

**Strengthening national evaluation unit administrative capacities
for developing & improving methodology
and public action standards**

Final report

Research

**“Analysing the status, framework and quality of consultation and
coordination mechanisms toward the implementation of EU and
national policies in the Polish regions”**

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| Component no. 2 | Developing & improving evaluation system and information on evaluation |
| Action no. 2.1. | Improving management and coordination instruments linked to the different levels of EU Structural funds |

Expert : Michel Paquet

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Foreword

The expert thanks all the Polish colleagues met during as well at the Ministry of Regional Development, as well during the various missions in region for the warm welcome and the availability which they showed toward to him

The framework of the mission

This analysis was carried out on the framework of Technical Assistance contract “Strengthening national evaluation unit administrative capacities for developing & improving methodology and public action standards” between Polish Ministry of Regional Development and GIP “France Coopération Internationale”

The work was divided in five missions, one preparatory mission in December 2007 and four missions on the spot in January, February, March and May 2008. In each region the expert met with services of the Marshal’s office, of the Voivod’s office, of the Regional unit of the General Direction of Roads and Motorways, the Regional Fund for Protection of the Environment and the Water Management, and the Regional Office for Employment.

The meetings took place during two days in each region, with an average time for each meeting of about 1 or 2 hours on the spot, those meetings have been carried on through mail exchanges between the expert and the Polish colleagues.

The analysis was led by using the matrix of question elaborated by Axel Brouwer and validated with the Polish colleagues during the preparatory mission of December, 2007.

The two initial regional assignments took place on January 21st and 22nd 2008 in Bialystok and on January 23rd and 24th in Lublin.

For the two initial regional missions (Bialystok and Lublin) an expert from the DKS department of the Ministry of Regional Development accompanied the French expert on both assignments (Sylwia Nowak for the Bialystok assignments, Piotr Strzeboszewski for the Lublin assignments). This configuration, scheduled in the roadmap of the mission, has proven particularly interesting and fruitful both for the carrying out of the assignment itself and for the relations between the regional counterparts and the Ministry of Regional Development Colleagues.

Unfortunately, for the 14 others regional missions, it was impossible to proceed in the same way for the following assignments, due to the workload of the Ministry of Regional Development Colleagues.

The goal of the mission initially forecasted as an audit mission has been modified, following the request of Polish counterpart, in an analysis mission.

The appointments were taken and the regional missions very well organized by the Assistant of the project Anna Klukowska.

The main goals of the mission were:

- to make an **analysis of the implementation of European funds**, during the first semester of 2008, in the 16 Polish regions, by **using the matrix elaborated by Axel Brower**;

- in order to build a graphic tool, which can be used to insure the follow up of the implementation of European funds in the regions

The analysis led in the whole of the Polish regions, highlighted a strong homogeneity of the situations and the noticed problems.

2.1. Methodology used

Methodology of the analysis implemented

Stage 1

Anna Klukowska, the project assistant, sends a mail with the DKS department of the Ministry of Regional Development heading, to the regional interlocutors to seek their participation

Anna then sets the schedule of the regional meetings, at the rate of 2 days per region

Taking into account the driving time frames and the availability of the counterparts to be encountered, the meetings last an hour and a half to two hours each.



Stage 2

The meetings take place according to schedule.

The expert is accompanied by an interpreter who provides a simultaneous translation of both the expert's and the encountered colleagues' words hours each.



Stage 3

The expert has received by email the documents requested during the meetings.

If needed, complementary documents and/ or precisions have been asked for in return via email.



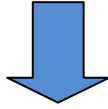
Stage 4

The expert carries out the analysis of the received documents, after they have been translated.



Stage 6

Using the interviews and the received documentation, the expert proceeds with the enrichment of the Analysis grid defined in December 2007.



Stage 7

Once completed, the analysis grid permits a visualisation of the analysis' results, thanks to a chart, which constitutes a simple and efficient follow-up tool.

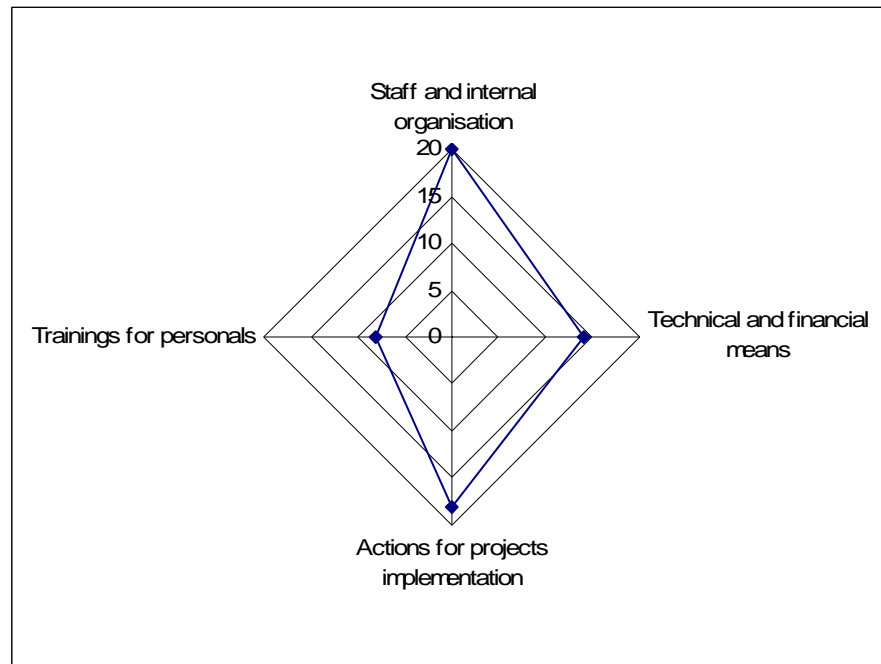
2.2. Analysis

The analysis was carried out region by region from January 2008 till May 2008, following the items of the Matrix of Analysis

Internal organisation

The result of the Analysis is spread according to 4 axis :

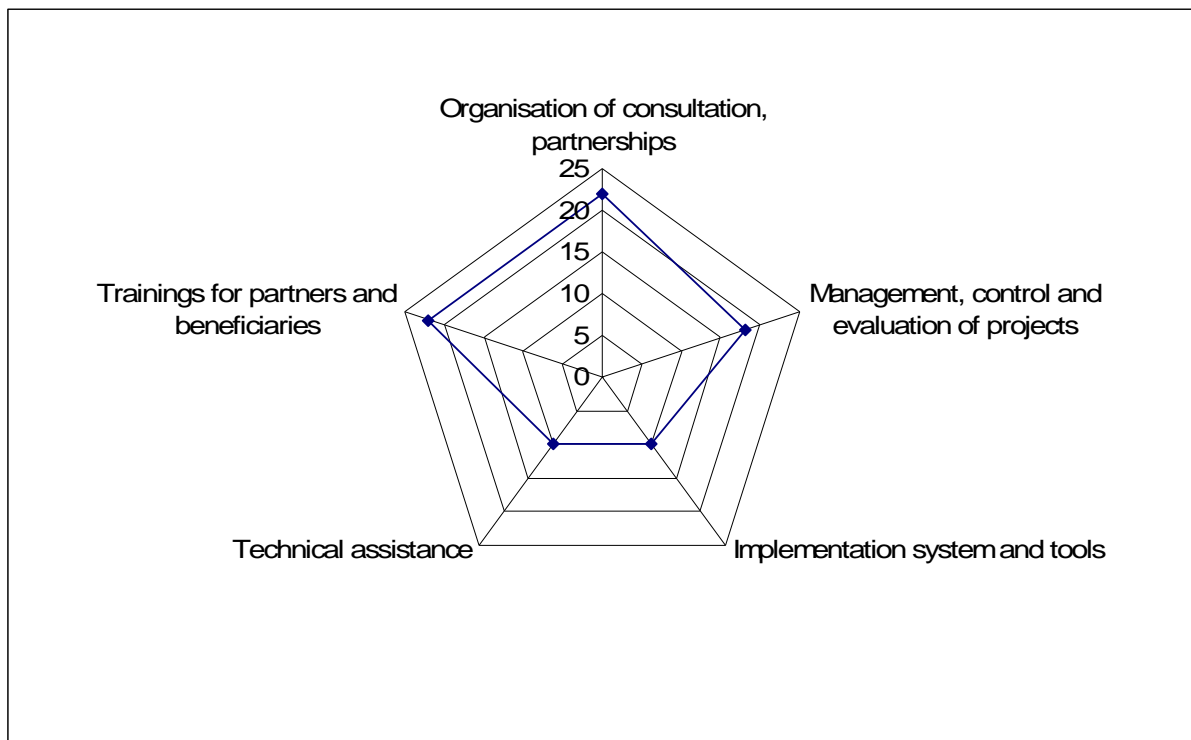
- 1 : Staff profile, knowledge of organisations and procedures, internal organisation
- 2 : Technical, financial and administrative means, and Equipment level
- 3 : Actions for implementing the projects
- 4 : Trainings for personals



Implementation System

The result of the Analysis is spread according to 5 axis :

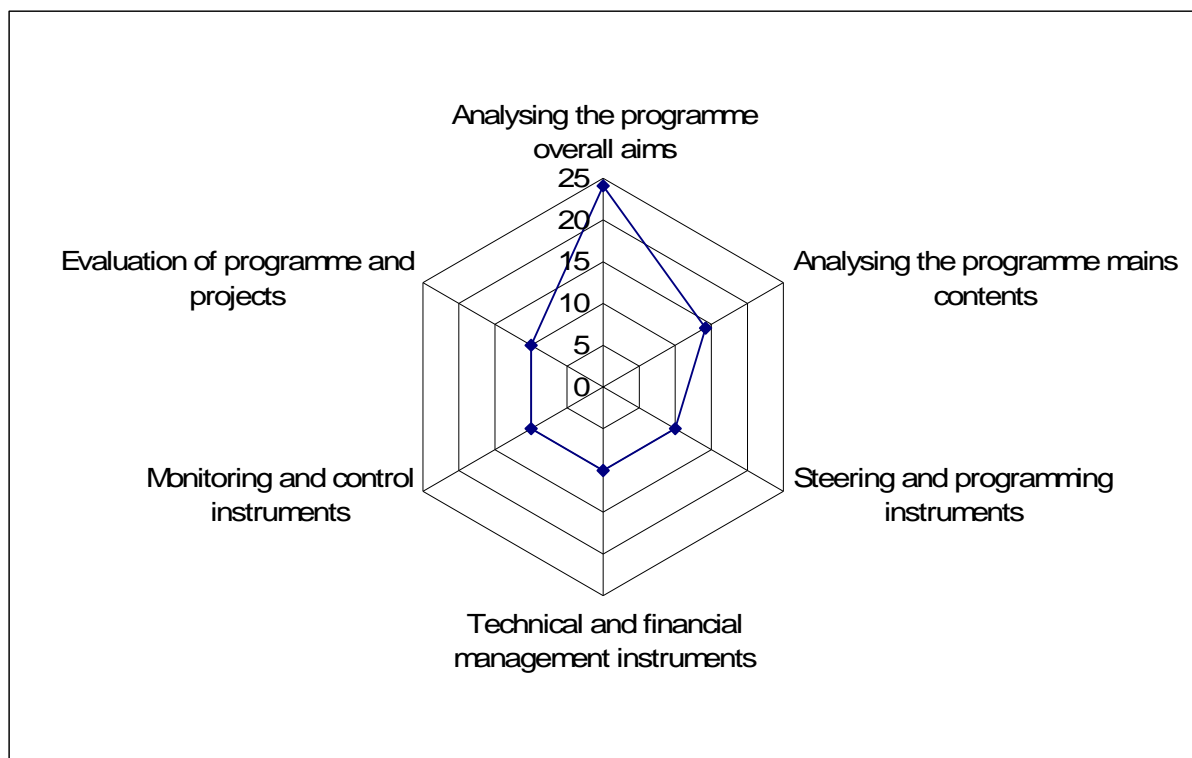
- 1 : Organisation of consultation, partnerships
- 2 : Management, control and evaluation of projects
- 3 : Implementation system and tools
- 4 : Technical assistance
- 5 : Trainings for partners and beneficiaries



Implementation of Regional Development

The result of the Analysis is spread according to 6 axis :

- 1 : Analysing the programme overall aims
- 2 : Analysing the programme mains themes and contents
- 3 : Steering and programming instruments
- 4 : Technical and financial management instruments
- 5 : Monitoring and control instruments
- 6 : Evaluation of programme and projects



2.2.1. Eastern Poland regions

2.2.1.1. Podlaskie

The experts visited the institutions involved in the implementation of European funds in the region of Podlaskie on 21st and 22nd of January 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included for the Polish side Ms Sylwia Nowak, from the department D.K.S., and for the French side M. Michel Paquet.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

In July 2007 a covenant was signed between the services of the Voivode and the Ministry of the Regional Development regarding the new mission of the new certification mission. An autonomous team has been set up on 1st January 2008, currently 4people (goal: 22 people).

During the second half of 2008, a part of the team currently involved in the closing of the previous programming period (2004-2006) will be refocused on the certification mission.

Every year the services of the Voivode set up an annual training plan for all the departments. Trainings on the certification will be carried out and financed on Technical Assistance's budget.

The cooperation between the services of the Voivode and those of the Marshal is correct one between the departments of both institutions on an informal basis. Meetings are periodically organized between both structures in order to difficulties faced.

Services of the Marshal

The workforce has been trained in order to use the IT tool called Simyk 2.

At the same time it was decided to create a local data warehouse in order to provide a good follow-up of all the projects (and not only the positive ones).

Till now this follow-up was carried out under IT tools as Excel and Access. This local application must ensure a good technical compatibility with Simyk 2 (for import format's files and export format's files).

First modules must be ready for June 2008, and the whole local IT tool must be fully functional at the end of 2008.

The regional steering committee is gathering on a regular basis according to the law in force.

An Evaluation plan was elaborating with the services of the Ministry of the Regional Development

It is rather difficult to reach the workforce forecasted (goal: 160 persons) because of the lack of place
A new building is forecasted for the next year.

Services of the Regional Fund for Protection of the Environment and the Water Management

The department dedicated to the management of projects financed by the European funds is gathering 6 persons, including a supervisor (goal: 7) on the 20 persons employed by the Fund.

The Regional Fund at the time of the mission was focused on the preparatory tasks of the call for proposal forecasted for the end of first quarterly 2008. This calendar seemed not very realistic according to the fact that funds, at the time of the mission, were still waiting documents from Ministry of Environment and from Ministry of Regional Development (list of mains projects). The end of second quarterly of 2008, seemed more realistic.

The team of the department of European funds has very good contacts with beneficiaries in the framework of a kind of coaching. On a regular basis meetings are gathering beneficiaries with the team of the fund.

The regional fund participates in the trainings organized, every 2 months in average, by the Ministry of Environment and gathering all the funds, for better knowledge exchange and sharing (September 2007, October 2007, 10th and 11th of January 2008).

The colleagues interviewed highlight certain problems:

- At the time of the mission the Fund didn't know what will be the amount for technical assistance for the Regional Funds ;
- The lack of stability of administrative procedures.

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The department dedicated to the management of projects financed by the European funds is gathering 15 persons, including a supervisor on the 110 persons employed by the W.U.P..

There is a need of practical trainings for the staff and for the beneficiaries.

A training plan has been built with the office of the Marshal, funded on Technical Assistance of the Human Capital OP. Trainings will begin on May 2008. One person of the team is specifically focus on the follow-up f the trainings. During 2007, 33 meetings were organized at the WUP and in each of the 14 powiats of the region, for 300 persons, and a regional conference on Human Capital OP.

The WUP of Bialystok created a very efficient information point, on the basement of the building.

The team involved in the implantation of European funds, rather young, is very dynamic and creative one, focused on the satisfaction of needs of beneficiaries and the realization of the goal of the priorities delegated to the WUP.

The WUP used to take advantage of the possibilities of IT tools, and are developing efficient local solutions.

Regional unit of the General Direction of Roads and Motorways

The main stakes for the Podlaskie region are:

The National Road 8 (between Lithuanian border and the Mazowie region);

The road 19 from Bialystok to the south;

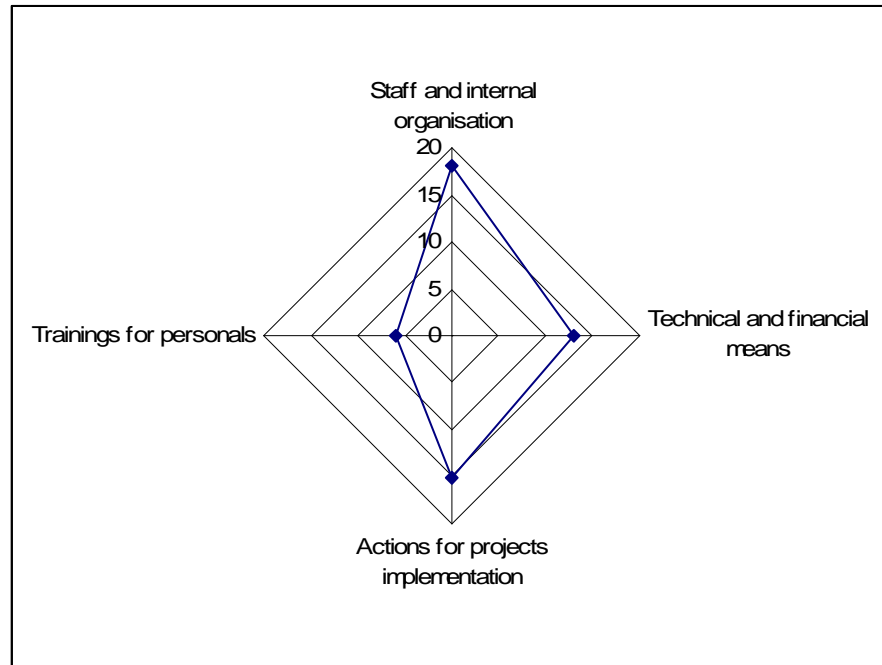
The road 61 with 3 by pass financed in the framework of Eastern Poland OP;

The colleagues interviewed highlight that the main issue in the region, where all the national road cross and/or are in the border of Natura 2000 areas, is the localization of the road. The environmental decision is difficult to get, and has a bad effect on the time schedule of the projects.

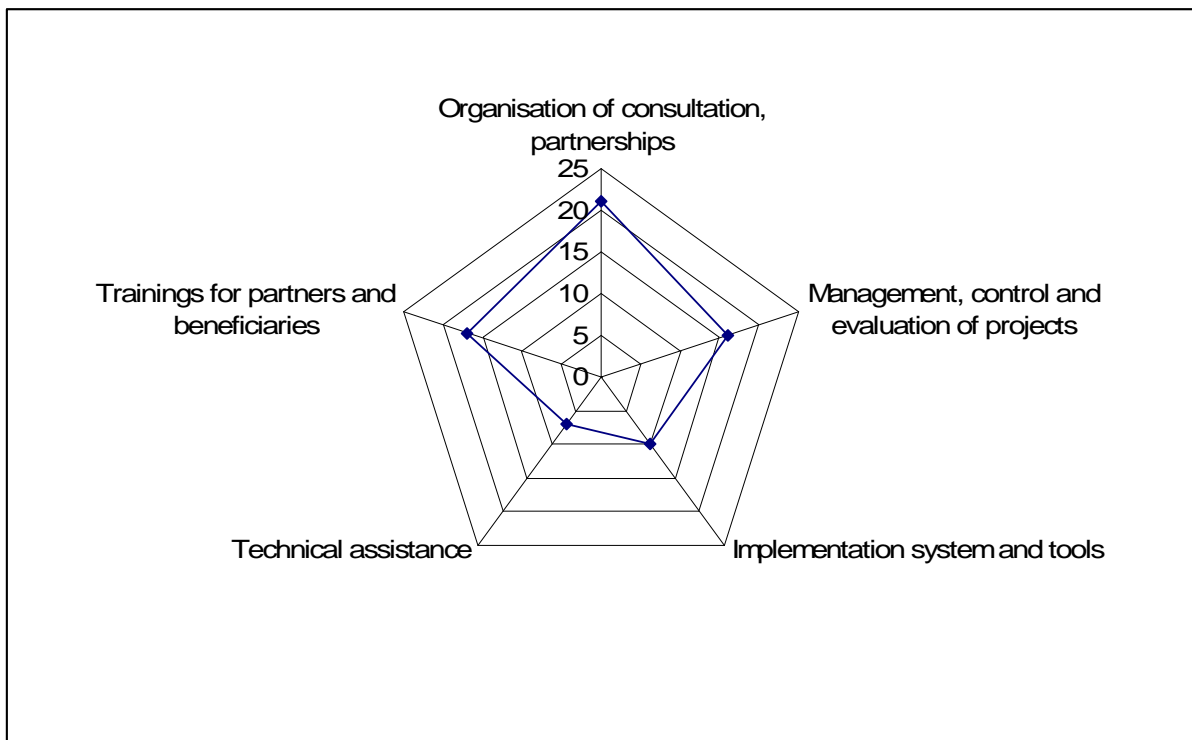
The second issue is the turn over of the staff.

Results of the analysis undertaken

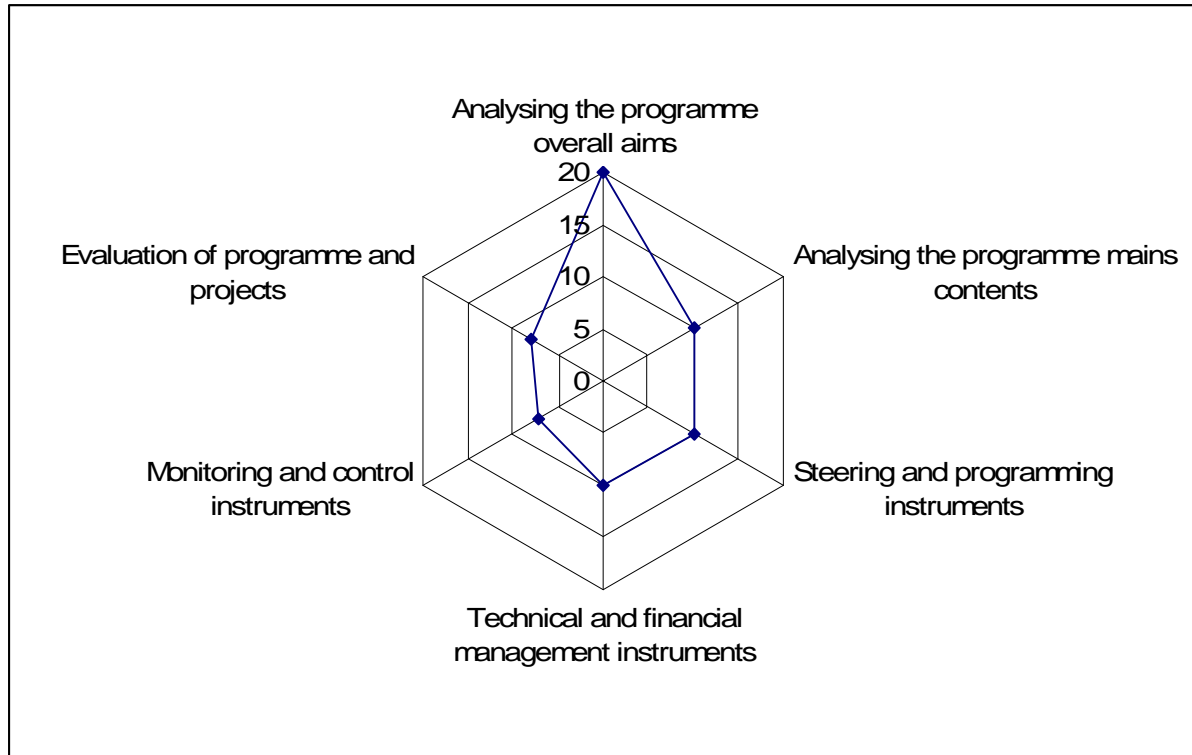
Internal organisation



Implementation System



Implementation of Regional Development



Even if in some institution (by example WUP of Bialystok) the IT tools are well known and well used, the IT tools using could be improved. Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

There is still a room for improvement for coordination between the bodies involved in the implementation of European funds. The expert proposes to organize, at least on a quarterly basis, meetings between the departments involved, regardless of the institutions they are part of. Those meetings could be organized for each Operational Program and/or on horizontal issues.

Trainings could be more developed in some specific themes as human resources development, territorial development, innovation process, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.1.2. Lubelskie

The experts visited the institutions involved in the implementation of European funds in the region of Lubelskie on 23rd and 24th of January 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included for the Polish side M. Piotr Strzeboszewski, from the department D.K.S., and for the French side M. Michel Paquet.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voïvode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

Certification trainings, financed by the Technical Assistance budget are planned.

The cooperation between the services of the Voivode and those of the Marshal has always been a correct one between the agents of both institutions on an informal basis.

Services of the Marshal

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

The evaluation constitutes a new task for the Marshal's office; the people in charge of project evaluation will attend trainings offered by the Ministry of Regional Development.

The agreements and conventions between the managing authority and the intermediary bodies have been signed: in 2007.

The colleagues interviewed raised the issue of the poor adequacy of the Public Finances Law to the needs of the implementation of European funds (eg the lack of an adequate long-term planning in terms of Investment further complicates the implementation the financial flows related to the European funds);

Services of the Regional Fund for Protection of the Environment and the Water Management

The structure dedicated to the management of projects financed by the European funds is a young and dynamic one, with a young staff. The head of Department and the Deputy Chairman of the funds in charge of the implementation of European funds are very involved.

Beyond the implementation of the European funds, the fund, as all the regional funds for the protection of the environment and water management, can offer loans at prime rates to the JST, without however excluding resorting to commercial banks in a complementary approach.

The colleagues interviewed have underlined the difficulties created by the modification of the list of registered projects on the indicative list.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing.

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds and he has a very close cooperation with the PUP.

The colleagues interviewed highlight certain problems, mainly:

- The need to fight against staff turn over,
- The need for an adequate legislation regarding public aid,

Regional unit of the General Direction of Roads and Motorways

The main stakes for the Lubelskie region are:

- The by pass of Pulawy with a bridge on the Vistule river (it is the only bridge on 140 kilometres of River, the next one is 70 kilometres upriver or 70 kilometres downstream, and with a huge traffic toward Ukraine). Will be finished in June 2008;
- The road 2 from the limit of the region of Mazowie to Ternopol and the Byelorussian border;
- The road 61 with 3 by pass financed in the framework of Eastern Poland OP;
- The by pass of Biala Podlaska;
- The express road S 17 (Warszawa, Lublin, Lwow);
- The express road S 19 (Bialystok, Lublin, Rzeszow). This road will be a motorway after 2015;
- The express road S 12 (Warszawa/Kiev)

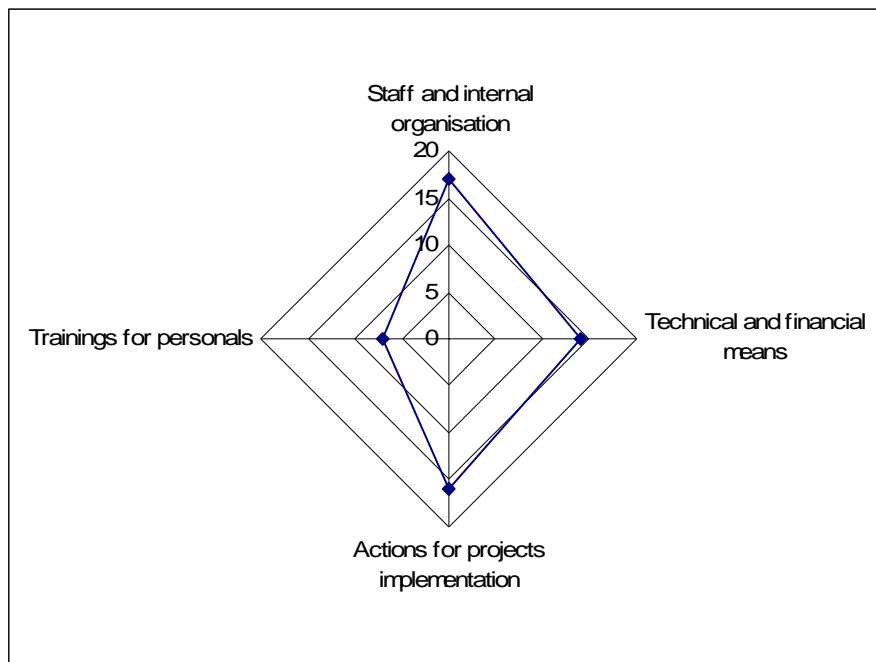
There is more than 360 kilometres of road to built before 2013.

- The colleagues interviewed highlight that the main issue in the region, are:
- The turn over of the staff because of the, because of the difference of salary between public and private sector;
- There is an important need for practical trainings regarding the implementation of the European funds (for instance on the eligibility of the expenses).

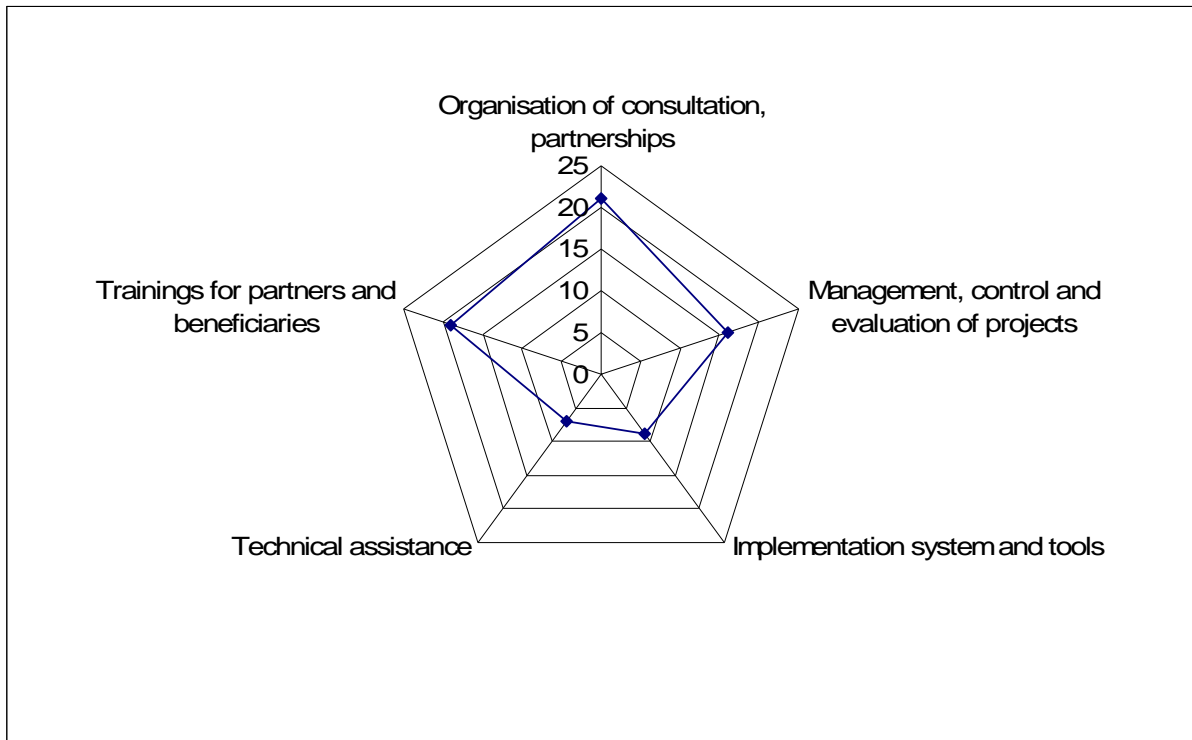
The cooperation with the partners involved in the field of roads, not formal, could be improved, mainly with Local Governments.

Results of the analysis undertaken

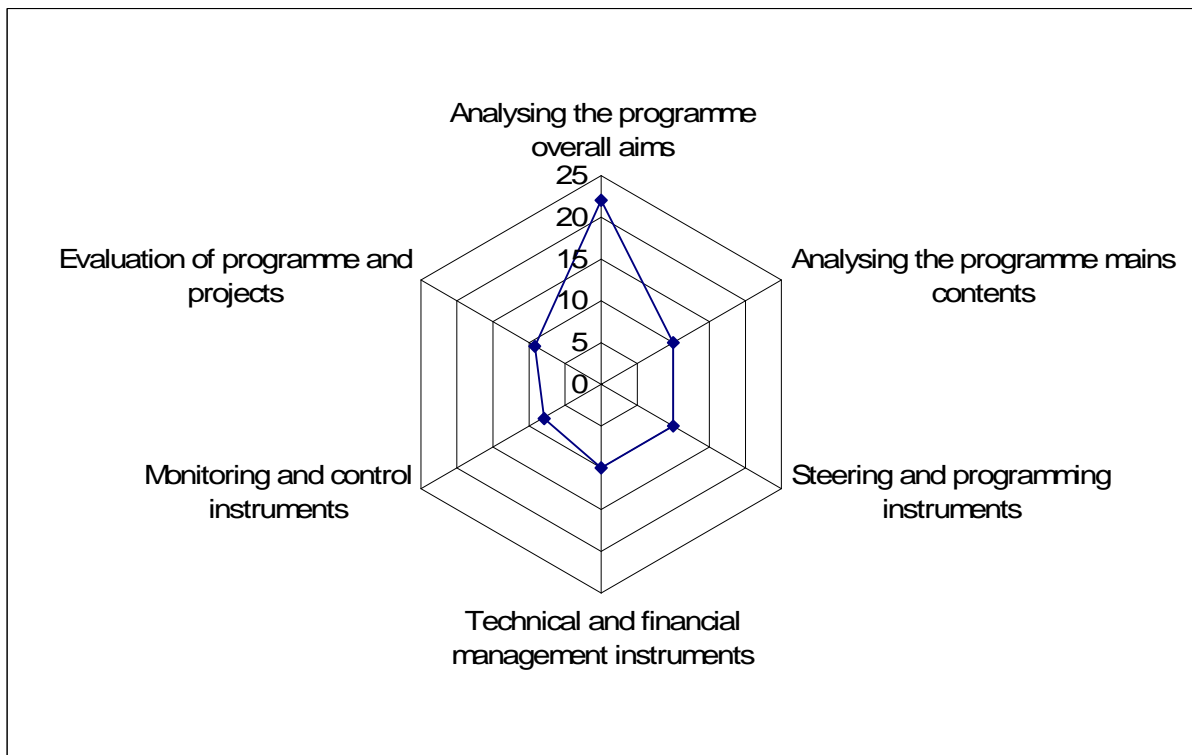
Internal organisation



Implementation System



Implementation of Regional Development



There is still a room for improvement for coordination between the bodies involved in the implementation of European funds, mainly in the field of road building. The expert proposes to organize, at least on a quarterly basis, meetings between the departments involved, regardless of the institutions they are part of. Those meetings could be organized for each Operational Program and/or on horizontal issues.

Trainings could be more developed in some specific themes as economics issues and innovation process, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.1.3. Warminsko – Mazurskie

The expert visited the institutions involved in the implementation of European funds in the region of Warminsko - Mazurskie on 28th and 29th of January 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

The controls of the first level, related to the certification will be conducted by 10 people at the end of 2008, currently 4 + 1 supervisor, the headcount will then increase (13 people in 2009) until it reaches 23 people in the long term (goal). The agents will be transferred progressively from the department in charge of the ZPORR closing.

Certification trainings, financed by the Technical Assistance budget are planned.

The region also participates in 2 cross-border cooperation projects (Southern Baltic, Poland Lithuania) which will continue to be managed by the services of the Voivode.

The cooperation between the services of the Voivode and those of the Marshal has always been a correct one between the agents of both institutions on an informal basis. Meetings are periodically organized between both structures in order to improve the financial flows.

In the same manner common meetings have been organized together with the beneficiaries in order to increase awareness about the necessary compliance in payment requests and adherence to the deadlines.

Services of the Marshal

The Regional PO preparation works have started in 2005. Two negotiation rounds with the services of the European Commission have taken place.

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

80% of the people working on European programs lack experience and haven't been involved in the previous programming. A training plan has been elaborated.

The first requests for proposals had taken place in 2007 according to the established schedule.

The evaluation constitutes a new task for the Marshal's office, the people in charge of project evaluation (currently 2 agents + 1 supervisor, eventually 5 + 1 supervisor) will attend trainings offered by the Ministry of Regional Development.

The agreements and conventions between the managing authority and the intermediary bodies have been signed: in June 2007 with the regional fund for protection of the environment and the water management, in February 2008 – following an invitation to tender – with the Agency for regional development for the implementation of the “Entrepreneurship” priority.

The colleagues interviewed raised several problems:

The issue of request submission: the Mediator would like all the requests to be examined according to the administrative code and the administrative courts to be able to state on the legitimacy of the rejection of a project. The Constitutional Court has to state on the Development Law;

The second issue raised is the trouble in reconciling the necessary flexibility for the implementation of the European funds with the rules of Public finances, due in particular to an insufficient consideration given to the multi-annual character of European financing, by the Polish legislation on Public Finances.

Services of the Regional Fund for Protection of the Environment and the Water Management

A structure dedicated to the management of projects financed by the European funds was created in March 2007 within the regional fund. Its team is complete. The regional fund intervenes within the Infrastructure and Environment PO and the Regional PO. The conventions with the Ministry of the Environment and with the services of the Marshal (priority 6 “renewable energies”, “wastewater”) have been signed.

The region is poorly developed and an important part of the territory is part of Natura 2000.

The low density of the population makes it difficult to implement projects (the criteria of 120 inhabitants/km² for the construction of water treatment plants is hard to achieve) while due to the high level of tourists during the season, the construction of a sanitization network is even more essential, and due to the unemployment rate which affects the region, the ability to contribute of the smaller Local government located on the lake banks is weak. The development of tourism, the low density of the permanent population and the weak ability to contribute must therefore all be reconciled.

The fund puts in place a “Marine Eco” project in order to collect all kinds of waste originated from the boats on the lakes of the Masuria region.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing.

The fund has relations with structures involved in the same field of activity (for example the State of Bavaria), those relations with other European countries allow fruitful exchanges of experiences.

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The positive consumption rate obtained during the previous programming period (95% of the funds eventually allocated, currently 75% of the payments have been carried out) is the result of a very close cooperation between the WUP and the beneficiaries/ initiators of the projects.

The colleagues interviewed highlight certain problems:

- The need for a good coordination between the different programs involved in the implementation of the European funds (Human Capital PO, Regional PO, Rural zone development),
- The need to fight against staff turn over,
- The need for an adequate legislation regarding public aid,
- The risk of bureaucratization of the procedures, due in particular to the complexity of the procedures and dossiers to be prepared by the beneficiaries, and the multiple appeal possibilities both in terms of format and content.

Regional unit of the General Direction of Roads and Motorways

Though not formal, the cooperation with Local Governments is good.

The colleagues highlight several problems which could impact the implementation of the European funds in the region:

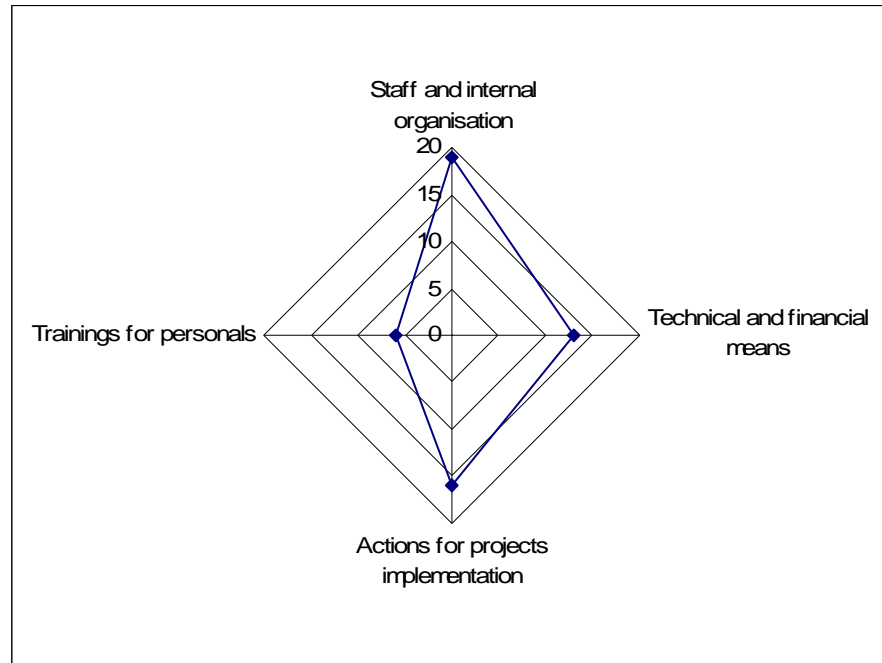
- The lack of a stable delimitation of the Natura 2000 zones (due to the existence of the Shadow list)
- The time factor (for example the acceleration of the works on the National Road Nr 7 to complete it by 2011, for the Euro 2012)

The staff is relatively stable due to the lack of private companies likely to offer opportunities to agents.

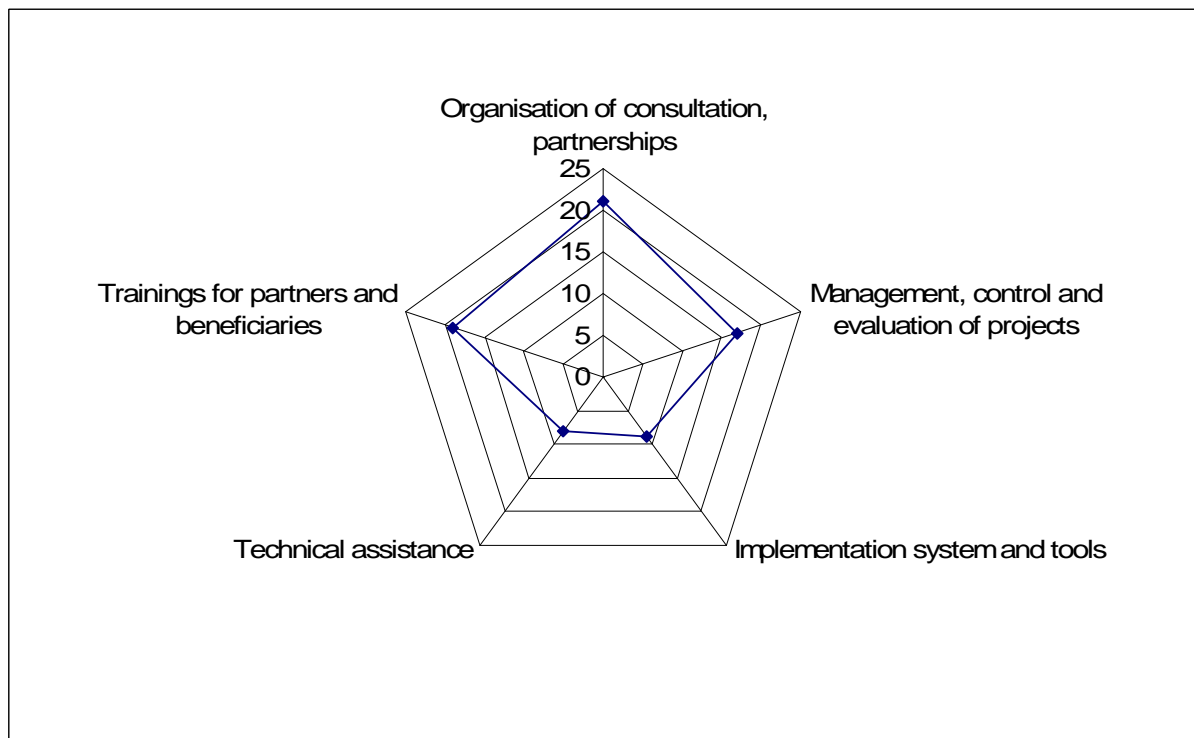
There is an important need for practical trainings regarding the implementation of the European funds (for instance on the eligibility of the expenses).

Results of the analysis undertaken

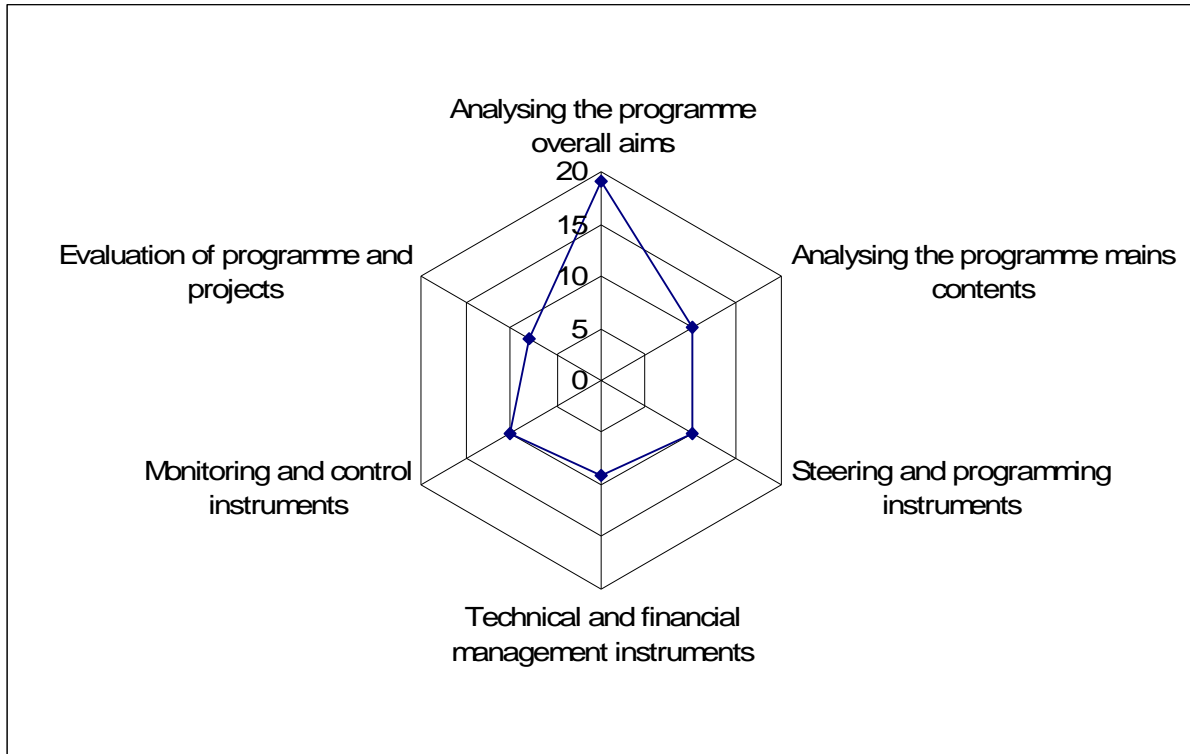
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specific themes as territorial development, innovation process, implementation & management of strategies, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.1.4 Podkarpackie

The expert visited the institutions involved in the implementation of European funds in the region of Podkarpackie on 6th and 7th of February 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

During the previous programming period, the department involved in the implementation of European funds (ZPORR and Intereg mainly) employed 33 persons at the date of the mission.

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

The controls of the first level, related to the certification will be conducted by 10 people at the end of 2008, currently 3 + 1 supervisor, the headcount will then increase until it reaches 23 people in the long term (goal). The agents will be transferred progressively from the department in charge of the ZPORR closing.

Certification trainings, financed by the Technical Assistance budget are planned.

The region also participates in 2 cross-border cooperation projects in the framework of Intreg (Poland Slovakia, Poland Bielorussia, Ukraine) which will continue to be managed by the services of the Voivode.

The cooperation between the services of the Voivode and those of the Marshal has always been a correct one, and is very good one.

The colleagues interviewed highlight certain problems:

- The version of 2006 of the bylaw on Public Finances seems still not very adapted to the implementation of European funds;
- A lack of stability regarding the interpretation of Laws and regulations. Colleagues underlined example of the eligibility of the VAT. Sometimes it is rather simple, when the local governments create a company for the construction of a sanitization network. But for a project with a public body in the field of Culture, which part of the expenditures of VAT could be eligible?;
- What will be the professional future of persons involved in the previous programming and who are not in the team for certification?

Services of the Marshal

The Regional PO was approved by the services of European commission on the 1st October 2007 the 2 mains goals are:

- to improve the competitiveness of the regional economy;
- to improve the accessibility of the Region.

A regional strategy was elaborated for 2007-2020.

At the time of the mission, the preparation of the documentation of the implementation of the European funds was on-going.

The first priority called “Competitive economy” will be implemented directly by the services of Marshal. It was forecasted to delegate this priority to a specific body, but after some difficulties in the framework of the Law for Public procurement. The Regional OP was modified with the agreement of European commission in order that this first priority will be managed directly by the services of the Marshal office, in the framework of the Department of support to the enterprises.

The work will be conducted by 90 people at the end of 2008 the headcount will then increase until it reaches 120 people in the long term (goal).

At the end of May 2007, the structure of the Department for Regional Development was adapted to the new missions.

The staff is rather young and there is a huge need of trainings, but the Budget for Technical assistance which will be use for those trainings was not yet available at the time of the mission

Even if there is a huge offer of trainings, the colleagues interviewed raised the issue of the quality of the trainings. There is a lack of practical trainings.

Services of the Regional Fund for Protection of the Environment and the Water Management

The fund for the protection of the environment and the water management possesses a great amount of experience in terms of projects financed by the European funds acquired during the previous programming period of the 2004-2006, when the Fund was an intermediary body of 2nd level.

The staff of the regional fund is familiar with the potential regional beneficiaries and accompanies them during the preparation of the project.

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The positive consumption rate obtained during the previous programming period is the result of a very close cooperation between the WUP and the beneficiaries/ initiators of the projects.

The colleagues interviewed highlight certain problems:

- The need to fight against staff turn over,
- The need for an adequate legislation regarding public aid.

Regional unit of the General Direction of Roads and Motorways

The colleagues highlight several problems which could impact the implementation of the European funds in the region:

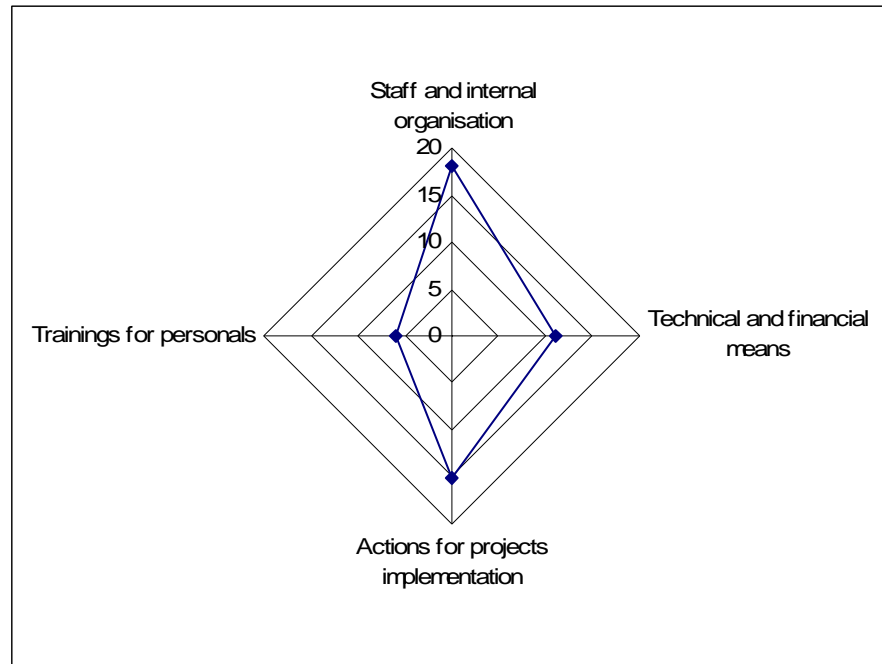
- The lack of a stable delimitation of the Natura 2000 zones (due to the existence of the Shadow list)
- The time factor.

The staff is relatively stable due to the lack of private companies likely to offer opportunities to agents.

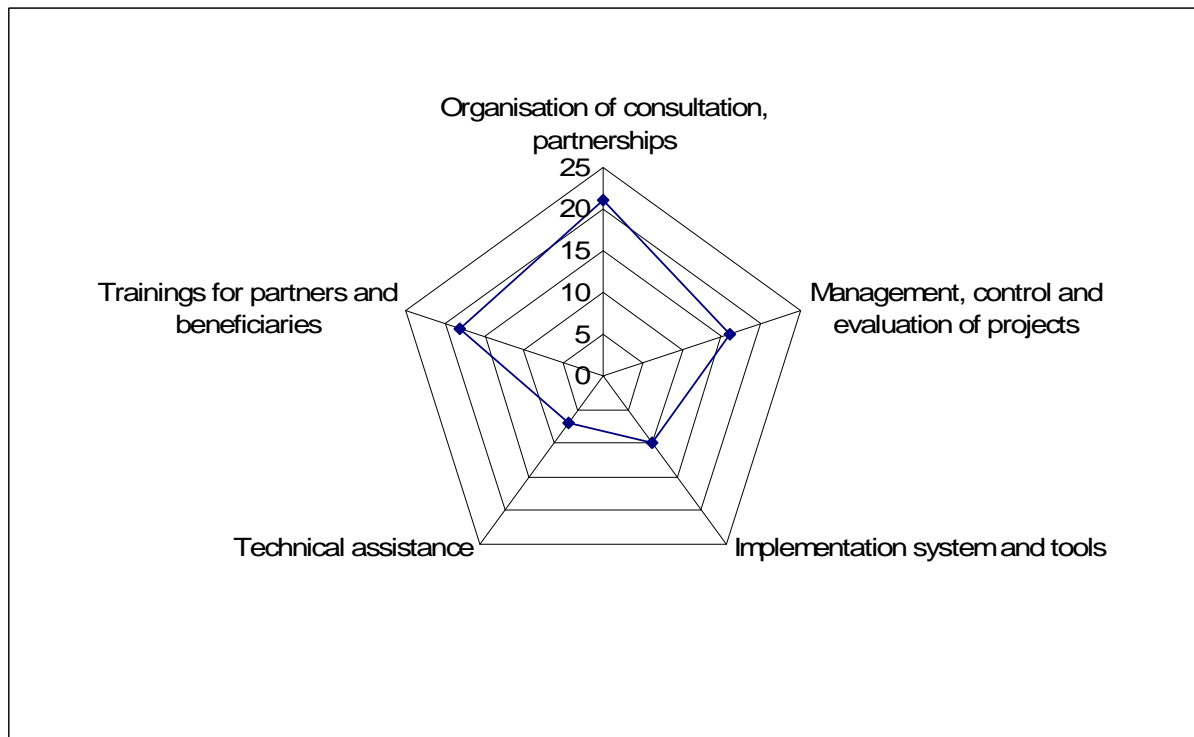
There is an important need for practical trainings regarding the implementation of the European funds (for instance on the eligibility of the expenses).

Results of the analysis undertaken

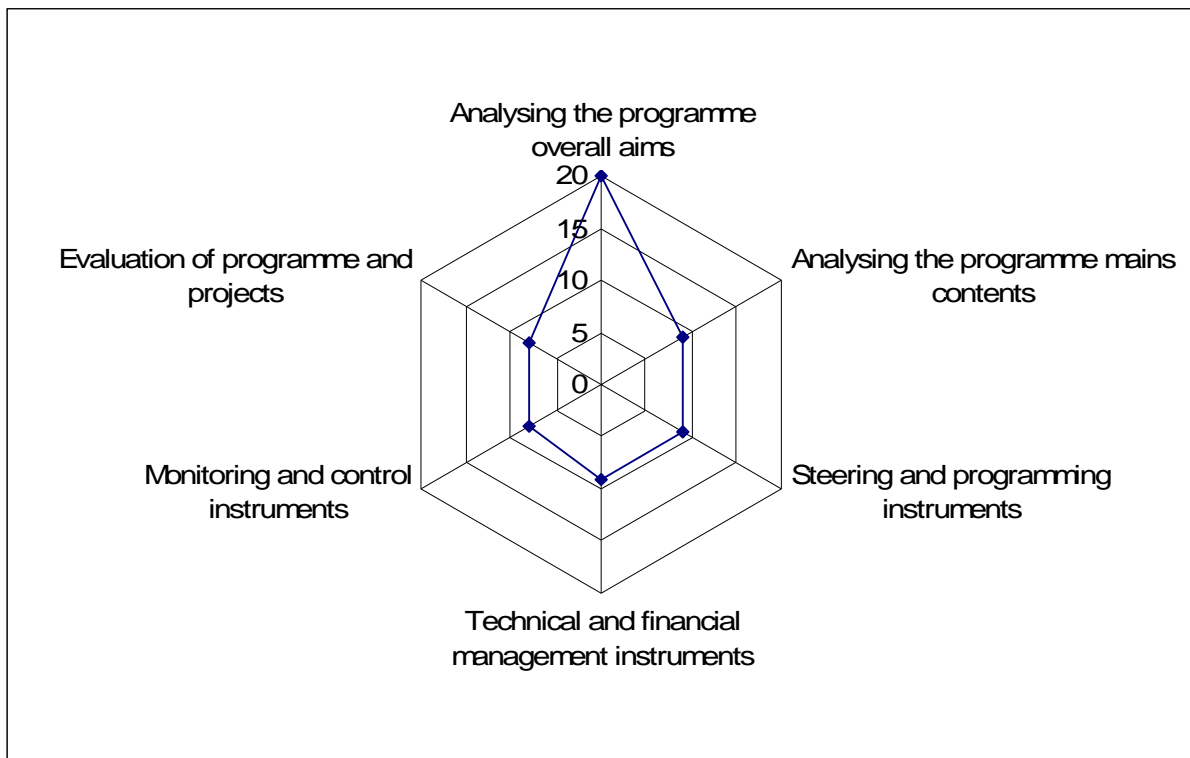
Internal organisation



Implementation System



Implementation of Regional Development



The coordination between OP and the organization of Evaluation could be improved.

There is still a room for improvement for coordination between the bodies involved in the implementation of European funds. The expert proposes to organize, at least on a quarterly basis, meetings between the departments involved, regardless of the institutions they are part of. Those meetings could be organized for each Operational Program and/or on horizontal issues.

Trainings could be more developed in some specific themes as human resources development, territorial development, innovation process, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.1.5 . Świetokrzyskie

The expert visited the institutions involved in the implementation of European funds in the region of Świetokrzyskie on 11th and 12th of February 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

The controls of the first level, related to the certification will be conducted by the services of the office of Voivode.

Certification trainings, financed by the Technical Assistance budget are planned.

Services of the Marshal

The department of Regional Policy employs 9 people (11 people planned long term), the structural funds department employs 65 people (long term 70). The region, small in terms of size and isolated (lack of motorways and speedways, railroads in the process of being modernized), possesses natural assets (50% of the territory is under protection, there are hot springs and numerous mineral and stone mining sites) as well as assets related to its past, both industrial (the north-east of the region is an old industrial region and is being reconverted) and historically commercial (the fair of Kielce is the second largest in Poland behind Poznan); it also possesses numerous tourist and historical sites.

The population is largely concentrated around Kielce (the city of Kielce together with the 10 neighbouring Local government form a metropolis, the Kielce powiat is the largest in Poland).

The South is an agricultural region, and farming is very fragmented (farms are on average smaller than 5 ha).

The opening up and the protection of the environment are the two main stakes.

The civil society is particularly involved and dynamic (in the framework of Leader + in the programming 2004-2006, 13 local action groups have been formed and function in a dynamic way).

A regional development agency is in place but it has an advisory role rather than a specific role in the implementation of European funds.

There is a need for training both for the staff and for the potential beneficiaries (2 information meetings destined to businessmen are organized jointly by the services of the region and those of the powiat, in each powiat).

Services of the Regional Fund for Protection of the Environment and the Water Management

The region possesses, outside of the Kielce metropolis, a network of cities from 50 000 to 150 000 inhabitants, around 60% of the region is made of protected areas out of which a small portion in the framework of Natura 2000. 8 projects are managed by the regional fund (7 for water management, 1 for waste management), 2 projects exceeding the sum of 25 million euros are managed by the national fund, including Busko Droj (modernization of the water conveyance of the spa and the construction of a sanitization network).

The team specifically in charge of the implementation of European funds is made up of 5 people (long term 6) supported by colleagues from support departments.

In the water management domain, the needs are huge and the European funds will not be sufficient to cover all the requirements expressed by the JST.

In Kielce, as in all the other regions the fund has a partner approach, providing advice and assistance in project building to the beneficiaries. The fund determines in consultation with the village authorities the capacity to contribute of the concerned households (according to the statistics of the GUS this capacity to contribute is evaluated at 4% en average of the resources of the household, however the residents are used to a lower cost hence an acceptance issue among the population).

As a next step, depending on the project presented by the Local government or the group of Local government, the fund proposes to limit the project in a first stage to the most efficient sections of the network.

Beyond the implementation of the European funds, the fund, as all the regional funds for the protection of the environment and water management, can offer loans at prime rates to the JST, without however excluding resorting to commercial banks in a complementary approach. The colleagues interviewed have underlined the difficulties created by the modification of the list of registered projects on the indicative list (for the region 16 projects were registered in a previous version, from now on only 2 projects are included). The local governments have to bear the costs of the preparation without having the certainty that their project will be financed.

Services of the WUP

The Human Capital PO is implemented by the “Labour market” Department of the WUP (50% of the total staff of the WUP). This department is made up of 5 offices: Promotion and Technical Assistance, Projects, Follow-up and Reporting, Financial Services, Project Control.

The region (1.3 million inhabitants) is essentially agricultural, and includes the powiat-city of Kielce (199 000 inhabitants) and 13 other powiats. The average unemployment rate in the region is 15.3%.

Kielce is a booming university city with 14 higher education institutions.

Within the Human Capital PO, a first invitation to tender has been launched on December 14th, 2007. The social demand is very strong (during the last 3 weeks the same number of

projects has been filed as during the 3 years of the previous programming).

The lack of adequate regulation regarding public aid is delaying the implementation of the measures 6.2. and 8.1.

The WUP has needs in terms of training, in particular in finance, and especially regarding practical training.

The bodies which conducted the audits of the control system and implementation have raised the issue of the legal value of the interpretations given by the services of the Ministry of Regional Development.

The colleagues interviewed regret the lack of stability in the implementation procedures and have mentioned in particular the problem of handling intermediary costs. The costs previously eligible within the limit of 20% of the direct costs of the project, have to, from now on comply with a “closed” list of eligible intermediary costs; previously this list did not exist.

Regional unit of the General Direction of Roads and Motorways

The main stakes in the region are:

- The Highway No 7 (including the bypass around Kielce) and the Expressway 74 (within the framework of the Infrastructure and Environment PO);
- The highways 78 and 42 (in the framework of the PO “Eastern Poland”).

The study of the projects has begun in 2005, the projects have been divided into sections of 8 to 30 kilometres.

The two most advanced projects are the interchange North of Kielce between H7 and the H73 which should be completed by June 2009, and the section between Skarzysko and the interchange North of Kielce. The latter section is the first project in the region for which the new procedure for public markets will be implemented.

The problems faced are on the one side the compatibility of the layouts with the territories Natura 2000 and on the other side the absence of the Soil Occupation Plan (SOP) since the former SOPs have become obsolete in 1995. In an anticipation effort, the services of the Direction of Roads participate in all the meetings related to the definition of the SOPs.

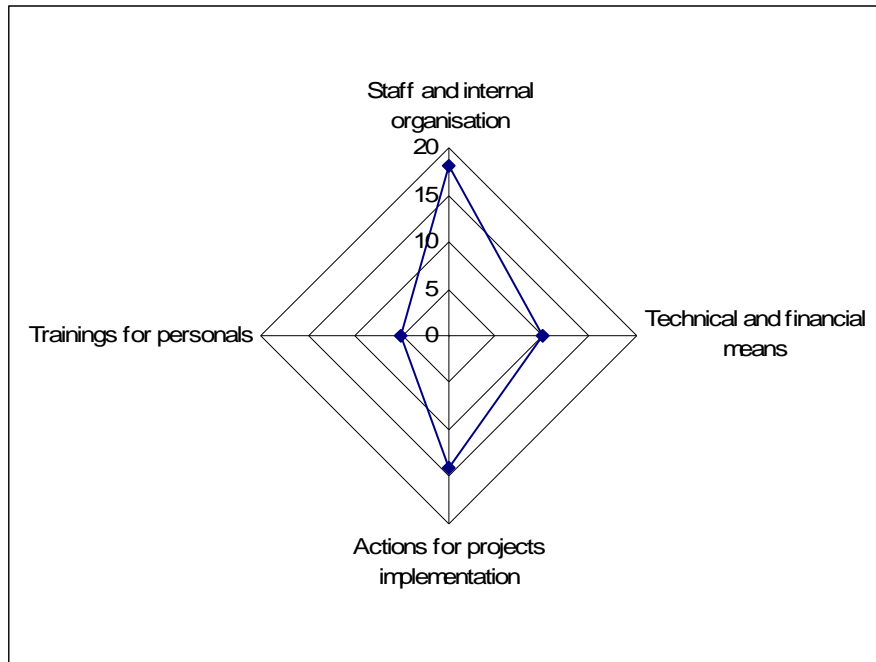
The fragmentation of the land properties in the region further complicates matters, for one section 600 to 1000 different owners can be involved, which slows down the process in spite of the “immediate” integration within the State Treasury of the parcels included in the accepted layouts.

The limited number of staff in the services at the Powiat and Voivode level in charge of the elaboration of decisions on the matter is a bottleneck.

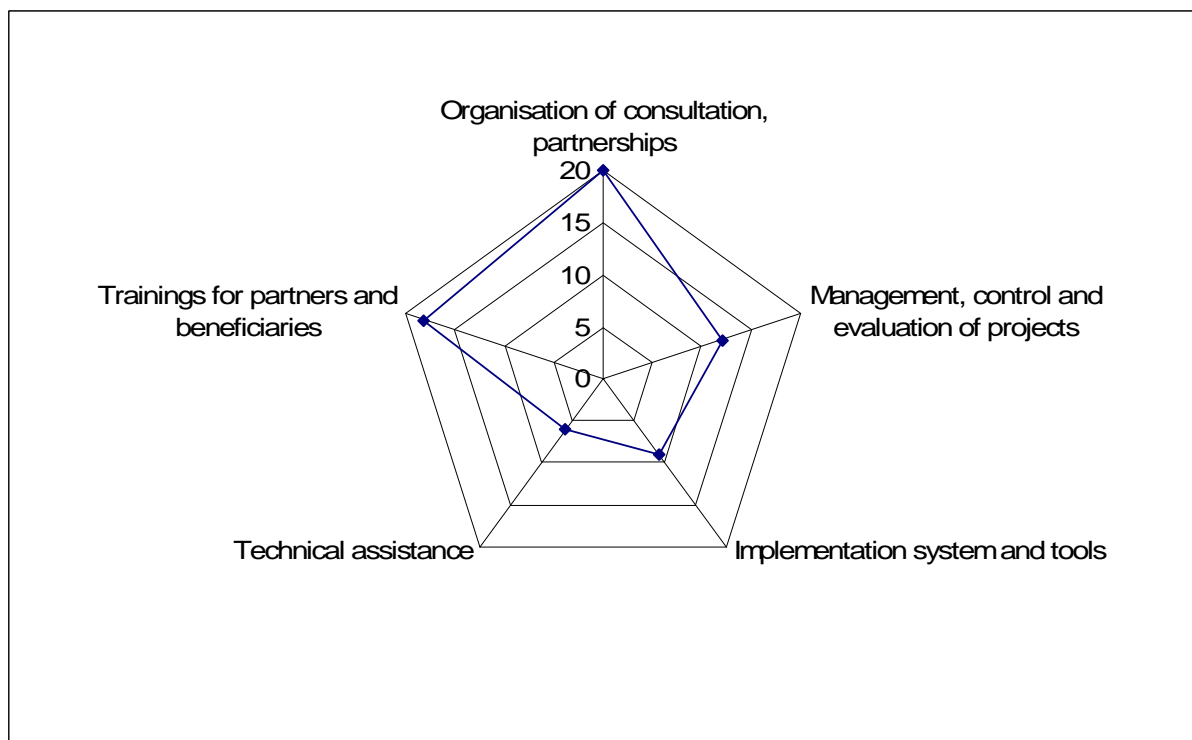
The coordination with the other road networks is good but rather informal.

Results of the analysis undertaken

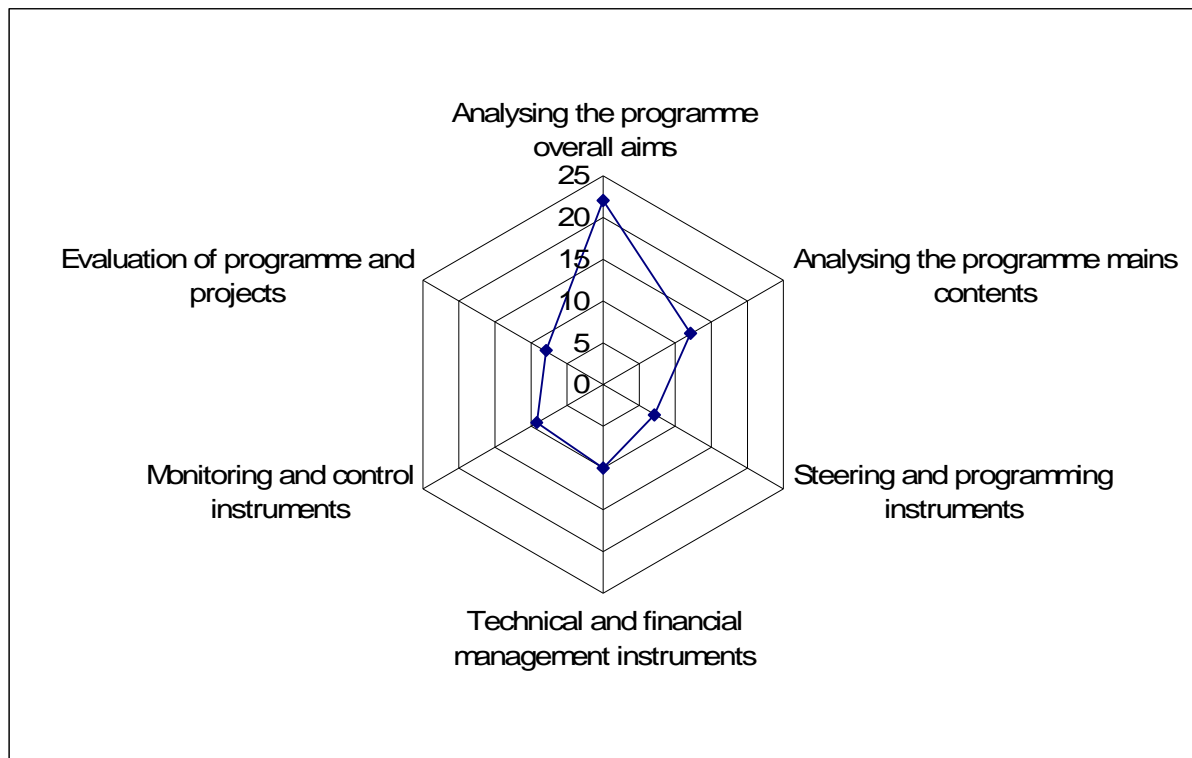
Internal organisation



Implementation System



Implementation of Regional Development



Even if the region has assets (natural, historical industrial and commercial), the lack of accessibility of the region, and the post industrial regions mainly in the North are the mains regional issues.

Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

Those tools will improve the IT capacities used for control and evaluation of the projects.

There is still a room for improvement for coordination between the bodies involved in the implementation of European funds. The expert proposes to organize, at least on a quarterly basis, meetings between the departments involved, regardless of the institutions they are part of. Those meetings could be organized for each Operational Program and/or on horizontal issues.

TA teams of different OPs could improve the way of sharing their information and of coordinating their approaches.

Trainings could be more developed in some specifics themes as complex operations and projects, territorial development, innovation process, evaluation, public private partnerships but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.2. Polish coastal regions

2.2.2.1. Pomorskie

The expert visited the institutions involved in the implementation of European funds in the region of Pomorskie on 18th and 19th of February 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

Certification trainings are planned.

The part of the staff currently working on the closing of the previous programming period, and which will not be involved in the new certification mission is looking for a new position, in the services of office of Marshal, in the other departments of office of Voivod, in the private sector.

There is a kind of «gentleman agreement» between the two institutions in order to manage the timing of the transfer of employees from the services of office of the Voivod to the office of the Marshal, in order to have a smooth process (without risk for the closing of the previous programming period).

Services of the Marshal

The meeting organized at the offices of Marshal, has gathered representatives of all the departments involved in the 3 following Operational Programs:

- Human Capital OP;
- Development of Rural Areas OP;
- Regional OP

The Department of Rural Areas employs 24 people (60 planned long term)

The Department of Human Capital employs 35 people (80 planned at the end of 2008, 100 planned long term)

The Department of Regional Program employs 53 people (90 planned long term)

The meeting was very fruitful.

The colleagues interviewed raised several problems:

- Lack of stability of administrative directives (“administrative guidelines arrive by waves and seems in a permanent change process”);
- Lack of adequate laws and regulation on Public Finances, Public Procurement and Public Aid (which slowdown the implementation process);
- Lack of stability of laws and regulations (which create uncertainty for the beneficiaries and could have a bad effect on the consumption of funds);
- Lack, on the labour market, of specialists on European funds with a practical experience.

The colleagues underlined also the huge need of trainings (25 persons was involved in the previous programming period (2004-2007), more than 100 in the current one). If the persons hired have a good academic background in the field, there is a need of practical trainings.

There is a very important training plan, in order to satisfy this need.

If there are a lot of non-specialized trainings on the market, it is still difficult to find good practical trainings.

Trainings based on best practices and sharing of experience could be developed.

The cooperation between the services of the Voivode and those of the Marshal has always been a correct one between the agents of both institutions on an informal basis.

Services of the Regional Fund for Protection of the Environment and the Water Management

The Fund possesses a long and good experience in terms of implementing the projects co-financed by European funds.

The structure dedicated to the management of projects financed by the European funds is placed directly under the supervision of the chairman of the board. This structure employs 5 persons (on a full time basis), and 2 persons (part-timer worker).

There are 16 projects in the pipe.

One is rather specific, and focused on the shoreline protection. The promoter is a governmental body, the Maritime Office.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing.

The fund has relations with foreign structures involved in the same field of activity (for example through the Gdanska Fundacja Wody).

The Gdanska Fundacja Wody, was created as a Polish foundation by the Polish Ministry of Environment with, the Pomorskie Region, the City of Gdansk, the Regional Fund, the Freshwater Centre (Denemark), the Limousin Region (France) and the International Office for Water of Paris), those relations with other European countries allow fruitful exchanges of experiences.

The colleague interviewed raised several problems:

- Lack, on the labour market, of specialists on European funds with a practical experience;
- The amount of the assigned European funds in the field regarding the needs of the Region;
- The need of trainings.

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds.

The collaboration with the PUP is good.

At the time of the mission requests for competitions should be launched for all the priorities soon.

The colleagues interviewed have shared with us a major difficulty, which they are facing regarding the functioning of the computer tool. The demand generator of the national system Simyk “on-line” was causing problems. During peak periods, a single operation could take up to half an hour. The new version should be available for download on computers, facilitating this way processing which could then be realized in the local mode.

Another difficulty raised by the colleagues interviewed is the wait for the preparation of an adequate regulation regarding public aid (planned for the end of the month of April 2008), which is delaying some of the requests for projects.

The colleagues interviewed highlight certain problems:

- The need of the preparation of an adequate regulation regarding public aid (planned for the end of the month of April 2008), which is delaying some of the requests for projects.
- The risk of bureaucratization of the procedures, due in particular to the complexity of the procedures and dossiers to be prepared by the beneficiaries, and the multiple appeal possibilities both in terms of format and content.
- The need to fight against staff turn over,

Regional unit of the General Direction of Roads and Motorways

The main stakes for the Pomorskie region are:

- The A 1 motorway (90 kms will be built in 2008);
- The National Roads 6 and 7;
- An express road between Gdansk and Elblag

The first 25 kms of the A 1 motorway opened in December 2007

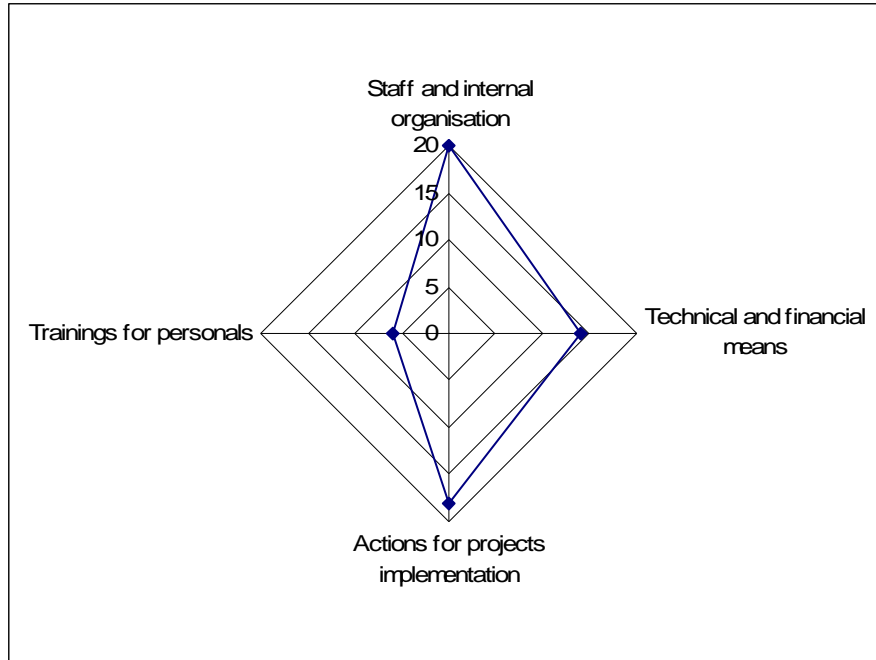
Law of 2003 on the road building was modified in 2006, modalities of land's purchase for building road has changed. As soon as the accurate localization of the road is decided and planned, the property of the land is transferred to the State Treasure and the previous owner gets an indemnity.

The colleague interviewed highlights certain problems:

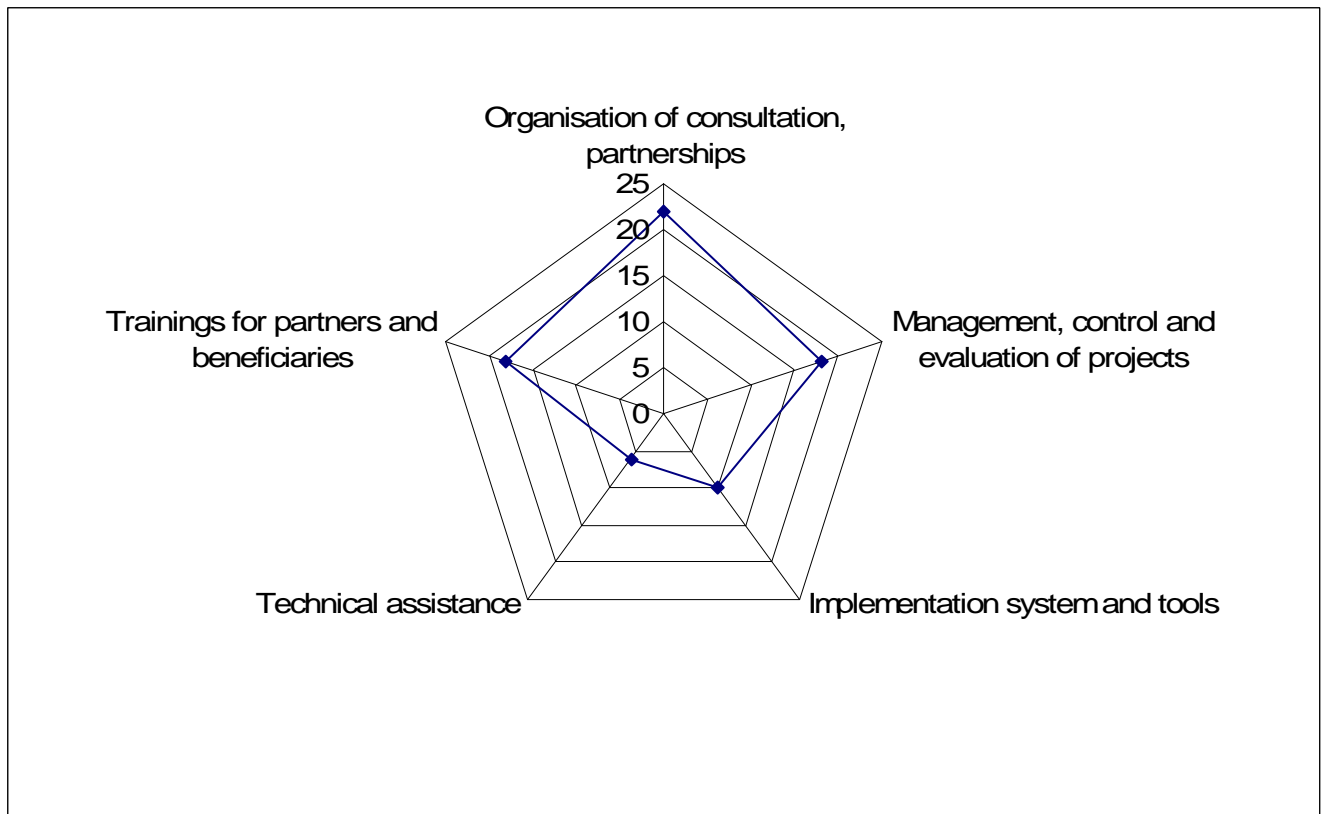
- The turn over in the staff;
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector;
- The lack of a stable delimitation of the Natura 2000 zones (due to the existence of the Shadow list)
- The time factor (for example the acceleration of the works on the National Road Nr 7 to complete it by 2011, for the Euro 2012)
- The risk of bureaucratization of the process. Previously the environmental study was a necessary element after the accurate localization of the road has been decided. Now every variant of the projected road must have an environmental study. Even if it is understandable in order to protect the environment, there is a risk to slowdown the implementation process. The coordination with the services of the Marshal is good.

Results of the analysis undertaken

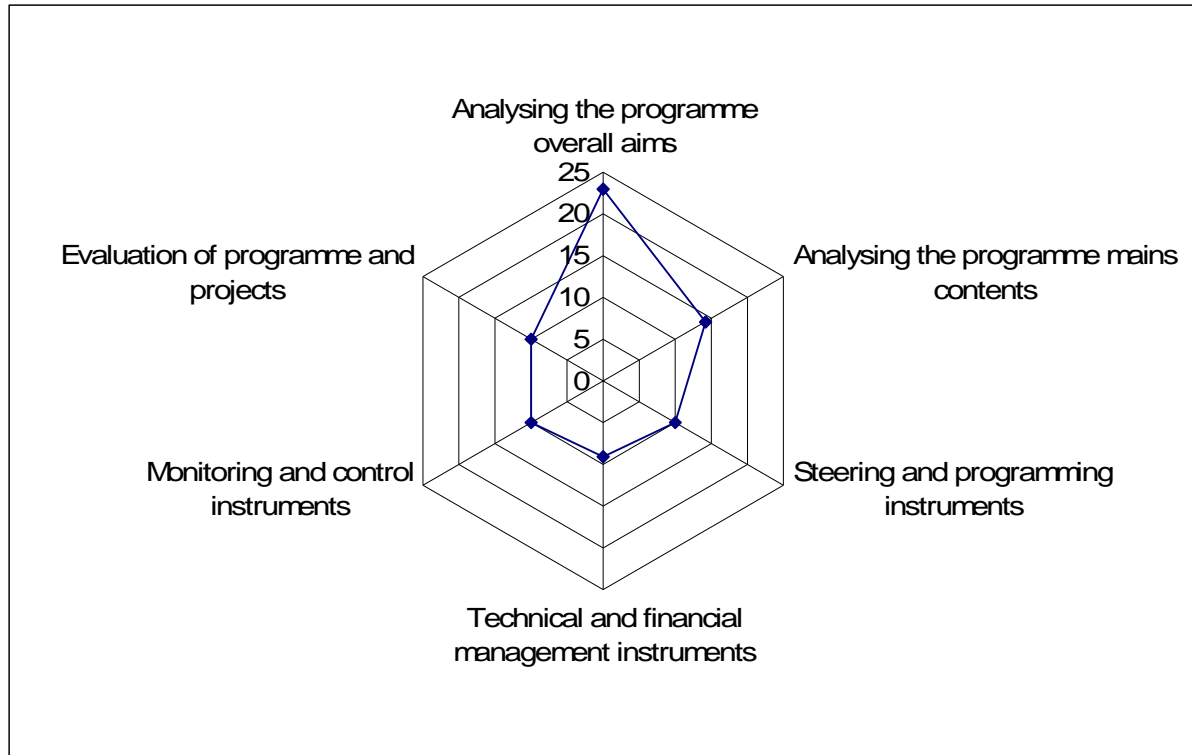
Internal organisation



Implementation System



Implementation of Regional Development



There is a very good coordination between the departments of the services office of the Marshal, even if they are physically spread all over the city of Gdansk.

Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specific themes as innovation process, implementation & management of strategies, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.2.2 Zachodniopomorskie

The expert visited the institutions involved in the implementation of European funds in the region of Zachodniopomorskie on 25th and 26th of February 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

Certification trainings, financed by the Technical Assistance budget are planned.

The cooperation between the services of the Voivode and those of the Marshal is a correct one between the agents of both institutions on an informal basis, even if meetings are periodically organized between both structures in order to improve the process.

Services of the Marshal

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

The evaluation constitutes a new task for the Marshal's office, the people in charge of project evaluation will attend trainings offered by the Ministry of regional Development.

The agreements and conventions between the managing authority and the intermediary bodies have been signed.

The colleagues interviewed raised several problems:

- The need to fight against staff turn over,
- Lack, on the labour market, of specialists on European funds with a practical experience;
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector;

- The poor adequacy of the Public Finances Law to the needs of the implementation of European funds.

Services of the Regional Fund for Protection of the Environment and the Water Management

A structure dedicated to the management of projects financed by the European funds was created within the regional fund. The regional fund intervenes within the Infrastructure and Environment PO and the Regional PO. The conventions with the Ministry of the Environment and with the services of the Marshal have been signed. The staff is relatively stable.

The fund has offices at Szczecin and at Koszalin.

At the time of the mission of call for projects was forecasted for March 2008.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing. But there is still a need of practical trainings

The colleagues interviewed highlights certain problems and mainly the time factor. Sometimes Evaluation or Analysis are requested in a very short time.

Services of the WUP

The WUP possesses a good experience in terms of implementing the projects co-financed by European funds.

The WUP employs 47 people (103 planned long term) currently working on Human Capital.

Previously the services of the WUP didn't deal with "Social Integration" and "Education" themes, hence the need to recruit specialists in these domains, while there is a lack of these specialists on the labour market in the Opole region.

There is huge a need of trainings on those topics.

There is a very important training plan, in order to satisfy this need.

The WUP is managing now 14 measures (4 previously).

A first call for projects was carried out in December 2007, WUP received 350 files.

At the time of the mission the Audit of conformity was on going.

The collaboration with the PUP as well as the services of the Marshal is good.

The colleague interviewed highlight certain problems:

- The lack of specialists (mainly in the field of Evaluation) likely to be recruited on the Szczecin labor market;
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector;

Regional unit of the General Direction of Roads and Motorways

The main stakes for the Zachodniopomorskie region are:

- The motorway from Szczecin to Berlin;
- Express roads, included in the European network: S 3, and not included in the European network: S 6 (from Slupsk to Gdansk), S 10 (Szczecin to Pilawa), S 11 (from Kolobrzeg toward south);
- National roads 13, 20, 22, 24, 26 and 31

The colleague interviewed highlight certain problems:

- The lack of a stable delimitation of the Natura 2000 zones (due to the existence of the Shadow list)
- The time factor (for example the acceleration of the works on the National Road Nr 7 to complete it by 2011, for the Euro 2012)
- The lack of administrative directives in order to precise the Law when necessary (example : the environmental decision I not enough described in the Law and the requirements could be different from one place to another);

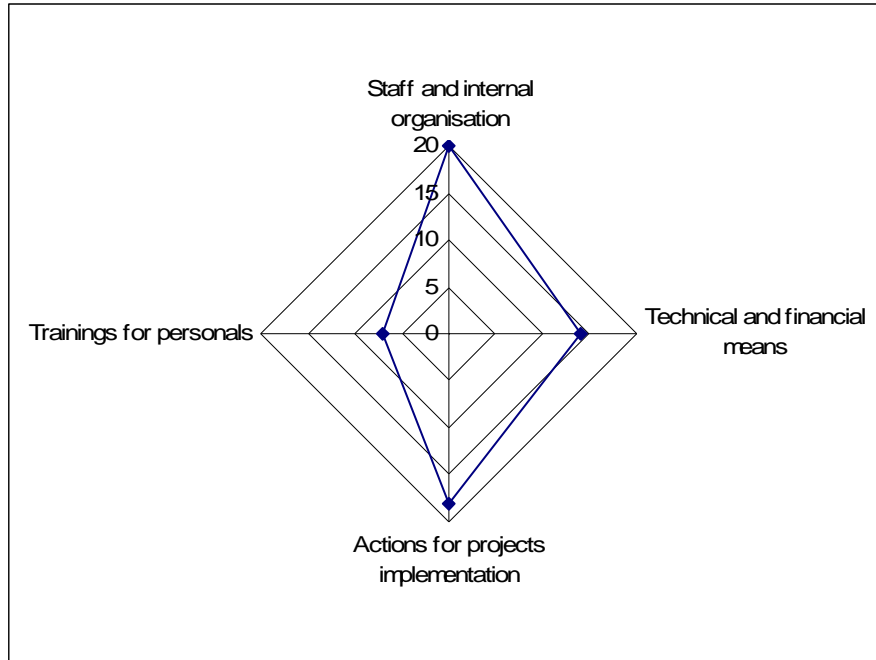
The coordination with the services of the Marshal is good.

The staff is relatively stable.

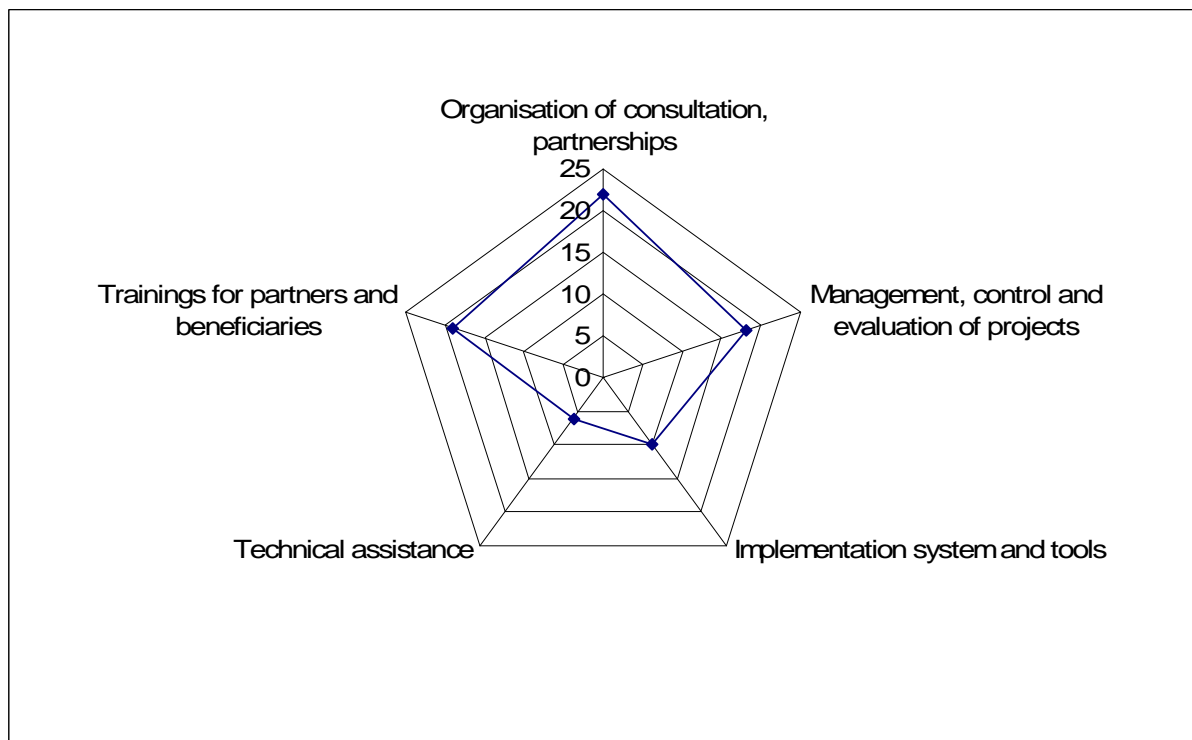
There is an important need for practical trainings regarding the implementation of the European funds (for instance on the eligibility of the expenses).

Results of the analysis undertaken

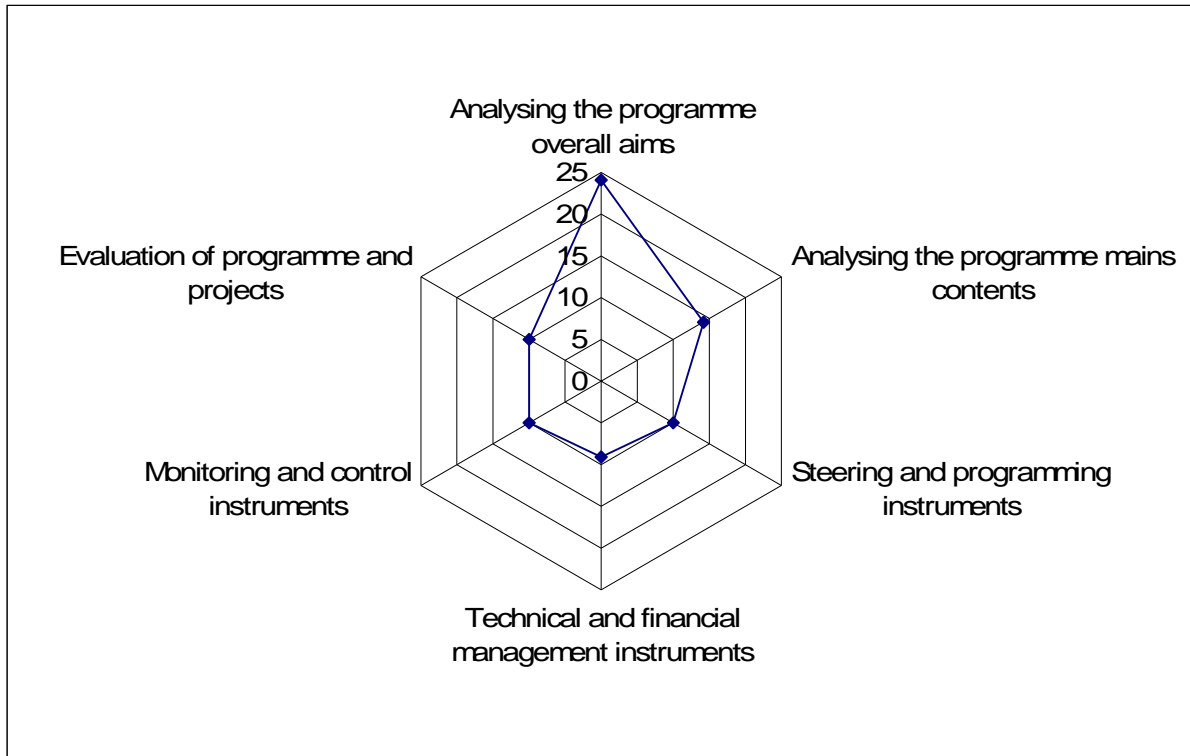
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specific themes as territorial development, innovation process, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.3. Southern Poland regions

2.2.3.1. Lodzkie

The expert visited the institutions involved in the implementation of European funds in the region of Lodzkie on 12th and 13th of March 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

Certification trainings are planned.

The part of the staff currently working on the closing of the previous programming period, and which will not be involved in the new certification mission is looking for a new position, in the services of office of Marshal, in the other departments of office of Voivod, in the private sector.

The cooperation between the services of the Voivode and those of the Marshal is a correct one between the agents of both institutions on an informal basis.

Services of the Marshal

The departments dedicated to the management of projects financed by the European funds is gathering 110 persons for the Regional OP (70 persons in the office of Marshal, 40 persons in the body focus on the third priority (Enterprise) (goal: 120 persons), and 50 persons for the Human Capital OP (goal: 100 persons).

The Human Capital Department is managing directly priorities 8 and 9 (near 50 % of the Euro 504 millions for the Lodzskie region), and has delegated to the WUP priorities 6 and 7 (near 50 % of the Euro 504 millions for the Lodzskie region).

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

The evaluation constitutes a new task for the Marshal's office, the people in charge of project evaluation will attend trainings offered by the Ministry of regional Development.

The agreements and conventions between the managing authority and the intermediary bodies have been signed.

The colleagues interviewed raised several problems:

- The turn over in the staff;
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector;
- The poor adequacy of the Public Finances Law to the needs of the implementation of European funds.
- The need for an adequate legislation regarding public aid.

Services of the Regional Fund for Protection of the Environment and the Water Management

A structure dedicated to the management of projects financed by the European funds was created within the regional fund. The regional fund employs 4 persons (goal 7 persons). The conventions with the Ministry of the Environment and with the services of the Marshal have been signed. The staff is relatively stable.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing. But there is still a need of practical trainings

The first call for projects will take place on 14th March 2008.

The colleagues interviewed raised the time factor's problem.

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The positive consumption rate obtained during the previous programming period is the result of a very close cooperation between the WUP and the beneficiaries/ initiators of the projects.

The colleagues interviewed highlight certain problems:

- The need to fight against staff turn over,
- The need for an adequate legislation regarding public aid.

Regional unit of the General Direction of Roads and Motorways

The main stakes for the Lodzkie region are:

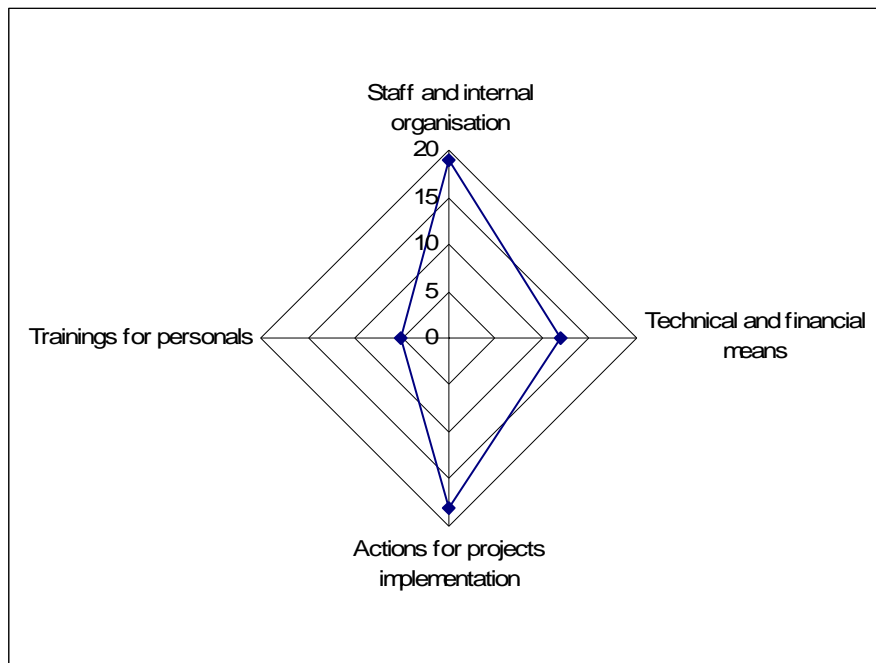
- The bypass of Strykow between A 1 and A 2;

- The motorway between Strykow and Konotopa and between Strykow and Katowice (under Public Private Partnerships);
- The bypass of Belchatow and of Wielun.

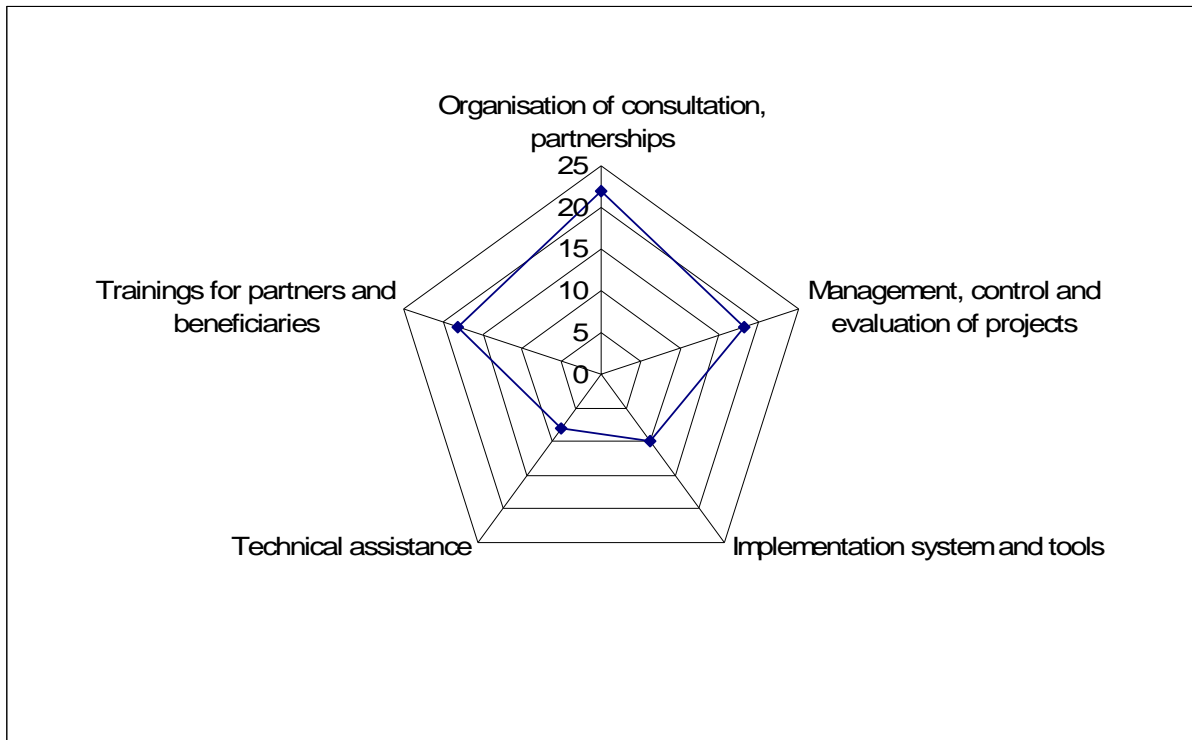
Though not formal, when it is necessary the cooperation, on a time to time basis, with Local Governments is rather good.

Results of the analysis undertaken

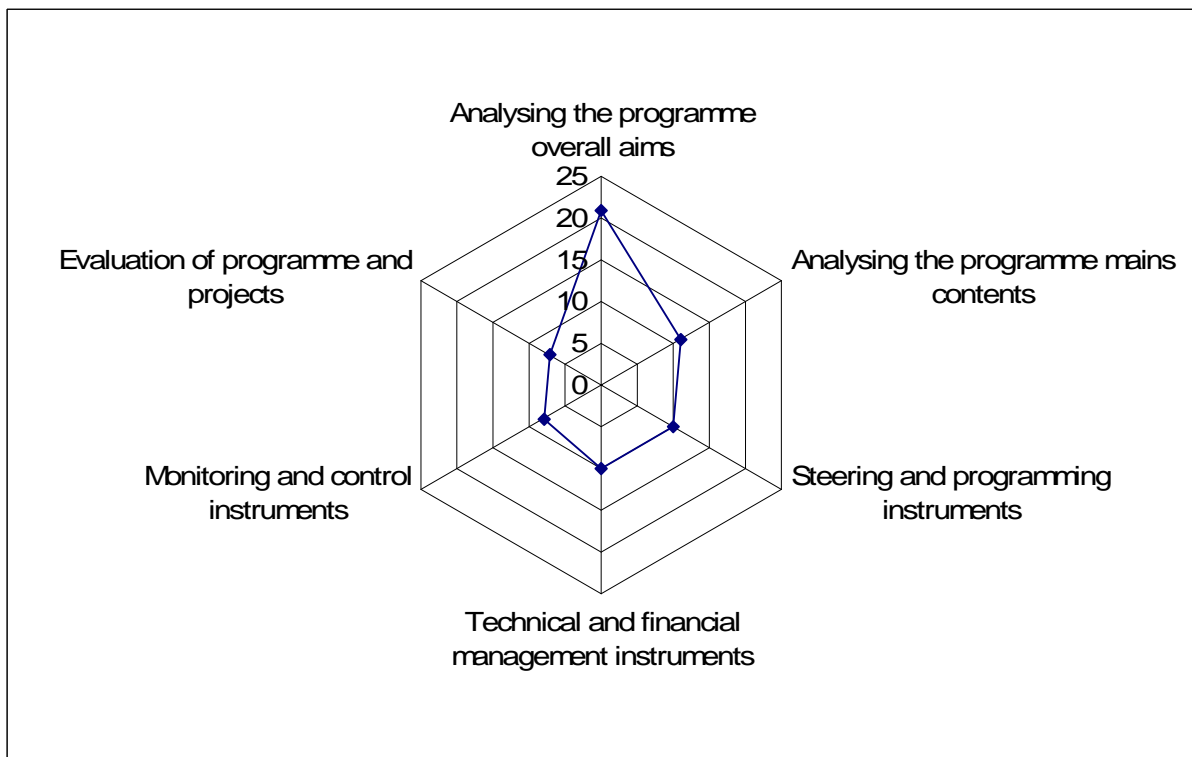
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specific themes as human resources, innovation process, public private partnerships, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.3.2 Slaskie

The mission on the spot was carried out on 6 and 7 of May 2008

The expert visited the institutions involved in the implementation of European funds in the region of Slaskie on 7th and 8th of May 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voïvode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

The controls of the first level, related to the certification will be conducted by currently 3 + 1 supervisor.

Certification trainings are planned.

The part of the staff currently working on the closing of the previous programming period, and which will not be involved in the new certification mission is looking for a new position, in the services of office of Marshal, in the other departments of office of Voivod, in the private sector.

There is a kind of «gentleman agreement» between the two institutions in order to manage the timing of the transfer of employees (12 persons) from the services of office of the Voivod to the office of the Marshal, in order to have a smooth process (without risk for the closing of the previous programming period).

The cooperation between the services of the Voivode and those of the Marshal is a correct one between the agents of both institutions on an informal basis.

Services of the Marshal

The departments dedicated to the management of projects financed by the European funds is gathering 90 persons for the whole Department of Regional Development (goal: 135 persons), and 20 persons for the Silesian Centre for Entreprises (goal: 50 persons).

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

The evaluation constitutes a new task for the Marshal's office, the people in charge of project evaluation will attend trainings offered by the Ministry of regional Development.

The agreements and conventions between the managing authority and the intermediary bodies have been signed.

The first call for projects were launched in December 2007.

The colleagues interviewed raised several problems:

- The amount of the assigned European funds in the field regarding the needs of the Region;
- The need of trainings.
- Lack of stability of administrative directives ("administrative guidelines arrive by waves and seems in a permanent change process");

Services of the Regional Fund for Protection of the Environment and the Water Management

A structure dedicated to the management of projects financed by the European funds was created within the regional fund. The regional fund employs 4 persons (goal 9,5 persons). The conventions with the Ministry of the Environment and with the services of the Marshal have been signed. The staff is relatively stable.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing. But there is still a need of practical trainings

40 projects are identified in th region.

The colleagues interviewed highlight certain problems:

- Lack of stability of administrative directives ("administrative guidelines arrive by waves and seems in a permanent change process");
- Lack of adequate laws and regulation on Environment, Public Procurement and Public Aid (which slowdown the implementation process);

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The positive consumption rate obtained during the previous programming period is the result of a very close cooperation between the WUP and the beneficiaries/ initiators of the projects.

The departments dedicated to the management of projects financed by the European funds is gathering 100 persons for the whole

The colleagues interviewed highlight certain problems:

- The need to fight against staff turn over,
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector;
- The need for an adequate legislation regarding public aid.

Regional unit of the General Direction of Roads and Motorways

The main stakes for the Slaskie region are:

- The motorway A 1;
- The road S 1;
- The road S 69.

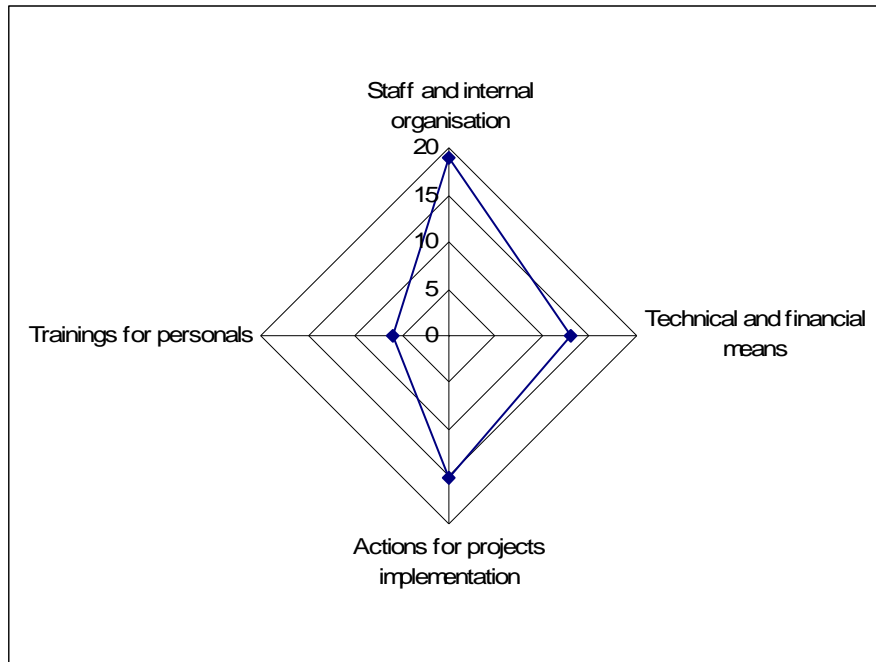
The colleagues interviewed highlight certain problems:

- The lack of a stable delimitation of the Natura 2000 zones (due to the existence of the Shadow list)
- The need to fight against staff turn over,
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector;

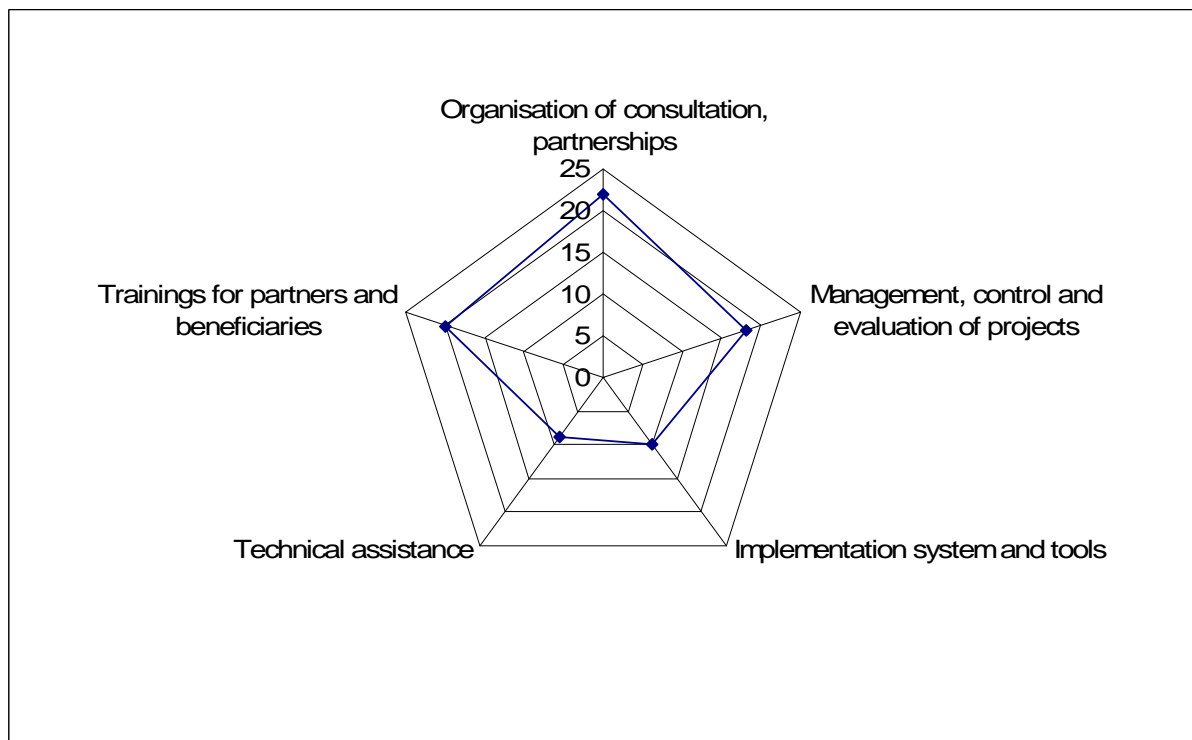
Though not formal, when it is necessary the cooperation, on a time to time basis, with Local Governments is rather good.

Results of the analysis undertaken

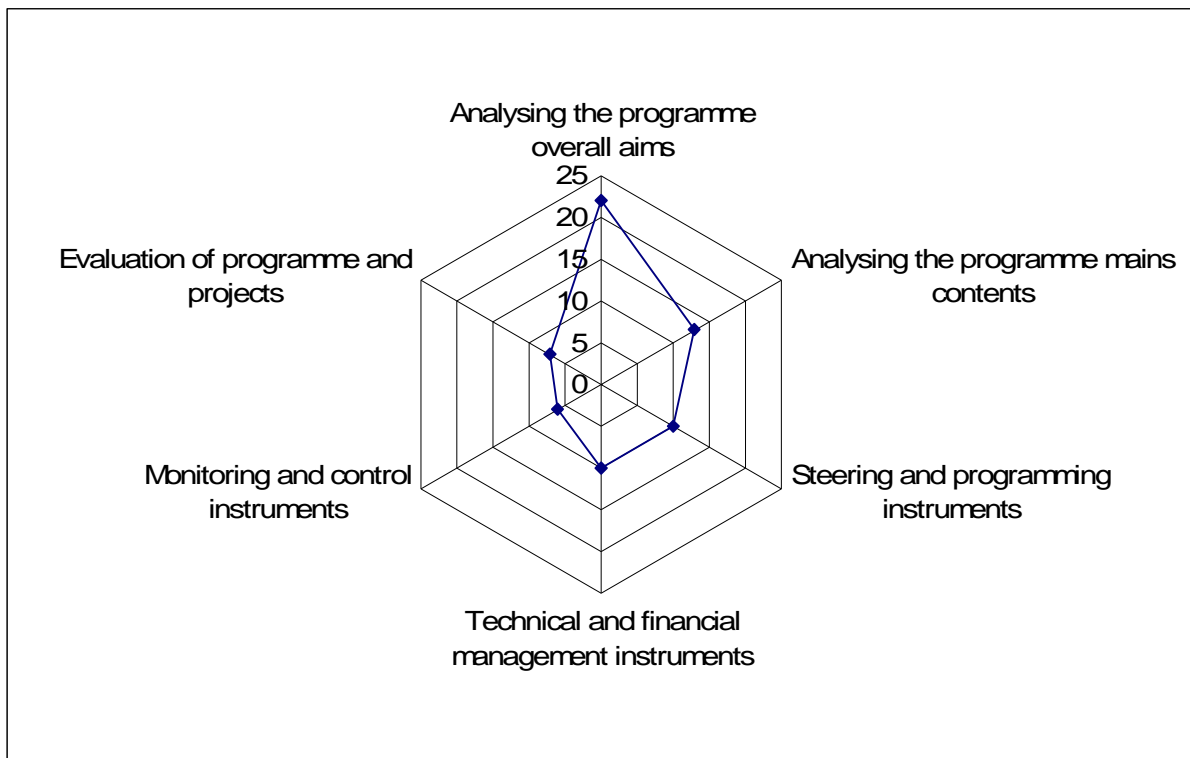
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specific themes as public private partnerships and innovation process, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.3.3.Malopolskie

The expert visited the institutions involved in the implementation of European funds in the region of Malopolskie on 8th and 9th of May 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

The controls of the first level, related to the certification are currently conducted by 10 people (20 persons goal).

Certification trainings are planned.

The part of the staff currently working on the closing of the previous programming period, and which will not be involved in the new certification mission is looking for a new position, in the services of office of Marshal, in the other departments of office of Voivod, in the private sector.

The cooperation between the services of the Voivode and those of the Marshal is a correct one between the agents of both institutions on an informal basis.

Services of the Marshal

The departments dedicated to the management of projects financed by Regional OP is gathering 121 persons (goal: 155 persons)

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

The evaluation constitutes a new task for the Marshal's office, the people in charge of project evaluation will attend trainings offered by the Ministry of regional Development.

The agreements and conventions between the managing authority and the intermediary bodies have been signed.

The colleagues interviewed raised several problems:

- The need of trainings.
- Lack of stability of administrative directives (“administrative guidelines arrive by waves and seems in a permanent change process”);
- Lack of adequate laws and regulation on Public Finances, Public Procurement and Public Aid (which slowdown the implementation process);
- The lack of a stable delimitation of the Natura 2000 zones (due to the existence of the Shadow list)
- The need for an adequate legislation regarding public aid.

Services of the Regional Fund for Protection of the Environment and the Water Management

A structure dedicated to the management of projects financed by the European funds was created within the regional fund. The conventions with the Ministry of the Environment and with the services of the Marshal have been signed. The staff is relatively stable.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing. But there is still a need of practical trainings

The regional fund has a very interesting methodology for the evaluation and the selection of the projects based on economics ratio methodlohy.

The colleagues interviewed raised the time factor’s problem.

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The positive consumption rate obtained during the previous programming period is the result of a very close cooperation between the WUP and the beneficiaries/ initiators of the projects.

The colleagues interviewed highlight certain problems:

- The need to fight against staff turn over,
- The need for an adequate legislation regarding public aid.

Regional unit of the General Direction of Roads and Motorways

The main stakes for the region are:

- The motorway A 4;
- The road S 7;

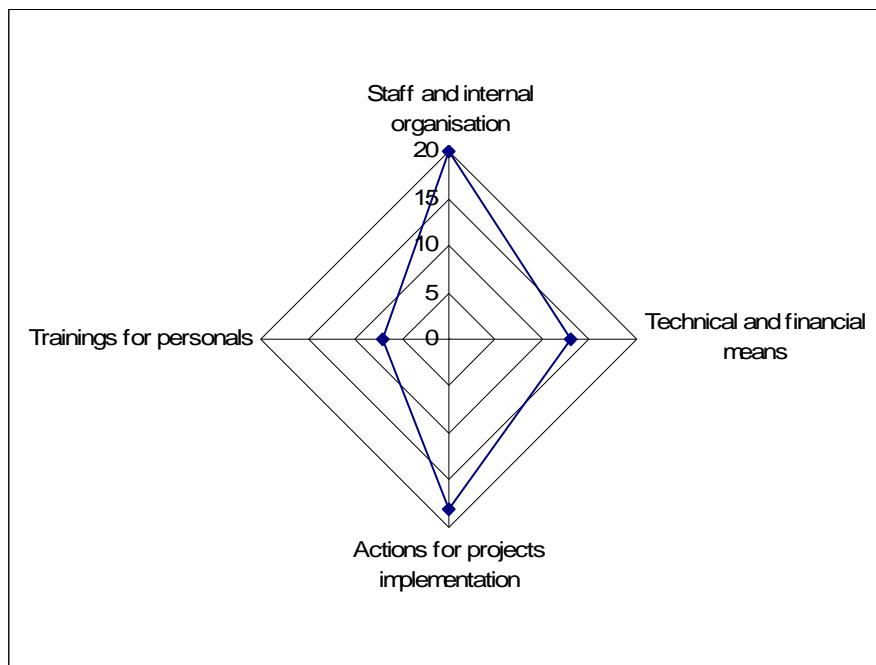
Though not formal, when it is necessary the cooperation, on a time to time basis, with Local Governments is rather good.

The colleagues interviewed highlight certain problems:

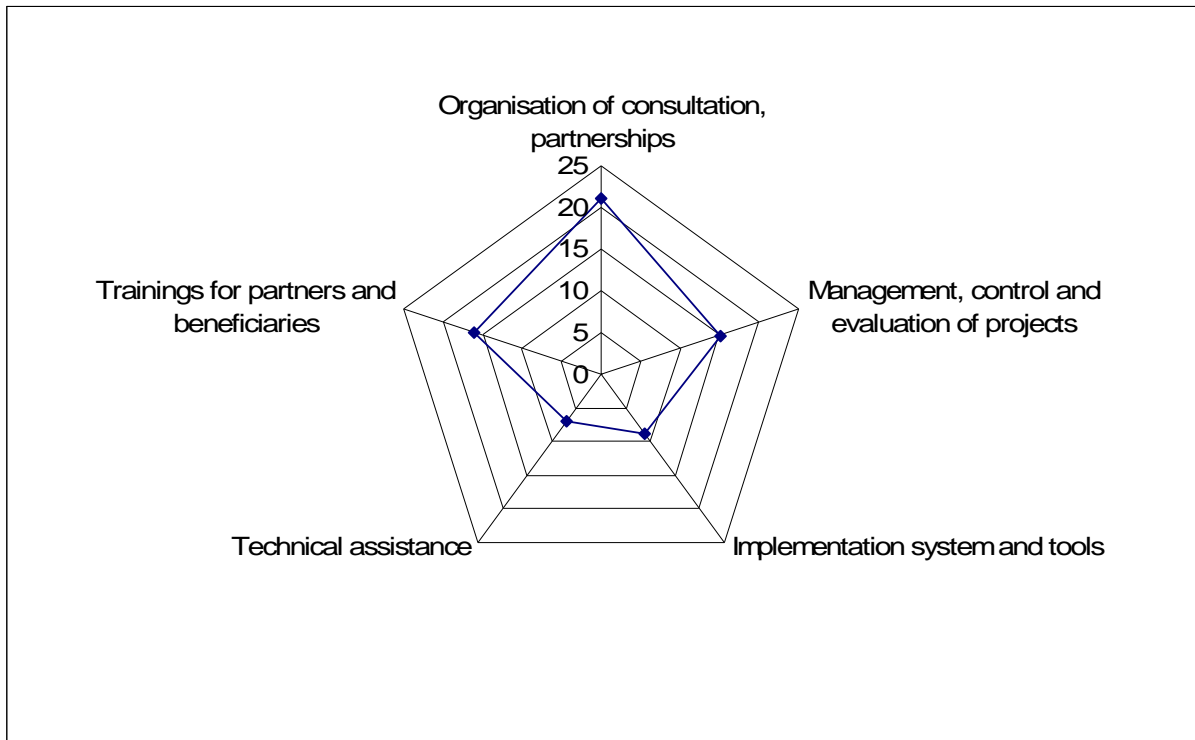
- Lack of adequate laws and regulation on Public Finances, Public Procurement and Public Aid (which slowdown the implementation process);
- The lack of a stable delimitation of the Natura 2000 zones (due to the existence of the Shadow list)

Results of the analysis undertaken

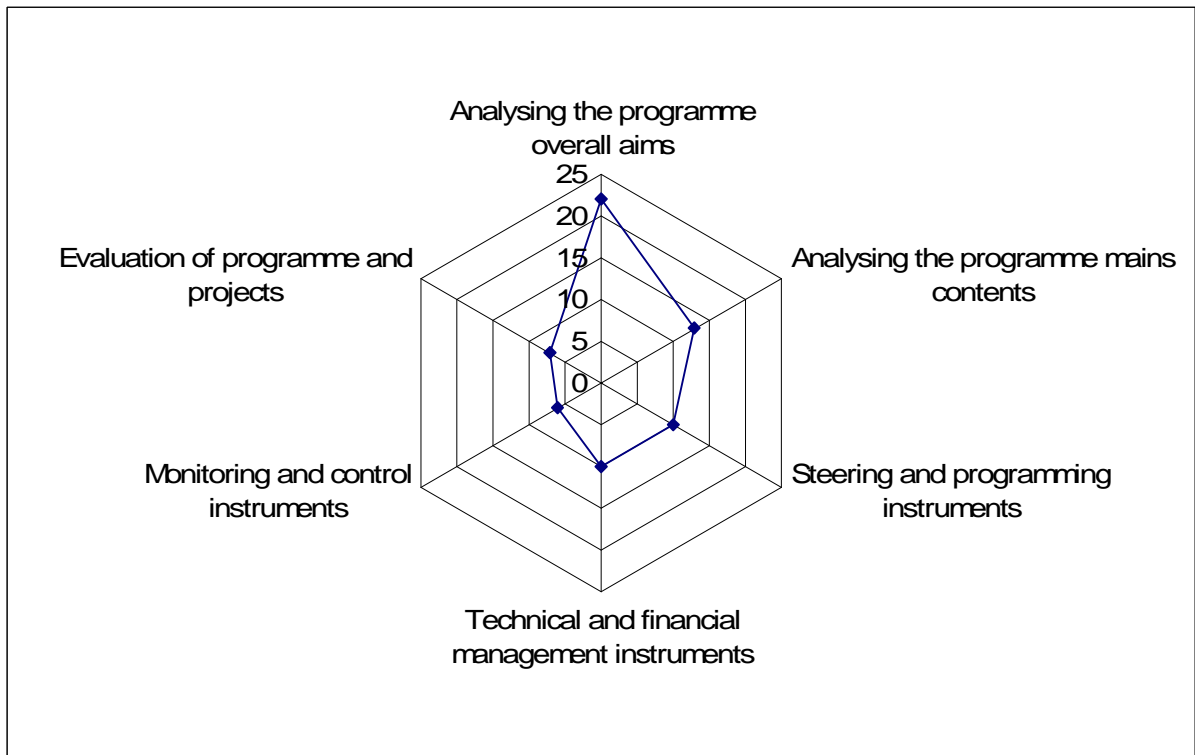
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specific themes as public private partnership, innovation process, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.3.4.Opolskie

The mission on the spot was carried out on 12 and 13 of May 2008

The expert visited the institutions involved in the implementation of European funds in the region of Opolskie on 12th and 13th of May 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voïvode

A department has been formally created on January 1st, 2008 (it was under preparation since mid 2007) to deal with the certification of the payments, mainly through progressive transfer of agents previously involved in the 2004-2006 programming (7 agents initially + 3 additional agents as from the 3rd trimester of 2008).

The manager interviewed has underlined the need to keep within the department in charge of the closing of the previous programming, a sufficient number of experienced agents to avoid any problems.

Following the compliance audit of the Urząd Skarbowy, there seems to remain some discrepancies of interpretation between the services of the office and those of the MRR regarding the extent and the comprehensiveness of the checks to be performed.

It would be useful for the department responsible for the certification that the Management authority notifies a maximum of data on SIMYK 2.

It should be noted that at the time of the mission, the certification department didn't have sufficient access to SIMYK 2.

Trainings are scheduled for the months of May and June 2008.

Services of the Marshal

The Opolskie region, due to its history and geographical position, has very good relations with Germany (the region of Opole is inhabited by the largest group of the German minority in Poland) as well as a long standing tradition of professional relations with Germany. This specificity has become one of the operational objectives of the development strategy for the region (« VII Development of multicultural identity as well as international and national regional cooperation »).

As from 2005, the preparation works for the Regional Operational program have started and 9 thematic teams have been formed with the different partner institutions and civil society. In May 2007,

the region was one of the first to open negotiations with the services of the European Commission. The Regional PO was accepted on October 1st, 2007 and approved by the local assembly on October 29th, 2007.

The services of the Marshal are not suffering from a high turn over of staff.

A specific budgetary unit has been created to take charge of the Entrepreneurship, Innovation and Tourism priorities, known as “Development Centre for the Economy”, the unit comes directly under the control of the Marshal.

As far as the human capital PO is concerned, the priority 8.2 “knowledge transfer” is directly implemented by the services of the Marshal (it forms a type of continuity with measure 2.6. of the ZPOR and allows to use the experience acquired by the services), the other priorities are delegated to the WUP which implements them by delegation and under the supervision of the services of the Marshal.

Services of the Regional Fund for Protection of the Environment and the Water Management

The President of the fund directly supervises the team in charge of the implementation of the European funds, made up of 3 people (in the long term 8 people, including 4 currently working in the technical teams for water protection and air protection) and 1,5 position within the Accounting/ Finance team. While awaiting the signature of the convention between the national fund and the Opole fund, the projects are for the time being directly managed by the national fund.

In rural zones, 100% of housing is equipped with water piping, but only 10% is connected to sanitization network.

The Oder runs through the region (it originates in the Czech Republic and previously runs through Silesia) and so does its affluent Nysa (which provides part of the drinking water for Wroclaw downstream).

Services of the WUP

Unemployment is globally decreasing in the region except for the following two age groups, those above 45/50 years of age and those below 25. The evaluation of the projects takes this into account. There is traditionally a high female unemployment rate in this region (spouses of the workers who left to work abroad mainly in Germany).

The Nysa powiat has seen its unemployment rate fall to 17 % in the last years, due to a strong migration to Ireland and Holland. The Brzeg powiat on the contrary has seen its unemployment rate increase; the services of the WUP are analyzing this subject.

Previously the services of the WUP didn't deal with “Social Integration” and “Education” themes, hence the need to recruit specialists in these domains, while there is a lack of these specialists on the labour market in the Opole region.

In the past the WUP were directly linked with the Ministries, from now on the services of the Marshal provide a support structure for the WUP in the implementation of European funds.

The collaboration with the PUP as well as the services of the Marshal is good.

Regional unit of the General Direction of Roads and Motorways

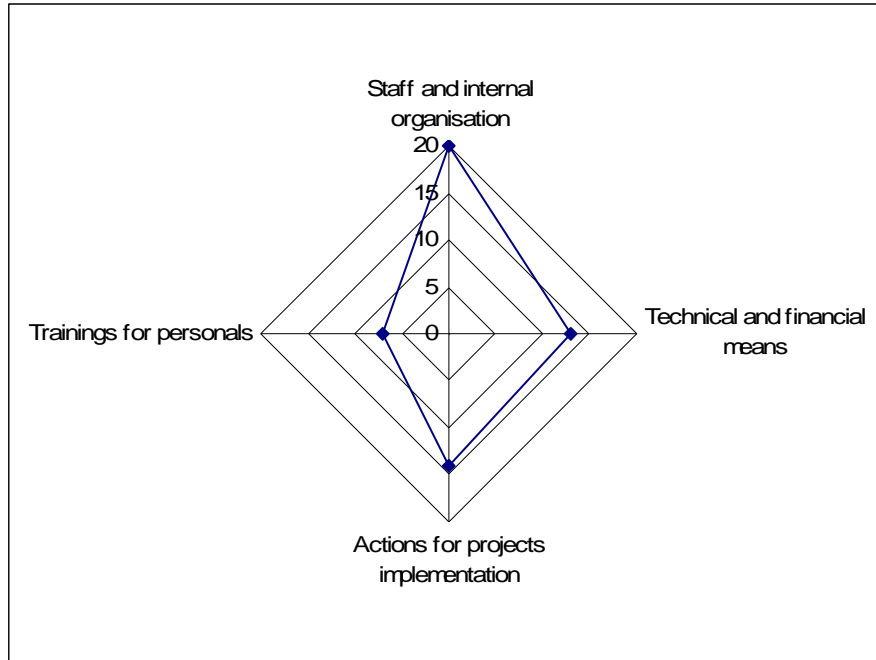
The highways planned in the region have been executed.

The sections have been opened in 2005.

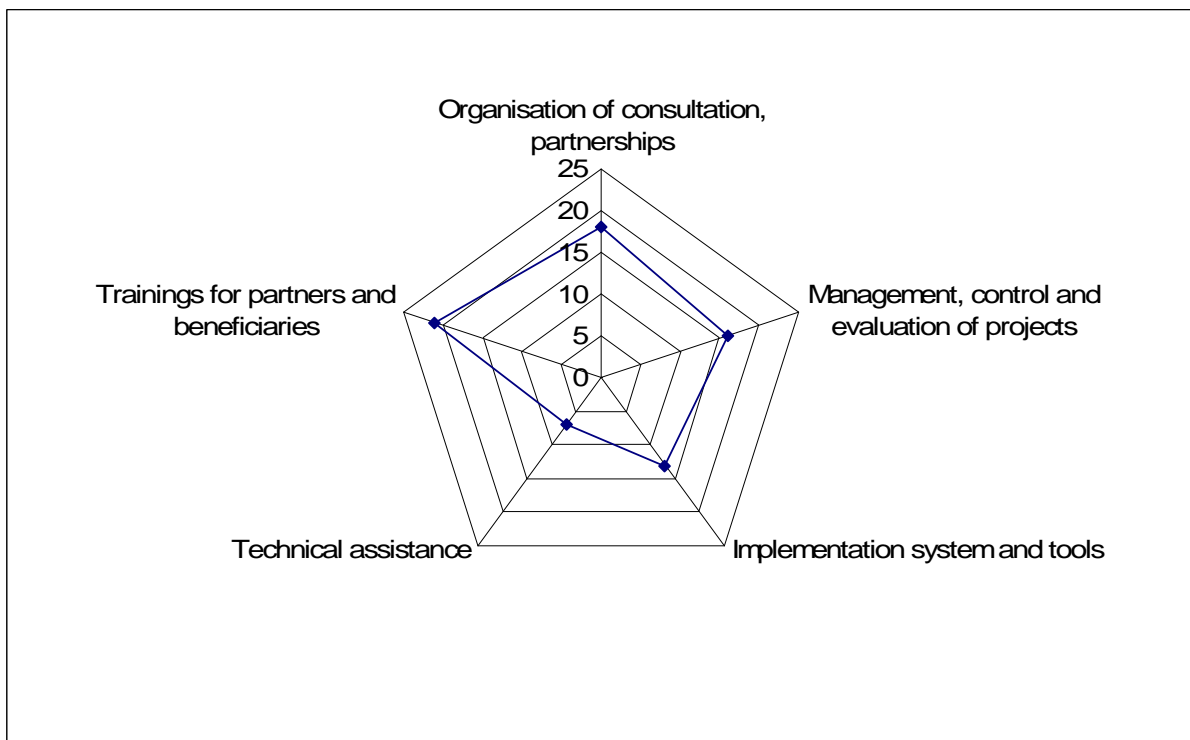
The sums resulting from the invitations to tender have been inferior to the funds available, which has allowed introducing additional security equipments on the sections.

Results of the analysis undertaken

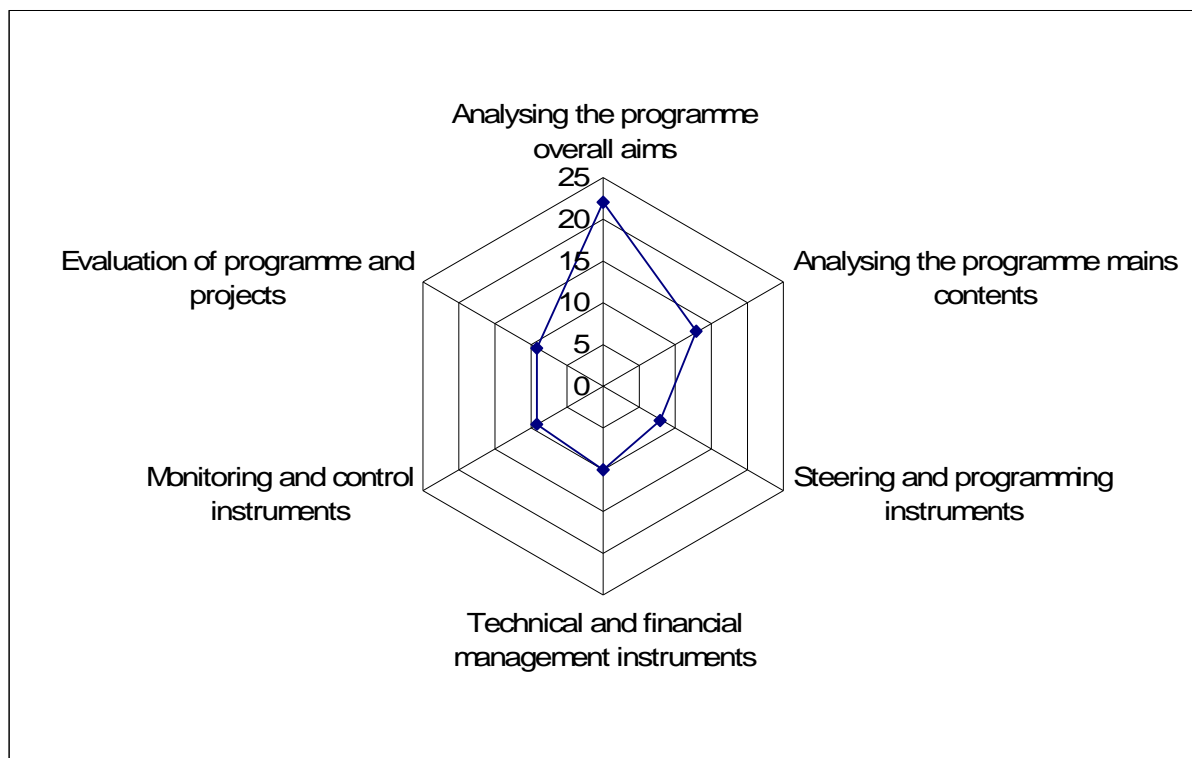
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specifics themes as territorial development, innovation process, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.4. Central Poland regions

2.2.4.1. Kujawsko – Pomorskie

The expert visited the institutions involved in the implementation of European funds in the region of Kujawsko - Pomorskie on 10th and 11th of March 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

A new department for this mission was created.

Certification trainings are planned.

The part of the staff currently working on the closing of the previous programming period, and which will not be involved in the new certification mission is looking for a new position, in the services of office of Marshal, in the other departments of office of Voivod, in the private sector.

The cooperation between the services of the Voivode and those of the Marshal is a correct one between the agents of both institutions on an informal basis.

Services of the Marshal

The departments dedicated to the management of projects financed by Regional OP is gathering 4(persons (goal: 90 persons)

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

The evaluation constitutes a new task for the Marshal's office, the people in charge of project evaluation will attend trainings offered by the Ministry of regional Development.

The agreements and conventions between the managing authority and the intermediary bodies have been signed.

The colleagues interviewed raised several problems:

- The lack of specialists, with a practical experience, likely to be recruited on the Torun labour market;
- The need of trainings.

Services of the Regional Fund for Protection of the Environment and the Water Management

A structure dedicated to the management of projects financed by the European funds was created within the regional fund. The regional fund employs 3 persons (goal 7 persons). The conventions with the Ministry of the Environment and with the services of the Marshal have been signed. The staff is relatively stable.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing. But there is still a need of practical trainings

The colleagues interviewed raised the time factor's problem:

- The lack of specialists likely to be recruited on the Torun labour market;

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The positive consumption rate obtained during the previous programming period is the result of a very close cooperation between the WUP and the beneficiaries/ initiators of the projects.

The colleagues interviewed highlight certain problems:

- The need to fight against staff turn over,
- The need for an adequate legislation regarding public aid.

Regional unit of the General Direction of Roads and Motorways

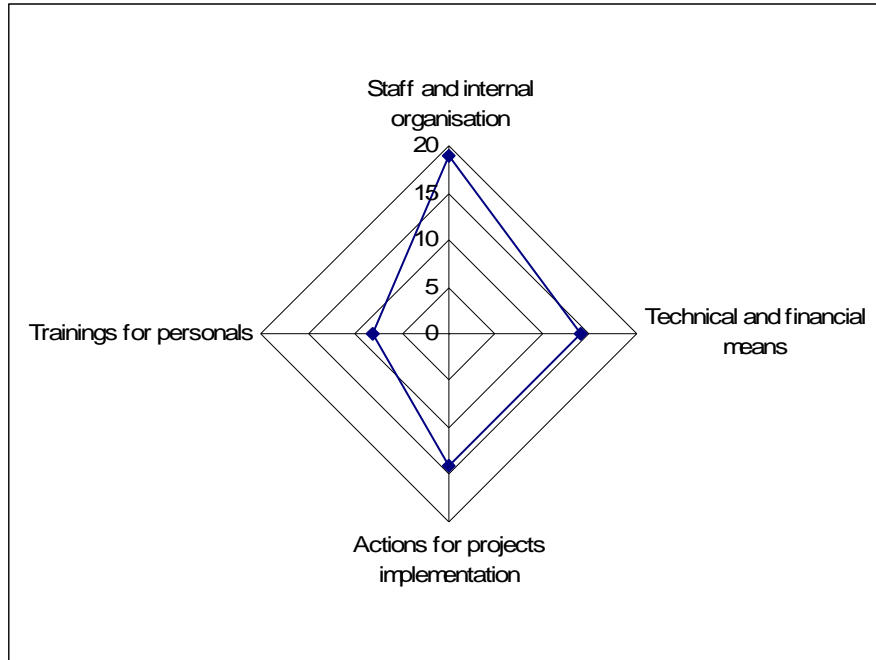
The main stakes for the Lodzkie region are:

- The motorway;
- The express road S 5;
- The express road S 10;
- The bypass of Inowroclaw.

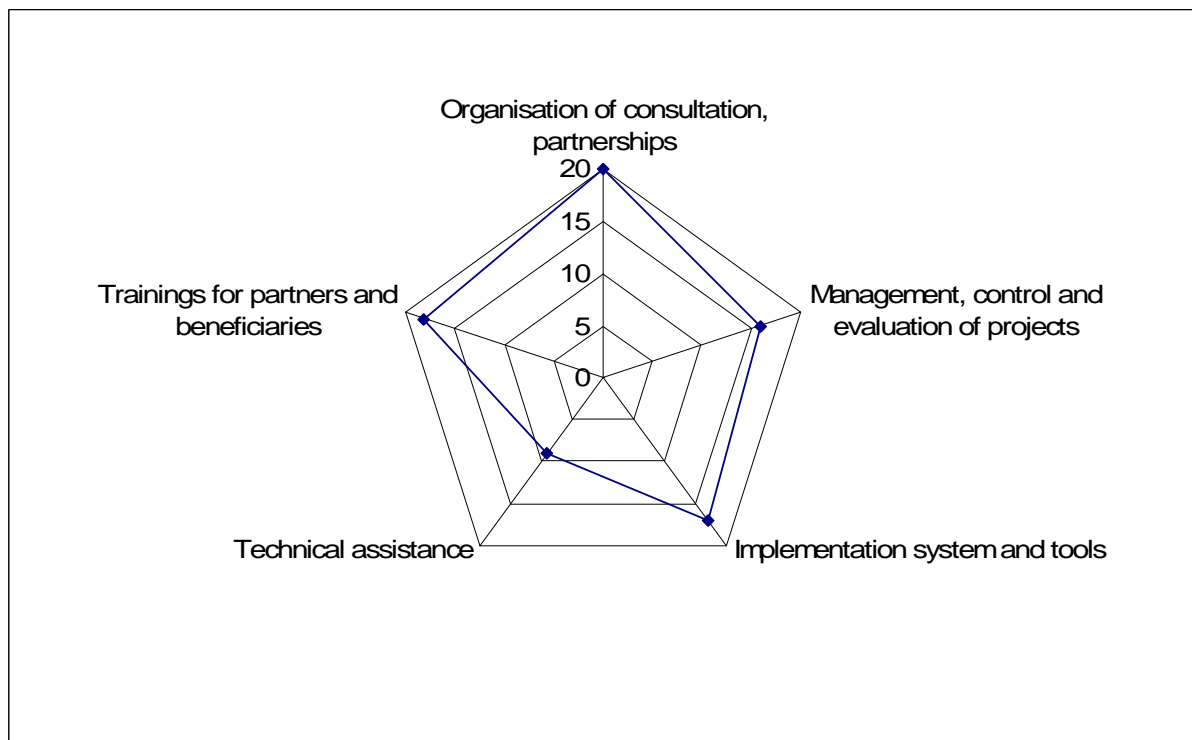
Though not formal, when it is necessary the cooperation, on a time to time basis, with Local Governments is rather good.

Results of the analysis undertaken

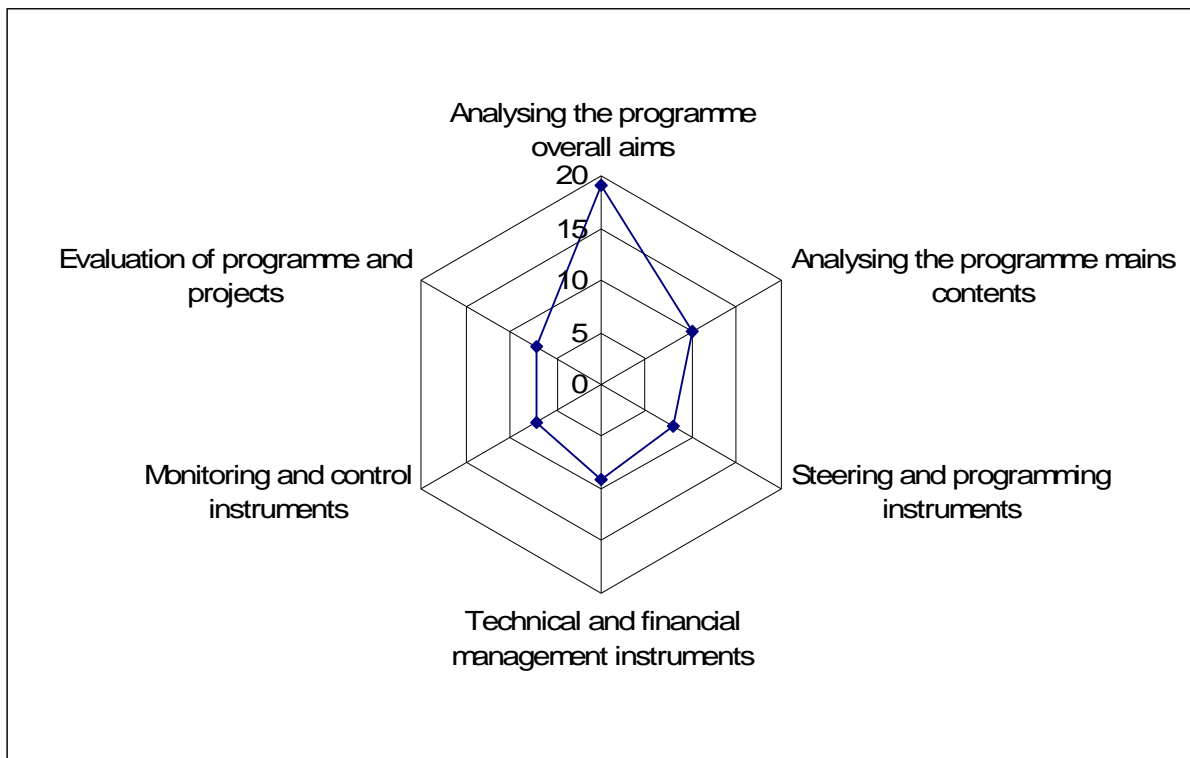
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specific themes as territorial development, innovation process, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.4.2. Dolnoslaskie

The expert visited the institutions involved in the implementation of European funds in the region of Dolnoslaskie on 17th and 18th of March 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

In addition to the closing activities of the previous programming (2004-2006), the services of the Voivode exercises from now the functions of the Intermediary Authority of Certification.

The cross-border programs with the State of Saxony and the Czech Republic still fall within the competency of the services of the Voivode.

Within the Inter Reg framework the services of the Marshal are in charge of information and promotion activities while the services of the Voivode are responsible for the implementation.

In this framework, the cooperation is going smoothly between the two structures.

In the context of the new allocation of competencies between the services of the Voivode and the services of the Marshal, 6 people have been transferred from the services of the Voivode to those of the Marshal.

Services of the Marshal

The total workforce needed to complete the missions entrusted to the services of the Marshal has been estimated at 163 people overall for the departments involved in the implementation of the European funds (Department of Regional Development, Department of European territorial cooperation, Department in charge of the Regional PO, Department of Human Capital, Department in charge of the development of rural zones...). During the mission, the workforce was at 85% in place.

The implementation and control system was presented in October 2007, approved in November 2007. The audit has started in January 2008.

The Department of European territorial cooperation is in charge of 5 Europeans programs, including 2 cross-border ones (with the State of Saxony and the Czech Republic).

The Human Capital PO is managed by the Department of the same name, within the services of the Marshal for all the priorities; however the actual implementation is delegated by the Marshal's office to an intermediary body of the second level the WUP.

A pilot competition launched by the WUP in 2007 has allowed the testing of the structures put in place as well as the processes.

The Department of Human Capital is a structure created in April 2007, and only one third of the workforce of this department has an experience of the FSE. A specific professional training plan has been put in place.

The Polish colleagues have mentioned some problems during the interviews:

- The lack of an adequate legislation regarding public aid makes it impossible to launch certain competitions (actions related to self employment, support actions for trainings, support for first jobs);
- The poor adequacy of the Public Finances Law to the needs of the implementation of European funds (eg the lack of an adequate long-term planning in terms of Investment further complicates the implementation the financial flows related to the European funds);
- The lack of specialists likely to be recruited on the Wroclaw labour market;
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector;
- The lack of a computer system adapted for the implementation of European funds in the region;
- The multiplication of partners and levels, complicates the procedures and can at times cause problems for the adherence to the deadlines (eg: for the development of rural zones, the Ministry of Agriculture is the managing authority, the services of the Marshal are the implementation body, but there are also interventions by the Agency for the Development and the Modernization of Agriculture, and for some themes the fund for the protection of the environment and the water management...).

Services of the Regional Fund for Protection of the Environment and the Water Management

The fund for the protection of the environment and the water management possesses a great amount of experience in terms of projects financed by the European funds (ISPA, SAPARD, IROP...) acquired during the previous years. For the period of the 2004-2006 programming, the fund was an intermediary body of 2nd level. Since the month of June 2007, the fund is the Authority in charge of the implementation. There are 22 projects in the region well known to the staff of the regional fund.

Some projects, in the field of waste management and in particular 2 projects related to Wroclaw, are managed by the national fund (although the sum per unit is lower than 25 million euros).

The staff of the regional fund is familiar with the potential regional beneficiaries and accompanies them during the preparation of the project.

Since December 2007, a “European funds” unit has been created.

From this unit, a “European funds” department has been created; it currently employs 7 experienced people working within the fund for several years (4 project coordinators, 1 person in charge of financial analysis, 1 person in charge of administrative issues, 1 supervisor).

The size of the department will be adapted if needed to the evolution of the number of projects submitted.

The fund has organized 3 trainings for the beneficiaries already listed:

- Feasibility study;
- Project Creation / Execution;
- Documentation and choice of a master-builder.

60 % of the project owners are self-government-based societies, owned 100% by the local government.

Services of the WUP

The services of the WUP in the Dolnoslaskie region are located in Walbrzych, but the department in charge of the implementation of European funds is located in Wroclaw. This heterodox organization probably complicates further the procedures (eg the accounting service which intervenes in the implementation of the European funds is located in Walbrzych).

The implementation of the European funds by the WUP is organized in the 2 main branches (Human Capital, Labor market), which rely on an administrative pillar.

The total number of people involved in the closing of the IROP (2004-2006 programming) and in the implementation of the European funds within the framework of the new programming is 207 people, to which one should add another 20 people, undergoing their civil military service in the WUP.

The implementation system had been passed on to the services of the Marshal for examination, during the mission.

The collaboration between the Human Capital of the Marshal’s office and the WUP is excellent (formal meetings are organized at least 4 times a year). The “action plan for the region” prepared by the department of human capital has hence been enriched by the comments and contribution of the WUP, of which the majority has been integrated.

In the same way the collaboration with the PUP is excellent, Agreements and framework conventions have been signed between the WUP and the PUP.

A request for competitions should be launched for all the priorities at the end of March 2008.

The colleagues interviewed have shared with us a major difficulty, which they are facing regarding the functioning of the computer tool. The demand generator of the national system Simyk “on-line” was causing problems. During peak periods, a single operation could take up to half an hour. The new version should be available for download on computers, facilitating this way processing which could then be realized in the local mode.

Another difficulty raised by the colleagues interviewed is the wait for the preparation of an adequate regulation regarding public aid (planned for the end of the month of April 2008), which is delaying some of the requests for projects.

Regional unit of the General Direction of Roads and Motorways

The main stakes for the Dolnoslaskie region are:

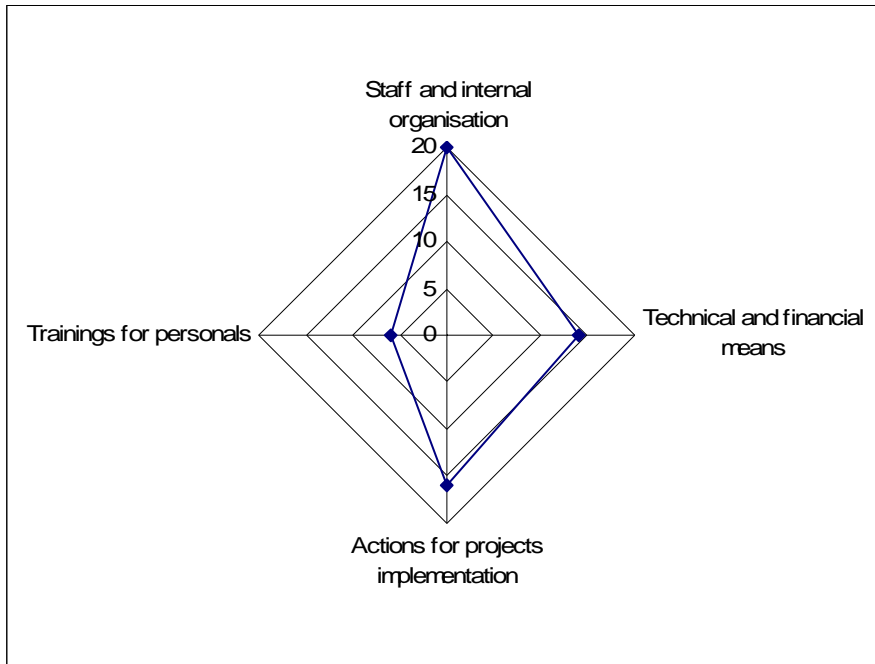
The A 4 motorway (the Zgorzelec / Kryzowa section, currently under construction should be completed by mid 2009);

The West bypass around Wroclaw between the Motorway A4 and the S8 road, this bypass will serve a stadium of a capacity of 45 000 seats which will be used for the Euro 2012;

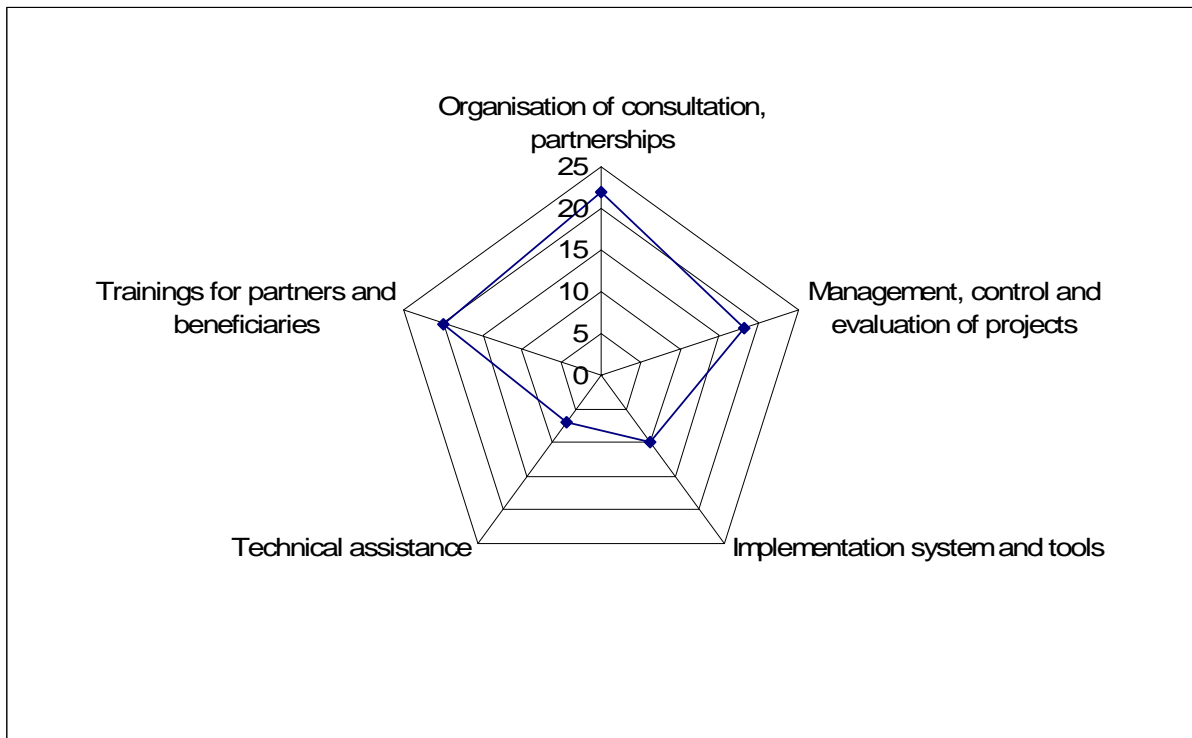
The A 18 motorway (towards the border with Germany, then Berlin);

The coordination with the services of the Marshal is good, and is formalized through monthly meetings.

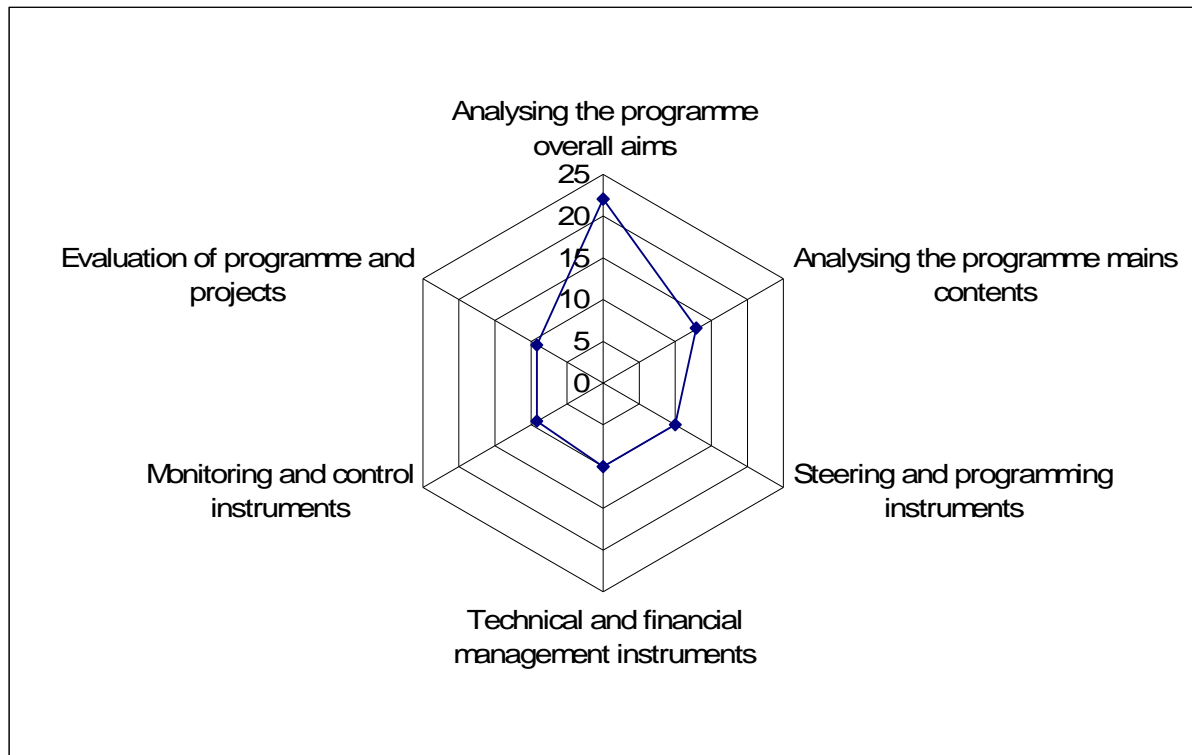
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specific themes as management of public private partnership project, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.4.3. Wielkopolskie

The expert visited the institutions involved in the implementation of European funds in the region of Wielkopolskie on 19th and 20th of March 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

Certification trainings are planned.

The part of the staff currently working on the closing of the previous programming period, and which will not be involved in the new certification mission is looking for a new position, in the services of office of Marshal, in the other departments of office of Voivod, in the private sector.

The cooperation between the services of the Voivode and those of the Marshal is a correct one between the agents of both institutions on an informal basis.

Services of the Marshal

The departments dedicated to the management of projects financed by the European funds is gathering 38 persons for the Regional Policy (goal: 48 persons), and 60 persons for Department for Implementation (goal: 90 persons).

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

Calls for projects were already launched.

The evaluation constitutes a new task for the Marshal's office, the people in charge of project evaluation will attend trainings offered by the Ministry of regional Development.

The agreements and conventions between the managing authority and the intermediary bodies have been signed.

The colleagues interviewed raised several problems:

- Lack, on the labour market of Poznan, of specialists on European funds with a practical experience, likely to be recruited, and the lack of staff regarding the number of projects;
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector;

Services of the Regional Fund for Protection of the Environment and the Water Management

A structure dedicated to the management of projects financed by the European funds was created within the regional fund. The regional fund employs 4 persons (goal 7 persons). The conventions with the Ministry of the Environment and with the services of the Marshal have been signed. The staff is relatively stable.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing. But there is still a need of practical trainings

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The positive consumption rate obtained during the previous programming period is the result of a very close cooperation between the WUP and the beneficiaries/ initiators of the projects.

The colleagues interviewed highlight certain problems:

- The need to fight against staff turn over,
- The need for an adequate legislation regarding public aid.

Regional unit of the General Direction of Roads and Motorways

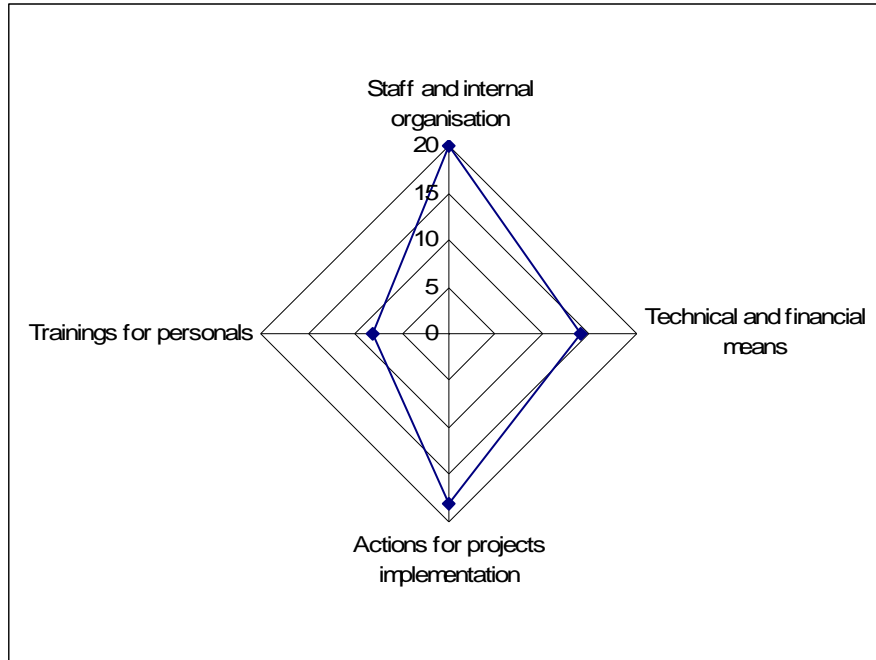
The main stakes for the region are:

- The motorway A 2;
- The roads 5 and 8 (which must be finished for the Euro 2012);
- The bypass of Belchatow and of Wielun.

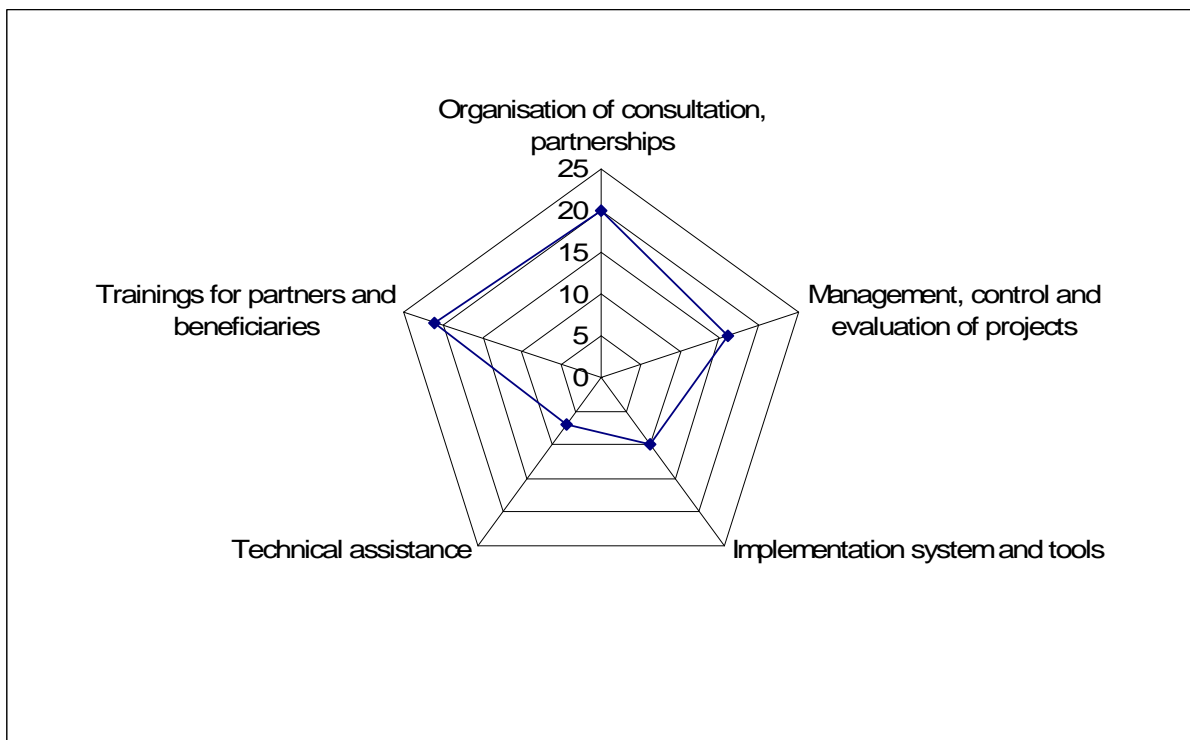
The cooperation with Local Governments is rather good.

Results of the analysis undertaken

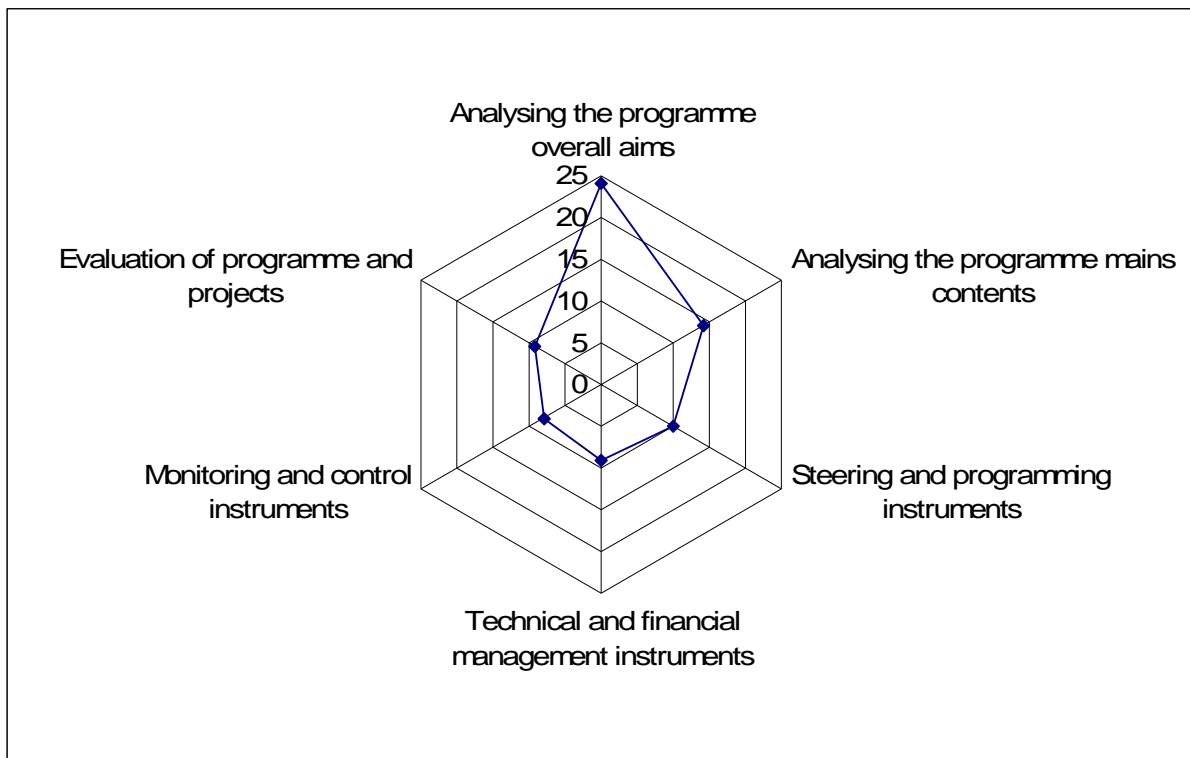
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The coordination between the bodies involved in the implementation of European funds is good.

Trainings could be more developed in some specific themes as setting up complex projects.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.4.4. Mazowieckie

The mission on the spot was carried out on 14 and 15 of May 2008

The expert visited the institutions involved in the implementation of European funds in the region of Mazowieckie on 14th and 15th of May 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voivode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

Certification trainings are planned.

The part of the staff currently working on the closing of the previous programming period, and which will not be involved in the new certification mission is looking for a new position, in the services of office of Marshal, in the other departments of office of Voivod, in the private sector.

The cooperation between the services of the Voivode and those of the Marshal is a correct one between the agents of both institutions on an informal basis.

The colleagues interviewed underlined the necessity to keep a sufficient staff in the previous department involved in implementation of ZPOR in order to avoid any problem till the end of the closing of the previous programming period.(The needs are evaluated at the level of 20/22 persons, and 8 persons are forecasted)

Services of the Marshal

The Mazowieckie region, is the biggest (bigger than Lithuania, with the same surface area than Denmark), the wealthiest and the more complicated one. The Capital region included the wealthiest Local Government (Warsaw) and the poorest one.

The time factor is the main stake for this region. Every decision and every realization need time.

The management of the European funds in the region employs 33 persons; the implementation employs 270 persons (goal: 300 persons).

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

The agreements and conventions between the managing authority and the intermediary bodies have been signed.

The colleagues interviewed raised several problems:

- The lack of staff;
- The turn over in the staff (an average of 25 % in one year in 2007);
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector in the Capital region;
- The need for an adequate legislation regarding public aid.

Services of the Regional Fund for Protection of the Environment and the Water Management

A structure dedicated to the management of projects financed by the European funds was created within the regional fund. The regional fund employs 4 persons (goal 7 persons). The conventions with the Ministry of the Environment and with the services of the Marshal have been signed. The staff is relatively stable.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing. But there is still a need of practical trainings and of sharing good practices between colleagues facing the same difficulties in the implementation of European funds.

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The positive consumption rate obtained during the previous programming period is the result of a very close cooperation between the WUP and the beneficiaries/ initiators of the projects.

The colleagues interviewed highlight certain problems:

- The need to fight against staff turn over,
- The low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector in the Capital region;
- Lack of stability of administrative directives (“administrative guidelines arrive by waves and seems in a permanent change process”);
- The need of trainings.
- The need of the preparation of an adequate regulation regarding public aid (planned for the end of the month of April 2008), which is delaying some of the requests for projects.

Regional unit of the General Direction of Roads and Motorways

The main stakes for the Mazowieckie region is the time factor. During the programming period for 2007-2013, the Regional unit of the General Direction of Roads and Motorways of the region of the Capital City has to build:

- 140 kms of the motorway A 2;
- 550 kms of express roads,

and to modernize 150 kms of other roads.

For the 5 years in the framework of the Infrastructure and Environment Operational Program, budget for the roads is of PLN 120 billions for the Poland, including PLN 35 billions for the Mazowieckie region.

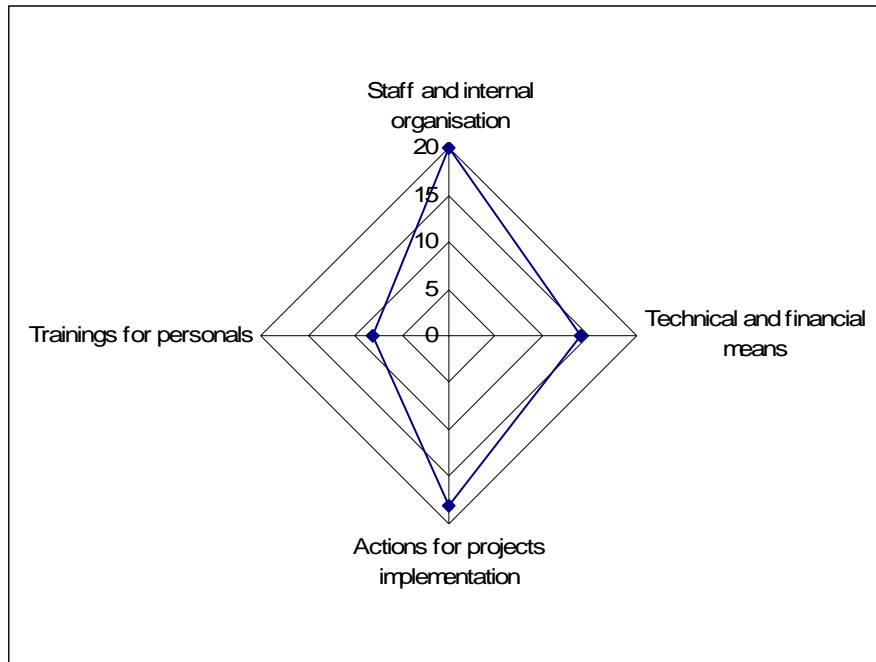
The colleagues interviewed highlight certain problems:

- Lack of stability of administrative directives (“administrative guidelines arrive by waves and seems in a permanent change process”);
- Lack of adequate laws and regulation on Public Procurement and Environment (which slowdown the implementation process);
- The lack of a stable delimitation of the Natura 2000 zones (due to the existence of the Shadow list)

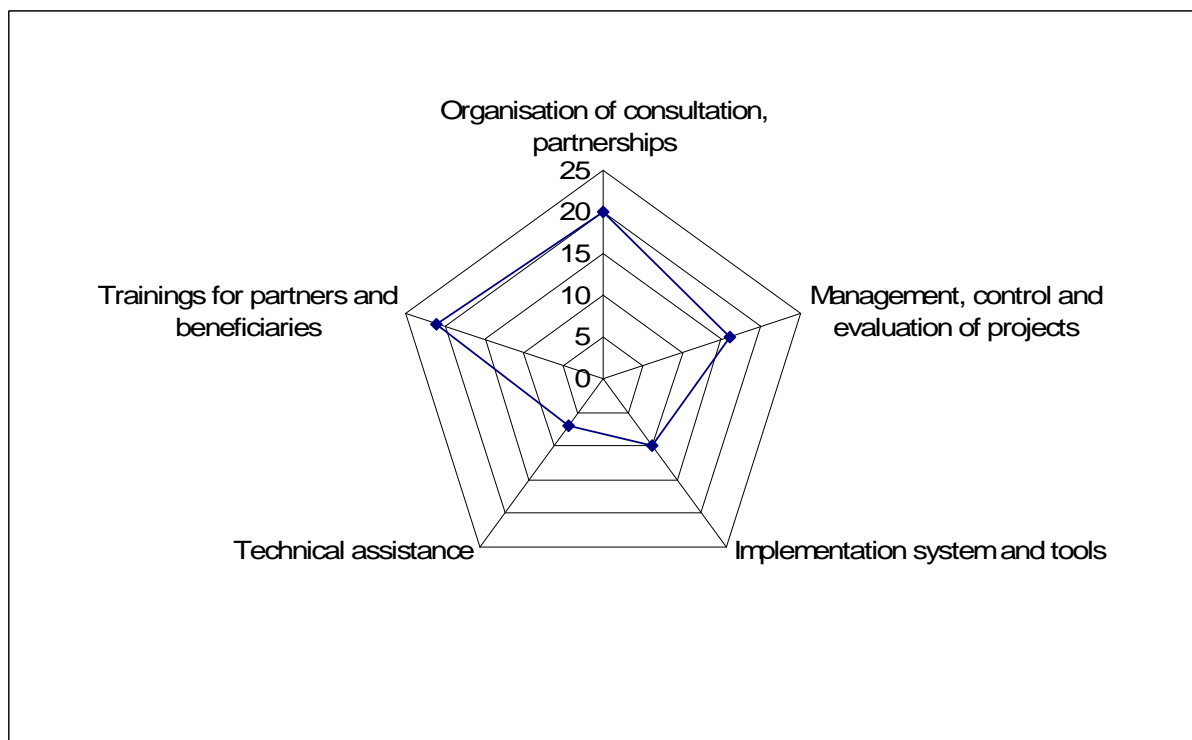
The coordination between all the bodies involved in the implementation of European funds is good.

Results of the analysis undertaken

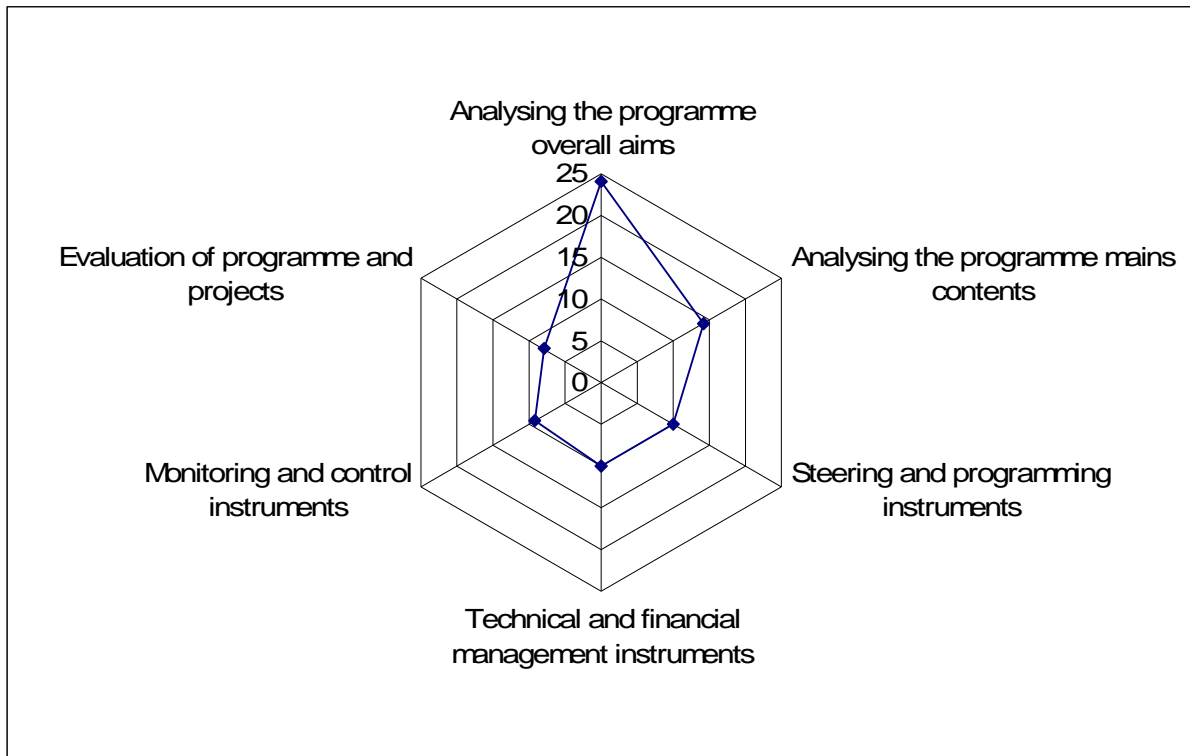
Internal organisation



Implementation System



Implementation of Regional Development



The coordination between the bodies involved in the implementation of European funds is good.

The main issues are:

- The management of the time factor because of the complexity and the size of the region;
- The turn over of the staff because of the low competitiveness of the salaries offered to the people recruited compared to the salaries offered in the private sector in the Capital region.

Trainings could be more developed in some specifics themes as setting up complex projects.

A part of Technical Assistance Budget could be usefully used for those trainings.

2.2.4.5. Lubuskie

The expert visited the institutions involved in the implementation of European funds in the region of Lubuskie on 19th and 20th of May 2008 in order to make an analysis of the implementation of European funds according to the analyse table provided by Axel Brouwer on that purpose, and approved by the Polish counterpart.

For that mission the team included only M. Michel Paquet for the French side.

The resources implemented in the region, the problems reported and the requirements recorded

Services of the Voïvode

The year 2008 is in this case as everywhere else, the last year of the implementation of the previous programming (2004-2006), the closing of the previous programming (including the control of the sustainability of the projects) is conducted abreast the setting up of the new certification mission.

Certification trainings are planned.

The part of the staff currently working on the closing of the previous programming period, and which will not be involved in the new certification mission is looking for a new position, in the services of office of Marshal, in the other departments of office of Voivod, in the private sector.

The cooperation between the services of the Voivode and those of the Marshal is very good.

Services of the Marshal

At the time of the mission, the preparation process of the implementation, which had started at the beginning of 2007, had been completed (elaborated procedures, hired staff, adapted structures, signed agreements).

The evaluation constitutes a new task for the Marshal's office, the people in charge of project evaluation will attend trainings offered by the Ministry of regional Development.

The agreements and conventions between the managing authority and the intermediary bodies have been signed.

The staff, well trained and very motivated, is facing some materials difficulties regarding the offices and the IT equipment (including Internet connection)

Services of the Regional Fund for Protection of the Environment and the Water Management

A structure dedicated to the management of projects financed by the European funds was created within the regional fund. The conventions with the Ministry of the Environment and with the services of the Marshal have been signed. The staff is relatively stable.

The regional fund participates in the trainings organized by the all the funds, for better knowledge exchange and sharing. But there is still a need of practical trainings

The colleagues interviewed raised the time factor's problem.

Services of the WUP

The WUP possesses a long and good experience in terms of implementing the projects co-financed by European funds. The positive consumption rate obtained during the previous programming period is the result of a very close cooperation between the WUP and the beneficiaries/ initiators of the projects.

The colleagues interviewed highlight certain problems:

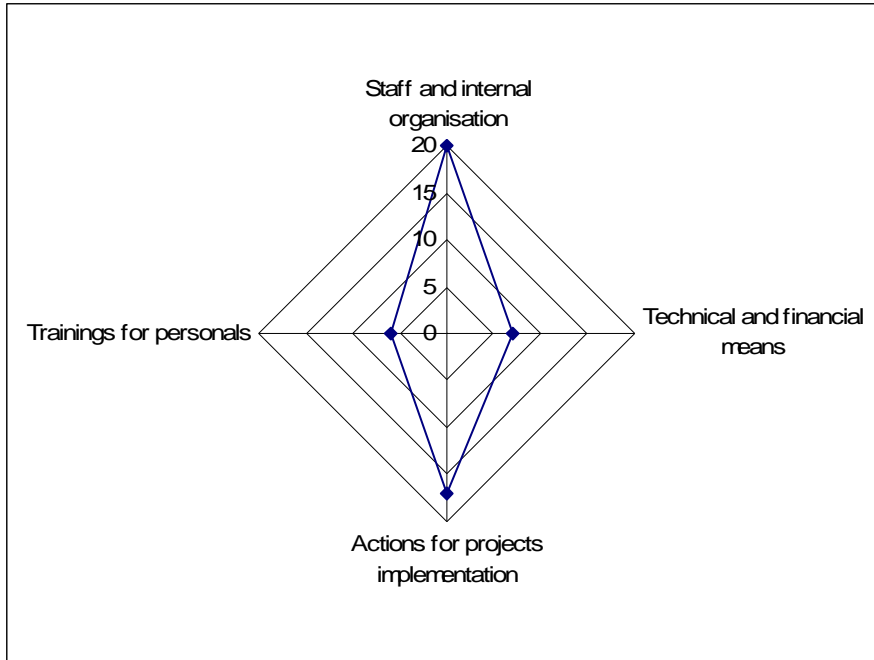
- The need to fight against staff turn over,
- The need for an adequate legislation regarding public aid.

Regional unit of the General Direction of Roads and Motorways

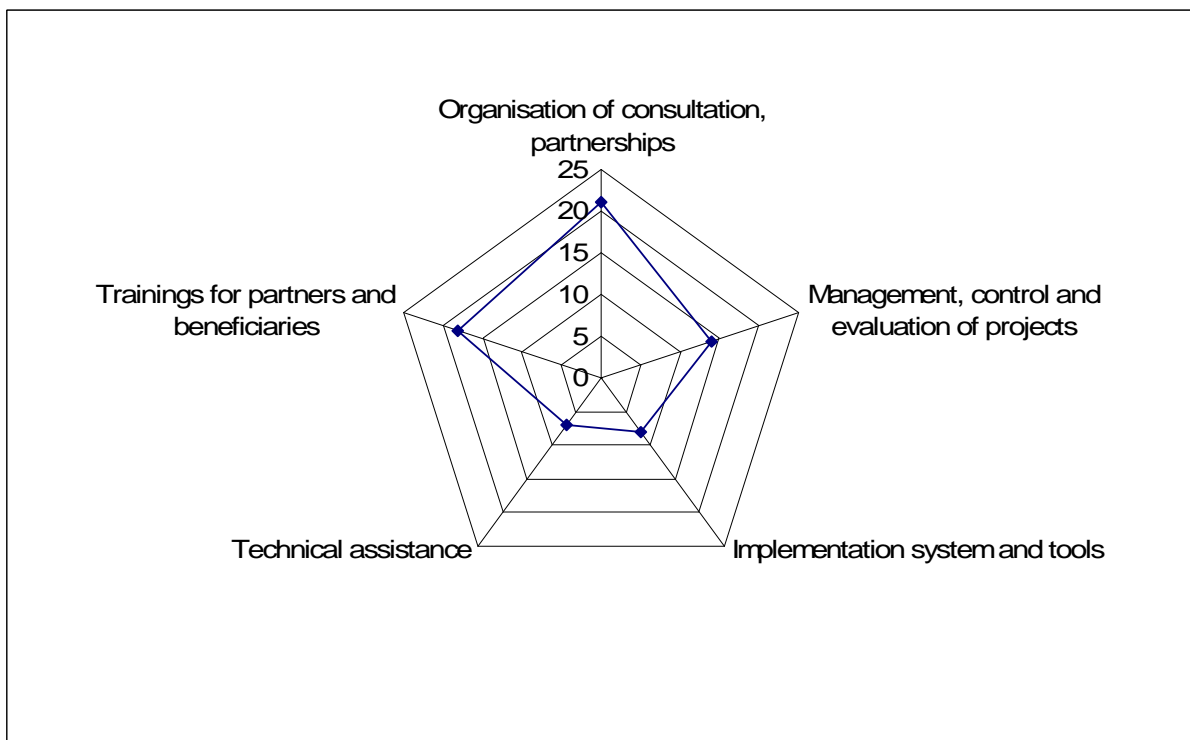
Though not formal, when it is necessary the cooperation, on a time to time basis, with Local Governments is rather good.

Results of the analysis undertaken

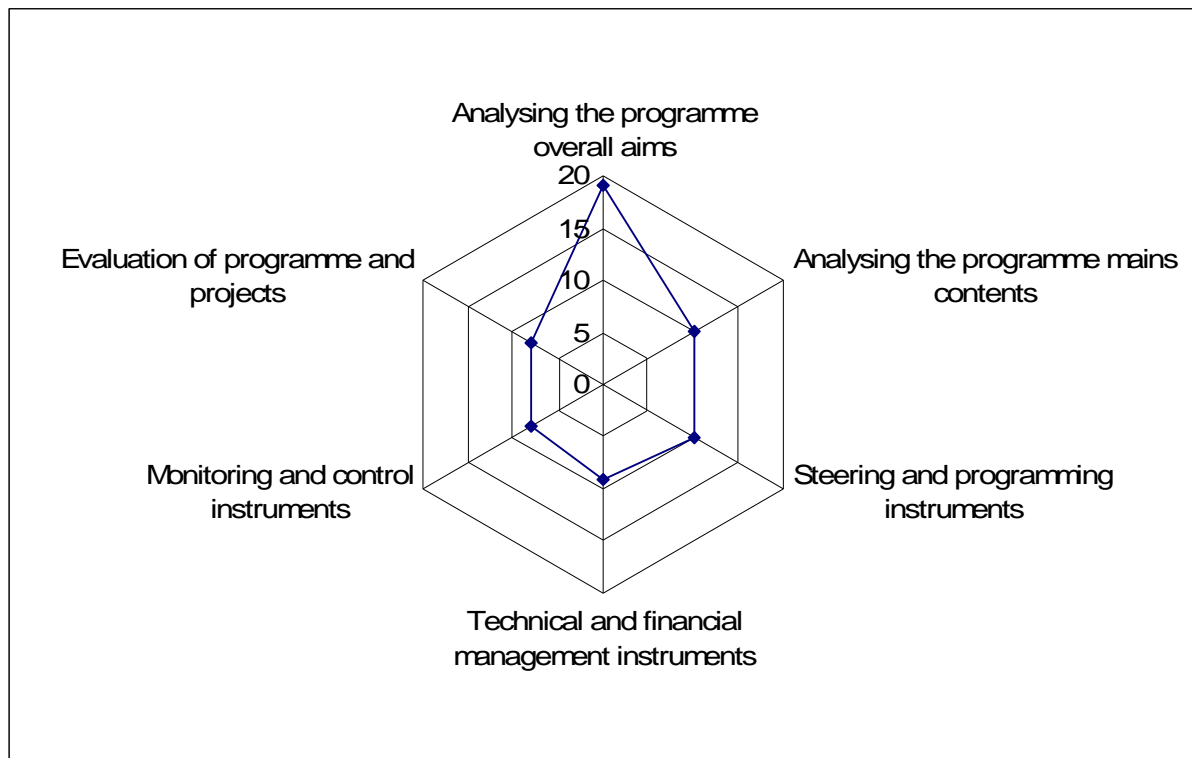
Internal organisation



Implementation System



Implementation of Regional Development



Every institution has at least an IT project in order to improve the things. But those tools must allow an optimum compatibility with the technical specificities of the national IT system implemented (SIMYK 2).

The team involved in European funds in the services of the offices of the Marshall's is very motivated and well trained even if the working condition of the team could be improved.

The coordination between the bodies involved in the implementation of European funds is very good.

Trainings could be more developed in some specifics themes as territorial development, innovation process, and setting up of complex projects, but also in some technical tools as use of data bases.

A part of Technical Assistance Budget could be usefully used for those trainings.

Synthesis of the Regional Matrix

regarding Internal organisation and implementation system

Internal organisation

Organisation and means

The institutions involved have still an important Turn over of the staff

If the number of persons in charge of the implementation of the European funds is generally sufficient, the issues noticed previously regarding the turn over of the staff are still a reality.

This staff turn over is the result of the relative levels of salary between the public sector and the private sector and depends of the market demand for such specializations. The turn over of the staff is less important in a town where there is little demand on the spot for such speciality (Rzeszow, Kielce, Olstyn...) than in big cities (Warsaw, Krakow.....).

But it is also the consequence of a lack of fluidity and flexibility between the various public partners regarding the human resources management. It could be interesting to carry out a survey/analysis on the status of State Administration and on Self-Government Administration, and may be to propose some way to organize such flexibility.

If in several regions (Gdansk, Lodz,...) some formal agreements were negotiated and signed between the Marshal's office, and the Voivod's office at the top level (General Director) in order to insure a smooth coordination regarding the transfers of employees, in a great majority of region the new framework of European funds implementation have some effects both on motivation of the staff and on the human capital accumulated during the previous programming period.

It could also have effect on the closing of this previous programming period (2004-2006), the lack of a clear visibility of their future could be a good motivation for them to find a job in private sector.

One good tool developped more and more by the institutions, in order to keep a stable staff, is an interesting and useful vocational training offer. Through this framework the institution could pay a post-graduate vocational training to the member of the staff, and the employee sign a commitment in which he engage himself to stay in the same institution for a contractual duration agree between himself and the institution.

linked to salary issues.

In order to solve the issue underlined above some incentives were created by the Voivod for the employees of State government regional offices, by the regional authorities for the regional self-government employees. Those incentives have a good effect in order to stabilize the staff and to slow down the turn over of staff.

But those incentives mainly leans against the Technical Assistance funds, and in some regions and/or some institutions this it leads to reserve those funds mainly for the staff incentives and it reduces the appeal to the Technical Assistance support which could be necessary for technical reasons.

In order to improve this situation, it is necessary that the incentives implemented are stable in the time, in order to have good effects for motivation of the employees, and in order to slow down the staff turn over. But it is beg the question of both the adaptation of the regulations (who could have benefit of those incentives? which amount?) and of the financing of such incentives.

It is interesting to notice that institution rather autonomous and who have their own resources like the Regional Funds for Protection of the Environment and the Water Management solve easily those issues respecting the budgetary regulations and the status of those funds. Even if it could have a secondary effect in generating competition between the funds in order to attract the best specialists.

Premises and equipment of institutions involved in the implementation of European funds in the Regions are rather new, well furnished and equipped, including efficient Internet connections (excepted for some little regions).

There is still a lack of an efficient National IT tool but it will be soon solved by the implementation of the application SIMIK 2.

All the institutions have developed, or are developing, specific complementary IT applications in order to help them for there day to day work and in order to store easily data they need. It seems that some useful data stored previously in Simik (first version), will be not managed by the new version of Simik(Simik 2).

The institutions are focused on there IT needs but also on the compatibility of IT local tools with Simik 2.

Unfortunately the mission was not able to check those information on the spot, and it could be useful to carry out further analysis on this topic, in order to avoid any incompatibility between the IT tools.

Staff management

A huge need of trainings built on concrete cases

All the institutions met in all the regions have a training annual plan for the staff.

If the offer of training on the topic of European funds is very rich and may be overabundant, it is often difficult for the institutions to make easily the selection of a good provider for those kinds of trainings. The institutions used to ask for advices to the colleagues working at the M.R.R..

This informal solution could be generalized thanks to a kind of quality label (of course without breaking the fair competition).

On the trainings market there is a lack of trainings oriented on concrete cases and practice, even if there is a huge demand for such trainings.

If some meetings are organized on specific topics when it is need, the coordination between all the departments involved in the implementation of European funds is mainly informal, using the personal contacts of employees.

It could be useful to organize periodically thematic meetings to gather all the persons, from various institutions, involved on the same subject.

Implementation system

Organisation of partnership/consultation, Implementation & management systems

Organisation of the services of the Marshals' offices in the regions:

Each region has designed its own organisation for the implementation of the different operational programs at the regional level, contingent on the size of the region, its specificities, the relative importance of the different operational programs and the resources implemented.

However the different regional offices are facing the same issues:

- ✓ A relative shortage of people having both competences and/ or experience of the European funds, and a technical competency (eg: public markets law).
- ✓ A shortage aggravated by the gap between the salaries offered by the public sector and those offered by the private sector

And the same constraints:

- ✓ Watch over the coherence between the CRSN and the regional development strategy prepared by each region
- ✓ Watch over the coherence between the different regional operational programs to use their complementarities in the best possible way.

In fact the structures of the Marshal's offices present recurrences, taking the illustrative example of the Marshal's office in Kujawsko – Pomorskie

Within the services of the Marshal's office there are 2 departments responsible for the European funds' implementation:

- ✓ The department for regional policy
- ✓ The department in charge of the implementation of the regional PO

The department for regional policy is itself divided into 5 units:

- ✓ One unit which handles the functions of the management authority for the regional PO (25 people) and prepares the documentation,
- ✓ One unit responsible for the implementation of the FSE (40 people),
- ✓ One unit in charge of the implementation of the development program for the rural zones (41 people),
- ✓ One unit in charge of the coordination of all the actions of the previous units, but also of the programs regarding Innovation in the economy, infrastructures and environment, Technical assistance and training (25 people),
- ✓ An information centre on the European funds (2 people)

The department for the implementation of the regional PO (45 people, end goal 90 people), itself divided into 3 units:

- ✓ Projects' selection
- ✓ Projects' implementation
- ✓ Projects' supervision

Overall the division between a department responsible for the definition of the regional strategy and another responsible for the implementation of the regional operational program itself seems to be an excellent solution. This scheme – with certain variations – has been selected by most regions.

To guarantee/ ensure the coordination and the coherence between the different operational programs implemented, work groups have been created to solve the common challenges, ranging from the improvements to be made to the regional strategy, to the preparation of consistent principles for the attribution of the funds to the recipients and practical questions (eg Lodz and Szczecin to give only those 2 examples).

The priority or priorities of the regional operational program aimed at companies are often delegated to an intermediary body (the Regional Development Agency for instance)

In the same way the priorities related to the "Work market" and the "Social integration" are delegated to the WUP, as the intermediary body of second grade, more or less closely connected with the department or the unit in charge of the regional definition of the Human Capital operational program.

Organisation of the services of the Voivode's offices in the regions:

The services of the Voivode's offices have to proceed with the closing of the previous programming period (2004-2006) then ensure the checks of the so-called durability of the projects.

At the same time, within the framework of the new programming period (2007-2013), new missions have been entrusted to them:

- ✓ The certification by delegation of the Ministry of Regional Development,
- ✓ The examination of the appeals introduced by the recipients and exercised against the decisions of the services of the Marshal as well as the management of the activities of the observatories delegated by the Voivode (in accordance with the regional development policy Law) as part of the file selection by the services of the Marshal.

Several issues have to be solved:

- ✓ The certification being a new mission, there is an important need for training regarding the certification. Even though the market provides a substantial offer for trainings, the quality varies and the trainings are at times too theoretical and not adapted enough to actual needs;
- ✓ It is necessary to reconcile the closing of the projects implemented within the previous programming period, while putting in place the necessary structures for the new mission entrusted to the Voivode's office;
- ✓ All of the above has to be considered in the context of staff turnover, and a low capacity to foresee the future of the people who have worked on the implementation of the previous programming.

Organisation of the Regional units of the General Direction of Roads and Motorways:

Even though the European funds implemented in this sector within the national operational program "Infrastructures and Environment" and the stakes for the development of Poland and its regions are very high, the structures of those units are governed by technical considerations. A small part of the staff is specifically dedicated to the implementation of the European funds.

The coordination with the different services responsible for the roads (services of the Marshal, Powiats, Local government) at each level is executed each time according to the needs. If this collaboration is satisfactory it could be organised within the framework of periodical meetings between the different services involved.

Organisation of the WUP:

The WUP are the regional structure for the implementation of the employment policy.

They are responsible in the different regions for the implementation of the priorities of the regional operational programs by delegation of the services of the Marshal's office (at the minimum the priorities focusing on the "work market" and social integration).

They are connected both to the services of the Marshal's office and the PUP, at the Powiat level of the implementation of the employment policy.

The WUP have acquired a good experience of the European funds' implementation within the previous period of programming.

Organisation of the Regional Fund for Protection of the Environment and the Water Management:

The Regional Funds for the Protection of the Environment and the Water Management are small scale structures having, in accordance with the Law, their own resources.

They are responsible for the implementation of the environmental measures of the infrastructure and environment operational program, within the delegation conventions.

The regional funds are responsible for projects amounting to less than 25 millions euros, projects with an amount higher than 25 millions of euros fall within the competences of the national fund.

There are exceptions, by convention some projects falling within the competences of the national fund can be managed by the regional fund where the project is located and similarly some projects falling within the competences of a regional fund can be managed by the national fund.

The regional fund for the protection of the environment and the management of water has a small manpower, due to the relatively low level of funds allocated for the European funds' implementation (needs identification, programming, and coordination).

Policy briefing notes from the stage of needs identification, aid for putting together the projects, projects' selection, payment and checks until completion allow the regional fund to have an excellent knowledge of this field.

However this can be a problem as the fund is at the same time the institution which advises the recipients and the one which later selects the chosen projects (problem with potential conflict).

The funds take full advantage of the meetings and trainings organised every 2 months by the Ministry of Environment, the national fund and the other regional funds interested by a common theme.

The services of the Ministry of Regional Development take part in those meetings according to the theme.

The regional funds are confronted to certain issues concerning the study procedures regarding the impact of the environmental projects which are not equally exhaustive (the extend of the study leaves too much room for interpretation).

The list of the sites impacted by Natura 2000 is not entirely stabilised (problem of the shadow list).

Implementation and control systems

At the time when the missions took place, the implementation and control systems had been elaborated; various ones had been conducted or were taking place.

Requests for proposals

At the time when the missions took place, the first requests for proposals had been initiated or were about to begin.

Technical assistance, trainings, Information - Communication – Promotion

As it was already underlined above, there is a huge demand for trainings oriented on concrete cases and practice, adapted to the real and concrete difficulties faced by the teams involved in the implementation of European funds.

Once again, the example of the network of Regional Funds for Protection of the Environment and the Water Management is very interesting; periodically (every quarter) those institutions organize trainings on accurate topics for employees from different Regional Funds.

It seems a very interesting tool in order to share experiences and difficulties faced by the teams in different regions and to spread the good practices. It is even more interesting because a specialist of one Regional Funds could share his experience and teach his colleagues of others Funds, which insure that those trainings are fitting the needs of trainees for a good value for money.

In conclusion, the difficulties and bottlenecks faced by the colleagues involved in the implementation of European funds in the Polish regions, and noticed by the expert during the missions in the regions can be put together into two large categories:

- Difficulties related to the insufficient adequacy of the Polish legislation and to the legal instability,
- Difficulties related to the modalities of coordination and organization in the regions,

Difficulties related to the insufficient adequacy of the Polish legislation and to the legal instability

- Lack of adequate legislation regarding public aid,

- Risk of modifications of some legislation currently in force (eg Natura 2000 and the issue of whether to integrate the sites listed in the “Shadow list”)

- Real or presupposed slowness of financial flows within the implementation of European funds in the regions, related to the adherence to the obligations prescribed by the Public Finances Law.

- It was unfortunately impossible at this early stage of the implementation of the 2007-2013 programming, for the mission to verify the veracity of the fears strongly formulated by the colleagues interviewed during the missions in the regions, nor the scale of the delays and difficulties, which it could induce.

- The mission reckons that this topic could usefully be the object of a thorough analysis.

- Status and salary packages insufficiently attractive for the agents of the State and of the local governments in the regions.

If resorting heavily on the budget of Technical Assistance allows on the short term to ensure the service of accessory payments to the agents in charge of the implementation of the European funds, it lowers at the same time the amount available for other actions likely to be financed by the Technical Assistance.

- The mission reckons that a more general reflection on the status of the staff and their pay scales would be more capable of bringing in a long-lasting and long-term solution.

Difficulties related to the modalities of coordination and organization in the regions

- Need for a national electronic application adapted to the needs of the various services involved in the implementation of European funds as well as for local applications, complementary and compatible with the national application.

The implementation of Simyk 2, while the missions in the regions were taking place in the regions was awaited with eagerness. The electronic application should be able to respond to the needs of the national application.

Almost all the institutions reviewed were involved at least in a reflection aimed at benefiting from complementary electronic tools.

The services in the regions and the services of the Marshals in particular, either have already such tools developed in the framework of the previous programming, or have launched the preparation of those tools.

This approach is a good thing by itself and should allow an optimum compatibility with Simyk 2, provided the technical compatibility of those local applications with Simyk 2 is being ensured.

- If the coordination between the different actors of the implementation of European funds is good overall, it is rarely formalized. The regional territorial conference could be a support for this coordination.

The mission recommends the creation of theme-based technical committees by operational program and/ or the creation of a sharing space for the difficulties faced and practical solutions to be given. Those committees could be linked to the territorial conference and actually co-managed by the Voivode and the Marshal.

- There are strong needs in terms of training within the different services involved in the implementation of the European funds in the regions. However the request for trainings is not at a general training level but should rather be in response to particular issues regarding the implementation of the funds.

In order to satisfy those needs, the mission recommends to resort to the sharing of good practices by using the experience of colleagues who have faced the same difficulties (eg quarterly trainings currently implemented between several regional funds for the protection of the environment and the water management) and the implementation by the Ministry of Regional Development of a website dedicated on the one hand to the

inventory of orthodox legal solutions and on the other allowing “Question fairs” between the actors of the implementation of European funds in the regions.