Śląskie Voivodship, the duties of the Managing Authority are performed by the Regional Development Department of the Marshall Office of the Śląskie Voivodship.

The Managing Authority commissioned the implementation of a part of its managerial and operational tasks to 2nd level intermediate body (Silesia Enterprise Centre) for individual actions within objective 1.2 (Micro-enterprises and SMEs within priority I: Technological research and development, innovations and entrepreneurship) and 3.1.1. (Tourist infrastructure/enterprises and 3.2.1 – Tourism-related infrastructure/enterprises within priority III: Tourism).

Regional stakeholders from NUTS3 level regions have participated in the design of the

ROP through consultation process. They were also involved in preparation of subregional Programmes that include the list of so-called systemic projects, that were considered by local authorities a priority from the point of view of local development.

In terms of other financial sources, the ROP thoroughly describes its complementarity and demarcation in relation to other programmes. In order to facilitate such complementarities, a special organizational unit was created within the Managing Authority with the aim of coordinating ROP implementation with other EU programmes. Furthermore, the Regional Programmes Coordination Department (RPCD) within the Ministry of Regional Development assists the minister responsible for regional development in his tasks as the Coordinating Authority for ROP. These tasks include the verification of regional operational programmes for their compliance with NSRF.

8. Conclusions

The review of the existing OPs indicates that they are little relevant to region's specific geographical features, at least in case of Bielski NUTS3 region. Hence, they hardly may be considered as effective from this point of view. On the other hand, as mentioned before, specific geographical features do not seem to be considered as crucial by people engaged in the preparation of the OPs. This may be due to still low average level of economic development in Poland which translates into the priority of boosting economic growth (through infrastructure and human capital investment mainly) rather than dealing with geographical peculiarities of particular areas.

In terms of examples of good practice in the use of ERDF, the project *'New old town, new opportunities. The restoration of the old town in Bielsko-Biala, Phase I'* accomplished within the IROP 2004-2006 is a good one. This project has been considered as an example of good practice by the implementing authorities. It allowed for increasing tourist attractiveness of Bielsko-Biala. Another tourism related project in the Bielski region, co-financed by ERDF, was in the commune of Szczyrk in which funding was used to improve tourist infrastructure such as cycling and cross-country paths.⁶¹

⁶¹ See: <http://rpo-promocja.slaskie.pl/upload/poludniowv.pdf>