

JASPERS Evaluation

Inception Report 16th March, 2012

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JASPERS Evaluation

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Date Created 16/03/2012

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Executive Summary

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Executive Summary

AECOM is pleased to present this Inception Report for the Evaluation of JASPERS. JASPERS was established in late 2005 as a technical assistance facility to increase the capacity of beneficiary countries to make the best use of EU funding. JASPERS support is extended to projects in a number of sectors including ports, airports, railways, roads, urban infrastructure and services, energy and solid waste, water supply and wastewater, and the knowledge economy.

The purpose of the evaluation is to establish the impact of JASPERS, from 2005 until the end of June 2011, on the quality and timeliness of the preparation, submission, approval and implementation of major projects in the countries which joined the European Union in 2004 and 2007. There is a further requirement to obtain evidence of improved technical capacity on the part of Member States through identification of the extent to which the nature of the advice sought has changed over time, the extent of learning on the part of Member States and mechanisms to transfer technical knowledge to project applicants and Member States. Finally, the evaluation is to consider the future direction of the JASPERS initiative with regard to preparation of projects for the 2014-2020 programming period, strategic and horizontal support, capacity building and project implementation support.

We have identified, based on the call for tenders, five tasks that are needed to address the objectives of the study.

- Task 1: Construction and analysis of timelines for projects and horizontal assignments;
- Task 2: Links between specific areas of JASPERS advice and the DG REGIO project assessment process;
- Task 3: Case Studies of JASPERS Supported Projects
- Task 4: Analysis of Feedback from Member States and Beneficiaries,;
- Task 5: Final reporting

Task 1: Construction and analysis of timelines for projects and horizontal assignments;

This task involves the construction and analysis of timelines for the assignments undertaken by JASPERS and the decision process by DG REGIO regarding major project applications for funding.

Four different types of Timeline are to be developed. These are:

- Timelines for the major projects which received JASPERS support and which were submitted to DG REGIO for approval;
- Timelines for the non-major projects which received JASPERS support and where the Member State then decided the future of the project;
- Timelines for the “horizontal” assignments which received JASPERS support; and,
- Timelines for the major projects that have been submitted to DG REGIO for approval without any assistance from JASPERS.

For this Inception report, we have reviewed these timelines and proposed sub-divisions of them for analysis.

We have also acquired the databases held by both DG REGIO and JASPERS. There are 346 projects in the DGREGIO database of which 264 are JASPERS supported. In the JASPERS database, there are 539 assignments in the JASPERS database, which includes assignments for non-major projects and horizontal (non-project) issues.

For the major projects, there is a very close matching of the elements in both databases, with very few projects and assignments that cannot be matched.

The databases have been assessed to determine the extent to which the above timelines can be constructed. The conclusion is that the relevant dates to construct the timelines can be gleaned from these data sources, with the exception of the date on which JASPERS support for each project commenced. As Completion Reports that are

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issued at the end of JASPERS assignments usually contain the date of the first meeting with the Member State, it is proposed to extract this date from Completion Reports.

With regard to the analysis of timelines, this Inception Report outlines how this will be done. Essentially, this comprises three steps:

- Profiling the projects and horizontal assignments;
- Calculating the timelines;
- Describing the timeline durations through summary statistics and cross-classification processes; and
- Undertaking multivariate analyses that relate timeline durations to a set of factors of interest, such as the Member State and project sector.

Task 2: Links between specific areas of JASPERS advice and the DG REGIO project assessment process;

JASPERS is intended to improve the quality and timeliness of projects developed by Member States. If JASPERS is successfully meeting these objectives, this should be reflected in the assessment of applications for funding by DG REGIO. Successful assistance from JASPERS in the development of projects and the preparation of applications for funding should, all other things being equal, lead to shorter decision periods and more positive decisions by DG REGIO as Member States select better projects and develop and appraise these projects to a higher standard and applications are clearer and more complete. This should lead to quicker assessments by DG REGIO and fewer interruptions during DG REGIO's assessment of applications for funding.

Exploring the link between JASPERS advice on major projects and the subsequent assessment by DG REGIO of the projects which have benefitted from that advice will provide evidence of the success of JASPERS in achieving its objectives

The first step in carrying out the comparison called for in this Task is to measure, as accurately as possible, the scale and scope of involvement in the project development process that each JASPERS assistance project represents. The JASPERS durations calculated in Task 1 and the number of topics on which JASPERS was consulted will be used as measures of the scale of each JASPERS assistance project. The scope of the JASPERS projects will be measured based on a record of the topics on which JASPERS was consulted.

A comparison between the scale and scope of JASPERS assistance to major projects and the timelines for DG REGIO's assessments of these projects will then be made.

The second step is to compare the topics that JASPERS has addressed with the issues raised by DG REGIO during its assessment of applications for funding. This will be done by examining the Completion Notes and any Interruption Letters for each project. For this Inception Report, we have developed a categorisation of topics for the purposes of implementing this analysis. The categorisation is based on stages in the project planning process and the types of information required by DG REGIO when applications for funding will be made.

Task 3: Case Studies of JASPERS Supported Projects

The objective of the case studies as set out in the Call for Tenders is to “provide an analysis of the effect of JASPERS technical assistance on the timing, quality, project development and preparation for submission to the DG for Regional Policy”

The case studies of JASPERS major projects are required to:

- Compare the length of time comparable non-JASPERS projects took to be approved by DG REGIO;
- Identify the key issues which arose during the planning process of the case study projects;
- Establish how these issues were resolved;

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- Evaluate other factors that had a significant influence on project development.

Our proposal is for ten case study projects. We propose that the selection of these projects should be based on a number of considerations:

- The chosen projects should be broadly representative of the JASPERS supported major projects in terms of sectors, as different technologies and planning processes may be involved;
- There should be a broad coverage of Member States, to account for the effect of differing project planning capacities;
- There should be a substantial JASPERS involvement in the projects selected, as this would create a better opportunity for learning from the case studies; and
- There should be comparable non-JASPERS supported projects for comparative timeline analysis.

This Inception Report illustrates the process of case study selection that we propose. This is based on a sample of projects that reflect the proportion of JASPERS supported projects in each Member State and in each economic sector.

Interviews with stakeholders such as managing authorities, intermediate bodies, project beneficiaries and JASPERS regional offices will be an important source of information for the case studies. The Inception Report emphasises the need for early planning of these case studies and makes proposals in this regard. An outline of the proposed contents of the Case Study reports is also presented.

Task 4: Analysis of Feedback from Member States and Beneficiaries

Analysing feedback from Member States and Project Beneficiaries will be split into two sub-tasks:

- Desk research and interviews with DG REGIO staff; and,
- Face to face investigation of the impact of JASPERS on Member States' administrative capacities with JASPERS staff and Member State officials.

Each Action Plan agreed between a Member State and DG REGIO is a record of the assistance that a Member State needed from JASPERS at a point in time. These Action Plans are available for each Member State, for each year from 2006 to 2011 inclusive. Analysis of these Action plans will be undertaken to obtain indications of trends in the number of requests from each Member States over time. However, perusal of the Action Plans indicates that they contain limited information on the nature of the individual requests that would allow inferences to be drawn as to the administrative capacity of the Member State making the request for assistance.

The work done in Tasks 1 and 2 to produce a data set of JASPERS assistance projects and the related funding applications will provide supplementary information on the scale of each assistance project (in terms of the time taken by JASPERS to complete the assistance project), and the scope of each assistance project (in terms of the number and nature of the topics raised in each assistance project). Combining the data from an analysis of the Action Plans with this information on the scope and scale of the individual assistance projects should facilitate analysis of changes in the administrative capacity of Member States over time.

The views of the various stakeholders will be important in establishing the value of the JASPERS process overall and the impact on the administrative capacity of Member States. This Inception Report makes proposals for interaction with the management of JASPERS as well as DG REGIO desk officers, as well as interviews with Member State representatives. Interviews will be held with 10 member states involved in the JASPERS programme.

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Finally, four workshops will be held to present preliminary findings of the study to Member State representatives. The workshop will be used to discuss the findings and to gauge feedback from Member State representatives actively engaged in the JASPERS programme.

The organisation of the workshops is as follows:

- Workshop 1: This workshop will be held in Warsaw and include involvement of Poland, Lithuania and Latvia;
- Workshop 2: A workshop in Budapest will involve representatives from Hungary and Slovenia;
- Workshop 3: A workshop with representatives from the Czech Republic and Slovakia will be held in Prague; and
- Workshop 4: The final workshop will be arranged to combine representatives from Romania and Bulgaria and will be held in Bucharest.

Task 5: Final reporting

The Inception Report contains proposals for final reporting, including a workshop with DG REGIO officials. An outline of the Final Report contents is presented.

Finally, the Inception Report provides details of the project management and the timetable for delivery which are summarised below.

Timetable for Deliverables and Steering Group Meetings

Date	Deliverable	Meeting
10 th February	Inception Report	
20 th February		Steering Group
29 th February	Progress Report	
31 st March	Progress Report	
30 th April	Progress Report	
4 th May	1 st Intermediate Report	
10 th May		Steering Group
30 th May	Progress Report	
30 th June	Progress Report	
3 rd August	2 nd Intermediate Report	
8 th August		Steering Group
31 st August	Progress Report	
5 th October	Draft Final Report	
? October		Steering Group
30 th October	Progress Report	
7 th December	Final Report	

Source: AECOM

Section A: Introduction

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Section A: Introduction

A1 Context

DG REGIO of the European Commission has engaged AECOM to carry out an evaluation of the JASPERS initiative from its inception until the end of June 2011. A kick-off meeting for this evaluation took place in Brussels on 6th January, 2012. This Inception Report sets out the detailed methodology that AECOM is adopting for the evaluation. This detailed methodology has been developed from that in AECOM's original proposal based on the discussions at the kick-off meeting and AECOM's initial investigations of the data sources available for this work.

JASPERS was established in late 2005 as a technical assistance facility to increase the capacity of beneficiary countries to make the best use of EU funding. Improvement of the quantity and quality of projects submitted for funding approval was anticipated to increase the benefits of these projects to the new Member States and the European Union as a whole. JASPERS support is extended to projects in a number of sectors including ports, airports, railways, roads, urban infrastructure and services, energy and solid waste, water supply and wastewater, and the knowledge economy.

Projects seeking support under the European Regional and Cohesion Funds must comply with the Implementing Regulations, of which Commission Regulation (EC) No 1828/2006 is the most relevant. In particular, Annex XXI of that Regulation sets out the application form that must be completed for project grant assistance. JASPERS provides technical support to Member States in the completion of this application process. Each beneficiary Member State draws up an annual Action Plan of proposed JASPERS assignments. A Managing Authority operates in each Member State and is the first point of contact for agencies seeking JASPERS support. The technical issues covered include: reviewing cost-benefit analyses, reviewing feasibility studies, reviewing tender documents, support in preparing application forms, support in carrying out environmental impact assessments, review of project development, and the assessment of strategies or development of guidelines.

JASPERS assignments relate to major projects, non-major projects and horizontal assignments. Major projects are defined as those with a total cost of at least €50m for transport projects and €25m for environment and other projects. Since 2009, all projects with a total cost of at least €50m are major projects. Non-major projects are projects below €50m in value. Horizontal assignments are not related to a specific project. The JASPERS technical assistance offered is in the early stages of the project development.

JASPERS is a partnership between the European Commission (EC), the European Investment Bank (EIB), the European Bank for Reconstruction and Development (EBRD), and Kreditanstalt für Wiederaufbau (KfW) and has an annual budget in the region of €35m. By the end of 2010, JASPERS had undertaken 399 assignments, of which major projects accounted for 77%, while small projects and horizontal assignments accounted for 23%.

A2 Objectives of the Study

The Call for Tenders for this Study stated that the purpose of the evaluation in hand is to establish the impact of JASPERS, from 2005 until the end of June 2011, on the quality and timeliness of the preparation, submission, approval and implementation of major projects in the countries which joined the European Union in 2004 and 2007. Thus, the Call for Tenders, in referring to quality and timeliness relates back to the JASPERS' objectives as set out in the original concept paper for JASPERS.

There is a further requirement to obtain evidence of improved technical capacity on the part of Members States through identification of the extent to which the nature of the advice sought has changed over time, the extent of learning on the part of Members States and mechanisms to transfer technical knowledge to project applicants and Member States. Finally, those carrying out the study are asked to discuss the future direction of the JASPERS Initiative with regard to preparation of projects for the 2014-2020 programming period, strategic and horizontal support, capacity building and project implementation support. The discussion of the future direction of JASPERS is a minor objective of this study.

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A3 Objectives of JASPERS

Various documents refer to the role of JASPERS, from which inferences as to its objectives can be drawn.

The JASPERS concept paper refers to the need to ensure “a future pipeline of good quality projects on a scale not previously seen” and that “best use is made of the available resources in the coming programming period”.¹ It states clearly that the “objective of JASPERS is to assist the Member States to prepare projects of high quality which can be approved more quickly by the services of the Commission.”

Elsewhere in this document, there is a reference to the role of JASPERS in recommending “as part of its work programme how the functioning of the national administration can be improved, either by direct assistance from JASPERS or by assistance from other kinds of technical assistance”. However, capacity building in the Member States is not an overt objective for JASPERS.

The Memorandum of Understanding between the institutions participating in JASPERS does not repeat this statement of objectives, but indicates that JASPERS is intended to support cohesion policy by increasing the quality of the technical advice available to project promoters”.²

The most recent JASPERS brochure states that the aim of JASPERS is to “increase the quality and timely submission of projects to be approved by national authorities and the Commission” and that it “is geared towards accelerating the absorption of the available funds”.³ It further notes “JASPERS’ core focus is support for the preparation of projects for the current Structural Funds programming period (2007-2013) “ and that in “anticipation of the next programming period (2014-2020), JASPERS also provides assistance in the preparation of projects to be submitted for funding after 2013 and support on horizontal and strategic issues, capacity building and implementation of projects”.

It is clear from the above that JASPERS is focussed on improving the quality and timeliness of projects and that these are the principal criteria against which it should be evaluated. If timely and high quality projects are developed, then a high rate of absorption of funds is more likely to be achieved.

It should be noted that capacity building was not a prime objective of the Initiative. If it had been, then the focus of JASPERS support would have been different with for example a substantial emphasis on training. However, effective and efficient delivery of high quality and timely projects may be enhanced by some increased focus on capacity building within JASPERS. This is to be the subject of consideration by the Study in the context of the next programming period. The extent to which there has been learning on the part of national authorities is of relevance in this regard.

¹ JASPERS: Task Description, 22 July 2005.

² Memorandum of Understanding in respect of Joint Assistance in Supporting Projects in European Regions (JASPERS) between the European Commission, the European Investment Bank and the European Bank for Reconstruction and Development, 30th May 2006.

³ JASPERS: A Project Preparation Tool Serving the European Union's Regional Policy for Economic Convergence. Downloaded from EIB website, January, 2012.

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A4 The JASPERS Process

JASPERS has been established as a resource for Member States and all of JASPERS activities are carried out at the request of Member States. Demand for JASPERS services from Member States exceeds the capacity of JASPERS. In order to ensure a fair allocation of the services of JASPERS between the beneficiary Member States the work that JASPERS carries out for each Member State is agreed on an annual basis, by negotiating an Action Plan for the services JASPERS will provide to that Member State for the year. Once the Action Plan is agreed by JASPERS and the Managing Authority of the Member State, it forms the basis of JASPERS work for the year. These Action Plans identify a number of discrete project assignments that JASPERS will carry out for the Member State in the year. These assignments fall into three groups:

- Assistance with the preparation and/or appraisal of major projects that will eventually be submitted to DG REGIO for approval;
- Assistance with the preparation and/or appraisal of non-major projects that will be supported by the Cohesion Funds without having to receive individual approval from DG REGIO;
- Assistance with “Horizontal Issues” that concern more than one project, or even more than one Member State.

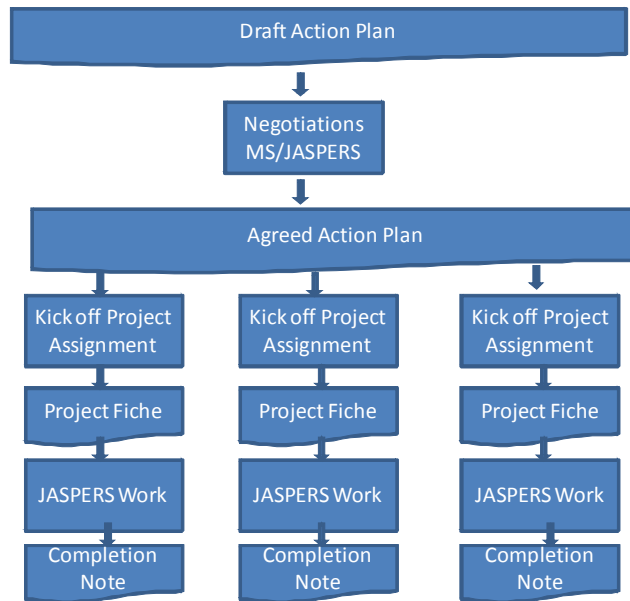
The main steps in the management and recording of these project assignments are as follows:

- As soon as a project is included in an Action Plan it is allocated a unique JASPERS project assignment number and a record is created for it on the JASPERS database;
- At some point in the year substantive work will start on the project assignment. Work normally starts with a kick off meeting between JASPERS staff and Member State officials. This is on foot of a “project fiche”. This contains a basic description of the project assignment. This fiche is updated throughout the work and records the progress of the project assignment;
- When JASPERS has completed its work on the assignment a formal “Completion Note” is prepared and issued to the relevant Managing Authority. This note sets out details of the project, the work done by JASPERS and the resulting advice to the Managing Authority in relation to the project. Since 2009, Managing Authorities have been required to attach these completion notes to the related applications to DG REGIO for funding for major projects.

This process is tracked on a database of all assignments maintained by JASPERS. Figure A1 below gives an overview of this process:

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Figure A1: JASPERS Process



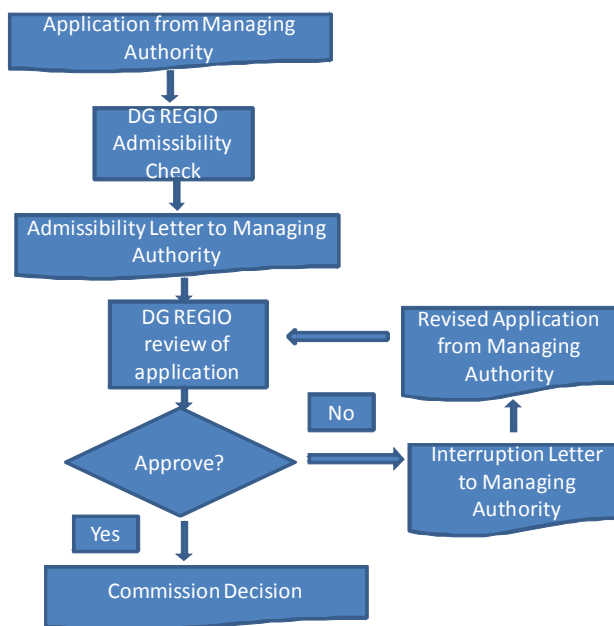
Source: AECOM

A5 The DG REGIO Application Process

Member State Managing Authorities are required to submit individual applications for funding to DG REGIO for major projects. Major projects are defined as projects with a total cost of at least €50m. DG REGIO will:

- Acknowledge receipt of the application;
- Determine whether or not the application is admissible;
- Review the form and substance of the application;
- If unable to approve the application issue an “interruption letter” to the Managing Authority. This letter sets out reasons why DG REGIO cannot yet approve the application;
- If an interruption letter is received the Managing Authority prepares and submits a revised application to DG REGIO incorporating the Managing Authority’s response to the issues raised in the interruption letter;
- Once DG REGIO is satisfied with the application a Commission Decision is taken regarding grant aid for the project.

This process is summarised in Figure A2:

Figure A2: DG REGIO Application Process

Source: AECOM

Each project application is tracked on a database by DG REGIO. This database is linked to copies of the documents generated during the funding application process. This generates useful information on the length time that elapses between the initial submission of an application for funding and the eventual Decision to provide funding, and where and why delays arise.

A major task in this evaluation is to analyse this data, combined with the information available from the JASPERS database, to generate insights into the relevance, effectiveness and efficiency of JASPERS.

A6 Structure of this Report

The remainder of this Inception Report is structured as follows:

- Sections B to F set out the methodology to be adopted to each of the following tasks in turn:
 - o Task 1: Construction and Analysis of Timelines;
 - o Task 2: Links between specific areas of JASPERS advice and the DG REGIO project assessment process;
 - o Task 3: Case Studies; and
 - o Task 4: Analysis of Feedback from Member States and Beneficiaries;
 - o Task 5: Reporting
- Section G describes the project management structures and processes that AECOM will use to ensure effective delivery of this study for DG REGIO;
- Section H indicates the next steps to be followed in implementing this study.

Section B: Task 1 Construction and Analysis of Timelines

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Section B: Task 1 Construction and Analysis of Timelines

B1 Introduction

DG REGIO's first requirement for this study is the construction and analysis of timelines for the assignments undertaken by JASPERS and the decision process by DG REGIO regarding major project applications for funding. These timelines will be analysed to produce insights into the efficiency and effectiveness of JASPERS. The remainder of this section describes in detail how these timelines will be constructed and the analytical work that AECOM will carry out on these timelines.

B2 Task Methodology

Construction of Timelines

Four different types of Timeline are to be developed. These are:

- Timelines for the major projects which received JASPERS support and which were submitted to DG REGIO for approval;
- Timelines for the non-major projects which received JASPERS support and where the Member State then decided the future of the project;
- Timelines for the "horizontal" assignments which received JASPERS support; and,
- Timelines for the major projects that have been submitted to DG REGIO for approval without any assistance from JASPERS.

The construction of these timelines will involve:

- Acquisition of necessary timeline data;
- Addressing any gaps in the data acquired;
- Defining precise templates for the timelines; and,
- Data handling to produce the timelines.

Each of these steps is described in more detail below:

Task 1.1: Acquisition of Data

The basic data needed to construct the timelines is held within DG REGIO and JASPERS databases, which are discussed in more detail below.

DG REGIO Database

The SFC2007 database is used by DG REGIO to record and manage applications for major project funding. The SFC2007 database contains links to key documents for each major project, allowing a user to examine the application for funding from Member States and any interruption letters issued by DG REGIO.

AECOM was provided with external, read-only access to the SFC2007 database. In addition, DG REGIO provided AECOM with a table of key data extracted from the SFC2007 database in Excel spreadsheet format. The table relates to an extract from the SFC2007 database as of 2nd January 2012, and records the data fields set out in Table B2.1.

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Table B2.1: Key Data Fields in the DG REGIO Database

Field	Options (where relevant)
Member State	
DG REGIO Project Number	
Project Title	
Project Category	There are 56 project categories that reflect the individual sectors that projects may fall into (e.g. motorways; national roads; regional/local roads etc.)
Fund Type	ERDF/Cohesion Fund
Total Cost	
Community Funding Amount	
National Public Funding Amount	
National Private Funding Amount	
Other Funding Amount	
Of which EIB/EIF Loans Amount	
JASPERS technical assistance	Yes/No
Status	Decided/Active/Interrupted/To be submitted
Elapsed days (with interruption)	
Elapsed days (without interruption)	
Date of Reception	
Admissibility Decision Date	
1st Inter Service Consultation on application form	
2nd Inter Service Consultation on draft decision	
Decision Date	

Source: AECOM analysis of DG REGIO Database

Based on AECOM's initial preliminary analysis of the SFC2007 table extract, it was found that there were 346 major projects in the DG REGIO database at January 2nd 2010. The split of these projects by their stage of completion ("Status") and degree of JASPERS involvement ("JASPERS technical assistance") is set out in Table B2.2:

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Table B2.2: Overview of Contents of DG REGIO Database Extract

Status	No Projects	No Projects
JASPERS Assisted Major Projects		
Decided	172	
Active/Interrupted	76	
"To be submitted"	7	
Other	<u>9</u>	<u>264</u>
Non-JASPERS Major Projects		
Decided	40	
Active/Interrupted	31	
"To be submitted"	<u>11</u>	<u>82</u>
Total		346

Source: AECOM analysis of DG REGIO Database

As outlined in Table B2.2, among the 264 JASPERS-assisted projects in the DG REGIO database, 65 per cent (172) had been subject of a decision by the Commission, while 29 per cent (76) were active or interrupted. There were 7 JASPERS-assisted projects that were categorised as 'to be submitted'; however they had been allocated a DG REGIO project number. Among the 7 projects, 2 had a DG REGIO project number that was also found in JASPERS database, while 5 could be identified in the JASPERS database by matching project descriptions. The nine outstanding JASPERS-assisted projects are projects that had received JASPERS assistance but that could not be easily identified in the JASPERS database.

JASPERS Database

JASPERS also provided AECOM with an extract from its database, in the form of a large table in Excel spreadsheet. The database contained details of all JASPERS assignments that were completed at the end of December 2011.

The table extracted from the JASPERS database included the fields set out in Table B2.3.

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Table B2.3: Key Data Fields in the JASPERS Database

Field	Options
JASPERS Reference Number	
Title	
Sector	Air, maritime and public transport; Roads; Water and wastewater; Knowledge economy, energy and waste; Multi-sector
Subsector	There are 19 subsectors used in the database
Country	Bulgaria; Cyprus; Czech Republic; Estonia; Hungary; Latvia; Lithuania; Malta; Poland; Slovakia; Slovenia; Multi
Status	All Completed
Application Status	Not Applicable/Concept Stage/Pre Feasibility Completed/Feasibility Ongoing/Feasibility Completed/ Application Approved at National Level /Application Submitted to EC/Application Approved by EC/Project Implementation Completed
Project Type	Small/Major/Horizontal
Completion date	
Submission date	
Approval date	
Elapsed days with interruption	
Elapsed days without interruption	
Estimated Total Cost	
Community Amount	
Evolution	All "Completion Note Validated"
Office	Luxembourg/Warsaw/Vienna/Bucharest
Target Fund	ERDF/Cohesion Fund
Operational Program	
European Commission Reference	
Project Promoter	
Programming Period	All "2007-2013"
National Approval Date	

Source: AECOM analysis of JASPERS database

A preliminary analysis of the JASPERS database revealed that there were 540 project assignments completed at the end of December 2011. An overview of the application status of these projects is set out in Table B2.4.

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Table B2.4: Overview of JASPERS Database Extract

Application Status	No Assignments	
JASPERS Major Projects		
Application Approved by DG REGIO	172	
Application Submitted to DG REGIO	76	
Concept stage	11	
Feasibility completed	21	
Feasibility ongoing	18	
Pre-feasibility completed	6	
Project implementation ongoing	2	
Not applicable	<u>25</u>	<u>331</u>
JASPERS Non-Major Projects		
Approved at national level by Member State	32	
Feasibility completed	25	
Feasibility ongoing	15	
Not applicable	<u>39</u>	<u>111</u>
JASPERS Horizontal Assignments		
Non Applicable	88	
Conception Stage	6	
Feasibility Ongoing	1	
Pre Feasibility Completed	1	
Project Implementation Completed	<u>1</u>	<u>97</u>
Total		539*

Source: AECOM analysis of JASPERS database

* The outstanding assignment did not fall in the Major/Non-Major/Horizontal categories, but instead was categorised as a 'capacity building' assignment.

In total 248 (172 + 76) major projects had received JASPERS assistance and been subsequently submitted to DG REGIO for approval. A further 2 JASPERS major projects that were categorised as having a 'non applicable' application status also had DG REGIO project numbers. In addition, there were a further 5 major projects in the JASPERS database that did not have DG REGIO project numbers, but on the basis of their project description it was concluded that they are present in the DG REGIO database with DG REGIO project numbers. Consequently, our initial analysis of the JASPERS database revealed that there are a total of 255 major projects in the JASPERS database for which there are corresponding projects in the DG REGIO database. As noted previously, according to our initial analysis of the DG REGIO database there were 264 major projects that had received JASPERS assistance. The reason for the discrepancy will have to be investigated. It appears possible that the difference will relate to the nine major JASPERS-assisted projects recorded on the DG REGIO database which we have not yet been able to link to the JASPERS database.

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In addition to the JASPERS database extract as described above, JASPERS will provide the following additional data to AECOM:

- Action Plans for each beneficiary Member State for each of the years from 2005 to 2011
- Project Fiches prepared by JASPERS at the start of each assistance project.
- Completion Notes prepared by JASPERS at the end of each assistance project.

Member State Action Plan

A JASPERS Action Plan is prepared annually by the Managing Authority in the Member State availing of JASPERS assistance. The Action Plan is finalised following discussions between the Member State and the four partners in JASPERS. The Plan sets out:

- A summary of the Member State's objectives in terms of JASPERS assistance;
- A listing of the sectors and subsectors where JASPERS assistance will be sought;
- A summary of the current status of JASPERS activities during the previous year in the Member State; and
- A listing of the key projects and horizontal activities for which the Member State requires JASPERS support for the forthcoming year.

Project Fiche

A Project Fiche is prepared by JASPERS at the commencement of JASPERS involvement with a major project, non-major project and horizontal assignment. The Fiche is a small document that sets out summary details of the project, including:

- A project description and its associated objectives;
- The degree of preparation of the project at the time JASPERS was consulted;
- The tasks JASPERS will carry out; and,
- The timing of the JASPERS work.

Capabilities on project:
Economics

Completion Note

A Completion Note is prepared by JASPERS when JASPERS involvement with a project is complete. The Completion Note is significantly more detailed than the Project Fiche. Since 2009 have been provided to DG REGIO when an application for funding is made.

Completion Notes broadly follow the same format containing project related information, including:

- A project description and its associated objectives;
- Details of JASPERS input to the project, including a list of JASPERS activity areas;
- The schedule of key JASPERS activities, including dates (in some cases approximate) of when JASPERS involvement with the project commenced;
- Key issues that arose over the course of JASPERS involvement with the project;
- Sensitivity and risk analysis completed; and
- Any recommendations JASPERS have made in relation to the project at the time they have completed their work in relation to the project.

Task 1.2 Meeting Gaps in the Databases

The next task for AECOM will be to extract from the data obtained at Task 1.1 the records that relate to the projects that are the subject of this evaluation. These are namely;

- The JASPERS record, and corresponding DG REGIO record, for each of the major projects that had received JASPERS assistance and had a JASPERS Completion Note completed prior to the end of June 2011;
- The JASPERS record for each of the non-major projects that had received JASPERS assistance and had a Completion Note completed prior to the end of June 2011;
- The JASPERS record for each of the horizontal assignments for which a Completion Note had been completed prior to the end of June 2011; and,
- The DG REGIO record for each of the major projects that had not received JASPERS assistance.

At this stage any gaps in the data (for example JASPERS-assisted projects identified in the DG REGIO database that have a DG REGIO project number but for which no corresponding record in the JASPERS database can be identified) will be closed by making specific enquiries to DG REGIO and/or JASPERS as appropriate.

Task 1.3 Defining Timelines

On completion of Tasks 1.1 and 1.2, AECOM will have a significant amount of standardised information on the projects that are the subject of this evaluation, namely JASPERS-assisted major projects; JASPERS-assisted non-major projects; JASPERS-assisted horizontal assignments; and major projects not in receipt of JASPERS assistance.

This information will be used to construct standardised timelines. These timelines will follow four standard formats:

- A Timeline format for major projects that received JASPERS assistance;
- A Timeline format for non-major projects that received JASPERS assistance;
- A Timeline format for the horizontal/strategic JASPERS assistance assignments; and,

Capabilities on project:
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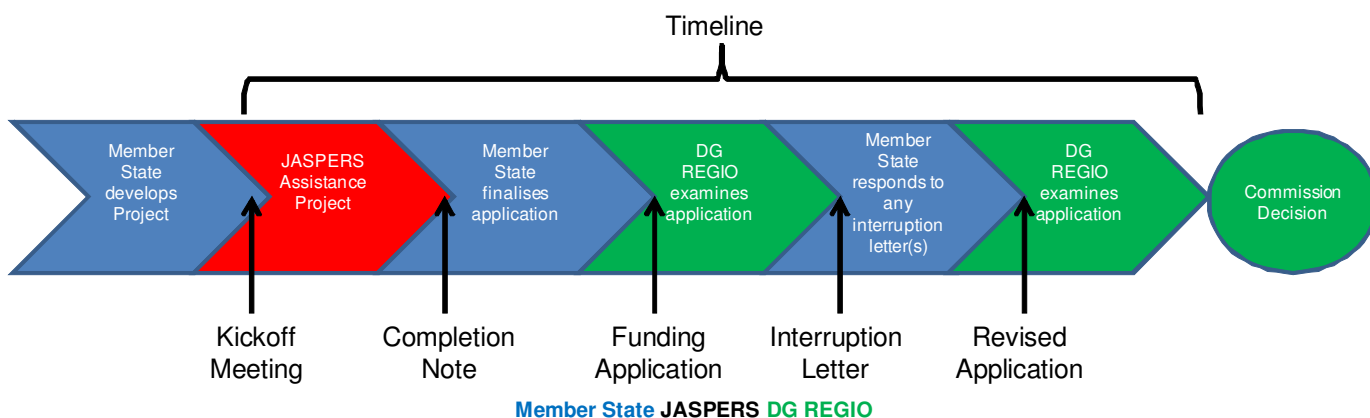
- A Timeline format for the major projects where Member States applied to DG REGIO for funding without the benefit of JASPERS assistance.

The Timeline formats are described in more detail below:

Timeline format for Major Projects in receipt of JASPERS Assistance

The first, and most complex, Timeline is that for major projects which received JASPERS assistance before an application for funding was submitted to DG REGIO. The Timeline for these projects is set out Figure B2.1.

Figure B2.1 Timeline Format for Major Projects in Receipt of JASPERS Assistance



Source: AECOM

As Figure B2.1 indicates, these projects will have been identified by a Member State and brought to a certain stage of development before the Member State will have sought assistance from JASPERS. This period is excluded from the timelines constructed for this study as:

- It would not be possible to accurately date the point at which a project starts, for example the initial aspiration to carry out the investment project could easily predate the accession of the Member State in question; and,
- The amount of project development work done in this phase and the pace at which it proceeded could vary significantly from project to project.

The dates for the various phases of this Timeline will be based on the dates of the events and documents summarised in Table B2.5.

Capabilities on project:
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Table B2.5: Dates forming Timeline format for Major Projects in receipt of JASPERS Assistance

Date	Source
<p>The date of a kick off meeting between JASPERS and a Member State will mark the start of JASPERS work on an assistance project. This represents a clear start to JASPERS active involvement in an assistance project. In some cases these start dates will not be recorded in the completion note. JASPERS management have agreed to our identifying approximate start dates e.g. based on other dates in the Completion Note or the relevant Action Plan.</p>	<p>JASPERS Completion Note</p>
<p>The date of a completion note from JASPERS will mark the end of JASPERS involvement and the start of a phase where a Member State is developing a project and completing an application on its own.</p>	<p>JASPERS database (Field: 'Completion Date')</p>
<p>The date of an application for funding to DG REGIO marks the end of a Member States initial work and the start of DG REGIOs consideration of an application</p>	<p>DG REGIO database (Field: 'Date of Reception')</p>
<p>If DG REGIO issues an interruption letter to a Member State, this will be taken to end a phase of DG REGIO work and begin a phase of renewed work by the Member State in question. It is intended to record these periods as they may be a valuable indicator of the quality of applications and the impacts of JASPERS assistance</p>	<p>SFC2007 (https://webgate.ec.europa.eu/sfc2007/frontoffice) It will be necessary to use SFC2007 to extract for each major project application the associated relevant documents (in particular the interruption letters), which have corresponding dates.</p>
<p>A revised application from a Member State will be taken to end a renewed period of work by a Member State and restart work by DG REGIO on an application.</p>	<p>SFC2007 (https://webgate.ec.europa.eu/sfc2007/frontoffice) It will be necessary to use SFC2007 to extract for each major project application the associated relevant documents (in particular the revised application), which have a corresponding date.</p>
<p>The Timeline ends with a Commission Decision on an application</p>	<p>DG REGIO database (Field: 'Decision Date')</p>

In many cases DG REGIO will have sent more than one Interruption Letter to a Member State. In all cases the date or dates of Interruption Letters and Revised Applications can be used to split the total time between the "Date of Reception" and the "Decision Date" between periods when DG REGIO's appraisal process was active and periods when DG REGIO's appraisal process was interrupted while DG REGIO waited for a response to an interruption letter. The total length of these periods, the active appraisal duration and the interruption duration, are the variables of interest for further analysis. AECOM will identify

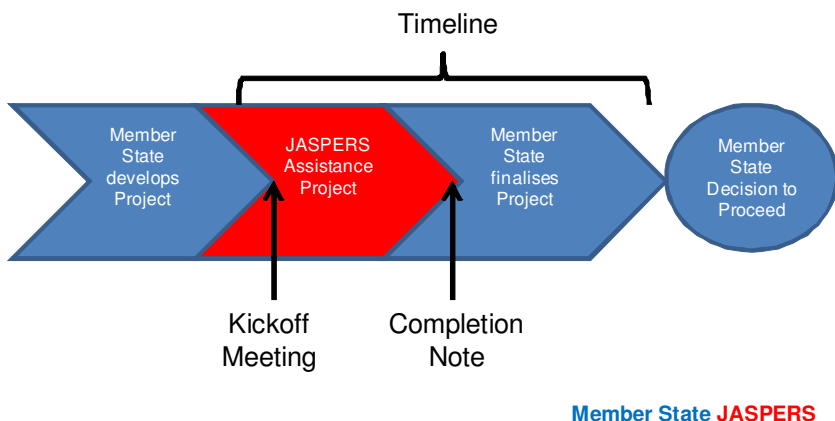
Capabilities on project:
Economics

and record these two durations for all projects where an Interruption Letter or Letters were issued by DG REGIO.

Timeline format for Non-Major Projects in receipt of JASPERS Assistance

The second Timeline is that for non-major projects that receive JASPERS assistance. These projects will be identified by the Member State in question and brought to a certain stage of development before the Member State seeks assistance from JASPERS. As with the timelines for major projects that receive JASPERS assistance, this period is excluded from the Timeline due to difficulties in identifying the start of this period, and in comparing it meaningfully between projects. The Timeline for these projects is set out Figure B2.2.

Figure B2.2 Timeline Format for Non-Major Projects in Receipt of JASPERS Assistance



Source: AECOM

The dates for the various phases of this Timeline will be based on the dates of the events and documents summarised in Table B2.6.

Table B2.6: Dates forming Timeline format for Non-Major Projects in receipt of JASPERS Assistance

Date	Source
The date of a kick off meeting between JASPERS and a Member State will mark the start of JASPERS work on an assistance project. This represents a clear start to JASPERS active involvement in an assistance project. In some cases these start dates will not be recorded in the completion note. JASPERS management have agreed to our identifying approximate start dates e.g.	JASPERS Completion Note

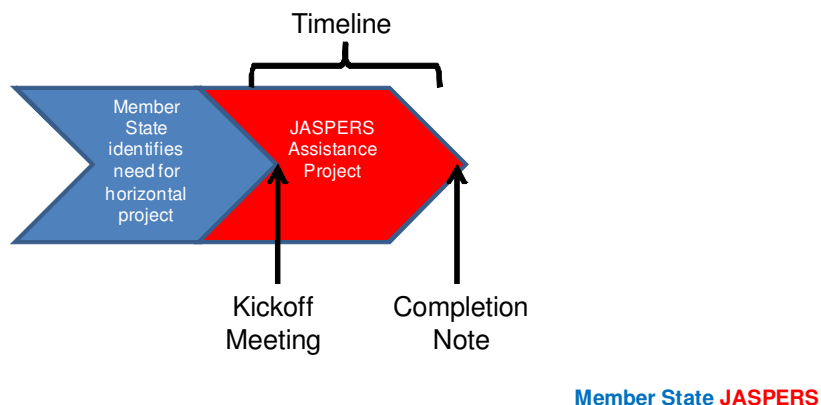
Capabilities on project:
Economics

based on other dates in the Completion Note or the relevant Action Plan.	
The date of a completion note from JASPERS will mark the end of JASPERS involvement and the start of a phase where a Member State is developing a project.	JASPERS database (Field: 'Completion Date')
The date on which the project preparation was complete, i.e. the date when the ex ante appraisal of the project was completed and the decision was taken to proceed with the investment in question	The Member States in question will be asked to specify the date on which the project preparation was complete. The JASPERS database does contain a date field for Member State approval ('National Approval Date') however, this data is only recorded for approximately 30 % of non-major projects

Timeline format for Horizontal Assignments in receipt of JASPERS Assistance

The third type of Timeline is that for horizontal JASPERS assignments that do not relate to an individual investment project.

Figure B2.3 Timeline Format for Horizontal Assignments in receipt of JASPERS Assistance



Source: AECOM

The sole element of this Timeline is the length of time that JASPERS took to complete its work. This time will be measured from the date of the kick off meeting between JASPERS and the Member State in question, obtained from the JASPERS completion note, and the date of the completion note itself.

Table B2.7: Dates forming Timeline format for Horizontal Assignments in receipt of JASPERS Assistance

Date	Source
------	--------

Capabilities on project:
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The date of a kick off meeting between JASPERS and a Member State will mark the start of JASPERS work on an assistance project. This represents a clear start to JASPERS active involvement in an assistance project

JASPERS Completion Note

The date of a completion note from JASPERS will mark the end of JASPERS involvement and the start of a phase where a Member State is developing a project.

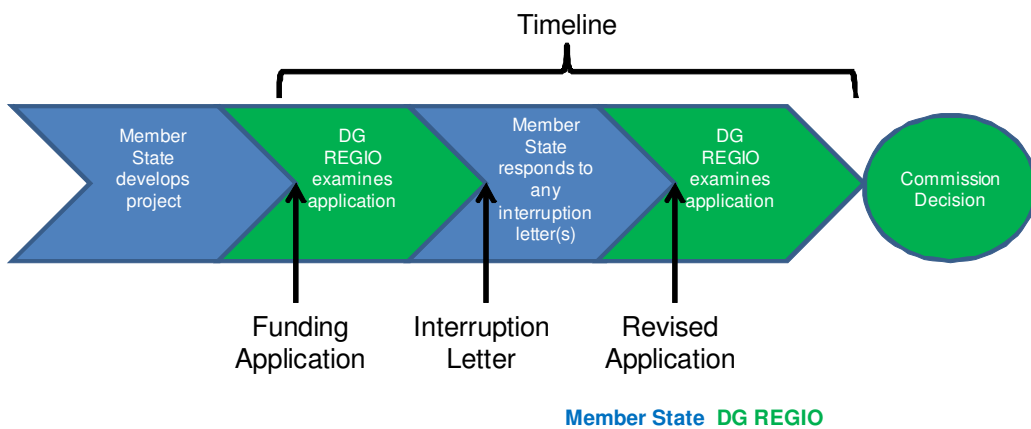
JASPERS database
(Field: 'Completion Date')

Capabilities on project:
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Timeline format for Major Projects Not in receipt of JASPERS Assistance

The fourth, and final, set of timelines to be prepared is that those for major projects that proceeded without JASPERS support. The terms of reference for this study specify that these timelines should start from the point where a funding application is made to DG REGIO. Obviously there will be a period of project preparation carried out by the Member State in question prior to this, but it will not be possible to measure this time period in an accurate and comparable way.

Figure B2.4 Timeline Format for Major Projects not in Receipt of JASPERS Assistance



Source: AECOM

The terms of reference for this study specify that these timelines should start from the point where a funding application is made to DG REGIO. Obviously there will be a period of project preparation carried out by the Member State in question prior to this, but it will not be possible to measure this time period in an accurate and comparable way. The dates for the various phases of this Timeline will be based on the dates of the events and documents summarised in Table B2.8.

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Table B2.8: Dates forming Timeline format for Major Projects Not in receipt of JASPERS Assistance

Date	Source
The date of an application for funding to DG REGIO marks the end of a Member States initial work and the start of DG REGIOs consideration of an application	DG REGIO database (Field: 'Date of Reception')
If DG REGIO issues an interruption letter to a Member State, this will be taken to end a phase of DG REGIO work and begin a phase of renewed work by the Member State in question. It is intended to record these periods	SFC2007 (https://webgate.ec.europa.eu/sfc2007/frontoffice) It will be necessary to use SFC2007 to pull out for each major project application the Associated Documents (in particular the interruption letters), which have corresponding dates.
A revised application from a Member State will be taken to end a renewed period of work by a Member State and restart work by DG REGIO on an application.	SFC2007 (https://webgate.ec.europa.eu/sfc2007/frontoffice) It will be necessary to use SFC2007 to pull out for each major project application the Associated Documents (in particular the revised application), which have a corresponding date.
The Timeline ends with a Commission Decision on an application	DG REGIO database (Field: 'Decision Date')

Task 1.4 Data Handling

Datasets will be prepared for each of the four timelines described above. The datasets will be prepared in Excel format based on:

- data available from the Excel database extracts received from DG REGIO and JASPERS;
- dates retrieved from underlying documents retrieved from the SFC2007 database; and,
- dates retrieved from completion reports to be provided by JASPERS.

The contents of each dataset and the sources for the data are outlined in Tables B2.9 – B2.12 below.

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Table B2.9: Dataset for Major Projects that Received JASPERS Assistance

Field	Source
DG REGIO Reference	DG REGIO/JASPERS databases (where DG REGIO Project Number matches European Commission Reference)
Title	JASPERS database
Subsector	JASPERS database
Project Type	See below
Country	JASPERS database
Date of Kickoff Meeting	JASPERS Completion Note
Completion of JASPERS work	JASPERS database
Date of Application to DG REGIO	DG REGIO database
Date(s) of Interruption Letter(s)	DG REGIO database
Date(s) of Revised Application(s)	DG REGIO database
Total Cost	DG REGIO database
Community Amount	DG REGIO database
National Public Amount	DG REGIO database
National Private Amount	DG REGIO database
Other Amount	DG REGIO database
Of which EIB/EIF Loans Amount	DG REGIO database
JASPERS Office	JASPERS database

Source: AECOM analysis of DG REGIO and JASPERS Databases

Table B2.10: Dataset for non-Major Projects that Received JASPERS Assistance

Field	Source
JASPERS Reference	JASPERS database
Title	JASPERS database
Subsector	JASPERS database
Project Type	See below
Country	JASPERS database
Date of Kickoff Meeting	JASPERS Completion Note
Completion of JASPERS work	JASPERS database
Estimated Total Cost	JASPERS database
JASPERS Office	JASPERS database

Source: AECOM analysis of JASPERS Database

Capabilities on project:
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Table B2.11: Dataset for Horizontal Assignments that Received JASPERS Assistance

Field	Source
JASPERS Reference	JASPERS database
Title	JASPERS database
Subsector	JASPERS database
Project Type	See below
Country	JASPERS database
Date of Kickoff Meeting	JASPERS Completion Note
Completion of JASPERS work	JASPERS database
Estimated Total Cost	JASPERS database
JASPERS Office	JASPERS database

Source: AECOM analysis of JASPERS Database

Table B2.12: Dataset for Major Projects Not in Receipt of JASPERS Assistance

Field	Source
DG REGIO Reference	DG REGIO database
Title	DG REGIO database
Category	DG REGIO database
Project Type	See below
Country	DG REGIO database
Date of Application to DG REGIO	DG REGIO database
Date(s) of Interruption Letter(s)	DG REGIO database
Date(s) of Revised Application(s)	DG REGIO database
Total Cost	DG REGIO database
Community Amount	DG REGIO database
National Public Amount	DG REGIO database
National Private Amount	DG REGIO database
Other Amount	DG REGIO database
Of which EIB/EIF Loans Amount	DG REGIO database

Source: AECOM analysis of DG REGIO Database

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Using the Statistical package 'SPSS', each of the four timeline Excel files will be input separately into a SPSS file, so as to create four separate SPSS files, as follows:

- SPSS dataset for Major Projects that Received JASPERS Assistance
- SPSS dataset for non-Major Projects that Received JASPERS Assistance
- SPSS dataset for Horizontal Assignments that Received JASPERS Assistance
- SPSS dataset for Major Projects Not in Receipt of JASPERS Assistance

As noted in Tables B2.9 – B2.12 a number of the data fields will have to be generated by AECOM to complete these datasets. These are described below.

Data on Project Type

The DG REGIO database holds data on the project category of each project within the database (in the "category" field). Each project is assigned one of 56 numerical codes describing the category of project investment in question e.g. "Railways", "Motorways", "Motorways (TEN-T)" or "Ports".

The JASPERS database for its part assigns each JASPERS assignment one of 5 sectors (in the "sector" field), namely: Roads; Water and Wastewater; Air, maritime and public transport; Knowledge economy, energy and waste; or Multi-sector. The JASPERS database also contains a more detailed "sub-sector" listing associated with each of these 5 sectors.

For the purposes of this study each entry in the four timeline datasets will be assigned one of six basic "project types" as identified in the study Terms of Reference, namely:

- Ports and Waterways;
- Airports;
- Railways;
- Roads;
- Urban Transport;
-
- Energy:
- Solid waste;
- Water and Waste Water;
- Knowledge Economy; and,
- Other.

This will be completed by matching each DG REGIO project "category" code to one of the six "project types". A similar exercise will match for each JASPERS assignment their "sub-sector" to one of the six "project types". In many cases this will be a straightforward exercise, for some projects and assignments however it will require a more thorough analysis of the available documentation (Project Fiche/Completion Note/Action Plan) to determine the suitable "project type" classification.

Having determined the appropriate "project type" associated with each "category" and "subsector" field, a SPSS script will be created that will update each record in each of the four SPSS files to insert the appropriate "project type" field.

Statistical Analyses of Timelines

The previous Section of this Report outlined the development of four databases relating to:

- Major projects in receipt of JASPERS support

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- Major projects not in receipt of JASPERS support
- Non-major projects in receipt of JASPERS support
- Horizontal JASPERS' assignments

The first step in the analysis of timelines will be to profile the projects and horizontal assignments that are under consideration. The second step involves the analyses of timelines for these projects and assignments.

The relevant timelines for analysis differ across these databases as set out in the Tasks below. The analyses to be undertaken on each of the databases will be similar, although the number of relevant deadlines will differ. The analyses will entail the presentation of descriptive statistics and cross-classification of timelines by relevant factors (as outlined in Tasks 1.5, 1.6, 1.7 and 1.8 below). Where the relationship between timelines and three or more factors is being explored, it is more tractable to undertake this through multivariate analysis (Task 1.10 below).

The analyses will be undertaken using the SPSS suite of programs.

Task 1.5 Profiling of Projects and Horizontal Assignments

As an introductory step to the analysis of timelines, it is of interest and relevance to profile the projects and horizontal assignments. Once the databases needed to generate timelines have been compiled very little effort will be needed to generate summary statistics to create a profile of the projects and horizontal assignments. This will form a useful context when the results of this study are reported. It is envisaged that, with regard to each of the above databases, this profiling will entail establishing at a minimum the:

- Number of projects by stage of application (awaiting submission, submitted, decided)
- Number of projects by country and sector
- Number of projects by country and year of submission;
- Number of projects by size⁴ and economic sector;
- Number of projects by size and year.

A similar analysis will be undertaken with regard to horizontal assignments.

Preliminary analysis of the DG REGIO and JASPERS' databases indicates that a large proportion of non-JASPERS major projects have not yet been subject to a DG REGIO decision. This suggests that a comparative analysis of JASPERS and non JASPERS major projects by stage of application may be very informative.

Task 1.6 Timeline Analysis of Major Projects in Receipt of JASPERS Support

There are five durations of interest and available for analysis:

- The overall recorded project planning timeline from the JASPERS start date to the DG REGIO decision date (the project planning duration);
- The recorded timeline from the JASPERS start date to the JASPERS completion note (the JASPERS duration);
- The recorded timeline from the JASPERS completion note to project submission to DG REGIO date (the post JASPERS pre-submission duration);
- The recorded timeline from the submission date to the DG REGIO decision date (the DG REGIO decision duration);
- The recorded timeline for the period during which DG REGIO's appraisal process was interrupted (the interruption duration);

⁴ For the purposes of this study a projects "size" is defined as its total cost.

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- The recorded timeline during which DG REGIO's appraisal process was active (the active appraisal duration).

Two types of descriptive analyses will be undertaken:

- Development of summary statistics;
- Cross-classification of duration of timelines by relevant factors.

Development of Summary Statistics

This task will involve determination of the mean, median, mode, standard deviation and co-efficient of variation for each duration.

Cross-classification of Duration of Timelines by Relevant Factors

The purpose of this part of the analysis is to explore the variation in duration by a range of factors. Where these factors are continuous variables e.g. the project costs, the relationship will be explored through graphical analysis. Where the factors are categorical variables e.g. economic sector both tabular and graphical analysis will be undertaken. Box 2.1 presents some examples of the type of analysis that will be presented.

It is envisaged that the variation in the duration for the five timelines with a range of factors will be explored. These include:

- Member State;
- Project size;
- Sector and sub-sector;
- JASPERS regional office;
- Stage of application of project.⁵

Suitable two-way classifications will also be undertaken as follows:

- Duration by Member State and project size;
- Duration by Member State and sector/subsector
- Duration by JASPERS regional office and project size;
- Duration by JASPERS regional office and sector/subsector
- Duration by project size and sector/sub/sector

It is also of interest to assess how duration has changed over time. It is proposed to do this by relating durations to both the JASPERSs start date and the DG REGIO decision date. The analyses to be undertaken will include:

- The project planning duration by the JASPERS start date;
- The project planning duration by the DG REGIO decision date;
- The JASPERS duration by the JASPERS start date;
- The JASPERS duration by the DG REGIO decision date;
- The post JASPERS pre-submission duration by the JASPERS start date;
- The interruption duration by the JASPERS start date.

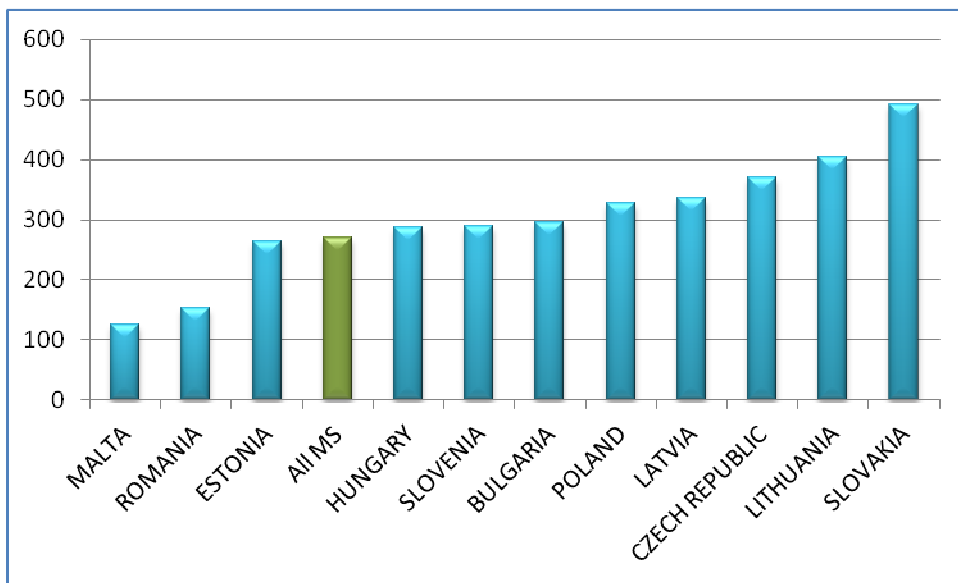
⁵ Not for horizontal assignments

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Further cross- classification analysis of these timeline by start date and the factors identified above (Member State, project size etc.) will be undertaken.

Box 2.1: Examples of the Type of Analysis that will be presented in the Evaluation⁶

DG REGIO Decision Duration by Member State for Major EC Approved Projects (Days)

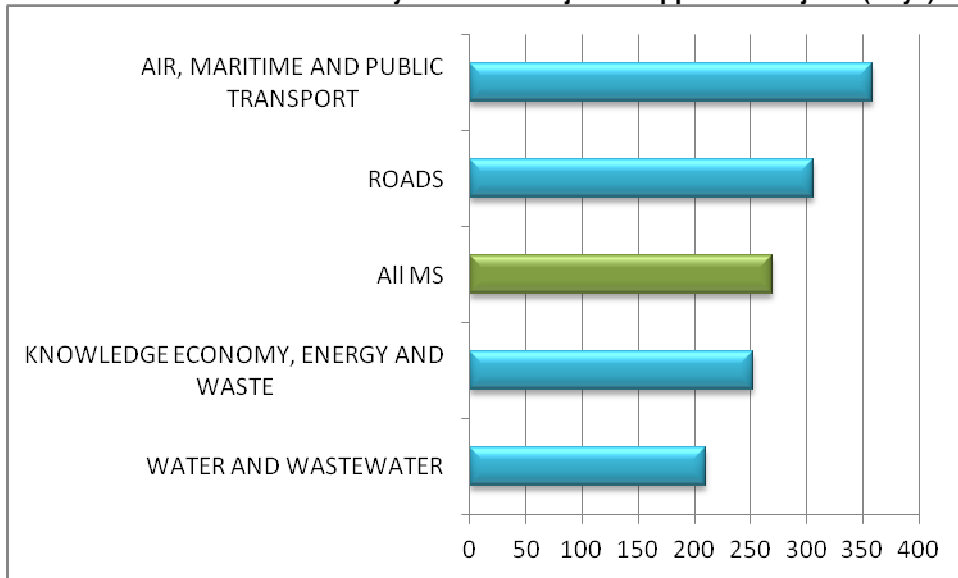


Member State	Total Days
MALTA	126
ROMANIA	154
ESTONIA	264
All MS	270
HUNGARY	288
SLOVENIA	290
BULGARIA	297
POLAND	328
LATVIA	337
CZECH REPUBLIC	370
LITHUANIA	405
SLOVAKIA	492

⁶ These illustrative charts have been prepared based on initial data provided by JASPERS.

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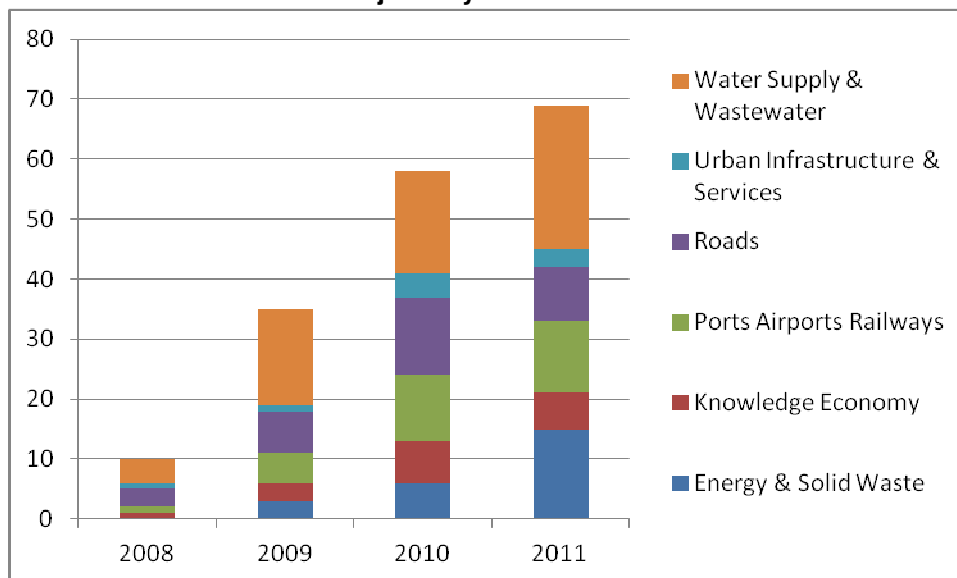
DG REGIO Decision Duration by Sector for Major EC Approved Projects (Days)



Sector	Total
WATER AND WASTEWATER	210
KNOWLEDGE ECONOMY, ENERGY AND WASTE	252
All MS	270
ROADS	306
AIR, MARITIME AND PUBLIC TRANSPORT	359

Capabilities on project:
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DG REGIO JASPERS Projects by Sector & DG REGIO Decision Year



Sectors	2008	2009	2010	2011
Energy & Solid Waste		3	6	15
Knowledge Economy	1	3	7	6
Ports Airports Railways	1	5	11	12
Roads	3	7	13	9
Urban Infrastructure & Services	1	1	4	3
Water Supply & Wastewater	4	16	17	24
Total	10	35	58	69

Task 1.7 Timeline Analysis of Major Projects not in Receipt of JASPERS Support

Because JASPERS was not involved in the planning of these projects, only three durations are relevant viz.

- The recorded period from the submission date to the DG REGIO decision date (The DG REGIO decision duration);
- The recorded period during which DG REGIO’s appraisal process was interrupted (the interruption duration);
- The recorded period during which DG REGIO’s appraisal process was active (the active appraisal duration).

The development of summary statistics will proceed in the same way as for JASPERS supported major projects.

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The cross-classification analysis will proceed as for JASPERS supported major projects, where relevant. For example, analyses by JASPERS regional office or of the JASPERS duration are obviously not relevant. .

Task 1.8 Timeline Analysis of Non-Major Projects in receipt of JASPERS Support

Because these projects are not submitted to DG REGIO, the relevant durations are:

- The overall recorded project planning period from the JASPERS start date to the Member State's decision date (the project planning duration);
- The recorded period from the JASPERS start date to the JASPERS completion note (the JASPERS duration);
- The recorded period from the JASPERS completion note to the Member State's decision date (the post JASPERS pre-decision duration)

While the relevant durations are fewer than for Major Projects in Receipt of JASPERS support, the same analyses in terms of summary statistics and cross-classifications are relevant. However, the analysis of how duration has changed over time will be as follows:

- The project planning duration by the JASPERS start date;
- The project planning duration by the Member State's decision date;
- The JASPERS duration by the JASPERS start date;
- The JASPERS duration by Member State's decision date;
- The post JASPERS pre-decision duration by the JASPERS start date;
- The interruption duration by the JASPERS start date.

Task 1.9 Timeline Analysis of Horizontal Assignments

These are not project related and the relevant duration is:

- The recorded duration from the JASPERS start date to the JASPERS Completion Note (The JASPERS duration)

Again, the usual summary statistics will be prepared. With regard to cross-classifications, the same analyses will be undertaken as for Major Projects in Receipt of JASPERS Support, with the exception of analyses that relate to project factors, such as project size and decision dates.

Task 1.10 Multivariate Timeline Analysis of Major Projects

Tasks 1.6 to 1.9 all include the preparation of summary statistics for the timelines in question and the preparation of cross-classifications. These cross classifications are a simple way to investigate the effect of one variable on timelines while controlling for the effect of another variable. For example a simple analysis of the timelines for JASPERS assisted major projects might reveal that projects from one Member State have a longer Decision Duration than average. This could be due to some feature of that Member State or could simply reflect the fact that that Member State has submitted a disproportionate number of larger projects, and that this is increasing the average Decision Duration of projects submitted for funding by that Member State. Cross classifying Decision Duration by Member State and project size will allow us to control for this factor. If some feature of the Member State is increasing Decision Durations this will show up in the cross classification, Decision Durations for smaller projects submitted by the Member State will be longer than the average Decision Duration for all smaller projects submitted by all Member States, as will Decision Durations for larger projects. This method of identifying the effect

Capabilities on project:
Economics

of one variable, controlling for the effect of another, is relatively crude and only allows us to “control for” the effect of one variable at a time.

Comparing the Decision Durations for JASPERS assisted projects (calculated in Task 1.6) with the Decision Durations for non-JASPERS projects (calculated in Task 1.7) could show a difference in average Decision Durations. This will not provide evidence of any effect of JASPERS on Decision Durations as many other features of the projects could explain this difference in durations.

Multivariate Analysis is a statistical technique which allows a user to isolate the effect of a range of variables or factors on an outcome. In the case of the analysis of individual timelines a multivariate analysis of these timelines will, in a statistically rigorous way, split out the effect of all the contributing factors such as: Member State, project size etc on the Decision Duration. Carrying out a multivariate analysis of all the project decision durations, including the presence or absence of JASPERS assistance as one of the contributory variables will provide a statistically valid way of splitting out and measuring the effect of JASPERS assistance on Decision Duration, controlling for the effect of all other contributory factors identified in our datasets.

In summary, the objectives of this analysis are to:

- Explore the relationship between durations and the full range of factors that have been identified; and
- Identify the factors that have most impact on durations. .

For example, it is interesting to explore the relationship between durations and the Member State, having allowed for differences in project size, sector and year. This can be done most effectively through multivariate analysis.

Multivariate Duration Analysis of Major Projects in Receipt of JASPERS Support

It is envisaged that the multivariate analysis will be undertaken of each of the following timelines:

- The overall recorded project planning period from the JASPERS start date to the
- DG REGIO decision date (the project planning duration);
- The recorded period from the JASPERS start date to the JASPERS completion note(the JASPERS duration); and
- The recorded period during which DG REGIO’s appraisal process was interrupted (the interruption duration);

This will take the form of a multiple regression model that relates (for the first of the above) the project planning duration to the set of explanatory factors for which the cross-classification process was applied.

The models will take the form:

Duration = a +b (Member State) + c (Project Size) +d (Sector) + e (JASPERS start date) + f (JASPERS regional office) +.....

The explanatory factors will be entered as continuous or categorical variables as appropriate. A step-wise regression analysis routine will be employed to ensure that the most relevant explanatory variables are included.

Capabilities on project:
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Multivariate Analysis of Major Projects

This analysis will pool data on all major projects and explore whether the DG REGIO decision duration is affected by whether JASPERS support was availed of by the Member State or not.

This will take the form of:

Duration = a +b (Member State) + c (Project Size) +d (Sector) + e (DG REGIO decision date) + f (JASPERS involvement) +.....

When these analyses are complete a user-friendly interpretation of the results will be presented. As described above the results of these multivariate analyses will provide measures of the effect of each explanatory variable, such as Member State, sector, project size etc., on the various durations calculated for the projects. In particular they will provide a statistically rigorous measure of the effect that JASPERS support has on Decision Duration controlling for a large number of other factors that could affect Decision Duration.

Task 1.11 Synthesis and Reporting

This task will identify the key findings from the analyses of timelines and prepare the appropriate Section of the First Intermediate Report.

**Section C: Task 2 Links Between
JASPERS Advice and DG REGIO
Project Assessment**

Capabilities on project:
Economics

Section C: Task 2 Links Between JASPERS Advice and DG REGIO Project Assessment

C1 Context and Approach

One of the earliest statements of JASPERS objectives was that it should “assist the Member States to prepare projects of high quality which can be approved more quickly by the services of the Commission”⁷. JASPERS is certainly intended to improving the quality and timeliness of projects developed by Member States. If JASPERS achieves this objective the rate of absorption of EU Cohesion and Regional Funds will increase, and the impact of these funds will be maximised.

If JASPERS is successfully meeting these objectives, this should be reflected in the assessment of applications for funding by DG REGIO. Successful assistance from JASPERS in the development of projects and the preparation of applications for funding should, all other things being equal, lead to shorter decision periods and more positive decisions by DG REGIO as Member States select better projects and develop and appraise these projects to a higher standard and applications are clearer and more complete. This should lead to quicker assessments by DG REGIO and fewer interruptions during DG REGIO’s assessment of applications for funding.

Exploring the link between JASPERS advice on major projects and the subsequent assessment by DG REGIO of the projects which have benefitted from that advice will provide evidence of the success of JASPERS in achieving its objectives. However, a number of features of the context in which JASPERS gives its advice need to be taken into account in designing the tests to explore this relationship.

- JASPERS is not involved in all major projects that seek funding from DG REGIO. This allows an investigation of the effect of JASPERS advice by comparing DG REGIO’s assessment of projects that have received JASPERS assistance with it assessment of those projects that have not received this assistance;
- Where JASPERS does provide assistance to a project, the scale of that assistance varies. Member States decide which issues they need assistance with and on the level of assistance that is required. The scale of assistance given by JASPERS could vary from a small piece of advice on a technical issue arising in one aspect of the project preparation, for example advice on one aspect of a cost benefit calculation, to extensive support with all aspects of project preparation. Any measurement of the effect of JASPERS assistance on the assessment of a project will have to take account of the scale of JASPERS assistance that was actually provided. Also, if there is a clear trend for the scale of JASPERS assistance sought by a member State to decrease over time, this will indicate that JASPERS assistance with individual projects is having a lasting effect on the administrative capacity of the Member State in question.
- The scope of JASPERS assistance varies from project to project. Project preparation involves a large number of discrete areas or topics. The issues involved include the identification of needs, the design of infrastructure to meet these needs, and the economic and environmental assessment of proposed infrastructure investments. Member States decide which areas of project preparation require the assistance of JASPERS. If issues where JASPERS gave assistance do not give rise to Interruption Letters from DG REGIO, this is clear evidence of the effectiveness of JASPERS advice. Conversely, if DG REGIO issues Interruption Letters on issues where JASPERS was not asked to give assistance, this does not indicate that JASPERS advice was ineffective, but rather that the Member State was not able to identify the areas where they required assistance. In addition, the topics on which Member States seek assistance should change over time as their administrative capacity increases.

The first step in carrying out the comparison called for in this Task is to measure, as accurately as possible, the scale, in terms of the quantity of JASPERS resources, and scope, in terms of the range of topics and issues covered, of involvement in the project development process that each JASPERS assistance project represents. The JASPERS durations calculated in Task 1 and the number of topics on which JASPERS was consulted will be

⁷ JASPERS “Task Description” 22nd July, 2005.

Capabilities on project:
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used as measures of the scale of each JASPERS assistance project. The scope of the JASPERS projects will be measured based on a record of the topics on which JASPERS was consulted.

Timelines for the DG REGIO assessment of projects will be developed as part of Task 1. These timelines will indicate the total time taken for a project to move from an application to DG REGIO to a Commission Decision on funding. ("the DG REGIO decision duration"). Within this time period the time an application spends being considered by DG REGIO ("the active appraisal duration"), and the time that the Member State spends responding to any Interruption Letters ("the interruption duration") will be separately identified. This Task will be based on comparisons between the scale and scope of JASPERS assistance to major projects and the timelines for DG REGIOs assessments of these projects.

The DG REGIO decision period could be influenced by the administrative processes within DG REGIO e.g. the temporary lack of key staff. Thus delays could occur that do not reflect the quality of the application made and could not therefore be mitigated by JASPERS involvement. In order to focus on the impact of JASPERS on timeliness, there is a need to relate the scale and scope of JASPERS involvement to the extent to which Interruption Notices were issued and the delays that ensued as a result of these notices.

The approach to be adopted to examine the relationship between the scale and scope of JASPERS advice and DG REGIOs project assessment for evidence of the impact of JASPERS will be based on:

- Looking at the correlation between the JASPERS duration for major projects on the one hand and the DG REGIO decision duration and interruption duration on the other (using JASPERS duration as a proxy for the scale of JASPERS assistance);
- Capturing data from Completion Notes and Interruption Letters on the topics covered by JASPERS advice and the topics giving rise to delays in reaching Decisions on applications for funding (using the number of topics as a proxy for the scope of JASPERS assistance);
- Analysing the data on the contents of Completion Notes and Interruption Letters for evidence of the impact of JASPERS;
- Examining the correlation between topics covered in Completion Reports and raised in Interruption Letters for evidence of the impact of JASPERS;
- A more in depth analysis of individual projects identified by these comparisons to investigate the effect that JASPERS is having on the quality of project development by Member States and the ease of assessment by DG REGIO; and,
- Synthesis of the results of this work to reach findings on the efficiency, effectiveness and impact of JASPERS.

C2 Task Methodology

Measuring the relationship between JASPERS duration and the DG REGIO decision duration

The timelines produced in Task 1 will be analysed to identify the relationship between JASPERS duration and the DG REGIO decision period. The analytical tasks to be performed will include:

- Calculating the number and proportion of major projects that have received JASPERS assistance;
- Calculating basic statistics on the duration of JASPERS assistance (range, average, standard deviation)
- Calculating basic statistics on the DG REGIO decision duration, for all projects, for projects that have received JASPERS assistance and for projects that have not received JASPERS assistance;
- Calculating basic statistics on the interruption duration for all projects, for projects that have received JASPERS assistance, and for projects that have not received JASPERS assistance ;

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- Investigating the relationship, if any, between the JASPERS duration and the DG REGIO decision duration by plotting this relationship for all projects that have received JASPERS assistance and carrying out a simple regression analysis of the two variables.
- Investigating the relationship, if any, between the JASPERS duration and the interruption duration by plotting this relationship for all projects that have received JASPERS assistance and carrying out a simple regression analysis of the two variables.
- Identifying and trend in JASPERS duration, DG REGIO decision duration and interruption duration over time.

It is quite possible that the tests describe above will not show a clear relationship between JASPERS assistance and the speed with which applications for funding can be dealt with. A large number of factors other than assistance received from JASPERS will affect the DG REGIO decision duration and the interruption duration. The effect of these other features of projects may obscure the effect of JASPERS assistance. The work carried out for Task 1 will indicate whether other features such as project size, sector etc. do have a significant influence on the time needed for DG REGIO to consider an application for funding. The next step will be to investigate the effect of JASPERS assistance on DG REGIO decision duration and the interruption duration, controlling for the effect of these other factors.

As an example of how this will be done, the work in Task 1 might find that high cost projects always have a longer DG decision period and interruption period. If this is the case, the tests described above would be performed again, controlling for the effect of project cost. The projects being examined would be split into two groups: lower cost projects with a total cost less than, say, €100m and higher cost projects with a cost of €100m or more. The statistical tests described above would then be performed, splitting the population of projects in this way, i.e.:

- Calculating basic statistics on the JASPERS duration for the low cost and high cost major projects (range, average, standard deviation)
- Calculating basic statistics on the DG REGIO decision duration for low cost and high cost projects on the duration of the period from application to Commission Decision, for all projects, for projects that have received JASPERS assistance and for projects that have not received JASPERS assistance;
- Calculating basic statistics on the interruption duration for all projects, for projects that have received JASPERS assistance, and for projects that have not received JASPERS assistance, again making separate calculations for low cost and high cost projects;
- Using these cross tabulated statistics to test the hypothesis that the presence of JASPERS assistance affects the DG REGIO decision duration and the interruption duration;
- Investigating the relationship, if any, between the JASPERS duration and the DG REGIO decision duration by carrying out a multivariate regression of the effect of JASPERS intervention and whether a project is low or high cost on the DG REGIO decision duration;
- Investigating the relationship, if any, between the JASPERS duration and the DG REGIO decision duration and the interruption duration by carrying out a multivariate regression of the effect of JASPERS intervention and whether a project is low or high cost on the interruption duration.

This type of analysis would be carried for any features of projects, other than JASPERS assistance, that have been found to affect the DG REGIO decision duration and the interruption duration. This will produce robust evidence of the impact that JASPERS advice has on the time and effort needed for Member States and DG REGIO to bring a project to a stage of development where it can be funded.

Task 2.1 Capturing Data from Completion Notes and Interruption Letters

The next stage in this Task will be to gather information, for each project under consideration, on the scope and nature of the work carried out by JASPERS and the scope and nature of the issues raised by DG REGIO during its

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assessment of applications for funding. This will be done by examining the Completion Notes and any Interruption Letters for each project.

Based on a preliminary analysis of Completion Notes and Interruption Letters, AECOM have developed a standard list of topics that could be addressed in a JASPERS assistance project and documented in a JASPERS Completion Note or raised in an Interruption Letter. This is set out in Table C2.1 below:

Table C2.1: Standardised List of Topics for Completion Notes and Interruption Letters

Topic
<u>Topics related to the stages of project lifecycle</u>
Project concept and programming
Project feasibility
Project design
Project cost Estimation
Cost Benefit Analysis
Environmental Issues
Competition and State Aids
Consultation processes
Funding and Financing Issues
Procurement
Compliance with other EU Regulations and Standards
Project Implementation
<u>Other Topics</u>
Vetting of the overall application for funding
Completing the ERDF/Cohesion Fund Application Form itself
Mention of physical change to the project (e.g. design alteration, downsizing, different route)

Source: AECOM

For each major project that received JASPERS assistance AECOM will:

- Examine the Completion Note to determine which of the above topics were addressed by JASPERS;
- Record the topics addressed by JASPERS in the project data set. The record for each project in the data set will be expanded to include fields to capture whether or not each of the above standard topics was addressed by JASPERS in its assistance project. These fields will be completed based on the review of the relevant Completion Notes;
- Examine any Interruption Letters to determine which of the above topics were raised by DG REGIO with the Member State in question during DG REGIO's consideration of the application for funding; and,
- Record the topics raised by DG REGIO with the Member State in question in the project data set. The record for each project in the data set will be expanded to include fields to capture whether or not each of the above standard topics was raised by DG REGIO in an interruption letter. These fields will be completed based on the review of the relevant Interruption Letters.

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Task 2.2 Basic Analysis of Interruption Query and Completion Note Elements

As a first step a basic analysis of the data gathered on the topics addressed by JASPERS and raised in Interruption letters will be carried out. Information will be produced on:

- The number and type of topics where Member States seek advice from JASPERS;
- The number and type of topics that are the subject of Interruption Letters from DG REGIO to Member States.

This information will be tabulated by:

- Member State;
- Size of project
- Sector of project;
- Year that the JASPERS engagement started; and,
- Cross tabulated by combinations of these features.

This will identify any trends in the data which give insights into such issues as:

- The capacity of individual Member States to develop projects for funding;
- The impact of JASPERS on this capacity over time;
- Topics or sectors which are particularly troublesome for Member States and/or DG REGIO; and
- Priority areas where extra resources for Member States or JASPERS are needed, or where additional guidance or clearer procedures should be developed by DG REGIO.

Task 2.3 Correlation between Interruption Letter and Completion Note Elements

The next stage of analysis will be to examine the links between topics on which Member States seek the assistance of JASPERS and the topics that are subsequently raised with Member States by DG REGIO in Interruption Letters.

The data set will contain, for each project, details of the topics addressed by JASPERS and those raised in Interruption Letters. SPSS will be used to test the correlation between these sets of topics for each project. It will be possible to draw several useful inferences from these tests. For example:

- If topics that are addressed by JASPERS are not raised in Interruption Letters this will indicate that JASPERS advice is relevant, is being put into effect by Member States, and brings projects to a stage of development where they can be funded. In this case JASPERS will be impacting positively on the absorption of Cohesion and Regional Funds by increasing the number of suitable projects in the pipeline and reducing the time needed for the Commission to process applications for funding.
- If the topics raised in Interruption Letters in particular projects have not been previously raised by Member States with JASPERS this may indicate the need for a different approach to the provision of advice and support by JASPERS. This situation would indicate that Member States are not correctly identifying the areas where they need help with the development of projects. This could suggest a need for JASPERS to take a more proactive role in reviewing all aspects of projects to identify areas where its advice and support is needed.
- If it emerges that the topics covered by JASPERS in its assistance projects tend to be raised again in Interruption Letters from DG REGIO further analysis will be needed. This analysis is described below as Task 2.4.

This quantitative analysis of topics raised with JASPERS and in Interruption Letters may provide robust, objective indicators of the impact of JASPERS on the process of project development and funding by Member States and DG REGIO.

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Task 2.4 Deeper Analysis

Task 2.3 will identify an interesting set of projects that have received JASPERS advice and where advice was sought from JASPERS on certain topics which were raised again in Interruption Letters. A sample of 30 of these projects will be subjected to a qualitative review by AECOM staff with knowledge and experience in project development and the sector in question. The Completion Note and Interruption Letters in question will be reviewed to determine how this situation arose. In principle this situation could have arisen for a number of reasons including:

- Member States not taking JASPERS advice into account when preparing applications for funding;
- Member States misunderstanding JASPERS advice or not implementing it correctly when preparing applications for funding;
- JASPERS advice correctly addressing initial problems with aspects of project planning, but further issues arising on these aspects of project planning as the development of the project proceeds. For example a Member State might seek JASPERS advice on the parameters to use when placing a money value on the benefits of a project, but might not apply these parameters correctly when it proceeds to complete its Cost Benefit Analysis for an application for funding.
- Differences in interpretation of rules and standards for the appraisal of projects between JASPERS and DG REGIO. In this respect it is interesting to note comments made by Member States during the ongoing evaluation of the Cohesion Funds. A number of Member States expressed concerns that DG REGIO seemed to interpret issues and situations differently from JASPERS. Some even suggested that JASPERS opinion should be “binding” on DG REGIO when it considers an application for funding.

Based on a review of the Completion Notes and Interruption Letters for this sample of projects, AECOM will reach a preliminary view as to how this situation arose. This preliminary view will be checked and finalised based on contacts with JASPERS (Task 3 and Member States Task 4).

Task 2.5 Synthesis of Findings

The final element of Task 2 will be drawing together the results of the sub-tasks into a robust assessment of the impact of JASPERS on the process of project development and funding by Member States and DG REGIO. This will be carried out by AECOM staff familiar with the issues that arise in the development and appraisal of infrastructure investment projects. This process will also generate practical suggestions for improving the effectiveness of the project development and funding process in general and JASPERS in particular.

Section D: Task 3 Case Studies

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Section D: Task 3 Case Studies

Capabilities on project:

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D1 Introduction

This Task is to perform case studies of major JASPERS supported projects which have been approved for funding by DG REGIO. The sub-tasks in relation to Task 3 relate to the selection and background research for the case studies on one hand and the interview process with Member States' officials on the other.

This is also suitable juncture to engage with JASPERS headquarter officials to acquire necessary data and obtain their views on the performance of JASPERS as a whole.

D2 Objective of the Case Studies

The objective of the case studies as set out in the Call for Tenders is to “provide an analysis of the effect of JASPERS technical assistance on the timing, quality, project development and preparation for submission to the DG for Regional Policy”

The case studies of JASPERS major projects are required to:

- Compare the length of time comparable non-JASPERS projects took to be approved by DG REGIO;
- Identify the key issues which arose during the planning process of the case study projects;
- Establish how these issues were resolved;
- Evaluate other factors that had a significant influence on project development.

D3 Broad Approach to Selection of Case Studies

Our proposal was for ten case study projects. The selection of these projects should be based on a number of considerations:

- The chosen projects should be broadly representative of the JASPERS supported major projects in terms of sectors, as different technologies and planning processes may be involved;
- There should be a broad coverage of Member States, to account for the effect of differing project planning capacities;
- There should be a substantial JASPERS involvement in the projects selected, as this would create a better opportunity for learning from the case studies; and
- There should be comparable non-JASPERS supported projects for comparative timeline analysis.

It is recognised that all of these requirements may only be met approximately.

D4 Task Methodology

Task 3.1: Interaction with JASPERS headquarter officials

The first sub-task is to meet with JASPERS headquarters' officials. A meeting at this point, after the First Intermediate Report, serves a number of purposes as follows:

- To take on board of the view of JASPERS management on the performance of JASPERS;
- To review the results and implications of the First Intermediate Report;
- To obtain data on JASPERS' inputs i.e. budgets, expenditure and human resources;
- To inform the consultation process with authorities and stakeholders in Member States.

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Task 3.2: Profiling of JASPERS and Non-JASPERS major projects

We have already made progress on this sub-task. Table D4.1 below provides an analysis of the JASPERS supported major projects in the DG REGIO database, while Table D4.2 provides a similar analysis for non-JASPER' supported major projects.

In respect of JASPERS supported major projects, the analysis shows that roads and water supply and wastewater account for over 55% of the total, with ports, airports and railways being well represented at 17%. With regard to distribution of projects across Member States, Poland (24%), Romania (24%), the Czech Republic (14%) and Hungary(12%) figure strongly.

For non-JASPERS major projects, a broadly similar sectoral breakdown is evidenced, with roads and water and wastewater accounting for 55%, but with energy and solid waste at 16%, and the knowledge economy at 14%, being slightly more prevalent than for JASPERS supported projects. With regard to distribution by Member State, this is very concentrated. Poland and Romania account for almost 89% of projects. This suggests that finding suitable comparator projects in the same country will be difficult except for projects from Poland and Romania.

Task 3.3 Selection of Projects for Case Studies

Selection of case studies took place after the inception meeting with DG REGIO on 20th February, 2012. A list of case studies, and a reserve list of alternate case studies that could be prepared should it not be possible to complete one or more of the case studies on the primary list has been agreed with DG REGIO.

The starting point in the selection of Case Study pairs was the profiling the Non-JASPERS projects, as set out in the Extract of the DG REGIO SCF2007 Database provided to AECOM in January 2012. In total there were 82 Non-JASPERS projects in the DG REGIO database. Of these, country and sector information was available for 77 projects, which enabled a country / sector profile, as set out in Table D4.1.

A similar profile of JASPERS assisted projects in the DG REGIO database was prepared, as set out in Table D.4.2.

On the basis of the profiles set out in Tables D4.1 and D4.2, it was possible to identify country and sector groupings, within which there were both Non-JASPERS and JASPERS-assisted projects, namely:

- Czech Republic – Railways
- Slovenia – Roads
- Romania – Solid Waste
- Romania – Water and Wastewater
- Poland – Railways
- Poland – Roads
- Poland – Urban Transport
- Poland – Solid Waste
- Poland – Water and Wastewater
- Poland – Knowledge Economy

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- Poland - Other

For each country – sector grouping, a list was created of the Non-JASPERS and JASPERS-assisted projects falling within the country – sector grouping. Data relating to each project's size and current status was obtained from Extract of DG REGIO SFC2007 Database. A description of each project was sourced by logging into the online DG REGIO SFC2007 database and downloading the project application forms which provides a description of each project.

Table D4.1: Profile of Non-JASPERS DG REGIO Projects

	Airports	Railways	Roads	Urban Transport	Solid Waste	Water and Wastewater	Knowledge Economy	Other	Total
Czech Republic	0	3	0	0	0	0	0	0	3
Estonia	0	1	0	0	2	3	0	0	6
Poland	1	3	20	1	1	8	11	12	57
Romania	0	0	0	0	3	7	0	0	10
Slovenia	0	0	1	0	0	0	0	0	1
Total	1	7	21	1	6	18	11	12	77

Source: Extract of DG REGIO SFC2007 Database

Table D4.2: Profile of JASPERS assisted DG REGIO Projects

	Ports and Waterways	Airports	Railways	Roads	Urban Transport	Energy	Solid Waste	Water and Wastewater	Knowledge Economy	Other	Total
Bulgaria	0	0	3	1	3	0	1	2	0	0	10
Czech Republic	0	0	9	9	1	0	1	6	6	0	32
Estonia	0	0	0	4	0	0	0	0	0	2	6
Hungary	0	0	5	4	7	0	4	11	0	0	31
Latvia	1	1	2	2	0	0	1	0	0	0	7
Lithuania	0	0	0	1	0	0	0	1	2	1	5
Malta	0	0	0	1	0	0	1	1	0	1	4
Poland	0	0	4	9	4	9	1	16	7	6	56
Romania	1	0	3	10	0	0	8	28	0	6	56
Slovakia	0	0	5	4	0	0	0	7	0	0	16
Slovenia	0	0	1	3	0	0	1	2	1	0	8
Total	2	1	32	48	15	9	18	74	16	16	231

Source: Extract of DG REGIO SFC2007 Database

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On the basis of the project descriptions, project size and project status, ten case studies pairs of broadly similar Non-JASPERS and JASPERS-assisted projects were selected, as set out in the spreadsheet in Annex 1 (case studies 1 – 10).

The case study pairs reflect the country / sector pairs set out in Table D4.3. It was not possible to find a suitable pair of Non-JASPERS and JASPERS-assisted Polish Urban Transport projects, as the Non-JASPERS project was materially different to its JASPER's assisted counterparts. Equally, it was not possible to identify a suitable pair of Polish Solid Waste projects.

Table D4.3: Profile of Ten Case Study Pairs

Country	Airports	Railways	Roads	Urban Transport	Solid Waste	Water and Wastewater	Knowledge Economy
Czech Republic		1					
Estonia							
Poland		1	2			2	1
Romania					1	1	
Slovenia			1				
Total		2	3		1	3	1

Source: AECOM

In a similar fashion, an additional ten back up Case Study pairs were chosen. The back-up case study pairs reflect the country sector groupings set out in TableD4. 4. They are also set out in the attached spreadsheet in Annex 1 (case studies 11 – 20).

Table D4.4: Profile of Ten Case Study Pairs

Country	Airports	Railways	Roads	Urban Transport	Solid Waste	Water and Wastewater	Knowledge Economy
Czech Republic		2					
Estonia							
Poland			1			1	1
Romania					2	3	
Slovenia							
Total		2	1		2	4	1

Source: AECOM

Task 3.4 Set-up of Interviews with Member State Stakeholders and Regional Offices

Once the case study projects have been identified, the next step is to set up the interviews with relevant stakeholders. In order to minimise the level of interaction with JASPERS officials, it is proposed to develop draft case study reports based on the relevant documentation and interviews with stakeholders in Member States. These drafts will then be discussed with relevant JASPERS officials, when the regional offices are being visited as part of Task 4.

The relevant stakeholders in the Member States are:

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- The managing authority;
- The intermediate body;
- The project beneficiary.

In some cases, the intermediate body and the project beneficiary will be the same entity.

In setting up interviews, it must be recognised that the officials that dealt with the project may or may not be still in the same role. Additionally, the available documentation does not generally identify all relevant officials. In light of this, it is considered that the best way to complete the case studies is to contact the Managing Authority (with the support of DG REGIO) and ask them to nominate persons from the intermediate body and the project beneficiary who have been involved in the project planning phase and who are in a position to contribute to a discussion on the role of JASPERS in the project planning. A proposed date for the meeting would also be sought. At the same time, the interviews for Task 4 would be organised.

With regard to JASPERS officials, the relevant person to interview is the Task Manager for the assignment. The visit to JASPERS regional offices would ideally be scheduled after the visits to Member States. In order to minimise the imposition on the time of JASPERS officials, all case studies relevant to that regional office will be discussed at one visit.

Task 3.5 Development of an Interview Template and Briefing of Case Study Team

There is a need to ensure adequate briefing of and consistency of approach by the team charged with completing the case studies. This task will entail:

- Review of the key features of the Case Study project based on the JASPERS' and DG REGIO databases;
- Collation of project related material from Completion Reports and Action plans;
- Development of an interview template identifying key issues for analysis;
- Briefing of the case study team;
- Preparation of a dossier on the project with information from the sources already available.

Task 3.6 Implementation of Interviews in Member States

See Task 4.5

Task 3.7: Synthesis and Reporting

A template for the case study reports will be developed. Box 3.1 contains a preliminary outline of the contents of the Case Study Report.

A report on each case study of no more than 10 pages will then be prepared by the case study team members, based on that template. These reports will be reviewed by the Project Manager before finalisation.

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Box D4.1 : Preliminary Table of Contents for the Case Study Report

Section No.	Section Title	Section Contents
1.	Introduction	Purpose and organisation of the Case Study
2.	Description of the Projects	Purpose of the JASPERS and non-JASPERS project; description of infrastructure put in place
3.	Overview of the Project Planning Phases	Duration of the project planning and DG REGIO decision durations; issues that arose in the planning phase (interruption notices etc)
4.	Scope of JASPERS Involvement	JASPERS role as per JASPERS project fiche and actual involvement; JASPERS working method
5.	Details of JASPERS Advice	Description of JASPERS work, including JASPERS recommendations; evaluation of the complexity of the issues addressed by JASPERS; identification of significant benefits of JASPERS advice.
6.	Comparison of JASPERS advice and DG REGIO's Project Assessment Process	Extent to which JASPERS advice was acted on by Member State; Description of issues raised by DG REGIO that impacted on the planning process; extent to which these issues had been addressed by JASPERS. Comparison with the decision process for the non-JASPERS project
7.	Views of Stakeholders in Member States	Member State's views on the JASPERS working method, quality of the JASPERS advice, and benefits arising; extent of JASPERS inspired project related actions on the part of Member States; extent to which JASPERS advice led to learning or procedural or institutional change in Member State.

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8.	Views of JASPERS officials	Views of JASPERS officials on the extent and nature their involvement; quality of interactions with Member States; benefits of advice offered; willingness of the Member State to act on advice; extent to which JASPERS advice led to learning or procedural or institutional change in Member State.
9.	Evaluation and Findings	Evaluation of the role of JASPERS in supporting planning of the project and the benefits arising, in the light of the comparator no-JASPERS project

**Section E: Task 4 Analysis of
Feedback from Member States and
Project Beneficiaries**

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Section E: Task 4 Analysis of Feedback from Member States and Project Beneficiaries

E1 Introduction

An evaluation of JASPERS has already been carried out by the EIB. In addition JASPERS and the Managing Authorities with which it works are subject to extensive control, supervision and audit of their activities by the Commission and the EU Court of Auditors. As a result, a significant amount of information is already available on the impact of JASPERS on Member States and Project Beneficiaries. In order to carry out this study in an efficient manner, AECOM will identify and incorporate all existing knowledge on the impact of JASPERS on Member States and Project Beneficiaries before proceeding to engage with Member States and Project Beneficiaries directly. This will minimise the burden of this study on Member State officials, encourage Member State officials to engage with this study in as constructive a way as possible by avoiding repetition of questions and enquiries from elsewhere, and ensure that the study is completed in an efficient manner.

In line with this approach, the task of analysing feedback from Member States and Project Beneficiaries will be split into two sub-tasks:

- Desk research and interviews with DG REGIO staff; and,
- Face to face investigation of the impact of JASPERS on Member States' administrative capacities with JASPERS staff and Member State officials.

Each of these is described in more detail below:

E2 Task Methodology

Task 4.1 Analysis of Action Plans

Each Action Plan agreed between a Member State and DG REGIO is a record of the assistance that a Member State needed from JASPERS at a point in time. These Action Plans are available for each Member State, for each year from 2006 to 2011 inclusive. Analysis of these action plans will give some indications of trends in the number of requests from each Member States over time. However, the Action Plans contain limited information on the nature of the individual requests that would allow inferences to be drawn as to the administrative capacity of the Member State making the request for assistance. The work done in Tasks 1 and 2 to produce a dataset of JASPERS assistance projects and the related funding applications will provide supplementary information on the scale of each assistance project (in terms of the time taken by JASPERS to complete the assistance project), and the scope of each assistance project (in terms of the number and nature of the topics raised in each assistance project).

Combining the data from an analysis of the Action Plans with this information on the scope and scale of the individual assistance projects may allow some inferences to be drawn on changes in the administrative capacity of member states over time.

AECOM's approach to the analysis of the Action Plans will comprise:

- Analysis of the limited qualitative information in the Action Plans themselves;
- Identifying trends in the number of requests for assistance over time from the Action Plans; and,
- Combining information from the date set with the identification of new projects in the Action Plans to identify trends in the scale and scope of the assistance sought by Member States over time.

Qualitative Information in Action Plans

Each Action Plan opens with a brief overview of the Member States overall objectives in seeking assistance from JASPERS and the sectors where assistance is being sought, with an explanation of the need for this support.

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These parts of the Action Plans for each Member State will be reviewed to identify any trends in the Member State's objectives, the sectors where assistance is sought and the reasons for this support. If clear trends emerge, these will indicate changes in the administrative capacity of the Member State.

Trends in the Number of Requests

Comparison of Action Plans from year to year will identify the number and identity of new requests from each Member State year by year. Trends in the number of new requests from a Member State could be an indicator of changes in the Administrative Capacity of the Member State. In practice it will be difficult to draw robust inferences from such trends. The number of new requests from a Member State will be influenced by a large number of other factors, most notably the number of potential investment projects that have been identified for development. As a result it will be difficult to relate any trends to changes in the administrative capacity of a Member State.

Changes in the Scale of Scope of Requests

The analysis of Action Plans will have identified the new requests from each Member State in each year in the evaluation period. Combining this information with information from the data set developed in Tasks 1 and 2 will indicate for each request:

- Its scale, in terms of the duration of the resulting JASPERS assistance project;
- Its scope, in terms of the number of separate topics included in the resulting assistance project (In Task 2 AECOM will identify which of the generic topics listed in Table 3.1 are included in each assistance project by reviewing Completion Notes);
- Its scope, in terms of the nature of the individual topics included in the resulting assistance project.

A clear trend towards shorter duration JASPERS assistance projects for a particular Member State could be an indicator that the technical capacity of that Member State is increasing and that rather than seeking extensive work on the development of a project and preparation of an application the Member State is consulting JASPERS on difficult technical issues. However, any apparent trends in the scale of JASPERS assistance projects could arise from a number of other factors such as changes in the nature of the investment projects that are reaching a stage where the Member State seeks JASPERS assistance. Any indications from this test would have to be confirmed by the other work carried out for this Task.

Similarly, a trend towards JASPERS assistance projects involving fewer topics could be an indication of increasing administrative capacity in the Member State in question or could arise from other sources without any bearing on the Member State's administrative capacity. Again any tentative inferences from this test would have to be confirmed by the other work carried out for this Task.

The presence of certain of the generic topics specified in Table C2.1 in an assistance project could be an indicator of the administrative capacity of a Member State. For example if a Member State is seeking assistance on the process of completing the ERDF/Cohesion Fund application form itself, this could represent a limit to its administrative capacity. A reduction in the requests, and hence assistance projects, including this topic would be evidence of an increase in administrative capacity, as a Member State's officials learn from their experience with DG REGIO and JASPERS. Reductions in the number of requests and assistance projects which raise the topic "vetting of the overall application for funding" or where the assistance project leads to a physical change to the infrastructure project could also be taken as an indicator of increased administrative capacity.

Task 4.2 Analysis of Feedback Forms

At the conclusion of a JASPERS assistance project, feedback forms are completed by the Member State, project beneficiary and DG REGIO desk officer. These forms will potentially contain information that is particularly relevant to this task, namely:

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- An indication from JASPERS and DG REGIO, rather than the Member State in question, of the stage of development of the infrastructure project in question when the Member State sought the assistance of JASPERS; and,
- Comments on the extent to which the Member State in question is “learning” or developing its administrative capacity through all of its interactions with JASPERS and through the assistance project in question.

A sample of these feedback forms covering each of the Member States and each year from 2006 to 2011 will be selected and reviewed. The review will consist of taking a selection of feedback forms for a Member State and examining them in chronological order, isolating comments and other evidence of the Member States administrative capacity at the time of that the form was completed and contemporaneous comments on improvements in the administrative capacity of the Member State. According to the JASPERS database there were 539 JASPERS assignments opened up to the end of 2011. There are potentially a very large number of Feedback Forms. Selecting a sample of 100 of these will give a representative view of the information on changed in administrative capacity available from this source.

Task 4.3 Interviews with DG REGIO Desk Officers and JASPERS Head Office

DG REGIO is organised in such a way that each of the Member States eligible for assistance from JASPERS is the responsibility of one or more “desk officers” in the Directorate General. These desk officers are the first point of contact for all interactions between DG REGIO and the Member States and develop an in depth knowledge of “their” Member State and how it is developing over time. In particular these Desk Officers are responsible for the initial review of applications for funding from Member States and for managing the application process from the point that an application made until a final Commission Decision.

These desk officers will have accumulated a great deal of insight into the administrative capacity of the member States with which they work, and of the way that this capacity has changed over the period since the end of 2005.

A key element of this Task will be interviews by AECOM of at least one desk officer familiar with each of the ten Member States that are the subject of this study. These interviews will be conducted after the First Intermediate Report and the AECOM staff carrying out the interviews will be familiar with the results of this earlier work, and experienced in the development and appraisal of infrastructure projects. This will ensure that these interviews can focus on insights and information that are not available elsewhere, ensuring that the most efficient use possible is made of the desk officers’ time.

At this stage AECOM will also interview senior staff at the JASPERS head office to:

- Present results of the work to date;
- Organise visits to JASPERS’ regional offices;
- Obtain their perspective on the issues in this study; and,
- Investigate other areas of JASPERS impact such as advice which leads to Member States not proceeding to develop projects with little potential.

Task 4.4 Development of a background note to aid research

The final sub-task in the desk research prior to engaging with the personnel of JASPERS, Member State administrations and project beneficiaries will be the preparation of a background note to capture the results of the desk research and brief the AECOM staff who will be involved in the interviews and workshops carried out in Task 4..7.

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These interviews and workshops will be carried out by AECOM staff experienced in the development, appraisal and evaluation of infrastructure projects. The briefing will ensure that they are sufficiently familiar with the context for this study, and the results of the work already completed to avoid covering issues that have already been identified and investigated in earlier work. It will also enable them to direct the interviews and workshops to the key areas where further information and insights are required in order to complete this study.

The background note will cover:

- The aims and working methods of JASPERS;
- An overview of the work done by JASPERS based on the data sets prepared in Tasks 1 and 2;
- For each Member State a preliminary view of its administrative capacity and the progress to date in increasing that capacity, based on:
 - o The analysis of Action Plans,
 - o The analysis of Feedback Forms; and,
 - o The interviews with DG REGIO desk officers described above

Early versions of the case studies prepared in Task 3 may be attached to give further insight into the work of JASPERS.

Task 4.5 Stakeholder Interviews

Interviews with Member States and JASPERS Regional offices will be undertaken to discuss the administrative capacity of JASPERS on Member States and, where relevant, to inform development of specific case studies. Each of these interviews is outlined in further detail below.

Both the Member States and JASPERS Regional office interviews will be held commencing in early May and will be arranged well in advance to ensure that up to four interviews can be held within an appropriate dwell time in each country.

Arrangements for setting up each of the interviews will be the same. The identification of the projects to be subject to case studies will be undertaken by the end of February. Initial contacts will then be made with the managing authorities to alert them to the proposed:

- Case studies,
- Interviews in Member States; and
- Workshops

They will be asked to identify relevant officials for interview in the context of the case studies and asking them to propose dates in May for case study meetings. They will also be asked to nominate officials for a wider discussion of the JASPERS process.

A formal letter with arrangements for the interview will be sent once all the details are confirmed.

Prior to the interview, a list of the expected discussion points or specifically required information, will be sent to each interviewee. This will ensure maximum feedback from the interview.

Each interview will be attended by a member of the evaluation team as well as, if necessary, an expert in the relevant field of project delivery. Each of the interviews will be recorded, with prior permission from the interviewee, and clearly documented.

4.5.1 Member State Interviews

Interviews with Member State representatives will be held commencing in early May. The interviews have the objective of discussing the impact of JASPERS on Member States' administrative capacities as well as, where

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relevant, filling any gaps in information held regarding specific case studies. Some of the questioning might cover, for example:

- Awareness of JASPERS presence and support offered in each Member State;
- Factors that influence take up of JASPERS support;
- Knowledge support provided by JASPERS;
- Transfer of knowledge from JASPERS to Member State organisations;
- Barriers to the transfer of knowledge;
- Views on JASPERS processes and procedures;
- Value of JASPERS supports to each Member State;
- Level of administrative and institutional change prompted by JASPERS; and
- Recommendations for future JASPERS service support.

Interviews will be held with 10 member states involved in the JASPERS programme.

4.5.2 JASPERS Regional Office Interviews

Interviews with the regional offices for JASPERS will be arranged to discuss the details of specific case studies as well as a discussion on the impact of JASPERS on Member States' administrative capacities.

The interviews will be scheduled to coincide with member state interviews in early May.

Task 4.6 Member State Workshops

The purpose of the workshops is to present preliminary findings of the study to Member State representatives. The workshop will be used to discuss the findings and to gauge feedback from Member State representatives actively engaged in the JASPERS programme.

Four workshops will be held, combining representatives from a number of Member States together in each. It is envisaged that each Member State will be represented by 4-5 individuals to include: the Managing Authority, representatives from the most relevant JASPERS sector involved in the Member State and other relevant project beneficiaries. The relevant DG REGIO desk officer for each Member State will also be invited to attend.

After the initial contacts with the Managing Authorities, An invite will be sent to each participant via email outlining the scope of the project and nature of the workshop. Arrangements regarding flights and accommodation will also be made at this point. A formal letter with final arrangements for the workshop will be sent once all details are confirmed.

The following workshops will be held in the first and second weeks of July:

- **Workshop 1:** This workshop will be held in Warsaw and include involvement of Poland, Lithuania and Latvia;
- **Workshop 2:** A workshop in Budapest will involve representatives from Hungary and Slovenia;
- **Workshop 3:** A workshop with representatives from the Czech Republic and Slovakia will be held in Prague; and
- **Workshop 4:** The final workshop will be arranged to combine representatives from Romania and Bulgaria and will be held in Bucharest.

AECOM have local offices in each of the cities where workshops are to be held, this will ensure local support will be available to arrange venues, translation services etc.

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Our Evaluation Team has significant experience in the area of facilitation which will be exploited to ensure maximum feedback and benefit from each workshop. A presentation on the preliminary findings of the study will be made following open discussion with participants. Topic guides for each of the workshops will also be prepared to ensure any additional information required to finalise the study is captured.

The AECOM facilitator will ensure that the discussion is centred on the key issues and that each participant has a chance to contribute. Each workshop will be recorded and administrative support will also be provided to record feedback from attendees.

Following the workshop, a report will be prepared which robustly incorporates feedback from each workshop. This report will feed into the Draft Final Report but will also be presented separately in the appendices of the final report.

Section F: Reporting

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Section F: Task 5 Reporting

F1 Introduction

This section sets out details of the reporting that will be completed over the course of the Study.

Task 5.1: First Intermediate Report

AECOM will prepare a First Intermediate Report capturing the results of Task 1 and Task 2.

Task 5.2: Second Intermediate Report

AECOM will prepare a Second Intermediate Report capturing the results of Task 3 and Task 4.

Task 5.3: Workshop with DG REGIO

A workshop with DG-REGIO will be convened in Brussels to discuss the findings and analysis and to inform Draft and Final Reporting.

Task 5.4: Draft Reporting

A preliminary Draft Report will be prepared and will be brought to the Workshop with DG REGIO before the final reporting task is commenced.

Task 5.5: Final Reporting

A Final Report will be prepared complete with Annexes as required by the Call for Tenders.

It is proposed that the Findings from each Task will be presented as set out below. As well as tabular output, there will be a heavy reliance on diagrams to illustrate the results. A narrative will be provided that explains the results and their implications for the reader.

Task 1: Construction and analysis of timelines

- 1.1 Overview of Project Application Process
- 1.2 Definition of Timeline Indicators
- 1.3 Data Acquisition and Validation
- 1.4 Profile of Projects
- 1.5 Analysis of Timeline Indicators for Major JASPERS Projects
- 1.6 Analysis of Timeline Indicators for Minor JASPERS Projects
- 1.7 Analysis of Timeline Indicators for Horizontal Issues
- 1.8 Analysis of Timeline Indicators for Non-JASPERS Projects
- 1.9 The Relationship between Timelines, Project Characteristics and JASPERS Participation
- 1.10 Overview of the Impact of JASPERS on Project Timelines

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Task 2: Links between specific areas of JASPERS advice and DG REGIO's project assessment process

- 2.1 Overview of the Approach to Data Acquisition and Data Analysis
- 2.2 Analysis of JASPERS Topics by Type and Year
- 2.3 Analysis of Interruption Queries by Type and Year
- 2.4 The Concordance between the Number and Type of JASPERS Topics and Interruption Queries
- 2.5 Assessment of JASPERS Areas of Strength and Weakness

Task 3: Case studies

- 3.1 Overview of the Approach to the Case Studies
- 3.2 Comparative Analysis of Timelines for JASPERS and Non-JASPERS Projects
- 3.3 Case Study Results: Factors affecting the DG-REGIO Decision period for Non-JASPERS Projects
- 3.4 Case Study Results: Impact of the Lack of Use of JASPERS Support on Project Quality
- 3.5 Benefits of the JASPERS Process

Task 4: Analysis of feedback from Member States and project beneficiaries

- 4.1 Approach to the Desk and Field Research
- 4.2 JASPERS Supports: Evidence of Learning
- 4.4 Value and Role of JASPERS: Views of Project Beneficiaries
- 4.5 Building Capacity: the Evidence of the Action Plans and Beneficiary Feedback
- 4.6 Knowledge Transfer: Barriers and Opportunities
- 4.6 Future Priorities for JASPERS

The Final Report will also contain a Section synthesising the findings and making recommendations for the future.

Annexes will be provided in respect of:

- The Data Used
- The Case Studies
- Country Reports

Section G: Project Management

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Section G: Project Management

G1 Introduction

This Section of AECOM's Inception Report outlines how AECOM will project manage its work to ensure successful completion of this study and delivery of the outputs required by DG REGIO. Specifically it sets out:

- The roles and responsibilities of the large group of AECOM staff that will carry out this study and its organisation into teams to carry out specific parts of this study;
- Gives an overall account of how and when the individual Tasks described in detail in the previous sections of this Inception Report will be carried out by the relevant groups of AECOM staff, specifying when key meetings with DG REGIO, JASPERS and Member States will take place;
- Sets out the schedule for meetings and deliverables agreed for the conduct of this study at the kick off meeting of 6th January, 2012; and,
- Sets out the finalised project plan.

G2 Roles and Responsibilities of the AECOM Project Teams

The scope and complexity of this study requires the involvement of a large group of AECOM staff to ensure that the relevant expertise and experience is brought to bear on the various aspects of the study. This group is organised into a number of specialist teams responsible for different aspects of the study. These teams, and their roles in the study, are as follows:

Core Management Team

The core management team will consist of the Project Director Bernard Feeney, the Project Manager John Finnegan and the Assistant project manager Elaine Brick. This team will be involved in all aspects of the study, will supervise the work of the other teams and will be responsible for management of the study and producing the deliverables required by DG REGIO. They will be the point of contact between DG REGIO and AECOM.

Bernard and John have a wide range of experience in programme evaluation and socio-economic analysis across a range of sectors including road and rail transport, ports and airports, flood relief, water services, and energy. Bernard is a qualified econometrician, and will be responsible for the quality of all of the outputs of the assignment. Elaine has skills in project administration;

Data Analysis and Support Team

This Team will be led by Paul Murphy an experienced statistician and an associate director of AECOM. He will be assisted by Evelyn Judge and Caroline Kelleher who are, respectively a Principal Consultant and a Consultant with AECOM. Evelyn and Caroline are qualified in economics, information technology and statistics. This team will be responsible for key tasks in this study, namely:

- Extracting data sets from the data provided by JASPERS and DG REGIO;
- Constructing timelines from these data sets;
- Completing the datasets on projects based on Completion Notes and Interruption letters obtained from JASPERS and DG REGIOs database;
- Carrying out statistical and econometric analysis of these datasets to complete Tasks 1 and 2.

This work will be carried out in the Dublin office of AECOM under the supervision of the Project Management Team;

Project Evaluation Team

This team comprises five AECOM staff with extensive experience in planning and evaluating major infrastructure projects. These specialists will be responsible for tasks which require in depth experience in developing and appraising major infrastructure projects. Their main areas of responsibility will be:

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- The qualitative review of projects where topics covered by JASPERS assistance were the subject of subsequent Interruption Letters from DG REGIO. This review is a key element of the AECOM approach to Task 2.
- The preparation of the Case Studies for Task 3.

Expert Panel

This is a team of experienced AECOM staff with extensive expertise and experience in the technical and design aspects of different forms of infrastructure. The team includes individuals with expertise in ports, airports rail, roads, energy and solid waste, knowledge economy, urban infrastructure and services, and water supply and wastewater. The relevant members of this team will be called on to provide input into the case studies prepared in Task 3. They will also provide the necessary input to understand and address any technical and design issues that arise in the other work carried out for this study.

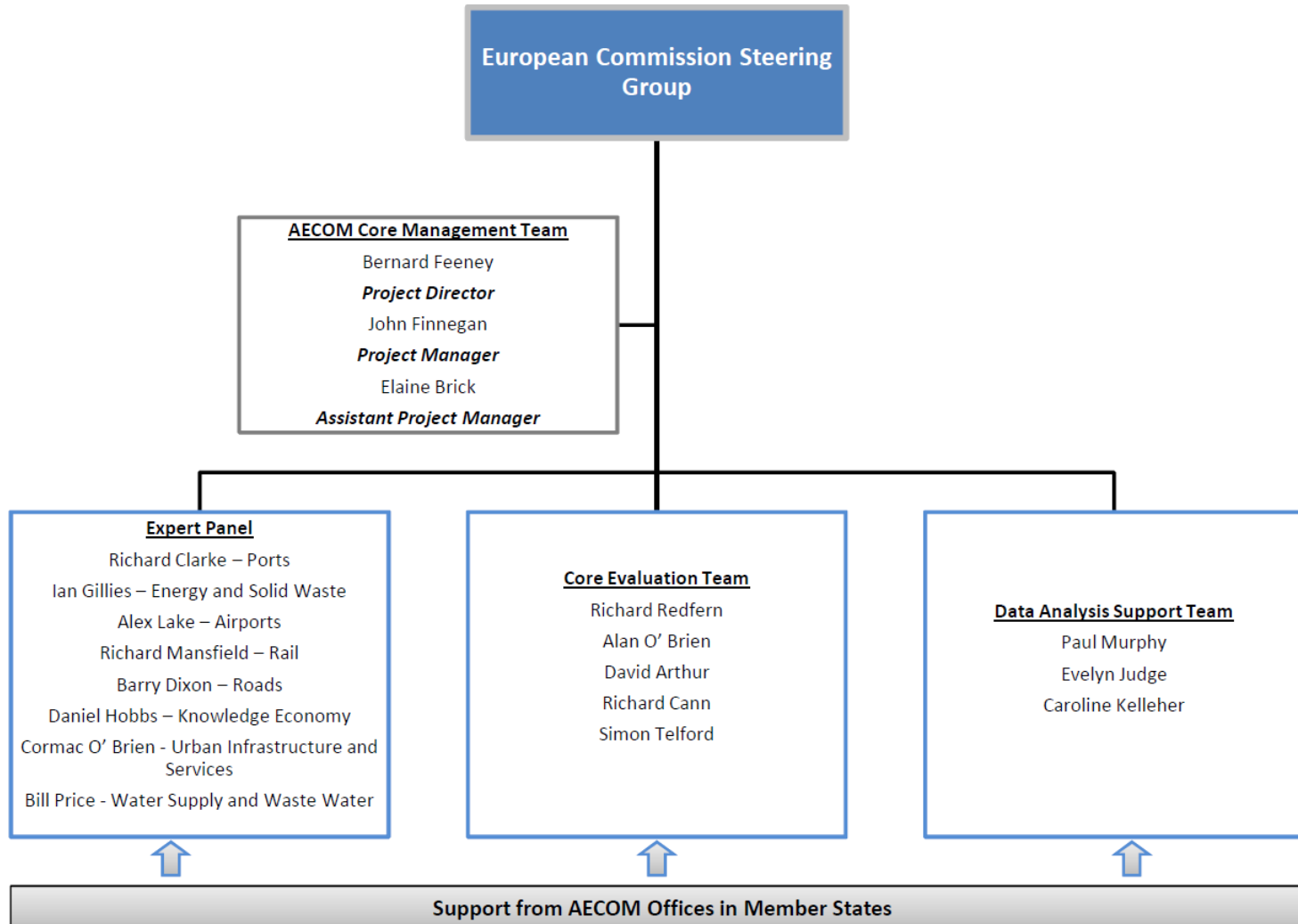
Support from the AECOM Network

AECOM has offices in Bucharest, Budapest, Prague, Sofia, Warsaw and Tallinn. Staff from these offices will be available to provide linguistic and logistical support as required, in particular for the interviews with Member States carried as part of Task 3: Case Studies and Task 4: Analysis of Feedback. We have also budgeted for additional, bought-in language support as required.

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The reporting and management arrangements for this set of teams are summarised in Figure G2.1 below:

Figure G2.1: Reporting and Management Arrangements



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G3 Timing and Co-ordination of Tasks

Completing this study will require the work of each of the teams described in the previous subsection. In addition extensive interaction will be required with:

- The management of JASPERS in its Luxembourg head office;
- Staff in the regional offices of JASPERS in each of Warsaw, Vienna and Bucharest;
- DG REGIO desk officers for the relevant Member States; and,
- Member State officials in Managing and Intermediate Authorities and staff of Project Beneficiaries.

In order to successfully complete the study these interactions must be completed:

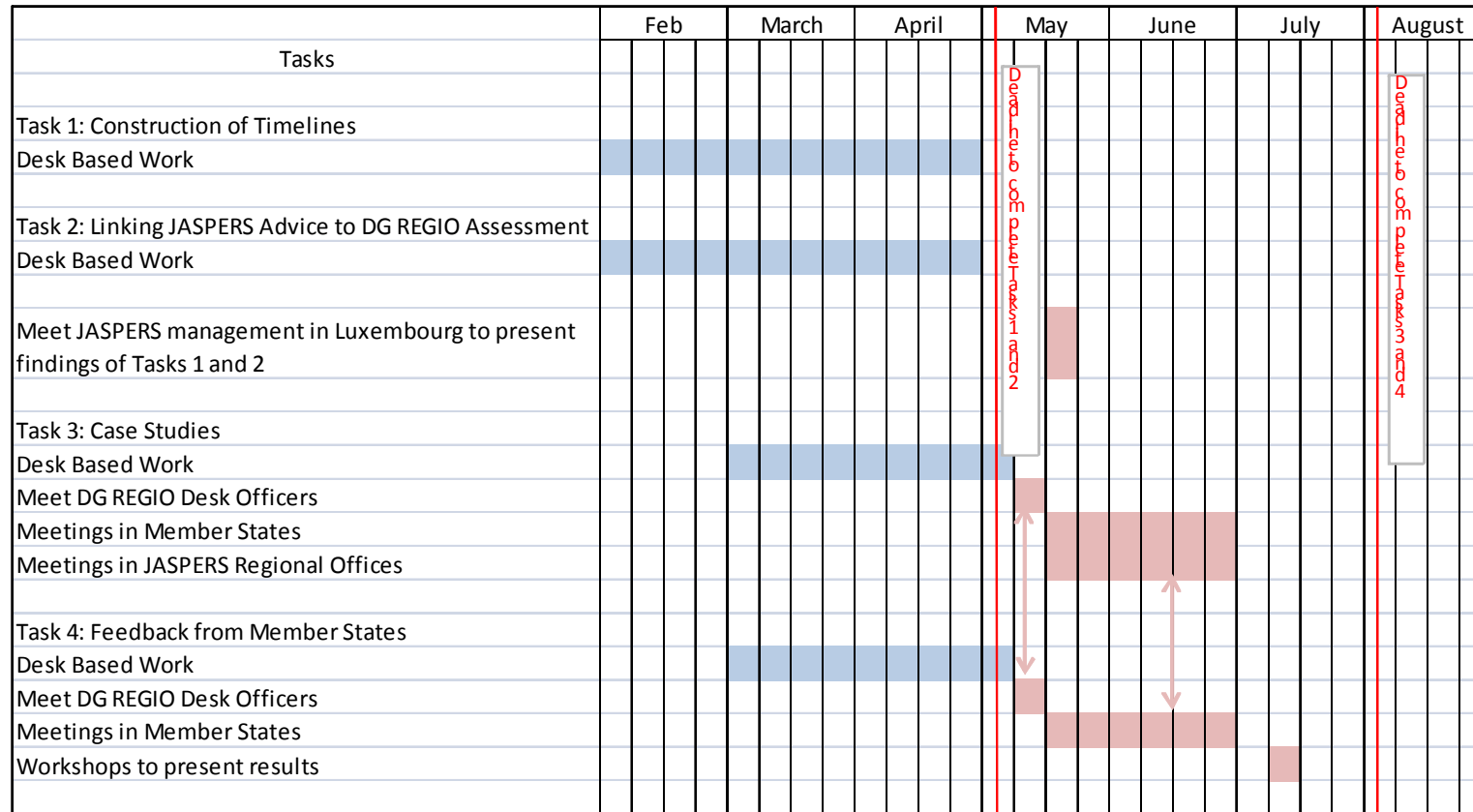
- In a timely way;
- Must be planned sufficiently far in advance to allow us to meet the relevant people;
- Must take place after AECOM has completed desk based research to ensure that efficient use is made of our interlocutors' time; and,
- AECOM must avoid repeated visits to the same organisation or Member State.

An outline of the timing of our tasks and interactions with Stakeholders is set out in the Figure G.2 below to show how we will achieve these objectives.

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Figure G3.1 Timing of Interactions with Stakeholders



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G4 Agreed Timetable for deliverables and Steering Group Meetings

A schedule for the delivery of reports and for Steering Group meetings has been decided following the kick-off meeting on 6th January, 2012. The relevant deliverables, meetings and dates are set out in Table G.1 below:

Table G4.1: Timetable for Deliverables and Steering Group Meetings

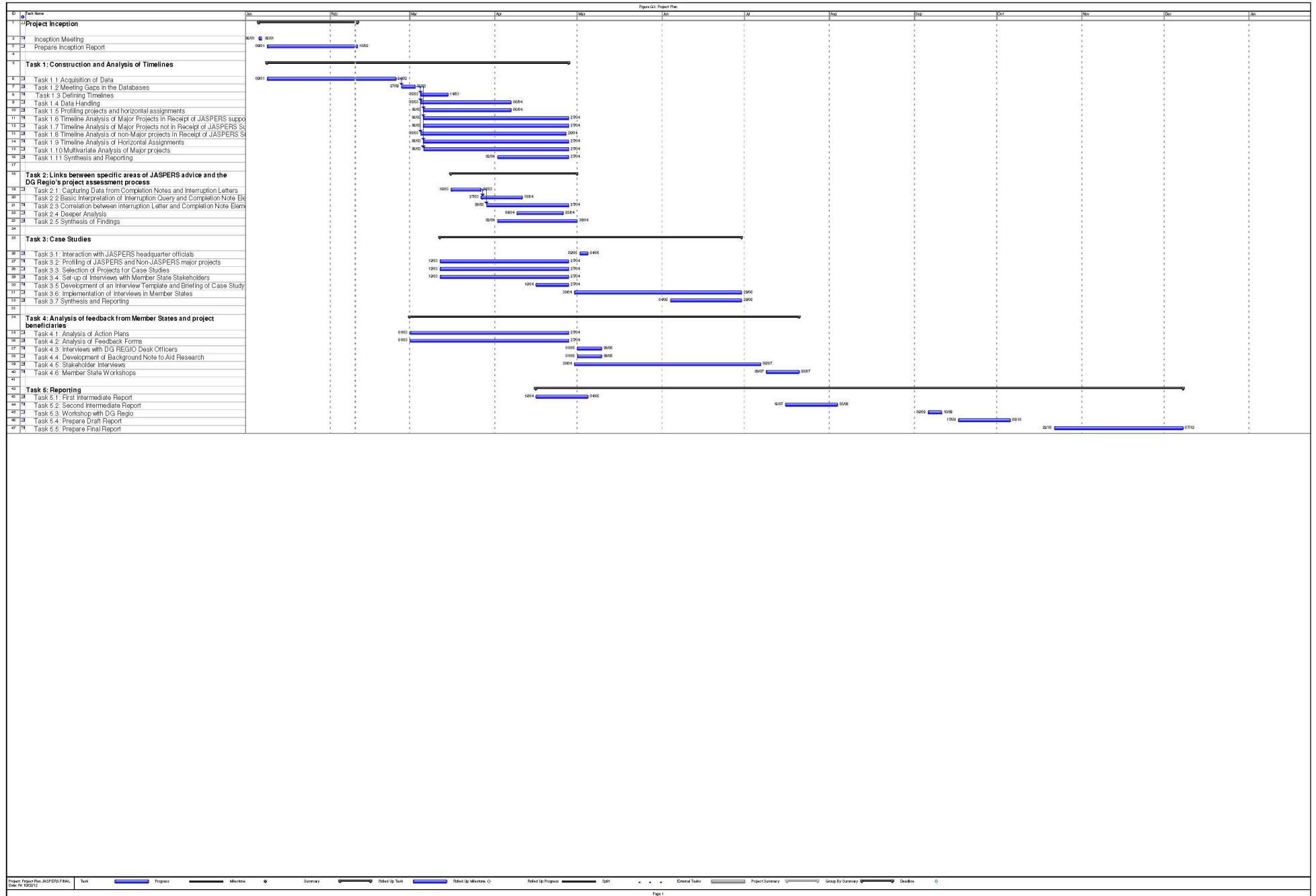
Date	Deliverable	Meeting
10 th February	Inception Report	
20 th February		Steering Group
29 th February	Progress Report	
31 st March	Progress Report	
30 th April	Progress Report	
4 th May	1 st Intermediate Report	
10 th May		Steering Group
30 th May	Progress Report	
30 th June	Progress Report	
3 rd August	2 nd Intermediate Report	
8 th August		Steering Group
31 st August	Progress Report	
5 th October	Draft Final Report	
? October		Steering Group
30 th October	Progress Report	
7 th December	Final Report	

Source: AECOM

G4 Project Plan

The overall project plan to complete this study, incorporating the approach to meetings with stakeholders and the deadlines discussed above is set out in Figure G.3 below:

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Section H: Next Steps

Section H: Next Steps

H1 Introduction

The next steps in the delivery of this study are as follows:

- Finalisation of Inception Report following the comments of the Steering Group
- Delivery of the First Intermediate Report covering Tasks 1 and 2 described above
- First steps in planning for the Case Studies, Interviews and Workshops that are to take place in Tasks 3 and 4.

H2 Finalisation of the Inception Report

Following the meeting of the Steering Committee on 20th February, it is envisaged that the Inception Report will be finalised as soon as possible and no later than two weeks from that date.

H3 Delivery of the First Intermediate Report

This Report will provide:

- A descriptive statistical analysis of timelines for:
 - o JASPERS supported major projects;
 - o JASPERS supported non-major projects
 - o Non-JASPERS major projects
 - o JASPERS horizontal assignments
- A multivariate statistical analysis of timelines for major projects
- For major projects that had JASPERS support
 - o A statistical analysis of topics on which JASPERS provided support
 - o A statistical analysis of topics that were subject to queries via interruption letters
 - o A statistical comparison of the two sets of topics
 - o A detailed evaluation of the correspondence between the topics raised in the JASPERS and DG REGIO processes for a sample of projects.

The Priority task in this area is to contact the managing authority in the Member States to determine in respect of non-major projects, the date a decision was made to implement the project.

As indicated previously, we will deliver the First Intermediate Report by May 4th, 2012.

H4 First Steps in Planning for the Case Studies, Interviews and Workshops

Planning for Case Studies will commence immediately. The identification of the projects to be subject to case studies will be undertaken by the end of February. Initial contacts will then be made with the managing authorities to alert them to the proposed:

- Case studies,
- Interviews in Member States; and
- Workshops

They will be asked to identify relevant officials for interview in the context of the case studies and asking them to propose dates in May for case study meetings. They will also be asked to nominate officials for a wider discussion of the JASPERS process.

Annex 1: Case Study List

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Annex 1: Case Study List