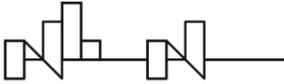




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# Evaluation of the effects and the system for management and implementation of the EEA Financial Mechanism 2009-2014 and the Norwegian Financial Mechanism 2009-2014

Final report

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## Summary

### *Objective, scope and methodology of the study*

The objective of the study was to assess the effects and impact of the European Economic Area Financial Mechanism 2009-2014 and the Norwegian Financial Mechanism 2009-2014. The scope of the study included 18 Programmes. The methodology included desk research as well as primary data collected using quantitative and qualitative methods, i.a. 50 in-depth individual interviews, 5 quantitative surveys (CAWI, CATI), 17 case studies on project level and commune level.

### *Effects of implementation of the EEA FM and the NFM Programmes*

#### *Environmental protection and management [PL02, PL03, PL04]*

##### *Biodiversity and ecosystem services [PL02]*

The objective of the *Biodiversity and ecosystem services* PL02 Programme was to protect biodiversity and ecosystems through implementation of projects aimed at halting decline and loss of biodiversity. The effectiveness of the Programme can be assessed as high, which is reflected in the outcomes obtained in the Programme which considerably exceed the original assumptions. The implemented initiatives included monitoring of the Natura 2000 sites, stocktaking and monitoring of invasive alien species. A sizeable part of the Programme was implemented by non-governmental organizations promoting biodiversity. There was also considerable interest in the educational initiatives undertaken within this area. The implemented projects are of sustainable character, and following their completion, especially with regards to infrastructural projects, will be operated and funded from the beneficiaries' own funds. As regards educational projects, the materials developed in the course of the projects continue to be used especially by teachers and students.

##### *Environmental monitoring and integrated planning and control [PL03]*

The scope of the *Environmental planning and integrated planning and control* Programme PL03 is focused on supporting authorities in charge of monitoring and inspection of the environment and for geodesy and cartography, through implementation of projects aimed at improvement of visualization and facilitation of access to data and information collected, processed and distributed by public administration institutions. The Programme was implemented primarily through predefined projects (94% of the allocation) as well as through five projects selected through open competition. All predefined projects were implemented in cooperation with Norwegian institutions, i.e. Norwegian Environmental Agency, Norwegian Institute for Air Research and Norwegian Mapping Authority. The PL03 Programme displays high effectiveness, which is reflected in the obtained indicators. The outcomes obtained through the implementation of the projects, i.e., among others, the compiled hydrographical or hydrological data or websites presenting results of air quality measurement, can be used by decision makers but also by the general public to easily check the air quality in their area.

### *Saving energy and promoting renewable energy source [PL04]*

The objective of the *Saving energy and promoting renewable energy source* PL04 Programme was to reduce greenhouse emission and air pollution and to increase the share of energy from renewable sources in total energy consumption. The largest part of the allocation in the Programme was assigned to initiatives related to improvement of energy efficiency in buildings and reduction of emission to air, water and soil. The Programme is characterised by high efficiency due to the strong interest of beneficiaries in thermomodernization projects. As a result of the Programme, the level of air quality was improved, which has a positive impact on the environment and people's health.

### *Regional development [PL06]*

#### *Urban development by strengthening the competence of self-government units, social dialogue and cooperation with civil society representatives [PL06]*

The objective of the PL06 Programme was to achieve improved social and economic coherence at the national, regional and local level through development of mechanisms for effective cooperation – both between the self-government units themselves and those entities and representatives of civil society entrepreneurs, for the purpose of making together decisions or solving problems of relevance for the respective area. Seventeen competition projects were implemented along with one predefined project, all of which contributed to improving the cooperation across functional areas.

### *Public health initiatives [PL07, PL13]*

#### *Development and improved adaptation of healthcare to demographic and epidemiological trends [PL07]*

In the area of improved adaptation of healthcare to demographic and epidemiological trends, support was granted to projects including “soft” and “hard” activities. Twenty two projects are implemented in the area of healthcare for the chronically ill, the dependent and the elderly, ten in the perinatal care and five in cancer prevention. The effectiveness of the Programme should be assessed as high, which is reflected in the obtained effects which considerable exceed the original assumptions. The impact of the Programme at country level is minor, as its share in overall healthcare expenditures amounted to approx. 0,04%.

#### *Reducing social inequalities in health [PL13]*

In the area of reducing social inequalities in health, the implemented projects were 1 predefined project and 26 competition pilot projects for health promotions in counties with the highest standardized mortality ratio. The effectiveness of the Programme should be assessed as very high, which is reflected in the obtained effects, which considerably exceed the original assumptions. The impact of the Programme lies in filling the gap and addressing the issue of social inequalities in health. At county level, it lies in establishing collaboration between different sectors (systems for healthcare, education and social care).

### ***Protecting cultural heritage [PL08, PL09]***

#### *Conservation and revitalisation of cultural and natural heritage [PL08]*

The main objective of the PL08 Programme was to protect, preserve and make cultural heritage accessible for future generations. One non-investment project (the Museum of the History of Polish Jews – POLIN) and twenty two investment projects were implemented. Most activities included renovation and conservation of landmarks. To a lesser degree, they included also preparation of infrastructure for cultural activities. One of the Programme's effects are new cultural centers, e.g. Interactive Museum at the Old Theatre in Kraków – Theatre Education Centre, the Pan Tadeusz Museum, the Zajezdnia Historical Centre in Wrocław and the Shipwreck Conservation Centre.

#### *Promotion of diversity in culture and arts within European cultural heritage [PL09]*

The main objective of the Programme was to enrich the cultural offer and diversity of presented artistic events, delivered under partner projects of Polish institutions and institutions from donor states. Support was provided to 62 non-investment projects including organization of artistic events, cooperation support and exchange of artists, schools and academies of art. Other promoted areas included cooperation of experts in cultural heritage and institutional cooperation between institutions of culture and archives.

### ***Research and scholarship [PL10, PL12]***

#### *Scholarship and Training Fund [PL10]*

In the area of education, grants were given to projects which supported mobility of learners and staff of the educational sector (mainly students and university staff) as well as projects modernizing didactic offer and projects strengthening the human resources and structures of educational institutions. The effectiveness of the Programme should be assessed as very high, reflected in the obtained effects. An impressive example is the number of student exchanges. The activities implemented within the programme – thanks to, among others, introducing new education methods, expanding or modifying the educational offer, strengthening the didactic, organizational and administrative potential – have contributed to improvement of the quality and efficiency of education and through cooperation with partners from donor states, have also contributed to its internationalization. The Scholarship and Training Fund has made an unquestionable contribution to the development of Polish education – in supporting didactic activity, building the potential of academic staff, institutional development of educational actors, and developing cooperation with domestic and foreign partners.

#### *Polish-Norwegian Research Cooperation [PL12]*

The Polish-Norwegian Research Cooperation Programme (PL12) was an effective and efficient tool of promoting and developing research and study cooperation between Polish and Norwegian research units and their research teams. Under the Programme, the implemented projects were 109 research and study projects focusing on specific thematic areas, including also projects promoting female researchers undertaking and managing such projects in the least feminised technical sciences. A part of the research

projects in the Programme was subject to obligatory implementation in cooperation with Norwegian units. Thus, the Programme resulted in strengthening and development of bilateral research and study cooperation. A long-term (yet already visible) effect is the further development of cooperation between Polish and Norwegian partners, displayed through joint application or participation in international research and study programmes (e.g. jointly submitted grant applications in the EU programme HORIZON 2020). There are indications of high sustainability of the Programme's effects, relating particularly to the development of bilateral cooperation. One of the strengths of the Programme is that it provided support for the so-called networking component, enabling to plan the further cooperation and sharing of experience in the area of managing research and study activities.

### ***Justice and Home Affairs [PL14, PL15, PL16, PL17]***

#### *Domestic and gender-based violence [PL14]*

In the area of violence prevention, 70% of the allocation was assigned to 3 countrywide predefined projects and the remaining part to the Small Grant Scheme. 3 625 000 EUR constituted approx. 12% of the expenditures for the implementation of the National Program for Counteracting Domestic Violence (NPCDV). The target values of indicators were considerably exceeded. As an example, the number of violence prevention professionals, who improved their knowledge, constitutes as much as 58% of the total number indicated in the NPCDV, so the impact of the Programme at the country level can be described as high.

#### *Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups [PL15]*

Within the PL15 Programme, projects were implemented with the aim to improve the capacity of the Polish institutions to prevent and combat cross-border and organized crime, including human trafficking. They were of varied character, because of various thematic areas as well as different types of beneficiaries. The main emphasis, however, was put on training activities, experience sharing and cooperation between different institutions, both Polish and international as well as on social campaigns, mostly on the local level.

#### *Judicial capacity-building and cooperation [PL16]*

Within the PL16 Programme, various initiatives were implemented to improve the efficiency of the judicial system, both with regards to infrastructural enhancement (systems of access to court registers, systems of communication with courts), increasing the managerial competence of court managers, promoting mediation as an alternative method of dispute resolution and strengthening the position of crime victims and witnesses.

#### *Correctional services, including non-custodial sanctions [PL17]*

The support provided from the Norway Grants with regards to improving the correctional services system in Poland should be assessed as highly satisfactory. The effectiveness of the Programme is expressed by the number of certificates confirming completion of training, courses, postgraduate

programmes which exceeds the original assumptions (15 400 certificates for convicts and nearly 34 200 for Prison Service staff and officers) and contributes to increasing the social and professional competence of the support recipients. As a result of implementing one of the predefined projects, there was an increase in application of non-custodial sanctions, which was one of the Programme's defined objectives. Attention should be given to strong alignment of the Programme assumptions with the expectations of the beneficiaries. This was enabled by an in-depth analysis of needs at the early stage of implementation and is now reflected in the exceeded indicator values.

### ***Impact of the EEA FM and the NFM on the socio-economic situation***

The EEA and Norway Grants had a limited impact on the socio-economic situation at the macroeconomic level and a significant impact at the local level in selected support areas and for selected target groups. The funds had the biggest socio-economic significant in the Małopolskie and Mazowieckie, and further in the Dolnośląskie and Pomorskie voivodeships. The most effective and efficient intervention was obtained in voivodeships with the lowest level of socio-economic development over the entire implementation period of the Programmes, i.e. the voivodeships of Podkarpackie and Warmińsko-Mazurskie, followed by Lubelskie and Podlaskie.

### ***Assessment of management system***

The evaluation of the system for management and implementation of the EEA FM and the NFM allows to formulate a satisfactory assessment with regards to both the organizational and the functional aspect of the system. Within this evaluation, opinions to justify such a conclusion come from all entities involved in the management and implementation as well as – which is of particular important – by the recipients of the system's functionality, so the beneficiaries of the support.

As demonstrated by the evaluation, primarily through the perspective of the intervention's beneficiaries and the Programme Operators, special attention should be given to the definitely prevalent positive assessment of the clarity / comprehensibility of the programme documents. It is also important to note the nearly universal opinion highlighting the transparency of the system for project selection and assessment, ensuring an "honest" selection of beneficiaries of the support and determining a general positive image of the Programme. When considering the perspective of the Programme Operators, the subsystem for application assessment and recruitment (including the selection criteria) operated effectively, resulting in selecting high quality projects. Importantly, these conclusions are confirmed not only by the opinions expressed by the survey respondents, but also by (above all else) the results of expert analysis of implementation and results of the EEA FM and the NFM Programmes conducted within the evaluation.

The correct functioning of the system for management and implementation of the Programme results to a large degree from the establishment of correct relationships between beneficiaries and the Programme Operators with regards to information flow and support provided by the Operators to the beneficiaries. This element constituted an important factor contributing to an improved (more effective) implementation of projects, and consequently has greatly facilitated the achievement of Programme objectives. Positive assessment should also be given to the cooperation between Programme Operators and "central" institutions of the system (the National Focal Point – NFP and the Financial Mechanism

Office – FMO). The confirmed high quality of these relationships is a result of the established system for management and implementation as well as its high functionality.

The satisfactory assessment of the system for management and implementation of the EEA FM and the NFM does not mean that the system was flawless. The evaluation indicates certain problem areas which should become the subject of improvement actions in the future continuation of the Programme. Although these issues do not challenge the above mentioned conclusions, applying improvements in the indicated areas will enable to further strengthen and increase the effectiveness of the system of management and implementation. The key issues include: (1) the need to modify the DORIS reporting system; (2) the possibility to design and implement a developed, multi-accessible mechanism for reporting and monitoring Programme implementation on the basis of an IT system; (3) improving the method for shaping project and Programme indicators to ensure more precise definition as well as set realistic target values; (4) introduction of flexible (and simplified) rules concerning expenditures for covering costs of external personnel employed to manage / implement projects; (5) acceleration of the decision processes (as far as possible) related to the shaping of the EEA FM and the NFM Programmes and (6) simplifying appeal procedures.

#### ***Assessment of the cooperation and bilateral relations***

When evaluating the cooperation, it is important to note the very positive assessment of the possibility to establish partnerships with entities from donor states and the improved mutual understanding and respect between partners at the level of Programmes and projects, as well as mutual benefits in the form of experience and skills sharing. The Bilateral Fund was given an equally positive assessment, both at national level and at programme level. Within the BF at programme level the focus was mostly on experience sharing rather than networking and project preparation, which should be focused on during the next period.

One source of difficulty was the limited number of potential partners on the side of donor states. Another problematic issue for the partners were the excessively bureaucratic reporting obligations. However, it can be said that the cooperation solutions developed to date, the strengthening network of contacts and greater understanding of mutual needs, conditioning (especially legal and cultural) as well as opportunities (potential, competence) will facilitate the preparation and implementation of Programmes and projects in partnership in the next Programme period.

#### ***Main conclusions and recommendations***

In summary, the Programmes and projects implemented within the EEA and Norway Grants, along with the entire EEA FM and NFM intervention should be assessed as effective, efficient, useful and sustainable. In the future, it would be worthwhile to focus the support on a smaller number of areas, which will enable to increase the scale of their impact. The main success factors of the Programmes were the high level of engagement of all involved institutions both on the Polish side and on the side of donor states, the use of experience of foreign partners, the well formulated Programmes based on relevant diagnosis and relevant selection of target groups as well as maintaining a flexible approach and allowing the possibility to implement both “soft” and “hard” activities within the same project.

## 1. Objective and scope of the study

This paper constitutes an final report of the evaluation study *Evaluation of the effects and the system for management and implementation of the EEA Financial Mechanism 2009-2014 and the Norwegian Financial Mechanism 2009-2014*, commissioned by the Ministry of Economic Development.

According to the detailed specification of the object of the contract, the main purpose of the study is to evaluate the effects of Programmes and projects performed under the EEA Financial Mechanism for 2009-2014 and the Norwegian Financial Mechanism for 2009-2014, and to evaluate systems for management and implementation employed in the individual Programmes, including formulation of guidelines concerning improvements for the present and future similar programmes. The study will deliver an assessment of the already achieved and forecast results of projects and Programmes as well as their impact on:

- Reducing of economic and social differences between the areas of the projects' implementation and the other areas;
- Strengthening of the bilateral relations between Poland and donor states;
- Improvement of the situation in the defined priority areas.

The evaluation will be also useful for specifying the accuracy and effectiveness of the applied system for implementation of the Mechanisms, including the institutional structure, procedures and documents on the level of the National Focal Point and the individual Programme Operators.

According to the detailed specification of the object of the contract, the evaluation should deliver answers to the following research questions:

- 1) To what extent have the Programmes and projects implemented under the EEA FM and the NFM contributed to reducing of economic and social differences in the voivodeships where the EEA FM and the NFM projects have been implemented, and among the voivodeships as such?
- 2) To what extent have the Programmes and projects implemented under the EEA FM and the NFM contributed to stronger bilateral relations between Poland and Norway, between Poland and Iceland, and between Poland and Liechtenstein?
- 3) To what extent have the objectives of the individual Programmes implemented under the EEA FM and the NFM been achieved (through achievement of the value of output and outcome indicators) and how sustainable are the outcomes? (including in-depth evaluation of the PL06 Programme)
- 4) Were the mechanisms applied in Technical Support adequate for the needs of the institutions involved in the EEA FM and the NFM implementation, including promotion and information?
- 5) To what extent have the systems for management and control, recruitment and evaluation of applications, monitoring (including indicators) applied in the EEA FM, the NFM and the individual Programmes proven to be effective and efficient?
- 6) What kind of improvements should be implemented for systems of management and control for the individual Programmes, promotion and information, institutional systems, procedures and

documents, including Regulations, manuals and guidelines (in particular, in the next programming period)?

The subject of the study were the following Programmes funded from the EEA and Norway Grants:

- Technical Assistance Fund and Bilateral Fund at National Level [PL01]
- Biodiversity and ecosystem services [PL02]
- Environmental monitoring and integrated planning and control [PL03]
- Saving energy and promoting renewable energy source [PL04]
- Citizens for Democracy [PL05]
- Urban development by strengthening the competence of self-government units, social dialogue and cooperation with civil society representatives [PL06]
- Development and improved adaptation of healthcare to demographic and epidemiological trends [PL07]
- Conservation and revitalisation of cultural and natural heritage [PL08]
- Promotion of diversity in culture and arts within European cultural heritage [PL09]
- Scholarship and Training Fund [PL10]
- Polish-Norwegian Research Cooperation [PL12]
- Reducing social inequalities in health [PL13]
- Domestic and gender-based violence [PL14]
- Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups [PL15]
- Judicial capacity-building and cooperation [PL16]
- Correctional services, including non-custodial sanctions [PL17]
- Green Industry Innovation [PL18]
- Fund for Decent Work and Tripartite Dialogue [PA22]

According to the description of the object of the contract, questions 3 to 5 are not applicable to the Programmes PL05, PL18 and PA 22, hence these Programmes are analyzed only in the chapter dedicated to the general socio-economic impact of the EEA and Norway Grants, as well as the chapter on the bilateral relations.

## 2. Methodology and research conducted

The evaluation has been based on desk research as well as on an analysis of primary data collected by using both quantitative and qualitative methods – see the tables below.

*Table 1 Qualitative research*

Method	Actual number
Horizontal interviews	4
Sectoral interviews with Operators	16
Interviews with beneficiaries	24
Interviews with programme partners	8

*Source: own analysis*

*Table 2 Quantitative research conducted*

Method	Population	Actual sample	Return rate
Questionnaire surveys (CAWI) on programme operators	24	22	92% (100% of programmes)
Questionnaire surveys (CAWI) on beneficiaries	1842	826	45%
Questionnaire surveys (CAWI) on Polish partners	889	318	36%
Questionnaire surveys (CAWI) on foreign partners	862	169	20%
Questionnaire surveys (CAWI) on ultimate support recipients	80	90	113%

*Source: own analysis*

For the analyse and the assess of the data the following research methods have been used:

- 12 in-depth case studies at the project level

Table 3 Projects selected for case studies

No.	Project title	Programme
1	Developing the meta-population of the European bison in north-eastern Poland	PL02
2	Strengthening the technical capacity of the Chief Inspectorate of Environmental Protection (CIEP) through the purchase of the measurement devices, laboratory equipment and IT tools Project title	PL03
3	Reconstruction of K1 boiler to adapt it for combustion of biomass at the CHP Siekierki in Warsaw	PL04
4	The Zagłębie Linear Park – revitalisation of the functional area of the Przemsza and Brynica Rivers	PL06
5	Let me be – perinatal care programme for children with lethal defect by opening advisory centres within home hospice	PL07
6	The Zone of Muses and Thoughts of Stanisław August – renovation and maintenance of 18-century Stara Pomarańczarnia and Teatr Stanisławowski to address the needs of new sculpture exhibition and of cultural programme in the Royal Łazienki Museum	PL08
7	Cultural education of the community of Małopolska by a series of artistic workshops – PEACEPAINTING in Poland and Norway	PL09
8	Simulation tourist enterprise as an innovative method of practical education in the new faculty –‘economics of tourism and hotel industry in the English language’	PL10
9	Innovation in recycling technologies of sewage sludge and other bio-waste energy and matter recovery	PL12
10	Łódź versus liver diseases	PL13
11	Nearest and dearest do not do harm- nearest and dearest give love	PL14
12	The power of synergy. Cooperation of the Border Guard (BG), the Central Bureau of Investigation (CBI) and the Internal Security Agency (ISA) on combating cross-border and organised crime	PL15

Source: Own work

- 5 case studies on the level of selected communes;
- statistical analyses;
- spatial analyses;
- expert analyses;
- SWOT/TOWS analysis;
- two panels of experts;
- bulletin board for PL06 Programme;

- simplified network analysis;
- 2 focus group interviews (FGI).

### 3. Effects of EEA FM and the NFM implementation

#### 3.1. Effects of implementation of the EEA FM and the NFM Programmes

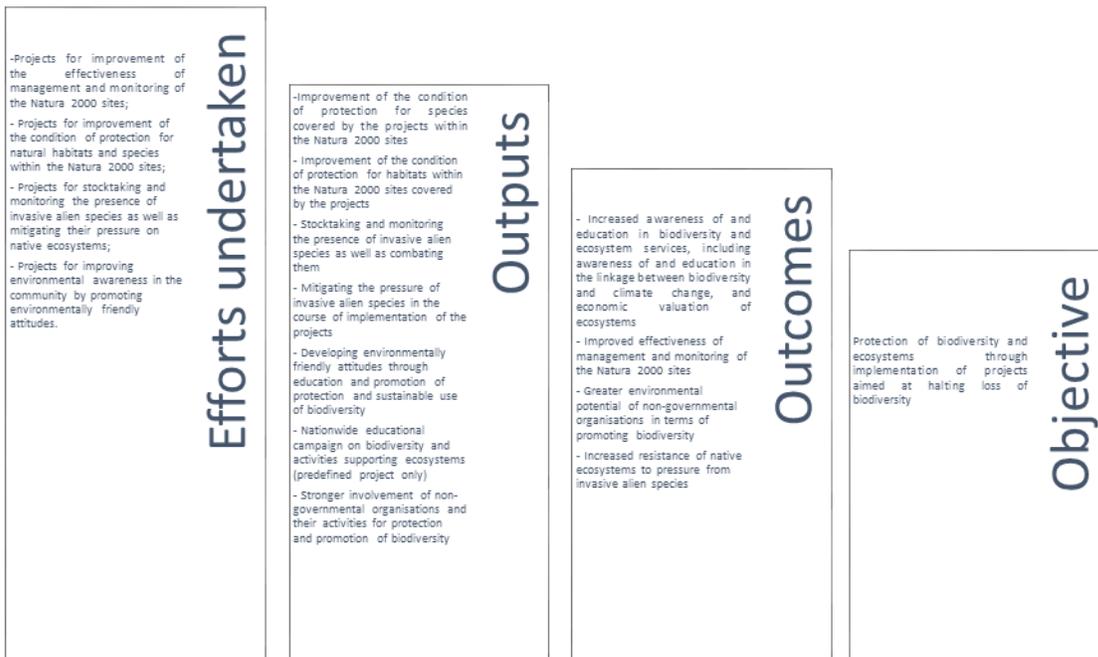
##### 3.1.1. Environmental protection and management [PL02, PL03, PL04]

##### 3.1.1.1. Biodiversity and ecosystem services [PL02]

#### *Objectives of the Programme*

**The objective of the Biodiversity and ecosystem services [PL02] Programme** was to protect biodiversity and ecosystems through implementation of projects aimed at halting decline and loss of biodiversity<sup>1</sup>. A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 1 Objective and method of its implementation as assumed in the PL02 Programme



Source: Own work based on Programme descriptions

<sup>1</sup> Pursuant to the *Memorandum of Understanding of 17 June 2011 on the Implementation of the European Economic Area (EEA) Financial Mechanism*, an agreement was executed on 3 December 2012 concerning the programme between the Financial Mechanism Committee established by Iceland, Liechtenstein and Norway, and the Ministry for Regional Development representing the Republic of Poland, for financial support for the “Biodiversity and ecosystem services” Programme, hereinafter referred to as the “Programme”.

The Programme was implemented on nationwide basis through one predefined, directed at the general public, in particular children, and competition projects performed by non-governmental organisations and other entities. Applications for the open competition of the Small Grant Scheme (initial allocation for the competition: EUR 4,235,294) and the open main competition (initial allocation for the competition: EUR 13,190,181) lasted from 15 April to 7 June 2013. As a result from great interest among applicants, the amounts allocated for the Small Grant Scheme and for the open competition were increased<sup>2</sup> to respectively EUR 4,350,118 and EUR 14,850,637, which provided support for projects in reserve lists.

Applications for the Bilateral Fund at programme level lasted on the following dates:

- 3 March – 30 June 2015 (allocation for 1 competition: EUR 258,150, i.e. PLN 1,086,630.80);
- 18 January – 21 March 2016 (allocation per competition: EUR 150,207.35, i.e. PLN 631,036.10);
- 27 December 2016 until allocation exhausted, not longer than until 31 March 2017 (allocation per competition: EUR 73,244.79, i.e. PLN 319,405.88).

In addition, due to savings generated under the PL02 Programme, the beneficiaries had the chance to apply for extension of the scope of the project; the applications were submitted until 1 April 2016 (the amount allocated for extension of the substantive scope was EUR 128,389) until allocation exhausted.

A summary of key support assumptions can be found in the table attached to this report.

### *Effects of the Programme*

The table below shows the planned value of the grant and the number of projects implemented within the respective results.

*Table 4 Number of projects implemented and planned value of the grant divided into the results*

Outcome	Number of projects	Amount planned for implementation of projects
Increased awareness of and education in biodiversity and ecosystem services, including awareness of and education in the linkage between biodiversity and climate change, and economic valuation of ecosystems	15	
Increased capacity to manage and monitor Natura 2000 sites effectively	9	
Increased capacity within environmental NGOs promoting biodiversity	34	
Increased protection of native ecosystems against invasive alien species	3	
<b>Total</b>	<b>61</b>	<b>EUR 20,041,708</b>

<sup>2</sup> According to Addendum 6 to the Programme Agreement

Source: Own work based on Programme descriptions and the DORIS database

**Total allocation available for the PL02 Programme** under the EEA FM and the NFM for 2009-2014 amounted to **EUR 21.1 million** (approx. PLN 89.5 million)<sup>3</sup>. The amount initially entered in the budget of the Programme was 20 million EUR and its increase was caused by the great interest of applicants – the amount requested by applicants highly exceeded available amount of financing. In a similar period, 2007-2015, projects were implemented under the 2007-2013 NSRF, where the total expenditures on fixed assets for environment protection in the area of *biodiversity and landscape protection* amounted to PLN 924 million. This means that the EEA grants constituted 9,7% of the expenditures incurred under the cohesion policy. In addition, financing for implementation of biodiversity projects was also available from the National Fund for Environmental Protection and Water Management and the regional funds for environmental protection and water management. In 2015-2023, the National Fund for Environmental Protection and Water Management allocated PLN 112.4 million for protection of high conservation value areas and species.<sup>4</sup>

Although the PL02 Programme has not been completed yet, most of the output and result indicators has already been achieved or surpassed at the current stage of implementation.

For the objective of strengthening awareness of biodiversity and education on this subject in relation with climate changes and the economic value of ecosystems, all indicators have been achieved or considerably surpassed, which is shown in the table below<sup>5</sup>.

*Table 5 Achievement of selected indicators for increased awareness of and education in biodiversity and ecosystem services, including awareness of and education in the linkage between biodiversity and climate change, and economic valuation of ecosystems under the PL02 Programme*

Name of indicator	Type of indicator	Target value	Value achieved	Success rate
Number of people participated in educational activities and activities promoting protection of biodiversity	Outcome	1,900,000	10,622,823	559%
Number of people who have become familiar with the campaign's subject	Output	300,000	2,211,055	737%
Number of people who took part in training	Output	100	100	100%

Source: Own work based on the Annual report for PL02 for 2016

For the objective of improved effectiveness of management and monitoring of the Natura 2000 sites, the target value for two indicators has been considerably exceeded, and the indicators concerning plans

<sup>3</sup> The exchange rate applied: EUR 1 = PLN 4.24. This is the average exchange rate for 2012-2017 according to the weighted average exchange rate of the National Bank of Poland. [http://www.nbp.pl/home.aspx?f=/kursy/arch\\_a.html](http://www.nbp.pl/home.aspx?f=/kursy/arch_a.html)

<sup>4</sup> Source: <http://www.nfosigw.gov.pl/oferta-finansowania/srodki-krajowe/programy-priorytetowe/ochrona-i-przywracanie-roznorodnosci/>

<sup>5</sup> Data based on the Annual report for PL02 – as of the end of 2016

developed for the Natura 2000 sites and protected species have not been achieved yet (refer to the table below) in relation to implementation of projects for this result. According to the data provided in the Annual report for 2016, the Programme Operator has not identified any risks for their achievement by the end of implementation of the Programme.

*Table 6 Achievement of selected indicators for increased capacity to manage and monitor Natura 2000 sites effectively under the PL02 Programme*

Name of indicator	Type of indicator	Target value	Value achieved	Success rate
Number of environmental monitoring programmes implemented	Outcome	56	84	150%
Number of management plans for Natura2000 areas created, improved and/or implemented	Outcome	27	11	41%
Number of species covered by preservation aimed at achieving the output	Output	14	4	29%
Number of Natura 2000 sites, covered by projects under implementation aimed at recovering proper state of biodiversity on Natura 2000 sites	Output	40	46	115%

*Source: Own work based on the Annual report for PL02 for 2016*

For the outcome of greater potential of non-governmental organisations in terms of promoting biodiversity, all indicators are higher than the target value specified in the agreement (refer to the table below).

*Table 7 Achievement of selected indicators for increased capacity within environmental NGOs promoting biodiversity under the PL02 Programme*

Name of indicator	Type of indicator	Target value	Value achieved	Success rate
Number of institutions with strengthened capacity (item)	Outcome	46	59	128%
Number of activities promoting protection of biodiversity	Output	7	26	371%
Involvement of non-governmental organisations and conducted by them activities for protection and promotion of biodiversity increased. (Small Grant Scheme)	Output	25	44	176%

*Source: Own work based on the Annual report for PL02 for 2016*

Currently, for the outcome of increased resistance of native ecosystems, only one indicator has been achieved: restriction of invasive alien species. The other two indicators have not been achieved, however, concluding from the data provided in the Annual report for 2016 and the value of indicators specified in executed financing agreements, achievement of the target values of the indicators is not at risk.

Table 8 Achievement of indicators for increased protection of native ecosystems against invasive alien species under the PL02 Programme

Name of indicator	Type of indicator	Target value	Value achieved	Success rate
Number of cataloguing and/or monitoring activities focused on invasive alien species occurrence carried out	Outcome	14	2	14%
Number of invasive alien species catalogued or monitored	Output	10	3	30%
Number of invasive alien species, which pressure was limited within implementation of projects aimed at achievement of outcome.	Output	3	3	100%

Source: Own work based on the Annual report for PL02 for 2016

Due to the savings made within the projects, it was possible to obtain outcomes which considerably exceeded the primarily assumed indicator target values (particularly with reference to educational initiatives in biological diversity and to NGO participation in implementing projects in this area). The savings also allowed to broaden the scope of the projects by new initiatives which were not defined at the application level.

Most of the output indicators have been achieved or surpassed as early as in 2016, and the Programme Operator – the Ministry of Environment with the help from the National Fund for Environmental Protection and Water Management, has identified the risk of not achieving the Programme's target indicators, but its probability of occurrence was very small, so it could be assumed that the Programme will be implemented in accordance with the objectives<sup>6</sup>. The above is confirmed by the statements of CAWI respondents. The beneficiaries have pointed out that the outcome indicators were fully obtained in relation to the assumed values. Some beneficiaries have noted that the indicators were exceeded as a result of e.g. prolonged duration of the projects or their broadened subject matter. Under the executed agreements, achievement or even considerable surpassing of all assumed output and result indicators is planned. This is mainly due to reallocation of funds and extension of the scope of the projects, performed in compliance with Article 6.9 of the Regulations concerning implementation of the EEA FM in 2009-2014 and extension of the period of implementation for certain projects until 30 April 2017.

#### *Broader impact of the Programme*

The share of EEA grants in implementation of the objectives specified for the PL02 Programme is proportional to the share of expenditures for this objective. In a comparison of the numbers of implemented plans for protection-related tasks under NSRF and EEA FM, it can be found that the share is not significant (refer to the table below), but the values of financial support for the projects are also different: the EEA FM represents 9,7% of the expenditures incurred under the cohesion policy. In addition, with initially identified risk of duplicating tasks, there is potential threat of double similar types

<sup>6</sup> Information based on the Annual report for 2016

of projects financing from the funds of the cohesion policy and the EEA FM funds. It can be concluded that the EEA grants constituted an additional source of financing for tasks performed under the cohesion policy and even duplicated them in some areas. Nevertheless, given the interest of beneficiaries in support of the Programme, it can be said that, despite the overlap between the different forms of support, they are still insufficient in relation to biodiversity and ecosystem protection needs. An additional factor that increased the interest of beneficiaries with support within the EEA FM was the depletion of funds for these actions under EU funds. This enabled beneficiaries who did not receive EU funds, due to depletion of the allocation, to apply for support from the EEA FM.

According to the evaluator, significant resources available for biodiversity and ecosystem protection area from both the European and the EEA FM funds do not fully cover the area's funding needs. It should be taken into consideration, however, that, given the considerable cohesion policy budget and limited funds for these actions within the EEA FM, it would be worthwhile to concentrate the EEA FM in a limited number of areas that are not sufficiently covered by funding from the EU or to plan support that would be complementary to EU funds.

*Table 9 Number of implemented plans for protection-related tasks or protection plans under EEA FM and NSRF*

Indicator	Value of indicator in NSRF	Value achieved in EEA FM and NFM	Share of EEA FM and NFM in overall performance of the indicator
(NSRF) Number of developed plans for protection-related tasks or protection plans (pcs)	475	27	6%

*Source: Own work based on data provided in the Evaluation study on "Environmental impact of the 2007-2013 cohesion policy", conducted by FundEko Korbel, Krok-Baściuk Sp. J., and the Annual report for 2016*

The efforts undertaken under the PL02 Programme for increased resistance of native ecosystems to pressure from invasive alien species, improved effectiveness of management and monitoring of the Natura 2000 sites, improved awareness of biodiversity and education on this subject in relation with climate changes and the economic value of ecosystems, are similar to the efforts undertaken under the Infrastructure and Environment Operational Programme in 2007-2013. The 2007-2013 Infrastructure and Environment Operational Programme supported efforts for removing invasive alien species, efforts for supporting the process of developing protection plans for protected areas, as well as educational measures for local communities in protected areas, in particular those included in the Natura 2000 network, in order to build awareness of the need and proper methods for environmental protection, as well as the advantages of well-preserved nature and landscape. Analysis of beneficiaries of support under both Programmes also indicates that they may benefit from support under the cohesion policy and EEA FM and NFM.

If we analyse the criteria for project selection as specified for the 2007-2013 Infrastructure and Environment Operational Programme and PL02, it can be initially concluded that projects of the same type can be implemented under both Programmes. However, the 2007-2013 Infrastructure and Environment Operational Programme favours comprehensive projects, involving preparation of

documentation for a larger group of areas, whereas for EEA FM and NFM, this is not a prerequisite. Another difference is the approach to innovative projects. The 2007-2013 Infrastructure and Environment Operational Programme involved support for repeatable projects – a formal criterion for the act. 5.3, i.e. projects implemented under application of standard methods and tools with proven effectiveness. In the case of EEA FM, innovative projects (pilot projects) were supported. However, their score constitutes only 5% of all other scores, which does not represent high added value for projects implemented under the PL02 Programme. Nevertheless, due to the weight (the number of points) awarded in the innovation criterion, the applicants were encouraged to use a wide selection of modern promotional tools, which increased the project impact range (e.g. in the case of the project implemented by the Palace Museum in Wilanów a special mobile application was developed, which provided a greater number of users with access to the project). Under the NSRF, plans for protection-related tasks or protection plans have been developed for 475 sites, whereas the activities financed from the EEA grants will result in development of 27 plans for management of the Natura 2000 sites. The efforts undertaken under the NSRF were of comprehensive nature, covering more than one site, whereas the projects implemented under the EEA FM, owing to the value of the projects implemented and the amount of funds, were supplementary for the activities performed under the 2007-2013 Infrastructure and Environment Operational Programme.

### Allocation of EEA FM and NFM in relation to other funds

Approx. 9,7% of total  
funds for implementation  
of projects financed  
under NSRF 2007-2013

Projects implemented under the PL02 Programme have a limited added value in relation to the effects of the cohesion policy in this respect, however, under consideration of the extent of financing for this area and its identified needs, it can be found that the nationwide effects are less visible than the effects of the cohesion policy, but they are significant on the local level.

In the opinion of the surveyed beneficiaries, the implemented projects have contributed to socio-economic effects which were primarily unintended (42% of indications). The main effects reported involved an increase in tourist attractiveness of the areas where the projects were implemented and established cooperation among institutions which did not cooperate with each other previously. Another effect of the project implementation has been an increased social awareness of biological diversity.

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*'While the project was being implemented, cooperation among institutions participating in it, which did not cooperate with each other previously, was established. The events to address the needs of the application are continued by other institutions to a slightly lesser extent. The project implementation revealed a great demand for trainings, workshops and materials on nature conservation, especially in view of education'.*

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*(Beneficiary, CAWI survey)*

### *Sustainability of effects of the Programme*

The anticipated sustainability of projects implemented under the PL02 Programme depends on the type of results. For activities aimed at strengthening the environmental awareness of biodiversity and ecosystems, the project sustainability study was based on an analysis ordered by the Ministry of Environment, called *Report on the analysis of studies on environmental awareness, attitudes and behaviours of people in Poland, conducted in 200-2015 in Poland*. The analysis indicates that the awareness of biodiversity-related issues is still low among the participants to the study. The biodiversity low-awareness group among the participants includes individuals with various educational background and of various age. The projects implemented under the PL02 Programme, aimed at improvement of social awareness, had average impact on boost the awareness on national basis. Only few of them were nationwide, e.g. project implemented by the Ministry of Environment – *Biodiversity and support for ecosystems: nationwide information campaign to raise awareness of biodiversity*, or the project *Nationwide education programme and promotion campaign for the elderly "Green Knowledge for UTW. Biodiversity is also US"*. Other projects, although locally implemented, covered a larger area of activity, i.e. voivodeships, so it can be argued that the impact of these activities on the increase of public awareness in the analysed area on a national scale can be assessed at the medium level.

The most sustainable projects are infrastructure-related ones, for example, development of educational centres. A good example is the Multimedia Nature Center developed in Ostrołęka (opened at the end of 2016), offering various educational activities, including but not limited to film screening, workshops on social aspects of biodiversity protection and use of natural resources for local development, a Nature playground, multimedia games and outdoor games. The project's website is active, offering various kinds of educational activities. The beneficiary obtains additional financing for expansion of its activity, which can indicate that the project will be implemented in a longer term and will remain sustainable.

Another good example of implemented projects is the opening of the CLIMATE, ANIMALS, PEOPLE educational multimedia centre at the ZOO in Wrocław in December 2015. The project involved an environmental exhibition that was shown at several locations, numerous educational competitions, free educational workshops, painting figures of emperor penguins, scientific seminars and a city-based game. High anticipated sustainability is a feature of projects for improved effectiveness of management and monitoring of the Natura 2000 sites. Plans for management of the Natura 2000 sites, developed under the Programme, will deliver long-term effects for better identification of risks for the sites as well as indication and implementation of specific protection measures. It should be noted that the number of plans developed under the PL02 Programme was small, however, they will affect the management of those Natura 2000 sites for which they have been developed, thus contributing to improved effectiveness of management.

For activities concerning improvement of the environmental capacities of non-governmental organisations promoting biodiversity, it is difficult to determine their sustainability at this stage because their effects will be visible only when actions are taken by the non-governmental organisations. If some of the websites developed by non-governmental organisations in the course of implementation of the projects are analysed, it can be found that only some of them contain up-to-date information; the majority of the most up-to-date information date back to 2016, and in some websites, it is difficult to

find information about projects implemented within the EEA FM. Therefore, it is not possible to clearly evaluate the sustainability of the projects.

For projects aimed at protection of native species against invasive alien species, there are many studies available that present methods for combating alien species or results of stocktaking performed. The use of the effects of implemented projects may contribute in a longer term to elimination of invasive alien species and improvement of the biodiversity condition, but it will also improve the awareness of invasive alien species.

Taking the above into account, it can be found that the projects implemented under the PL02 Programme demonstrate potential sustainability of results in terms of established environmental infrastructure, improvement of social awareness as well as plans, programmes and publications on biodiversity and ecosystems developed as a result of the Programme. Also, most CAWI respondents have pointed out that the vast majority of the project effects will be visible after the project completion – 73% of indications.

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***Case study: The development of European bison metapopulation  
in North-Eastern Poland***

*The project sustainability will be provided by initiatives taken by particular forest districts by funding the adaptation enclosure for bisons, made within the project in the Forest District of Żednia, by moving and removing bushes on the area. Additionally, the beneficiary was provided with a stand-by facility for co-funding initiatives aimed at the bison protection within the Forest Fund – special purpose fund of the State Forests.*

*'The bisons will be still taken care of after the project is completed.'*

*(Beneficiary, individual interview)*

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***Factors affecting effectiveness, impact and sustainability of the effects of the Programme***

Looking at the PL02 Programme in terms of its relevance, it could be concluded that the activities responded to the needs of beneficiaries in this area, as demonstrated by the great interest of the beneficiaries – the applications submitted by applicants far exceeded the allocation available. This resulted in an increase in the allocation to the Programme and enabled projects co-financing that originally had reserve status.

The Programme displays a high degree of effectiveness (most of the assumed indicators have already been achieved or considerably exceeded). The preliminary analysis of existing documents may indicate the following reasons for exceeding the indicator values:

- Due to the accepted dominant mode of project selection, at the stage of planning of the PL02 Programme, it was not possible to identify specific projects and precisely specify the values of indicators; their values were estimated by the Programme Operator. In addition, the increased

allocation and much higher interest among applicants than anticipated contributed to exceeding of the values for these indicators;

- The specific nature of projects related to environmental protection, i.e. small investments with relatively low costs, but with a significant environmental effect;
- High social interest in the educational activities available and the efforts aimed at boosting awareness in terms of biodiversity and ecosystems.

Possible success factors for the PL02 Programme in terms of effectiveness:

- Project selection criteria, i.e., for example, the extent to which the project contributes to the achievements of the Programme objectives and innovative solutions used within the projects;
- Possibility of an increased range of subject matter of the projects as a result of savings obtained;
- Flexible Programme management by the Operator, i.e. reallocation of funds from the initiatives of no interest in project implementation to the initiatives, for example educational ones, where the total amount applied for exceeded considerably the allocation available;
- High rate of achievement and considerable exceeding of value of the target output and result indicators, which can suggest great interest among the beneficiaries of the Programme;
- Operator experience in managing environmental programmes.

Weaknesses of the PL02 Programme:

- Broadly defined objective of the Programme, resulting from descriptions of the Programme Areas defined by the donor states, duplicating the tasks specified under the cohesion policy for protection of biodiversity and ecosystems;
- Unfamiliarity of NGOs with public funds and requirements and rules related to them;
- A long time of evaluation and verification of the Programme, and thus a short time for project implementation within the 2009-2014 perspective, where competitions were announced in 2013;
- Low number of projects implemented in form of partnership: 18% of the entire pool of projects.

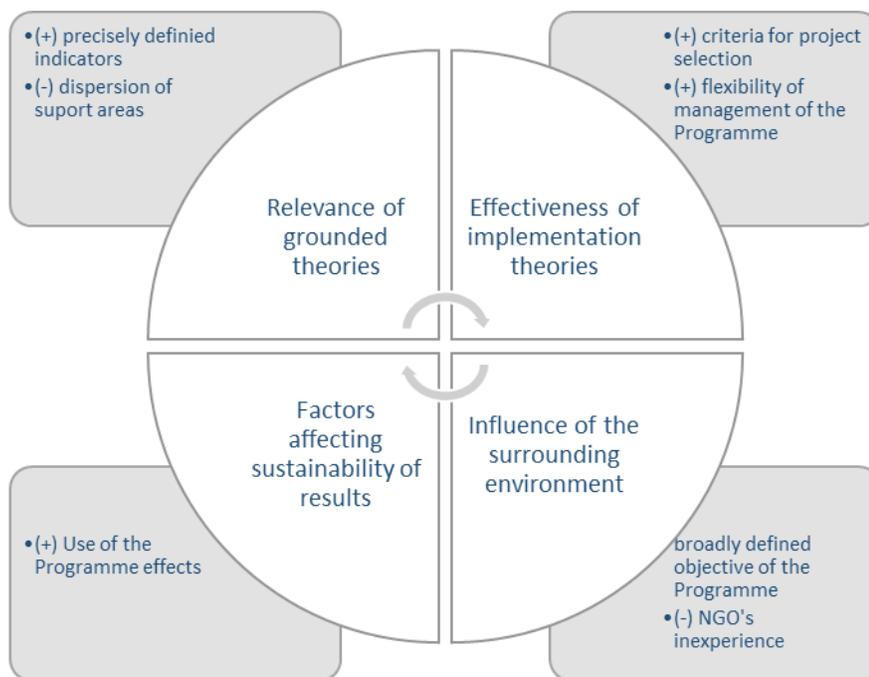
The effectiveness of the implemented Programme is affected by the applied criteria for selection of projects that have been divided in much detail into the criteria of access, criteria of selection and detailed criteria for the PL02 Programme, which is to be considered as positive. A very important criterion for project evaluation is the risk assessment, involving assessment of risks and the plan of management and counteraction of risks that may impair the project. Through the use of this criterion, the applicant is able to rethink the idea for the project in the initial phase of the project development and anticipate possible difficulties with its implementation. In addition, in the course of selection of projects, analyses are performed to assess the purpose of projects in terms of the actual needs, the adequacy of the solutions proposed or the economic effectiveness – meaning the relation of the

anticipated costs to the expected results. An important criterion in the evaluation is the criterion of innovation, i.e. whether the project involves new reference models or innovative approach. However, the weight of this criterion in relation to the other ones is low (5%), but the criterion could be strengthened in the next perspective, in particular for innovative activities undertaken in partnership with donor states. The evaluation involves also the planned environmental effect, i.e. the actual needs for implementation of the project and its impact on the implementation of the Programme's objective. It has a high weight assigned, which implies that the projects selected for implementation have the greatest impact towards achievement of the results assumed.

An external factor, possibly impairing the relevance of the objective assumed, was a broad definition of the area of support under the PL02 Programme. With limited support and deficits in the area of biodiversity and ecosystem protection as well as taking into account the considerable amount of funds for this purpose under EU funds, support should be focused on a few precisely defined areas. Then it would be possible to achieve greater ecological effects in this area and avoid dispersion.

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

Figure 2 Summary of factors affecting effectiveness, impact and expected sustainability of the results of the Programme



### Conclusions and recommendations

#### Conclusions:

- Management flexibility of the Programme by the Operator, which contributed to achievement of the greater indicators than expected;

- Selection criteria used, which contributed to realisation of the established goal of the PL02 Programme;
- Low number of partnerships under the Programme, which resulted from the terms of the call for proposals without mandatory partnership;
- Limited visibility of Programme effects across the country due to dispersed activities, mostly implemented locally, and low allocation in comparison to the allocation provided for NSRF in this area.

#### *Recommendations:*

- The criteria for project selection used in this perspective can be maintained and if appropriate, a greater emphasis can be put on the innovation criterion;
- At the programming stage for the next perspective, any available financing from other sources for the same area should be analysed in detail in order to avoid dispersal of funds;
- The partnership cooperation mechanism should be strengthened both for the donor country and self-government territorial or others entities.

### 3.1.1.2. Environmental monitoring and integrated planning and control [PL03]

#### *Objectives of the Programme*

The scope of the *Environmental monitoring and integrated planning and control* Programme [PL03] is focused on supporting authorities in charge of monitoring and inspection of the environment and for geodesy and cartography, through implementation of projects aimed at improvement of visualisation and facilitation of access to data and information collected, processed and distributed by public administration institutions.

The Programme was implemented centrally (4 predefined projects implemented by the Chief Inspectorate of Environmental Protection (CIEP) and the Head Office of Geodesy and Cartography) and in an open call for proposals, covering 5 projects implemented by the Municipality of Cracow – the Cracow City Hall, the Voivodeship Inspectorate of Environmental Protection (VIEP) in Olsztyn, the Voivodeship Inspectorate of Environmental Protection in Poznań, the Adam Mickiewicz University in Poznań and the Łódź University of Technology. Proposals for the open competition were accepted in the period from 18 March to 20 May 2013 (the amount allocated for the competition was EUR 897 625).

In addition, due to the savings generated from projects implemented under the PL03 Programme, beneficiaries without completed implementation of projects financed under the EEA FM and NFM could apply for extension of the scope of the project. The deadline for submission of the applications was 18 January 2016 (the amount allocated for extension of the substantive scope was EUR 208,309) until allocation exhausted.

A summary of key support assumptions can be found in the table attached to this report.

## *Effects of the Programme*

In accordance with the objectives of the Programme<sup>7</sup>, 83% of the allocation was assigned to the implementation of 4 predefined projects managed in form of partnership:

1. 2 projects implemented by the Chief Inspectorate of Environmental Protection in cooperation with the Norwegian Institute for Air Research in the area of air pollution measurements performed in air quality monitoring networks
  - a. One of them, an expert project, involved but was not limited to development of a concept for optimisation/upgrade of the measurement networks and improvement of procedures for quality assurance and control, as well as adjustment of the air quality assessments to the EU reporting requirements;
  - b. The other one, an investment project, involved but was not limited to development of technical specifications for measurement and analysis equipment and IT tools as well as purchase of measurement devices and laboratory equipment.
2. 1 project implemented by the Chief Inspectorate of Environmental Protection in cooperation with the Norwegian Environment Agency

The project continued and supplemented the “Increase of the efficiency of activity of the Chief Inspectorate of Environmental Protection based on Norwegian experience” PL0100 project implemented in the previous financial perspective of the EEA FM and the NFM. The project implemented in the perspective of 2009-2014 included, but was not limited to verification, improvement and provision of secure functioning of the IT Control Assistance System, designed and implemented in the previous perspective, implementation of changes to the documentation of the Control System developed in the previous perspective, purchase of control equipment which had been purchased on a trial basis in the previous perspective for 2 Voivodeship Inspectorates of Environmental Protection, and development of the system for dissemination of information among the public.

3. 1 project implemented by the Head Office of Geodesy and Cartography in cooperation with the Norwegian Mapping Authority and the National Water Management Authority
  - involving, but not limited to development and implementation of a data model and database management system with spatial information on natural environment, provision of access to digital thematic mapping and launching of the spatial data service.

17% of the allocation was provided for implementation of 5 projects selected in form of a competition, the aim of which was mainly to:

- Develop a system for monitoring spatial data for improvement of air quality;

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<sup>7</sup> Source:

[http://www.nfosigw.gov.pl/gfx/nfosigw/userfiles/files/srodki\\_norweskie/programy/pl03/pl03\\_informacje\\_o\\_programie\\_2009-2014.pdf](http://www.nfosigw.gov.pl/gfx/nfosigw/userfiles/files/srodki_norweskie/programy/pl03/pl03_informacje_o_programie_2009-2014.pdf)

- Improve the awareness and education among farmers in terms of monitoring and requirements of environmental protection for agricultural farms operated in vulnerable areas as well as their impact on their condition and quality of water, as well as to facilitate access and dissemination of information about the environment through enhancement of data visualisation with the launching of a geographic portal;
- Improve the awareness of air monitoring and quality as well as the methods of analysis applied;
- Perform measurements, assessments and forecasts of the environmental potential of water in the Sulejowski Reservoir, and to analyse the impact of factors affecting the quality thereof.

The PL03 Programme involved also implementation of projects under the Bilateral Fund, aimed at improvement in sharing of experience, expertise, technologies and best practices among beneficiaries and organisations from the donor states, where the total amount assigned for the Programme equalled to EUR 264,706.

In terms of strengthening the capacity of the authorities with environmental competence in relation to integrated planning and control, most indicators have been exceeded or achieved (refer to table below). So far, one indicator has not been achieved: the one concerning institutions making use of databases. However, according to the report on implementation of the Programme for 2016, achievement of the indicators is not at risk. It is also confirmed by beneficiaries in the CAWI survey, where all of them have pointed out that the project outcome indicators were fully obtained in relation to the assumed values.

*Table 10 Achievement of indicators for strengthened capacity of environmental authorities in relation to integrated planning and control*

Indicator	Type of indicator	Target value	Value achieved <sup>8</sup>	Success rate
Number of Updated Control System	Output	1	1	100%
Number of developed and or elaborated monitoring programmes	Output	1	2	200%
Number of Voivodeship Inspectorates of Environmental Protection (VIEP) that receive sets of equipment	Output	14	17	121%
Number of other public sector entities engaged in activities regarding environmental monitoring that receive sets of equipment	Output	1	2	200%
Number of participants of trainings	Output	150	111	74%
Number of public entities that use provided multiresolution, multirepresentation and multiscale databases	Output	27	0	0%
Number of institutions benefiting from the new edition of the Control System	Outcome	16	16	100%

<sup>8</sup> Data based on the Annual report for 2016

Indicator	Type of indicator	Target value	Value achieved <sup>8</sup>	Success rate
Number of trainings provided for employees in public administration, environmental authorities and Geodetic and Cartographic Service in scope of use of spatial information on natural environment concerning in particular hydrographical and hydrological spatial data	Outcome	1	3	300%
Number of electronic services used in the field of spatial data concerning in particular hydrographical and hydrological spatial data	Outcome	2	1	50%
Number of monitoring programmes for which supporting measures have been elaborated/developed	Outcome	1	2	200%

Source: Own work based on data provided in the Annual report on implementation of the PL03 Programme Environmental monitoring and integrated planning and control under the 2009-2014 European Economic Area Financial Mechanism (EEA FM)

For improvement of information on the environment in terms of impact, condition and trends, the target values for most of the indicators have been achieved. The indicator concerning the number of citizens accessing database has not been achieved, the data model for spatial information has not been developed and sample spatial data concerning the environment have not been provided. According to the annual report, the activities performed in the course of projects will contribute to achievement of the planned indicators by the end of implementation of the Programme.

Table 11 Achievement of indicators for improved environmental information on impact, status and trends

Indicator	Type of indicator	Target value	Value achieved <sup>9</sup>	Success rate
Number of actions on modelling of chosen air quality data for Poland completed	Output	1	1	100%
Number of institutions benefiting from the new and modernized equipment	Output	16	17	106%
Number of public entities that use provided multiresolution, multirepresentation and multiscale databases	Output	27	2	7%
Number of citizens benefiting from provided multiresolution, multirepresentation and multiscale databases	Output	1000	0	0%
Number of air quality monitoring networks strengthened and adjusted to new requirements	Outcome	16	32	200%
Number of data models for spatial information on natural environment concerning in particular hydrographical and hydrological spatial data	Outcome	1	0	0%
Number of selected areas of Poland for which experimental spatial data on natural environment in 1:10 000 scale shall be provided	Outcome	6	0	0%

Source: Own work based on data provided in the Annual report on implementation of the PL03 Programme Environmental monitoring and integrated planning and control under the 2009-2014 European Economic Area Financial Mechanism (EEA FM)

<sup>9</sup> Data based on the Annual report for 2016

The performance of the objective of improvement of sharing information on the environment in terms of impact, condition and trends shows, that most of the planned indicators have been achieved (refer to table below). The indicator concerning implementation and dissemination of the technology for multiple distribution, multiple representation and multi-scale database has not been achieved and databases on the natural environment have not been published on websites. According to the Annual report for 2016, it could be concluded that all indicators will be reached and some of them will be even exceeded.

*Table 12 Achievement of indicators for increased exchange of information on environmental impact, status and trends between Beneficiary States and other EU Member States*

Indicator	Type of indicator	Target value	Value achieved <sup>10</sup>	Success rate
Number of internet services visualising near real time air quality data on gaseous and PM pollutants, including spatial data, launched on the portal of the Chief Inspectorate of Environmental Protection (CIEP)	Output	1	1	100%
Number of institutions within Inspection of Environmental Protection using new system of air quality data visualisation	Output	16	16	100%
Web subpage in English on the point source emissions elaborated and operational	Output	1	1	100%
Number of countries benefiting from provided technology	Output	2	2	100%
Number of countries benefiting from provided multi-resolution, multirepresentation and multiscale databases	Output	2	0	0%
Number of institutions benefitting from new means of air quality data visualisation	Outcome	16	16	100%
Number of technologies in the scope of multiresolution, multirepresentation and multiscale databases on natural environment concerning in particular hydrographical and hydrological spatial data implemented	Outcome	1	0	0%
Number of multiresolution, multirepresentation and multi-scale databases on natural environment concerning in particular hydrographical and hydrological spatial data provided on-line by Geodetic and Cartographic Service	Outcome	2	0	0%

*Source: Own work based on data provided in the Annual report on implementation of the PL03 Programme Environmental monitoring and integrated planning and control under the 2009-2014 European Economic Area Financial Mechanism (EEA FM)*

For increased awareness of and education in environmental monitoring and integrated planning and control, most of the indicators have been achieved or exceeded (refer to table below).

*Table 13 Achievement of indicators for increased awareness of and education in environmental monitoring and integrated planning and control*

Indicator	Type of indicator	Target value	Value achieved <sup>11</sup>	Success rate
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<sup>10</sup> Data based on the Annual report for 2016

<sup>11</sup> Data based on the Annual report for 2016

Indicator	Type of indicator	Target value	Value achieved <sup>11</sup>	Success rate
Number of personnel of the Inspectorates of Environmental Protection (IEPs) trained on streamlining air quality monitoring based on the Norwegian experience	Output	60	78	130%
Number of IEPs personnel trained on air quality monitoring	Output	30	38	127%
Number of IEPs personnel trained on inspection activities based on the Norwegian experience	Output	100	312	312%
New Information Strategy in CIEP developed	Output	1	1	100%
Number of editions of newsletter for environmental monitoring and inspection projects issued	Outcome	26	22	85%

Source: Own work based on data provided in the Annual report for 2016 on implementation of the PL03 Programme Environmental monitoring and integrated planning and control under the 2009-2014 European Economic Area Financial Mechanism (EEA FM)

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*'A larger number of projects were implemented than it had been primarily planned. The savings made while ventures were being implemented allowed to finance additional ranges of subject matter, which positively influenced the values obtained.'*  
(Programme Operator, CAWI survey)

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### *Broader Programme impact*

A broader impact of the Programme can be considered in view of outputs obtained as a result of the implementation of projects. A good example is the effect of three projects implemented within the Programme which represent a great value not only for the beneficiaries themselves, but also for society in terms of access to data made public on Internet portals. The effects of the projects are beneficial to decision makers who take account of the project outcomes while making decisions or designing space. Moreover, in the opinion of the respondents, the project implementation has contributed to an increased social awareness of the air quality.

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*'An increase in social awareness of how important the problem of air quality is. An increase in awareness of how data on the air quality can be checked (CIEP website and mobile application).'*  
(Programme Operator, CAWI survey)

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The effects of the projects implemented by the Chief Inspectorate of Environmental Protection have contributed to the achievement of the objectives defined within strategic documents, i.e. the State Environmental Monitoring Programme 2013-2015. The project initiatives fit in with this objective by strengthening the system of environmental monitoring using new tools and methods of conducting research and assessments, which has led to strengthening of the accuracy of the results obtained and hence the quality and reliability of environmental assessments which are indispensable for making

decisions and managing the environment at all administrative levels. Additionally, the project outcomes, e.g. increased competence of the Inspectorates of Environmental Protection influence the quality of measurements and hence the reliability of management information. The data obtained as a result of environmental monitoring are the basis for working out the National Programme of Air Protection and hence planning initiatives which contribute to the improved air quality all over Poland. Moreover, the air quality assessments made are also the basis for working out Programmes of Air Protection and making decisions by the authorities of particular voivodeships on initiatives aimed at improving the air quality. In addition, the project responds to the social needs for access to information on the air quality, which is particularly important in winter and at the time of occurring concentrations of suspended particulate matter.

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***'Case study: Project – 'Strengthening the technical capacity of the Chief Inspectorate of Environmental Protection through the purchase of the measurement devices, laboratory equipment and IT tools'***

*The equipment purchased within the project has contributed to an increased measurement capacity, upgraded laboratory instruments and increased quality of the research conducted. Additionally, the laboratory equipment allows to maintain the measurement continuity at the research station, which directly influences conducting the air quality assessment. The factor positively influencing the effects of the project implemented was a planned series of trainings for the CIEP and the VIEPs, which increased the competence with reference to functioning and operating modern database systems. The purchase of equipment for the National Reference and Calibration Laboratory within the CIEP allowed to expand the range of checks, calibrations and comparisons made by the CAPI for the VIEPs. Actual and detailed data allow to have current access to the data on the air state in particular regions for all residents, which is useful, for example, to teachers who, before going out with young children, especially in winter, verify the air state so as not to expose the children's health to a negative influence of carbon dioxide and particulate matter. Additionally, the respondents have pointed out that thanks to the improvement of the research quality and accuracy the social confidence in initiatives taken by the governmental agencies – Inspectorates of Environmental Protection has increased.*

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In the case of the project implemented by the Head Office of Geodesy and Cartography, the maps created as a result of it can be used by different groups of recipients, e.g. society, entrepreneurs, but also by local and national decision makers deciding, among others, about locating investments on a given area. The hydrographic maps are related to topographic maps managed by the Marshal's Offices and they are being constantly updated.

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*"Providing citizens and entrepreneurs with up-to-date information on spatial information in hydrographic and hydrological data").*

*(Institutional receiver, CAWI study)*

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The project – ‘The integrated system of monitoring spatial data for the improved air quality in Cracow’ implemented by the Cracow City Hall, is also characterised by a broader impact as the project outcomes can be used by the whole society, environmental non-governmental organisations, academics, university students, as well as every resident of Cracow interested in the improved quality of life in this city.

The respondents have also indicated that the project implementation has resulted in emerging new areas of activity or opportunities for implementing new projects based on the effects of the projects already implemented. While being interviewed, two respondents declared their willingness to continue projects within the subsequent EEA FM and NFM perspective or to apply for support within other available funds.

#### *Sustainability of effects of the Programme*

The sustainability of the effects of the Programme could be assessed at the very high level. All predefined projects that have been implemented demonstrate high sustainability of effects in terms of their outputs, meaning for example, purchase of measurement devices or development of technologies for multiple distribution, multiple representation and multi-scale database, or development of the spatial data model on the natural environment, or strengthening of the air quality monitoring network. The output generated as a result of the implementation will be used by voivodeship inspectorates of environmental protection for performance of their tasks, will be used by public institutions and also by citizens. The air quality monitoring system implemented by the Chief Inspectorate of Environmental Protection can be used both by public institutions and by the general public.

Furthermore, the spatial data model concerning the natural environment, developed under the project implemented by the Head Office of Geodesy and Cartography, supplements specialist and discipline-specific systems for spatial information that are used by the public administration for performing management activities in terms of planning, monitoring and strategic programming.

For competition projects, sustainability of the effects also deserves a high assessment in terms of output obtained.

All activities performed in the course of the project have long-term effects that will contribute to improvement of the decision-making process with the use of the effects of the Programme, to reduction of contamination introduced to the natural environment from the agricultural sector and use of the available measurement data for planning purposes with the aim to solve occurring problems. In addition, improvement of competence of the personnel of Inspectorates of Environmental Protection on the national and regional level will contribute to better exploitation of the available databases and models,

and thus, will improve functioning of the entities and management on strategic level, based on reliable data.

### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

Relevance of the grounded theories applied, in particular, those related with specification of the problem, is one of the factors affecting the effectiveness and impact of the intervention. At the initial stage of planning of the Programme, only predefined projects were planned to be implemented, as the ones with greater impact on achievement of the sectoral objective for environmental monitoring and projects of more strategic nature, directed at the general public. Eventually, however, the contest component was included in the Programme, what is more in the course of implementation of the Programme, as a result of generated savings, it became possible to increase the allocation for an open competition for implementation of projects in this area. As a result, the number of supported projects increased. The group of applicants was limited to public finance entities only. This limited access to funding for R & D units, such as the Institute of Meteorology and Water Management, or the Institute of Environmental Protection or the Polish Geological Institute.

The participation of the Norwegian Partner – the Norwegian Environment Agency had also influence on the relevance of the grounded theories and the effectiveness of the Programme. The Norwegian partner was involved in the preparation of the Programme, providing expertise and experience in the implementation of this type of the activity. At the stage of implementation of the Programme, the Agency took an active part in the process of selecting projects for co-financing, as a member of the project evaluation committee. According to the representative of the Agency, the cooperation under this Programme was very good, and both sides had demonstrated the commitment and aspiration to achieve the objectives of the Programme. A common framework for action was developed that has allowed the Programme to be effectively implemented.

The PL03 Programme shows a high degree of effectiveness. Most of the planned indicators have already been achieved, and the Programme Operator does not perceive any risk for their achievement by the currently applicable deadline. It is also confirmed by the results of the CAWI survey, where all beneficiaries have pointed out that the outcome indicators in relation to the assumed values were fully obtained.

The success factors for implementation of the PL03 Programme are:

- Clearly specified objective of the Programme and identified institutional beneficiaries, which have an experience in realization of projects co-financed from external resources;
- Assignment of 83% of the allocation for nationwide predefined projects;
- For one of the projects, continuation of activities performed under the previous financial perspective of EEA FM and NFM;
- Operator experience in managing environmental programmes;
- Flexible Programme management by the Operator which contributed to the achievement of greater than expected indicators values;

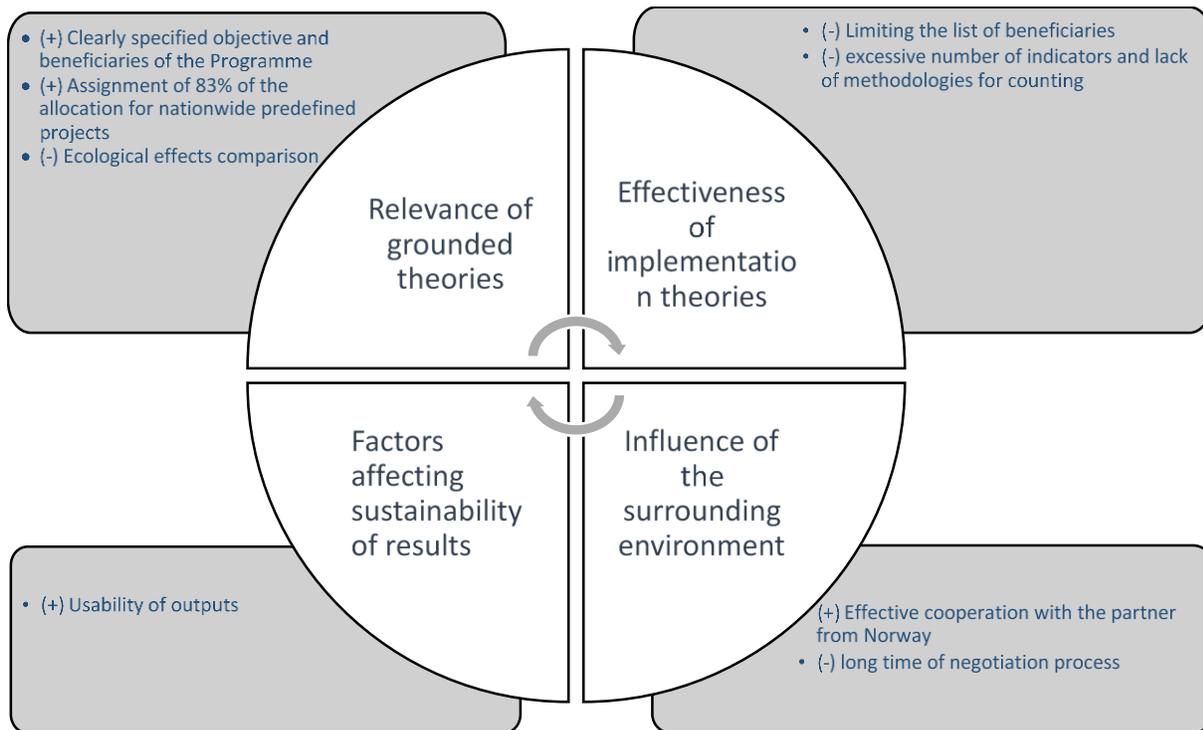
- Effective cooperation with partners from Norway on the projects and Programme level.

Factors, which weaken the effectiveness of the Programme:

- Too many indicators and lack of methodology for calculating, which in some cases caused division of the project into several outcome indicators;
- Methodology of assessing projects in different areas (e.g. projects on monitoring the air and on working out hydrographic maps); the assessing experts had difficulty comparing ecological effects for different areas;
- Limiting the list of beneficiaries only to entities of the public finance sector.

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

Figure 3 Summary of factors affecting effectiveness, impact and expected sustainability of the results



Source: Own work based on study data

### Conclusions and recommendations

#### Conclusions:

- One of the strengths of the *Environmental monitoring and integrated planning and control* PL03 Programme is the very narrow definition of the purpose of the activities performed and types of projects.

- Another strength of the Programme is concentration of funds for implementation of predefined projects that significantly affect the achievement of the Programme's objective.
- A strength of implementation of the PL03 Programme is the sustainable cooperation with partners from Norway, lasting from 2005 for one of the projects implemented by the Chief Inspectorate of Environmental Protection.
- A weakness of the *Environmental monitoring and integrated planning and control* PL03 Programme is limitation of beneficiaries of competition projects to public finance entities only.

*Recommendations:*

- Suggested extension of the list of competition beneficiaries to include not only public finance entities, in order to provide implementation of projects for research and development entities as well.
- Verification of the indicator system and the methodology used to calculate them and limit the number of indicators.

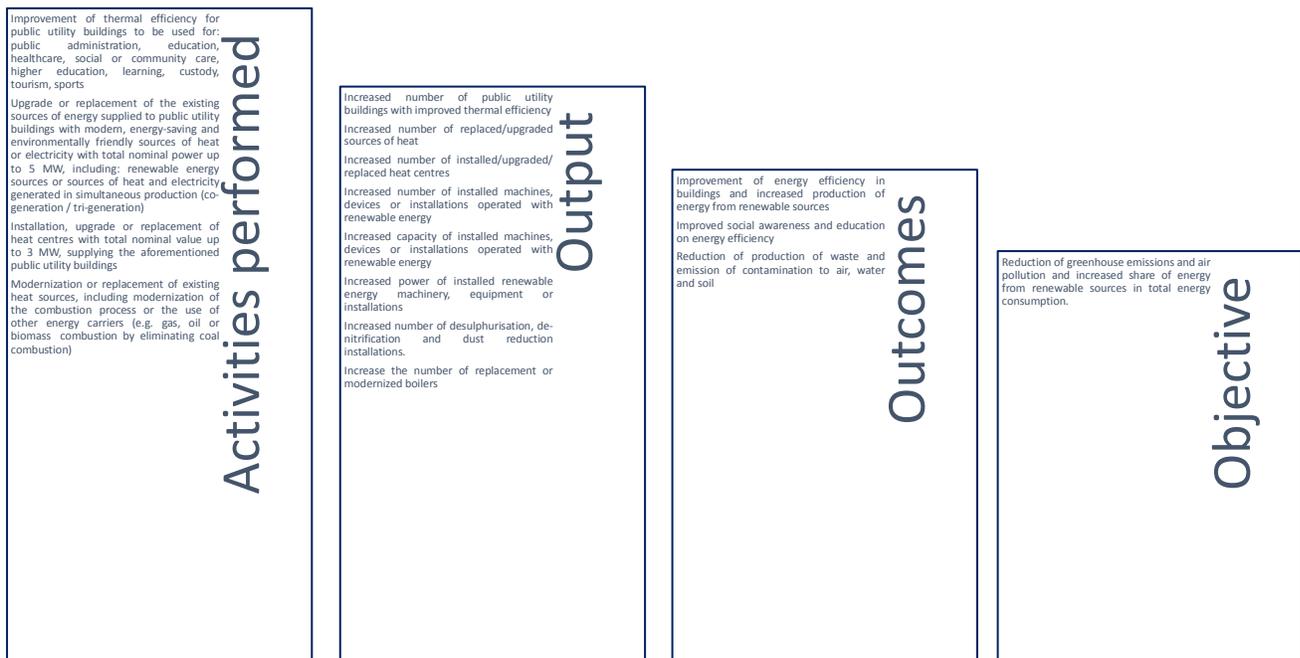
### 3.1.1.3. Saving energy and promoting renewable energy source [PL04]

#### Objectives of the Programme

The objective of the *Saving energy and promoting renewable energy source [PL04]* Programme was to reduce greenhouse emission and air pollution and to increase the share of energy from renewable sources in total energy consumption. The activities performed under the PL04 Programme comply with the priorities, objective and directions of the strategic documents covering protection of natural resources and renewable energy sources, and contribute to implementation of the environmental policy of the Ministry of Environment.

The *Saving energy and promoting renewable energy source* PL04 Programme link two programme areas: Programme Area 5: *Energy efficiency* and Programme Area 6: *Renewable energy*.

Figure 4 Objective and method of its implementation as assumed in the PL04 Programme



Source: Own work based on Programme descriptions

The Programme included 125 implemented projects, 19% of which were predefined. The projects were financed from:

- The 2009-2014 European Economic Area Financial Mechanism with two calls for proposals announced:
  - The total amount allocated for the competition under the first call for proposals equalled to EUR 67,394,000, the majority of which (83%) was spent for the energy efficiency; the remaining funds were assigned for renewable energy. Applications were accepted from 10 June to 12 August 2013.

- The total amount allocated for the competition under the second call for proposals equalled to EUR 3,585,857, the majority of which (83%) was spent for the energy efficiency; the remaining funds were assigned for renewable energy. Applications were accepted from 7 July to 15 September 2014.
  - The notice for competition, according to the art. 6.9 of Regulation, for extension of the scope of the projects for beneficiaries of project not completed, which received financial support under the “Saving energy and promoting renewable energy source” PL04 Programme (outcome: energy efficiency) in the competition period from 10 June to 12 August 2013 and from 7 July to 15 September 2014 – initial amount allocated for the competition was EUR 3,332,605.66. The applications were submitted from 20 October 2015 until the allocation was exhausted.
  - The notice for competition, according to the art. 6.9 of Regulation, for extension of the scope of the projects for beneficiaries of project not completed, which received financial support under the “Saving energy and promoting renewable energy source” PL04 Programme (outcome: renewable energy) in the competition period from 10 June to 12 August 2013 and from 7 July to 15 September – the total amount allocated for the competition was EUR 64,271.91. The applications were submitted from 9 September 2016 until the allocation was exhausted.

- The 2009-2014 Norwegian Financial Mechanism, with 5 calls for proposals announced (two under the competition and three under the Bilateral Fund):

- The total amount allocated in the first call for proposals equalled to EUR 12,639,873. Applications were accepted from 3 February to 7 April 2014.
- The total amount allocated in the second call for proposals equalled to EUR 10,142,358.10. Applications were accepted from 10 July to 14 September 2015.
- The Bilateral Fund (call for proposals directed at self-regulating trade associations): the amount allocated for the competition was EUR 367,647.50. Applications were accepted from 27 July to 30 September 2015.
- The Bilateral Fund (for umbrella organisations/organisations active for local self-government units as well as unions and partnerships of towns, cities, communes, counties and regions): the amount allocated for the competition was EUR 367,647.50, i.e. PLN 1,527,648.89. Applications were accepted from 27 July to 30 September 2015.
- The Bilateral Fund: the amount allocated for the competition was EUR 100,000. Applications were accepted from 18 April to 31 May 2017.

A summary of key support assumptions can be found in the table attached to this report.

## Effects of the Programme

Total **allocation available for the PL04 Programme** under the EEA FM and the NFM for 2009-2014 amounted to **144,155,000** in total for both funds (approx. PLN 611 million)<sup>12</sup>. Approx. PLN 2.8 billion were granted from the 2007-2013 NSRF for reduction of emission of gas and particulate matter pollution to the air and improvement of energy efficiency.<sup>13</sup> This means that the EEA FM and the NFM funds constituted 22% of the expenditures incurred for this objective under the cohesion policy.

The PL04 Programme has not been completed yet (for the Bilateral Fund the eligibility period has been set to the end of the 31 December 2017), the output indicators are planned to be achieved. It is confirmed by the respondents' statements, who have pointed out in the CAWI survey (97% of the answers) that the outcome indicators within the projects were fully obtained or exceeded. The number of installed/replaced or upgraded heat centres will be lower than the defined at the Programme level. This results from lower interest among beneficiaries in the implementation of projects than planned in the area of installation, replacement or upgrade of heat centres. For result indicators, there is no risk for achievement of the indicators stipulated in the Programme Agreement. A risk factor that may have adverse impact on achievement of the planned indicator values, is the withdrawal of beneficiaries selected for financial support from the implementation of their measures or changes to the substantive scope of the projects.

In terms of improvement of energy efficiency in buildings, only one of the indicators has been achieved and even considerably exceeded. The other indicators have not reached their target values yet. Nevertheless, based on data resulting from the executed agreements, most of the indicators will be achieved, and even their target values will be exceeded. The only exception is the indicator for heat centres.

Table 14 Achievement of indicators for improved energy efficiency in buildings under the PL04 Programme

Indicator	Type of indicator	Target value	Value achieved	Success rate
Estimated CO <sub>2</sub> reduction and/or avoidance in tonnes/year	Outcome	75,000*	354	0.5%
Estimated number of buildings with thermal modernization [pieces]	Output	250	111	44%
Estimated number of replaced/modernised heat sources [pieces]	Output	50	66	132%
Estimated number of installed/modernised/replaced heat centres [pieces]	Output	50	12	24%

\* Indicator is counted both for EE and RES

Source: Own work based on the Annual report for 2014 on implementation of the PL04 Programme and the DORIS database

<sup>12</sup> The exchange rate applied: EUR 1 = PLN 4.24. This is the average exchange rate for 2012-2017 according to the weighted average exchange rate of the National Bank of Poland – [http://www.nbp.pl/home.aspx?f=/kursy/arch\\_a.html](http://www.nbp.pl/home.aspx?f=/kursy/arch_a.html)

<sup>13</sup> Based on data provided in the Evaluation study on “Environmental impact of the 2007-2013 cohesion policy”, conducted by FundEko Korbel, Krok-Baściuk Sp. J.

For increased awareness of and education in energy efficiency, all indicators have been achieved and even considerably exceeded.

Table 15 Achievement of indicators for increased awareness of and education in energy efficiency under the PL04 Programme

Indicator	Type of indicator	Target value	Value achieved	Success rate
Inhabitants aware of the campaign on energy efficiency in households	Output	5,000,000	7,025,126	140%
Number of awareness campaigns	Output	1	3	300%

Source: Own work based on the Annual report for 2014 on implementation of the PL04 Programme and the DORIS database

For increased renewable energy production, one of the indicators has already been achieved and even considerably exceeded. The other indicators have not been achieved yet, but it is assumed that they will be achieved, based on executed agreements for financial support. However, there is a risk that the assumed level of the indicators will be not achieved, due to withdrawal of beneficiaries from the implementation of projects or changes to the substantive scope of the projects.

Table 16 Achievement of indicators for increased renewable energy production under the PL04 Programme

Indicator	Type of indicator	Target value	Value achieved	Success rate
Estimated CO <sub>2</sub> reduction and/or avoidance in tonnes/year	Outcome	75,000*	354	0,5%
Number of installed machines, equipment or installations using renewable energy sources [pieces]	Output	2,000	2,471	124%
Newly installed power in RES [MW]	Output	15	7	47%

\*The indicator is calculated jointly for EE and RES

Source: Own work based on the Annual report for 2016 on implementation of the PL04 Programme

The work for reduction of production of waste and emission of contamination to air, water and soil is underway. The indicator for replaced or upgraded boilers has been achieved in 100%. The indicator for entities which reduced air pollution through combustion plants has not been achieved. There is a risk that the indicator for the number of desulphurisation, denitrification or dust removal facilities will not be achieved, due to reasons related to beneficiaries' withdrawal from implementation of projects, among other factors.<sup>14</sup>

Table 17 Achievement of indicators for reduced production of waste and reduced emissions to air, water and ground under the PL04 Programme

Indicator	Type of indicator	Target value	Value achieved	Success rate
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<sup>14</sup> Based on the Annual report for 2016.

Indicator	Type of indicator	Target value	Value achieved	Success rate
Estimated number of replaced/modernized boilers	Output	12	12	100%
Estimated number of desulphurisation, de-nitrification or dust reduction installations	Output	31	14	55%

Source: Own work based on the Annual report for 2016 on implementation of the PL04 Programme

In terms of activities for improvement of energy efficiency in buildings supported from the NFM funds, none of the indicators has been achieved due to the fact that on 25 April 2016 an annex to the agreement for the PL04 Project was signed, providing for additional financial support for the extended scope of thermal efficiency improvement projects. Pursuant to annexes extending the substantive scope, signed with the beneficiaries, it is assumed that the target values will be achieved.

Table 18 Achievement of indicators for improved energy efficiency in buildings (NFM) under the PL04 Programme

Indicator	Type of indicator	Target value	Value achieved	Success rate
Public utility buildings with additional activities according to article 6.9 of the Regulation [pcs]	Outcome	20	0	0%
Estimated CO <sub>2</sub> reduction and/or avoidance in tonnes/year	Outcome	8,500	0	0%
Estimated increase in the number of public utility buildings with additional activities in line with article 6.9 of the Regulation	Output	20	0	0%
Estimated increase in the number of public utility buildings with additional thermal modernization activities in line with article 6.9 of the Regulation	Output	20	0	0%

Source: Own work based on the Doris database

As a summary, it could be concluded that most of indicators will be achieved. The Programme Operator has applied preventive measures, involving but not limited to signing annexes to agreements, extending the scope of the projects, in accordance with the procedure indicated in Article 6.9 of the Regulation.

The most important Programme outcome was a very large number of buildings that underwent thermal modernisation in small communes and towns which, due to the project value, had no chance to make use of the funds assigned to such initiatives, e.g. within the Infrastructure and Environmental Protection Programme 2007-2013.

#### *Broader impact of the Programme*

Then impact of the projects implemented within the PL04 Programme in the area of energy efficiency and RES should be assessed as medium on the national scale due to a small use of the funds as compared to other available financial resources, including above all the funds allocated within the NSRF. Nevertheless, at the level of communes where projects were implemented, their impact on the improved air quality should be regarded as absolutely essential. The projects implemented have contributed to the fulfilment of the environmental requirements defined in the Directive 2010/75/UE of

the European Parliament and the Council on Industrial Emissions of 24 November, 2010 – IED (integrated prevention and control of contamination). Also, the projects fit in with the achievement of the objectives defined in the Polish Energy Policy until 2030 as for reducing the emissions of CO<sub>2</sub>, SO<sub>2</sub>, NO<sub>x</sub> and increasing the use of renewable energy.

Activities related to improvement of energy efficiency accounted for the greatest share in implementation of the energy policy objectives; activities related to the renewable energy sources and reduction of CO<sub>2</sub> emissions had a considerably lower impact.

Table 19 Estimated share of the EEA FM and NFM PL04 Programme in the achievement of sectoral indicators

Indicator	NSRF value	Value planned in EEA FM and NFM	Share of EEA FM and NFM in overall performance of the indicator
Estimated number of buildings with thermal modernization [pieces]	3,373	250	7%
Installed capacity of electricity installations for production of energy from renewable energy sources [MW]	1,109	15	1.4%
Reduction of CO <sub>2</sub> emissions [t/year]	5,396,000	75,000	1.4%

Source: Own work based on the Annual report for 2014 on the implementation of the PL04 Programme and the Evaluation study on “Effects of investments in the energy area, financed under the cohesion policy”, conducted by FundEko Korbel, Krok-Baściuk Sp. J.

Projects within the PL04 Programme are contributing to reducing air pollution and thus improving the environment and quality of life of the population.

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*‘Thanks to the support granted, it was possible to make one year earlier the investment involving building up two dust abatement systems so that the new installations could work prior to the entry into force of new standards concerning dust emission (100mg/Nm<sup>3</sup>, since 1 Jan. 2016) and coal-burning boilers could emit less dust affecting the environment and the health of society.*

*(Programme Beneficiary, CAWI survey)*

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### *Sustainability of effects of the Programme*

On the basis of the interviews conducted with the Operator of the PL04 Programme and of the results of the surveys aimed at, among others, beneficiaries of the implemented projects, it can be stated that the projects proved to be sustainable and their effects will be visible after the project implementation has been completed.

Nevertheless, it can be assumed that all projects implemented under the PL04 Programme are highly sustainable in terms of their outputs, i.e. upgraded heat centres or public utility buildings with improved

thermal efficiency, or developed desulphurisation or dust removal facilities. After termination of financing from the EEA FM and the NFM funds, the maintenance of the installation will be financed from savings achieved through the implementation of the projects. According to a statement of one of the beneficiaries in the area of energy efficiency improvement, financial savings related to implementation of the project will be considerable and sufficient for maintaining the effects of the project at a longer term. The respondents indicated also that for them lack of funds for maintenance of the infrastructure developed under the project after the financial support is used up does not represent a difficulty (95% of the respondents answered *definitely not* and *rather not*). And for the question, if the results of the project will be visible after finishing the projects, respondents pointed out answers: 'the vast majority yes' – 78% and 'rather yes' – 22%.

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*'The implementation of the project (thermal modernisation) has positively influenced the costs of the public building maintenance (lowered maintenance costs) and the reduction of emissions contaminated the atmosphere (thermal modernisation and a change of heat generators to ecological ones).*

*(Programme Beneficiary, CAWI survey)*

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*'Visualising and building new facade facings, using solar panels, shifting from coal-to gas-based heating have had a positive response among inhabitants. They are willingly to accept the municipality proposal to change the furnaces and they address enquiries to the municipality about similar initiatives in further buildings and individual buildings. It is clearly noticeable that the participation of inhabitants in providing opinions on new investment proposals, e.g. RES, has increased.*

*(Programme Beneficiary, CAWI survey)*

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***Case study: Project – Reconstruction of K1 boiler to adapt it for combustion of biomass at the CHP Siekierki in Warsaw***

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*The project sustainability should be assessed as high due to the application of modern solutions and constant development of the HCP Siekierki as for the reduction of its impact on the environment. Within EU funds the projects on building installations of wet desulphurisation of exhaust gases and installations of block electro filters, which has contributed to the reduced air emission of dust, SO<sub>2</sub>, NO<sub>x</sub>. The implemented investment has increased the share of renewable energy sources in the country's energy balance, it has contributed to the increase in 'green' electricity by 125*

*thousand TWh/yearly, it has increased the amount of heat produced in cogeneration by 1900 TJ over a year.*

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### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

The sustainability of the PL04 Programme intervention in the area of Energy saving and RES promoting should be assessed as high. The projects implemented under the PL04 Programme have contributed to a decrease in energy consumption, to an increase in RES use and to a reduction of CO<sub>2</sub> emission, which has an impact on fulfilling Poland's commitments within the Energy-climate package and most importantly on improving the air quality by, among others, reducing the so-called 'low emission'.

Looking at the PL04 Programme in terms of its relevance, it can be concluded that the activities performed under the Programme duplicated the same activities performed under the cohesion policy. However, the investment needs in this area are significant, the interest of the beneficiaries was great, so it could be concluded that the support was properly programmed. Under the PL04 Programme for RES, it was possible to implement projects with total nominal power up to 5 MW (at the project level), and the 2007-2013 Infrastructure and Environment Operational Programme supported RES projects with total nominal power up to 10 MW (but the restriction of capacity applied only to installations using the wind and water energy in small hydroelectric power plants). Based on the number of competitions announced and the great interest of the applicants, it can be said that EEA FM and NFM funds were supplementary to cohesion policy.

Initially, the Programme was planned only for energy efficiency activities for public buildings. Due to the resignation of the Polish side from the implementation of the PL11 Program on carbon storage, there was a possibility of using available funds under the NFM financing of the industrial component – reducing waste production and emissions to air, water and land. Due to the short time remaining for the implementation of the projects and the depletion of the allocation under OPI & E 2007-2013, it was decided to finance the projects already prepared (on the OPI & E reserve list), which were not supported by other means. These projects did not undergo an additional assessment, so their implementation could begin as early as possible.

One of the beneficiaries of predefined projects indicated during the interview that originally, the application for implementation of the project was submitted under the 2007-2013 Infrastructure and Environment Operational Programme, but has not been granted funds due to exhausted allocation of the Infrastructure and Environment Operational Programme. The beneficiary has been informed that the application is eligible for support under the EEA FM and the NFM, and it received positive feedback.

The initiatives taken under PL04 were a complementary offer in relation to funds available within the NSRF due to the fact that the competitions were announced in other periods and the support within EEA FM and NFM was targeted at smaller towns which were not in a position to use EU funds.

At the stage of programming the support within EEA FM and NFM, in the opinion of the Operator, the focus was on a narrow scope of initiatives aimed at improving the air quality, which resulted from the goals and indicators (including values) to achieve set by the donors. The Programme was intended to

focus on improving energy efficiency, increasing the share of RES. The primary indicator is the reduction of air pollution, mainly CO<sub>2</sub> emissions. During the Programme implementation, bilateral activities included other areas such as adaptation to climate change, electromobility. According to the Operator, cooperation initiated in these areas may continue in the next perspective.

The PL04 Programme is characterised by great effectiveness despite the fact that the project settlement is still in progress. Great interest of beneficiaries in implementing projects in the area of energy efficiency has influenced the high Programme effectiveness. Furthermore, the effectiveness of the PL04 Programme is also affected by withdrawals of beneficiaries from implementation of the projects, resulting mainly from the fact that the beneficiaries did not have sufficient funds needed for co-financing of the projects, and the costs following the final award in tender procedures were much higher than originally assumed by the beneficiaries; another factor involved organisational changes on part of the beneficiaries. This was mainly due to the late launch of the Programme and the short time remaining for implementation of the projects.

External factors impairing the effectiveness of the PL04 Programme included also the lack of stability of the law, long process of amendment to the Act on renewable energy sources or uncertainty of the development of future regulations of law.

An additional factor that affected the effectiveness of the Programme for the NFM component was the high level of CO<sub>2</sub> reduction set by the donors and the short time remaining for project implementation, which caused very low interest among the applicants. Two calls for proposal were announced, where at the beginning the minimum required CO<sub>2</sub> emission reduction / avoidance per year for the project was 100,000 Mg / year, and in the second call it was reduced to 20,000 Mg / year. Despite this, only 5 applications have been submitted, of which only one has been completed.

Factors improving the effectiveness of the PL04 Programme included:

- Specification of the minimum required value for reduction/avoidance of CO<sub>2</sub> emissions per year for the project;
- Dependence of the level of financial support on the total amount of removed or avoided CO<sub>2</sub> emission per year as a result of implementation of the project;
- Introduction of the criterion of economic effectiveness of the project, i.e. the value of the indicator for cost effectiveness in achievement of the environmental effect, at the stage of evaluation of applications;
- Operator experience in implementation of environmental programmes;
- Conditions for the investment implementation , i.e. the possibility of having a grant, not a loan, provided for implemented projects.

Identified weaknesses of the PL04 Programme:

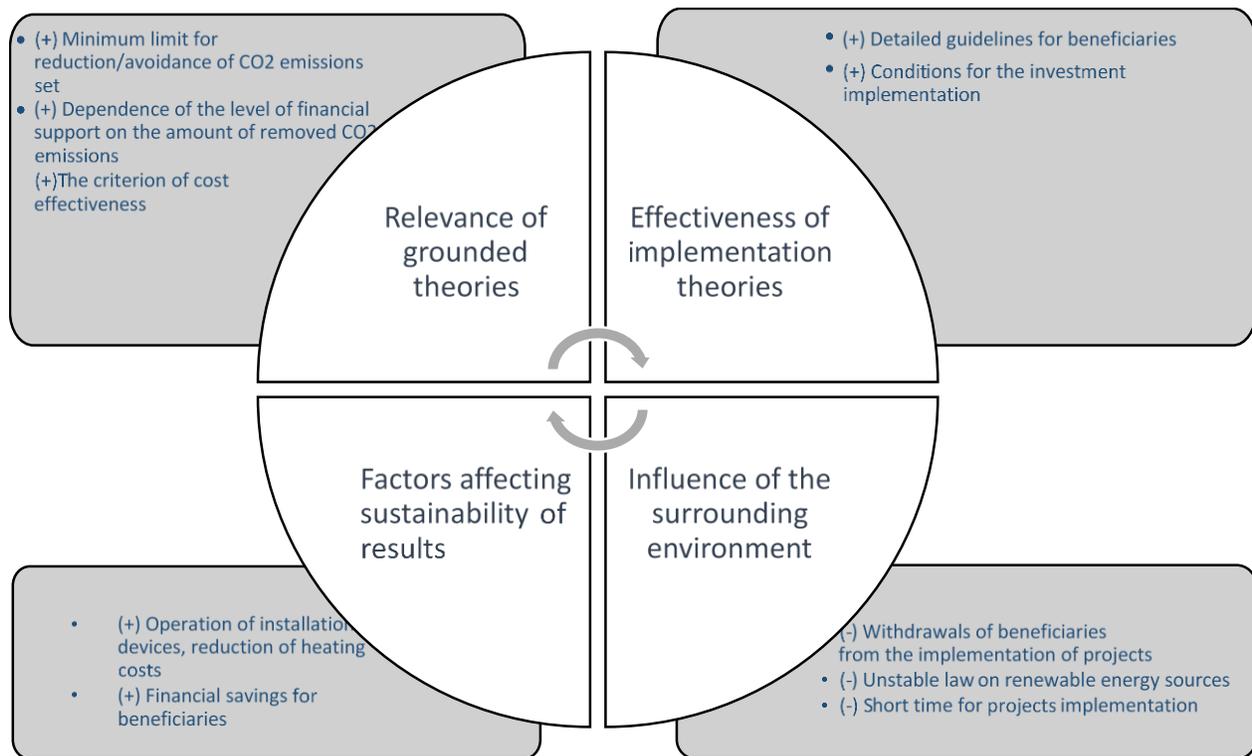
- High levels of CO<sub>2</sub> emission reductions at the project level set by the donors and short time to implement projects;
- High rate of withdrawals (so far, 13 beneficiaries have cancelled their involvement), resulting from, among other factors, lack of funds for co-financing of the projects, or a significant increase of the costs of projects resulting from delays in projects/Programme implementation;
- Short duration of the project implementation for the beneficiary due to the prolonged process of agreeing on the PL04 Programme provisions with the Financial Mechanism Office;
- Introducing ecological efficiency audit for projects.

According to the evaluator's findings, confirmed in conversations with the beneficiaries, and according to information derived from the beneficiaries, detailed guidelines offering support for applicants at the stage of preparation of the grant application constituted a factor with positive impact on the effectiveness of the PL04 Programme. Examples include: the *List of eligible projects and improvements* guidelines, defining specific types of activities that can be implemented.

For evaluation of the grant applications, the criterion of economic effectiveness and the criterion of innovation were also of relevance. The amount of financial support granted was also dependent on the amount of reduction or avoidance of CO<sub>2</sub> emissions and constituted a subsidy for removal of 1 ton of CO<sub>2</sub> per year. This dependence of the level of financial support on the effect achieved should be found as having a very high impact in terms of projects' relevance for improvement of air quality.

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

Figure 5 Summary of factors affecting effectiveness, impact and expected sustainability of the results



## Conclusions and recommendations

### Conclusions:

- One of the strengths of the *Saving energy and promoting renewable energy source* PL04 Programme is its high emphasis on environmental effects – the level of financial support depends on the extent of environmental effects achieved within the energy efficiency area, the minimum level for CO<sub>2</sub> emission reduction was defined.
- A weakness of the *Saving energy and promoting renewable energy source* PL04 Programme was the high limit for the CO<sub>2</sub> reduction set by the donors implemented within the result Reduced production of waste and reduced emissions to air, water and ground.
- A threat for implementation of the *Saving energy and promoting renewable energy source* PL04 Programme results from withdrawals of beneficiaries from implementation of projects.

### Recommendations:

- At the stage of programming the support it would be advisable in the subsequent perspective to use the experience of Norwegian and Icelandic partners and to include a broader scope of initiatives aimed at improving the air quality, i.e. adapting to climatic changes or electromobility.

### 3.1.2. Regional development [PL06]

#### 3.1.2.1. Urban development by strengthening the competence of self-government units, social dialogue and cooperation with civil society representatives [PL06]

##### *Objectives of the Programme*

**The main objective of the Programme** was to achieve improved social and economic coherence at the national, regional and local level through development of mechanisms for effective cooperation – both between the self-government units themselves (SGU) and those entities and representatives of civil society or entrepreneurs, for the purpose of making together decisions concerning the respective area or solving problems of relevance for the respective area.

A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 6 Objective and method of its implementation as assumed in the PL06 Programme



Source: Own work based on Programme descriptions, the DORIS database

The Programme was implemented in two sections. First, a predefined project called *Building competence for inter-municipal and intersectoral collaboration as tools for regional and local development* was started in order to prepare beneficiaries-to-be for applying in an open competition and for implementation of projects. The predefined project was implemented in a partnership of the Union of Polish Cities, the Union of Polish Counties and the Union of Rural Communes in the Republic of Poland.

The Norwegian partner was the Norwegian Association of Local and Regional Authorities (KS). The amount allocated for its implementation was approx. EUR 2.5 million. The predefined project was launched in June 2012 and ended in October 2016.

The predefined project covered the territory of the country as a whole and was intended to improve the competence of representatives of local self-government units. The project was divided into two phases. The first one covered mainly support for partnerships in terms of preparation of applications for the competition-based component of the Programme. The second phase involved advisory and expert support for partnerships implementing projects covered by subsidies from the EEA FM funds, and work on identification of barriers hindering the development of partnership collaboration and legislative changes that would help reduce them.

**The open competition** was announced in January 2013 and ended in mid-April 2013. In an open call for proposals, 15 projects were selected in the first turn. After additional allocation, an agreement with the City of Brwinów was signed additionally in March 2015 and another was signed in June with the Mikołów county.

A **summary of the key objectives for the support** is in the appendix to this report.

### *Effects of the Programme*

**Total allocation available for the PL06 Programme** under the EEA FM and the NFM for 2012-2017 amounted to **EUR 9,835,000** (approx. PLN 40,940,00.00)<sup>15</sup>. For the sake of comparison, approx. PLN 60 million were allocated for activities supporting local self-government units in collaboration planning, within urban functional areas, in competitions for grants for self-government authorities organised by the Minister for regional development<sup>16</sup>. The analysis has shown that activities under the PL06 Programme were correctly coordinated with the aforementioned activities performed by the Ministry of Economic Development.

For strengthened social and economic cohesion at national, regional and local levels, the target values of all **indicators** have been achieved or exceeded (refer to table below).

*Table 20* Achievement of output indicators under the PL06 Programme for outcome 1: Building competences for inter-municipal and inter-sectoral cooperation as tools for local and regional development

Indicator	Type of indicator	Target value	Value achieved	Success rate
Building competences for inter-municipal and inter-sectoral cooperation as tools for local and regional development	Output	1	4	400%

*Source: Own work based on the Annual report for PL06 for 2016.*

<sup>15</sup> The exchange rate applied: EUR 1 = PLN 4.1626

<sup>16</sup> Based on information available at the subpages of: <http://www.popt.2007-2013.gov.pl/Wiadomosci/Strony/Wiadomosci.aspx?k=Dzia%C5%82ania+promocyjne>

Table 21 Achievement of output indicators under the PL06 Programme for outcome 2: Increased inter-municipal and inter-sectoral cooperation in planning and implementation of social and economic development strategies between local governments participating in the Project

Indicator	Type of indicator	Target value	Value achieved	Success rate
Number of (pilot)strategies in territorial dimension, developed in accordance with the model of inter-municipal and inter-sectoral cooperation	Output	11	17	154.5%
Number of social and private partners who participated in consultations on strategy by formulating opinions / conclusions concerning planned measures	Output	150	1998	1,332%

Source: Own work based on the Annual report for PL06 for 2016.

Table 22 Achievement of output indicators under the PL06 Programme for outcome 3: Local government units in Poland possess the knowledge of the developed model(s) of inter-municipal and inter-sectoral cooperation

Indicator	Type of indicator	Target value	Value achieved	Success rate
The percentage of entities participating in the project (self-governments and partner institutions involved in building strategies and action plans, training, consulting and trips), which gave a positive assessment of the model of inter-municipal and inter-sectoral cooperation	Output	60	84	140%
Number of people who familiarized themselves with the model(s) of cooperation through: regional seminars and/or participation in the competition "Self-government Leader of Management"; downloading the documentation of the model(s) from the project websites: <a href="http://www.jst.org.pl">www.jst.org.pl</a> , <a href="http://www.dobrepraktyki.pl">www.dobrepraktyki.pl</a>	Output	2000	2373	118.7%

Source: Own work based on the Annual report for PL06 for 2016

Table 23 Achievement of output indicators under the PL06 Programme for outcome 4: Project partners presented the representatives of government with recommendations for legislative action that will increase the efficiency of cooperation in the field of public and private service and business development and innovation

Indicator	Type of indicator	Target value	Value achieved	Success rate
A set of legal recommendations with justification was presented to the Joint Commission of Central and Local Government, responsible ministers and/or appropriate parliamentary committees	Output	1	1	100%

Source: Own work based on the Annual report for PL06 for 2016

Table 24 Achievement of result indicators under the PL06 Programme for outcome 1: Building competences for inter-municipal and inter-sectoral cooperation as tools for local and regional development

Indicator	Type of indicator	Target value	Value achieved	Success rate
Number of partnerships between self-government units and between local authorities and representatives of the NGO	Outcome	12	17	141.6%

sector and business				
Number of institutions with strengthened capacity	Outcome	11	13	118.2%
Number of measures promoting cooperation and economic development between urban and rural inst.	Outcome	11	16	145.5%

Source: Own work based on the Annual report for PL06 for 2016

For the *Number of social and private partners who participated in consultations on strategy by formulating opinions / conclusions concerning planned measures* indicator, such considerable exceeding of the value seems to have been caused by overall improvement of the awareness in terms of social participation, which translated into a higher rate of participation than estimated at the stage of preparation of the projects.

It is important in the context of consideration of the effects of the Programme that partnerships under the projects implemented result in development of integrated strategies for development of functional areas and/or sectoral strategies. The documents have become the basis for developing project documentation and cost estimations, which are necessary for future investments in cities and their functional areas. Based on the documents, some partnerships have already submitted or are currently preparing grant applications in open competitions under Regional Operational Programmes.

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*Case study: Project – ‘The Zagłębie Linear Park – revitalisation of the functional area of the Przemsza and Brynica Rivers’*

*A good example of maintaining the continuity of initiatives started under the PL06 programme is the project – ‘The Zagłębie Linear Park – revitalisation of the functional area of the Przemsza and Brynica Rivers’, whose leader was Dąbrowa Górnicza. Within the project the support for working out a vision of the management of selected green public spaces. Then the project was included in the territorial contract for Śląskie Voivodeship and placed on the list of out-of-competition projects under the ROP for Śląskie Voivodeship. Thereby, its investment part will be implemented. The project implementation is due to start in August 2017<sup>17</sup>. The project on the support under PL06 has been described more extensively in one of the case studies.*

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Another effect of the PL06 Programme would be the dissemination of good practices in inter-municipal collaboration. The activities performed under the Programme have contributed to increase of the interest among SGU in joint activities in form of partnerships, not limited to one commune, but covering the entire functional area. The aspect of co-operation appeared in almost every interview with people

<sup>17</sup> Regional Operational programme for Śląskie Voivodeship 2014-2020. Detailed Description of Priority Axes. Annex No 4 to SZOOP RPO WSL 2014-2020. List of out-of-competition projects identified, Marshal’s Office for Śląskie Voivodeship, Katowice, June 2017

involved in some way in the implementation of PL06. The respondents pointed out the benefits of this approach such as shortening of decision-making process, and "informalisation" of relations between partners. The possibility of further joint projects was also underlined. It can be assumed that with the activities performed under PL06, local self-government units build their potential in the scope of effective implementation of such initiatives. Thus, it can be easier for them in future to jointly plan and implement activities focused on development, and to apply for funds for their implementation. This can prove to be a very important effect, in particular, in case of lack (or considerable reduction) of financing options from external sources similar to those that are available now.

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*Tightening cooperation among local self-governmental units within PL06 is well illustrated by the statement of one beneficiary made during a bulletin board discussion:*

*‘For me, personally, the whole project allowed to establish excellent direct relations with employees of local self-governmental units cooperating with us. I remember the time when it didn’t cross our minds to call ‘neighbours’ and look for help. Today one telephone call will do to discuss instantly the joint project issues, to take an initiative of arranging a joint meeting of frequently very different participants. A study visit to the neighbouring municipality is now taken for granted – we want to share our know – how and we do and that’s what it’s all about. It helps make faster and better decisions. I can’t imagine functioning local governmental units in other circumstances and the project in question has had an enormous influence on it.*

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Activities related to bilateral relations represent another aspect of the collaboration. In the PL06 Programme, this means mainly collaboration on the predefined project with the Norwegian Association of Local and Regional Authorities (KS). In addition, the Ministry of Economic Development worked with the Cities of Wrocław and Łódź and the Norwegian KS in 2015, under the Bilateral Fund at programme level. The DiverCITY 2 project<sup>18</sup> involved workshop on engagement of local communities and private entities in activities for the quality of urban environment and financing of revitalisation. Participants from Poland, Norway and Iceland were invited to join the workshop. In September 2016, the concluding conference for the project took place. The activities are planned to be continued this year under DiverCITY 3 project.

In the course of implementation of PL06, it turned that it was difficult to acquire partners from donor states at project level, although attempts were made. Therefore, funds from component A (Applicants’ searching for partners for partnership projects with donor states, development of partnerships, preparation of applications) were transferred in 2014 to activities performed directly by the Operator

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<sup>18</sup> The project was a continuation of the “DiverCITY – City for all” project implemented in 2014 under the BF at the national level.

under component B (strengthening collaboration and sharing of experience)<sup>19</sup>. Despite the attempts of Polish local authorities, which were supported by the predefined project (workshops connected with networking of potential partners), self-governments of donor states were reluctant to formulate new partnerships. It was a result of various conditions, eg. too many partnerships already established, lack of common topics of cooperation, different expectations when it comes to formal partnership structure etc.

### *Sustainability of effects of the Programme*

Unequivocal evaluation of the social and economic effects of the collaboration resulting from the PL06 Programme will be available no sooner than in several years, when it will be possible to assess the sustainability of the partnerships established as well as their actual joint activity, including but not limited to activity related to obtaining of funding.

Preservation of this type of partnerships is supported by the fact that at the regional and local level, they perform, or they intend to take, joint activities. The partnerships have declared that they are going to continue their collaboration after completion of the projects and their continued development, requiring joint investments. In the CAWI survey conducted, most of them have also declared that the hitherto collaboration has contributed to achievement of the effects of the project, whereas nearly 31% of the respondents found that without the collaboration, the effects would have not been achieved at all<sup>20</sup>. Hence, strengthening and developing of partnerships can be perceived as one of the crucial effects of PL06. We can also make a projection that this kind of joint activities may affect the social and economic growth of the functional areas where they are performed, and contributed to intensification of collaboration between urban and rural areas.

Next to partnerships established, another aspect of sustainability of the projects implemented lies in the strategic documents that have been created. In the opinions of the beneficiaries of the Programme, expressed in the CAWI survey, the documents created – i.e. the integrated development strategies and operating plans as well as the technical documentation – are mutually coherent<sup>21</sup>.

The preliminary assessment of the expected sustainability of the effects has also been based on an analysis of websites for the projects financed under the PL06 Programme. The fact whether or not they are still active might to some extent testify if a given beneficiary provides the sustainability of their initiatives. Taking this into consideration the expected sustainability of effects should be perceived as high, both for the predefined project implemented by the Union of Polish Cities and for the other projects implemented under the Programme. All 17 projects implemented have dedicated websites, usually offering news on the activities performed, contact information and documentation in form of photographs or videos.

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<sup>19</sup> Strategic Report on the implementation of the European Economic Area Financial Mechanism and the Norwegian Financial Mechanism 2009-2014 in Poland in 2014, National Focal Point, Ministry of Infrastructure and Development, Warsaw 2015, p. 17.

<sup>20</sup> 23% and 31% of the respondents were convinced that the partnership contributed to achievement of the effects to a “very high” or “considerable” extent, respectively.

<sup>21</sup> 7 of 13 respondents answered “rather yes”, and 6 respondents answered “definitely yes”.

## Factors affecting effectiveness, impact and sustainability of the effects of the Programme

The following analysis of factors affecting the effectiveness, impact and sustainability has been based on desk research and the results of the quantitative and qualitative research.

The first group of factors affecting the effectiveness and impact of the intervention includes those related with the relevance of the grounded theories adopted in the Programme, especially those concerning the specification of the problem, methods for solving (types of projects, list of beneficiaries, distribution of allocation) and its purpose (formulating the objective, indicators). As stated before, the PL06 Programme demonstrates a high degree of effectiveness, proven by achievement of the planned indicators, for example.

In this case, success factors may include:

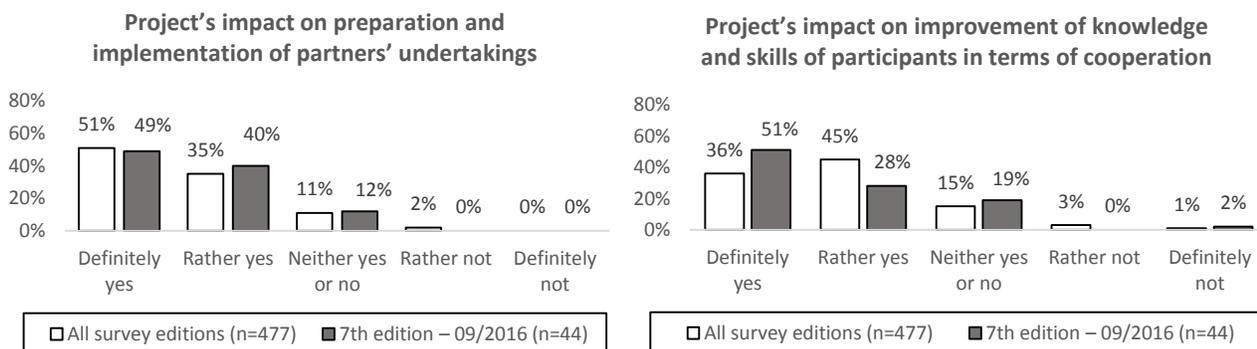
- Activities performed under the predefined project of the Union of Polish Cities;
- Correlation of PL06 with activities performed under other policies, on national and European level.

As stated by individuals involved in the implementation of PL06, the success of the Programme was related with but not limited to **activities under the predefined project**, where the applicants (future beneficiaries) were supported from the very beginning. This is confirmed by the statements of the CAWI survey respondents. The beneficiaries agreed that the activities performed in the course of the predefined project contributed to enhancement of the competence of SGU representatives and local partnerships in terms of implementation of public policies. Satisfaction surveys conducted by the Union of Polish Cities among the participants of the predefined project have also shown that the project received positive feedback from partnerships benefiting from the support.

### The predefined project as assessed by the participants

- > 80%: the percentage of people with positive feedback on the predefined project  
[survey conducted in September 2016]

Figure 7 Results of the survey conducted among representatives of 17 partnerships in the EEA project (representatives of leaders and partners)



Positive feedback was delivered in terms of the project's impact on preparation of the measures as well as improved knowledge and skills of participants in the collaboration, and its impact on the institutional development of partnerships.

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*The assessment of the support within the predefined projects is well illustrated by the statement of one PL06 beneficiary during a bulletin board discussion:*

*'Advisory support was helpful both at the stage of preparing the application and the stage of its implementation. An expert was available on the phone, by e-mail and they participated in most meetings related to the projects (including recurring meetings, usually with the project team). Thanks to it we could be provided with current support and counselling, which was helpful in making many decisions at the implementation stage. Additionally, an important factor contributing to increased competence of representatives of the applicant was conferences, meetings and workshops organized by the Union of Polish Cities (ZMP), including a study visit to Norway). Thanks to them it was possible to gain not only specific knowledge, but also to exchange experiences with representatives of other partnerships, to take advantage of good practices'*

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The implementation of the predefined project has also contributed to popularization of the collaboration model that has been developed. In the course of the project, an on-line tool has been created for the parties to the partnerships to assess their development and quality of collaboration<sup>22</sup>. The assessment is performed with 10 standards for good practices in inter-municipal and intersectoral collaboration, established in the course of the project. Another useful tool for partnerships is an overlay for the existing Municipal Analysis System<sup>23</sup>, facilitating monitoring of strategy implementation for functional areas, within the areas or locally at the level of individual units. Another important tool for knowledge sharing is the database with descriptions of good practices<sup>24</sup>, to be used for gathering and promoting experience in terms of use of advanced methods for management, tools supporting the activity of local self-government units and their collaboration.

Another factor that can have positive impact on the effects of the Programme is that fact that the **activities under PL06 were correlated** with the national activities for the functional areas, or, in a broader sense – a territory-based perspective of public policies and a discussion concerning instruments for territorial development in the course of planning EU's financial outlook. The National Strategy of Regional Development 2010-2020 was already in place<sup>25</sup>, the National Spatial Development Concept 2030 was adopted soon thereafter<sup>26</sup>, and in 2015, the National Urban Policy 2023 was

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<sup>22</sup> The tool is available at: <http://samooceapartnerstw.jst.org.pl/>

<sup>23</sup> Available at: <http://www.systemanaliz.pl/dla-partnerstw>

<sup>24</sup> The database is available at: [www.dobrepraktyki.pl](http://www.dobrepraktyki.pl)

<sup>25</sup> Adopted on 13 July 2010. Full name of the document: *National Strategy of Regional Development 2010-2020. Regions, cities, rural areas.*

<sup>26</sup> Adopted on 13 December 2011

enacted<sup>27</sup>. In all those documents, cities and their functional areas have been defined as drivers for social and economic growth, and the development of mechanism for collaboration of self-government units in urban functional areas represents one of the crucial objectives for urban policy. Furthermore, there were two grant competitions dedicated to support for functional areas, organised respectively in the period from November 2012 to February 2013 and from June to September 2013 by the former Ministry of Regional Development, from the funds of the Operational Programme “Technical Assistance 2007-2013”. Their aim was to popularize functional approach in spatial planning and to promote integrated partner approach to problems related with development of the given area<sup>28</sup>. It is worth underlining that many successful applicants, who later benefited from OPTA support, have received counselling, training and expertise within a predefined project, which demonstrates the added value of PL06 activities.

At the European level, the most significant activities in terms of considerations concerning PL06 (apart from the EUROPE 2020 Strategy itself) were those related with the introduction of Integrated Territorial Investments (ITI), under the 2014-2020 financial perspective. Under the ITI instrument, a part of the tasks related with implementation of operational programmes were to be assigned to a level lower than the regional one. The objectives of the ITI involved implementation of integrated projects, combining activities financed from the European Regional Development Fund and the European Social Fund. It was assumed that in functional areas, the ITI can implement partnerships representing the given area.

Another factor with positive impact on the effects of the Programme includes collaboration and sharing of experience, both from various regions of Poland and from the foreign partner in the course of the predefined project. The learning factor was also indicated by the beneficiaries in the CAWI survey, including enhancement of knowledge and skills as well as change in behaviour or functioning as a result of acquiring new knowledge or skills from the partner, as the most important effect of collaboration under the Programme.

The system of implementation has not caused too many problems for institutions performing activities under PL06. The respondents indicated only the length of the call for proposals, but they also noticed that the period was shorter in comparison with the previous perspective. For the sake of possible improvements of the implementation system, proposals included, for example, simplification of the process for implementing changes to the Programme so that the consent from donor parties is not required in each case because of extension of the decision-making process, and simplification of reporting at the project level. However, these are not factors that would be indicated as hindering the implementation of activities under PL06.

The factor that could have a negative effect on the sustainability of the established partnerships and hence on the implementation of joint ventures and generally on the sustainability of the support effects is possible changes of the authorities in local self-governmental units that make up particular partnerships. Nevertheless, the contacts established within the partnerships, at the level of professional staff, allow to expect that this cooperation will be sustained.

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<sup>27</sup> Adopted on 20 October 2015.

<sup>28</sup> Objectives of the grant competition – presentation from briefings. Source: <http://www.popt.2007-2013.gov.pl/dzialaniapromocyjne/Documents/Zalozeniakonkursu04072013.pdf>

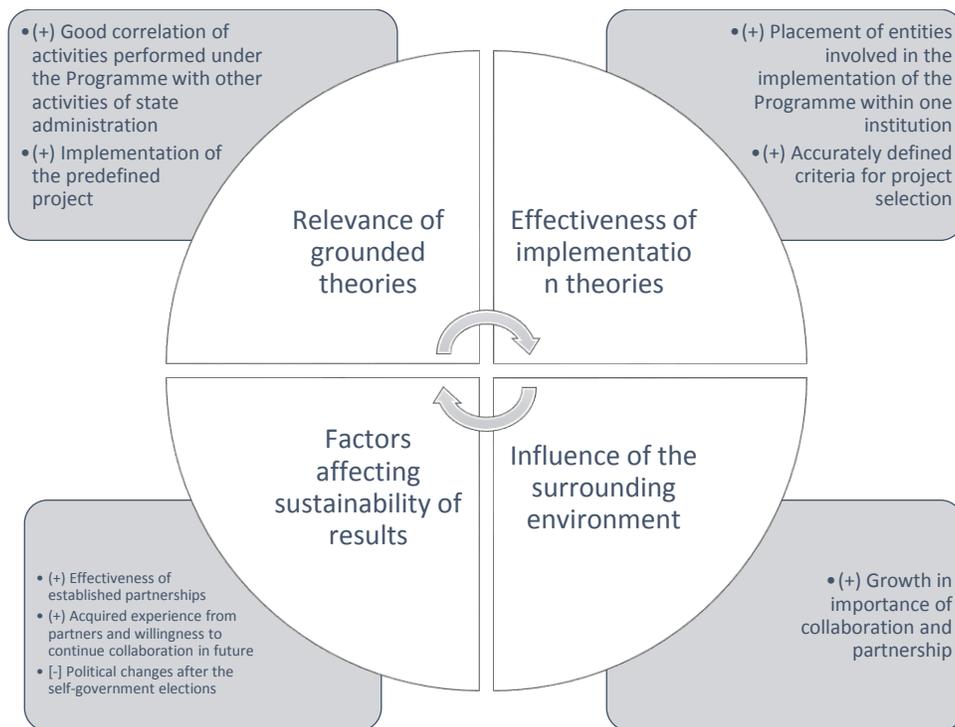
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*As one of PL06 beneficiaries said during a bulletin board discussion: “thanks to shifting the burden of cooperation to lower levels (a long time ago only vogts and mayors took part in discussion forums, nowadays their employees do it as well) it will be possible to save the developed cooperation standards and willingness to cooperate”.*

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The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

Figure 8 Summary of factors affecting effectiveness, impact and sustainability of the effects of the PL06 Programme



Source: Own work based on study data

### Conclusions and recommendations

- One of the strengths of the PL06 Programme is encouraging self-governments to collaborate within the functional areas/ It is obvious that the concept has been adopted, that partnerships are continued and partners plan future activities together.
- The implementation of the predefined project is a strength of the Programme, with the project’s usefulness confirmed by representatives of institutions involved in the implementation of the Programme and the beneficiaries themselves.
- For similar Programmes in future, continuation of the predefined project based on the experience from the project of the Union of Polish Cities

### 3.1.3. Health initiatives [PL07, PL13]

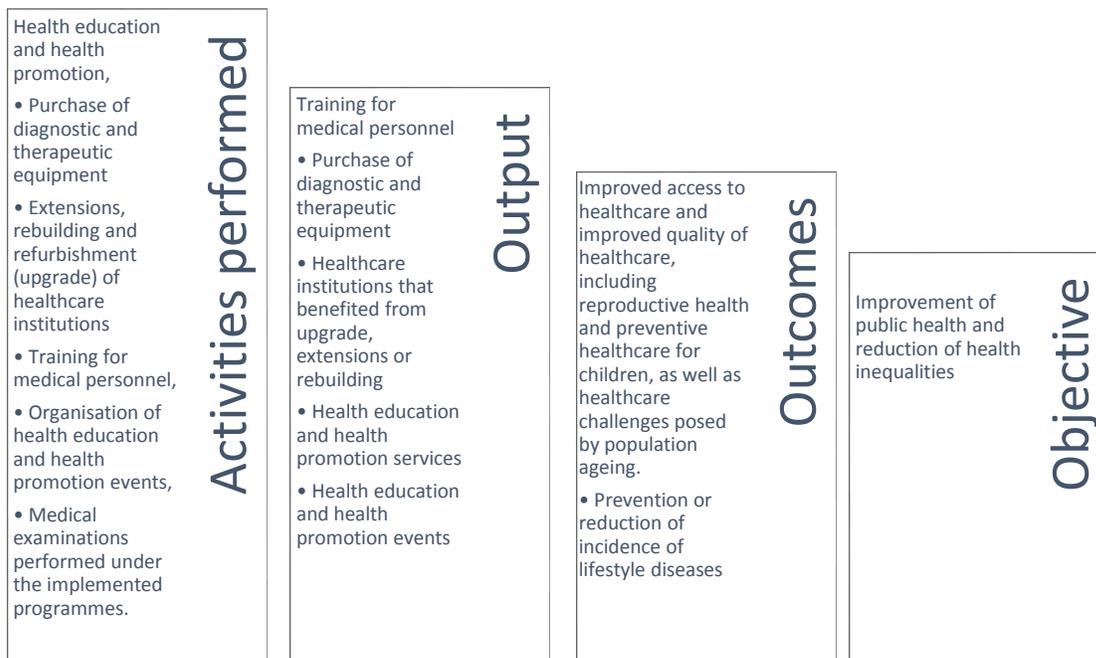
#### 3.1.3.1. Development and improved adaptation of healthcare to demographic and epidemiological trends [PL07]

##### Objectives of the Programme

The aim of implementation of the Programme was the contribution to achievement of the general objectives set for the *Public health initiatives* programme area specified by the donor states, i.e. improvement of public health and reduction of health inequalities.

**The main objective of the Programme** was improvement of public health and reduction of health inequalities. Its implementation includes three specific objectives, i.e. improvement of perinatal care (prevention, diagnostics and treatment with a view to increase the birth rate), better adaptation of healthcare to address the needs of the rapidly growing population of the chronically ill and dependant as well as the elderly, cancer prevention with a view to reducing the cancer morbidity and mortality rates in Poland. A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 9 Objective and method of its implementation as assumed in the PL07 Programme



Source: Own work based on Programme descriptions, the DORIS database

A summary of key assumptions of the support can be found in the table included in the Appendix to this report.

## Effects of the Programme

The entire allocation was assigned to competition projects. 398 of 569 applications scored the number of points required in the documentation, and 37 received ultimately recommendation for financial support. 22 projects are implemented in the area of healthcare for the chronically ill, the dependent and the elderly, 10 in the area of improvement of perinatal care and 5 in cancer prevention.

**The allocation available for the PL07 Programme** under the EEA FM and NFM for 2009-2014 amounted to **EUR 58,000,000** (approx. PLN 245,920,000)<sup>29</sup>. In a similar period, i.e. 2012-2014, for which data are available in National Health Accounts kept by the Central Statistical Office<sup>30</sup>, current and investment expenditures for healthcare amounted to PLN 107.8 billion, PLN 106.8 billion and PLN 108.7 billion, respectively. This means that the average annual allocation from the EEA FM and NFM (approx. PLN 40.5 million) **constitutes only 0.04% of healthcare expenditures.**

For improved access to and quality of health services, the target values for most indicators have been achieved or considerably exceeded – refer to table below. The indicators for implementation of infrastructural projects have not been achieved so far. Based on information obtained during the interview with representatives of the Programme Operator, the achievement of these indicators is not at risk.

Table 25 Achievement of indicators for improved access to and quality of health services under the PL07 Programme

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
Number of implemented infrastructure projects	Output	20	17	85%
Number of training sessions for health professionals	Output	100	692	692%
Number of diagnostic and therapeutic equipment purchased	Output	800	4,424	553%
Number of health care institutions supported with extension, rebuilding, refurbishing (modernisation)	Output	20	19	95%

### Allocation of EEA FM and NFM in relation to other funds

approx. 0.04% of current and investment expenditures for healthcare according to National Health Accounts

<sup>29</sup> The exchange rate applied: EUR 1 = PLN 4.24.

<sup>30</sup> <http://stat.gov.pl/obszary-tematyczne/zdrowie/zdrowie/>

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
Number of health professionals trained	Output	1,100	7,324	666%
Number of patients benefitting from improved health services	Outcome	35,000	662,900	1894%

Source: Own work based on the DORIS database

For life-style related diseases prevented or reduced, the target values of most **indicators** have also been achieved or exceeded – refer to table below. The indicator for number of Programmes has not been achieved so far. Based on information obtained during the interview with representatives of the Programme Operator, the achievement of this indicator is not at risk.

Table 26 Achievement of indicators for life-style related diseases prevented or reduced under the PL07 Programme

Indicator	Type of indicator	Target value	Value achieved (as of 31/03/2017)	Success rate
Number of actions/activities aiming to reduce or prevent life-style related diseases at national/local level	Output	20	17	85%
Number of counselling services provided	Output	5,600	163,149	2913%
Number of health education and health promotion events organised	Output	170	1,103	649%
Number of elderly benefitting from improved health services (where elderly includes 'dependants')	Outcome	10,000	36,454	365%

Source: Own work based on the DORIS database

To sum up, the planned indicator values have been considerably exceeded in most cases. This proves that the beneficiaries were very engaged in the implementation of their projects and were able to plan and observe the schedule<sup>31</sup>. As shown by the results of the CAWI survey conducted among the beneficiaries of the projects, it was possible to achieve much higher values of indicators than planned because of tender-related savings in the projects (in most cases, savings were mentioned in terms of purchase of equipment, where the number of purchases items was ultimately higher than planned) and reasonable management of funds allocated to programmes and activities with patients.

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*During the interview, representatives of the Programme Operator mentioned, for example, significant changes in institutions providing aid for the dependent (e.g., Owińska near Poznań). The key to success, in their opinion, was the combination of*

<sup>31</sup> The Annual PL07 Programme Development and better adaptation of health care to demographic and epidemiological trends. Report for the year 2016. The DoRIS database.

*“hard” and “soft” activities in the projects. Provision of an appropriate place for people staying at nursing homes, treatment with dignity, and a range of adequate, diversified “soft” activities, not limited to training for personnel, but also for patients and their families, contributed together to the success of the project.*

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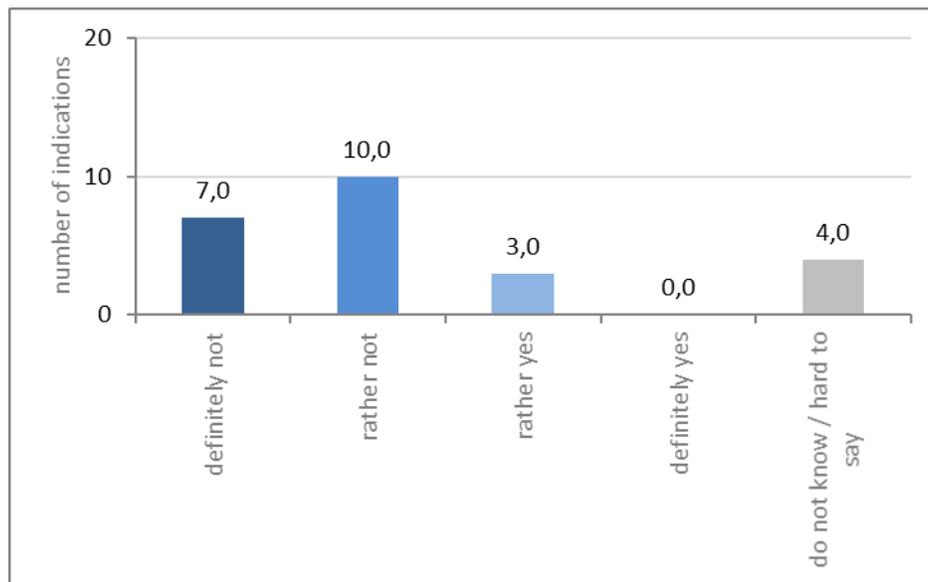
For several projects, the beneficiaries described also unintended effects that they achieved due to implementation of the project, for example:

- Development of volunteer work due to implementation of the project;
- Lower costs of hospital care and convalescence for patients, treated in a more effective manner;
- Decreased incidence of complications following surgeries;
- Establishing of contacts/collaboration between institutions, organisations and individuals providing support for the elderly.

Interestingly enough, the description of one of the project shows negative impact of a positive effect (high quality of the services provided) on the waiting time for the services in a longer term. “The implementation of the project contributed to significant improvement of quality of medical services provided in the rehabilitation division, which increased the patients’ interest in hospital care at this ward. The waiting list includes patients from nearly entire Poland, and patients wait approx. 16 months for elective services.” This illustrates the possible negative impact of the environment (in this case, similar medical services that were not supported) on the ultimate effectiveness of the implemented projects.

17 of 24 beneficiaries involved in the CAWI survey found that social and economic changes in the supported areas would have definitely and rather not occurred if the project had not been implemented; refer to the chart below.

Chart 1 Distribution of answers to the question concerning the chance for occurrence of social and economic changes without implementation of the EEA FM and the NFM projects



Source: Own work based on the CAWI survey

### *Broader impact of the Programme*

When evaluating the impact of the PL07 Programme, we should note that its share in overall healthcare expenditures amounted to 0.04%.

The beneficiaries of the projects have indicated a range of long-term effects, often beyond the final recipients of the support, for example:

- Reduction of healthcare inequalities (e.g., through focusing on the poorest communes, where people – due to a low level of social and economic development and limited or hindered access to credible and reliable information – tend to copy wrong health behaviours, contributing to incidence of a range of abnormalities during pregnancy and labour, or the first months of the baby’s life);
- Improvement of health awareness in the population;
- Savings in healthcare costs, directly proportional to reduction of the count of the ill (reduction of costs of outpatient and home care for people who avoided illness; lower costs of hospital care and convalescence for patients treated more effectively);
- Avoiding loss in production due to decrease of the number of working days lost by patients and their families.

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*The representatives of the Programme Operator mentioned also broader effects of two projects. For the project of the Gajusz Foundation from Łódź (support for a perinatal hospice), emphasis was laid on the fact that the project was innovative*

*and raised the issue of perinatal care much earlier than the systemic debate on the “pro-life” legislation began. On the other hand, the “Oncology in Wielkopolska” project has shown that a teaching hospital, which is supposed to operate in the area of top-tier restorative medicine, can keep on descending in performing this activity and provide education and promotion (which would seem more appropriate for Primary Health Care). The Programme Operator was surprised by the fact that an entity with such a high level of specialisation extended its scope of activity by promotion and education due to the financial support granted.*

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### *Sustainability of effects of the Programme*

All beneficiaries of the PL07 Programme involved in the CAWI survey (24) found that the effects of the project will remain noticeable after its completion. For infrastructural projects or those related with purchase of equipment, the estimated sustainability of effects can be expected to be high. In a longer term, in order to maintain the effects, additional restoration expenditures or expenses related to repair or maintenance work will be required. For the healthcare sector, the sustainability of effects of infrastructural or equipment-related projects largely depends also on the availability of funds for provision of services.

Estimation of the expected sustainability of effects for soft projects (training, education, prevention) is more difficult. Their sustainability depends namely on numerous complex factors (for example, accuracy of diagnosis of the problems addressed, adequacy of efforts made, adaptation to target groups, comprehensiveness, qualifications and appropriate selection of entities performing the activities<sup>32</sup>, long-term nature of the activities, collaboration on various levels and among various entities, etc.). For example, one of the beneficiaries mentioned the problem of lack of interest or even hostility from primary care physician in terms of collaboration in the area of prevention.

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*The project analysed within the case study – ‘Let me be – perinatal care programme for children with lethal defect by opening advisory centres within home hospice’, implemented by Gajusz Foundation from Łódź, confirms the above described outcomes – the expected high impact sustainability on the one hand (the Foundation is to set up a fund for collecting resources of 0.5 % of total eligible expenditures, which will ensure the project sustainability) and hindrances resulting from preservative behaviours of medical specialist on the other hand.*

*Apart from the sustainability with reference to maintaining the project outcomes, it is also worth pointing out the fact that the effects going beyond the project itself have been observed, i.e. starting work on including perinatal palliative care in the basket of*

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<sup>32</sup> For the prevention activity, often emotional and interpersonal abilities are needed more than formal qualifications.

*guaranteed medical services or developing similar centres (the beneficiary has provided over a dozen of counsels to similar centres all over the country).*

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### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

The first group of factors affecting the effectiveness and impact of the intervention includes those related with the relevance of the grounded theories adopted in the Programme, especially those concerning the specification of the problem, methods for solving (types of projects, list of beneficiaries, distribution of allocation) and its purpose (formulating the objective, indicators). In view of the fact that Poland spends approx. 6.5% of the GDP for healthcare, whereas the other OECD countries spend approx. 10%<sup>33</sup>, we can find that the demand of the sector is still very high. Therefore, both infrastructural interventions and “soft” measures in the sector are indeed advisable. The representatives of the Programme Operator mentioned also a high degree of accuracy in selection of the support areas, in particular, for the perinatal care or care for the dependent and the elderly, not covered by the structural funds.

As evidenced before, the PL07 Programme has shown a high degree of effectiveness (significantly exceeded indicators). This results both from considerable involvement of beneficiaries in the implementation of projects and from cost effectiveness of the tender procedures. The key to success in this kind of measures often lies in the ability to combine “hard” and “soft” elements in projects.

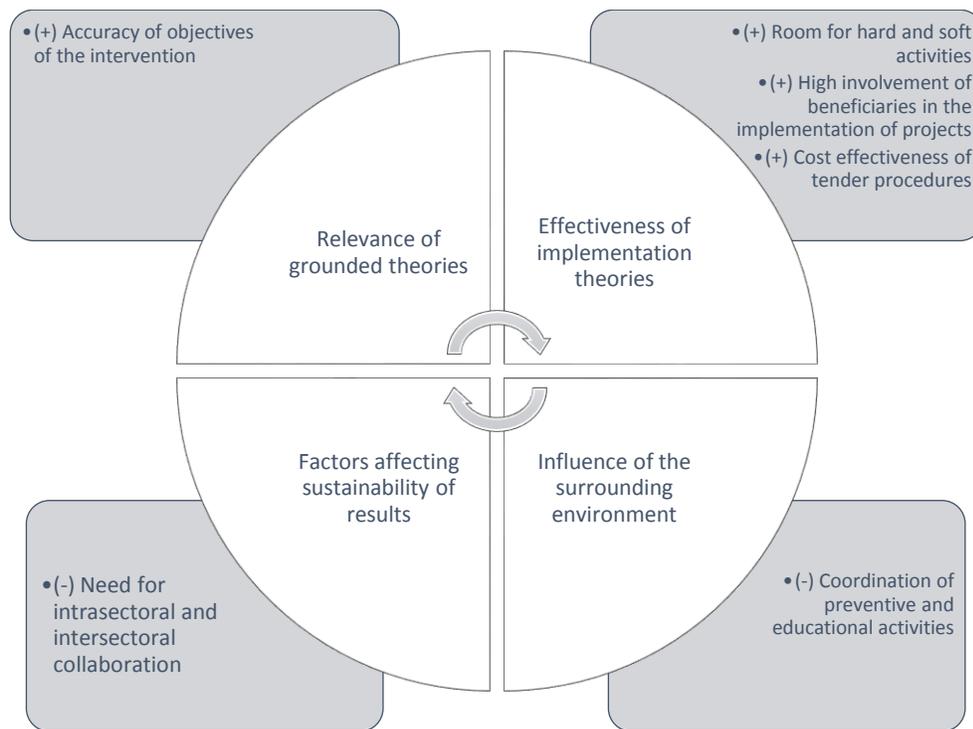
For interventions in the healthcare sector, the sustainability of effects of projects is at risk due to the difficulties with ensuring good and sustainable collaboration of various groups of stakeholders, both among medical personnel (e.g., primary care and specialist physicians, preventive care) and among sectors (healthcare, education, social care). The representatives of the Programme Operator indicated also external factors that may pose risk for achievement of the effects of the projects, including but not limited to implementation of “competitive” prevention programmes by other entities or unavailability of vaccines that are necessary for implementation of the project.

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

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<sup>33</sup> *Health situation for Poland's population and its conditions*. Warsaw 2008, 2016, National Institute of Public Health – National Institute of Hygiene. Eds.: Bogdan Wojtyniak and Paweł Goryński.

Figure 10 Summary of factors affecting effectiveness, impact and sustainability of the effects of the PL07 Programme



Source: Own work based on study data

### Conclusions

One of the strengths of the PL07 Programme is the room for performing “soft” and “hard” activities in one project. Factors that may pose a risk for the effectiveness and the sustainability of effects of the projects include the need for intrasectoral and intersectoral collaboration and the need to coordinate preventive or educational and promotional activities.

#### 3.1.3.2. Reducing social inequalities in health [PL13]

##### Objectives of the Programme

The PL13 Programme was designed with the aim to identify reasons for social inequalities in health and to perform activities in order to reduce them in local perspective. **The main objective of the Programme** was to contribute to improvement of health within the Polish population through reduction of inequalities in health. Therefore, identification of determinants for social inequalities in health and subsequent development of intersectoral strategy for reduction of the inequalities was planned, and programmes for promotion of health / prevention were to be developed in order to reduce them. A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 11 Objective and method of its implementation as assumed in the PL13 Programme



Source: Own work based on Programme descriptions, the DORIS database

A summary of key assumptions of the support can be found in the table included in the Appendix to this report.

### Effects of the Programme

As planned, 16.022% of the allocation (EUR 2,884,000) has been spent for implementation of the *Reducing social inequalities in health* predefined project of the Ministry of Health.

The aim of the predefined project is to improve management in healthcare through:

- Development of tools aimed at reducing social inequalities in health (i.e. 6 models/reports and 1 intersectoral strategy);
- Implementation of the project in collaboration with the Norwegian partner;
- Development of 2 training programmes as basis for training 3,000 participants in public health.

The tools developed in the project include but are not limited to:

- New solutions for organisation and functioning of public health system in order to improve its effectiveness, which may affect long-term planning (the National Health Plan module for 2016+ concerning inequalities in health) and expert support for work on the draft of possible legislation on public health;
- New templates for periodical analyses for monitoring various social aspects of inequalities in health, factors affecting the inequalities and the dynamics of change;

- Tools for assessment of the impact of various factors on public health;
- Tools for identifying healthcare demand in the population, in particular concerning social inequalities in health;
- Templates for public health programmes with proven effectiveness, addressed at specific social groups with increased health risks (smoking, hypertension, cholesterol, accidents);
- Templates for new teaching programmes for improvement of qualifications of people in charge of reducing social inequalities in health.

The remaining part of the allocation has been spent for competition projects, for programmes covering social and environmental aspects of health promotion / prevention at the county level. 26 pilot programmes are being implemented. The programmes cover: promotion of health in terms of cardiovascular diseases and cancer, reduction of external factors contributing to death and digestive tract diseases, as well as prevention of respiratory tract diseases. The beneficiaries are: counties and the city of Łódź.

**The allocation available for the PL13 Programme** under the EEA FM and the NFM for 2009-2014 amounted to **EUR 18,000,000** (approx. PLN 76,320,000)<sup>34</sup>. The funds can hardly be compared with any data due to the fact that the issue of social inequalities in health has not been so comprehensively addressed in Poland so far.

For improved governance in health care, the target values of most **indicators** have been achieved – refer to table below. So far, the target value of the indicators for development of strategies, models and reports has not been achieved. Based on information obtained during the interview with representatives of the Programme Operator, the achievement of these indicators is not at risk.

*Table 27 Achievement of indicators for improved governance in health care under the PL13 Programme*

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
Predefined projects implemented in cooperation with the Norwegian Partner	Output	1	1	100%
Models and reports elaborated	Output	6	2	33%
Number of training curricula elaborated	Output	2	2	100%
Number of participants	Output	3,000	3,001	100%
Strategies/policies elaborated	Outcome	1	0	0%

*Source: Own work based on the DORIS database*

For life-style related diseases prevented or reduced, the target values of all **indicators** have also been considerably exceeded – refer to table below.

<sup>34</sup> The exchange rate applied: EUR 1 = PLN 4.24.

Table 28 Achievement of indicators for life-style related diseases prevented or reduced under the PL13 Programme

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
Number of people participating in disease prevention programmes, including screening examinations	Output	10,000	351,188	3,512%
Number of people participation in health promotion programmes, including health promotion events	Output	5,000	447,172	8,943%
Number of actions/activities aiming to reduce or prevent life-style related diseases at local level	Outcome	12	15	125%

Source: Own work based on the DORIS database

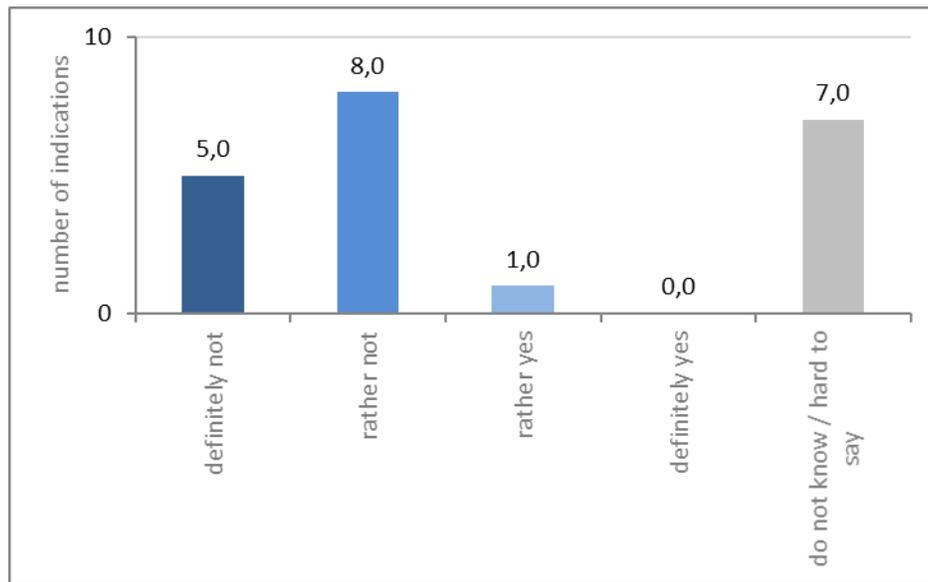
To sum up, the planned indicator values have been considerably exceeded in most cases. As shown by the results of the CAWI survey conducted among the beneficiaries of the projects, it was possible to achieve much higher values of indicators than planned because of savings in the projects.

Several beneficiaries mentioned that the implementation of the projects resulted in integration in the county (of the local community, integration of generations and communes). Other unintended effects have also been described, for example:

- Increased profitability of health centres involved in the project;
- Increased openness and awareness of mental health;

13 of 21 beneficiaries involved in the CAWI survey found that social and economic changes in the supported areas would have definitely and rather not occurred if the project had not been implemented; refer to the chart below.

Chart 2 Distribution of answers to the question concerning the chance for occurrence of social and economic changes without implementation of the EEA FM and the NFM projects



Source: Own work based on the CAWI survey

#### *Broader effects of the Programme and sustainability*

The PL13 Programme was the first programme in Poland covering social inequalities in health. Research tools and diagnosis of the situation have been developed, forming the basis for further work in the area.

Within the project many tools have been worked out and they can be used in the future as for creating public policies in the area of health. They are, for example:

- interactive map of districts with reference to the state of health (what the state of health is and how a given district is compared to others); the tool for decision makers at the district level, but also useful for voivodeships while working out strategies;
- knowledge base;
- social status base – it was possible to define some elements of social status for Poland's population in much detail, which allows to conduct in-depth analyses of social inequalities in health.

Also, foundations for the system of health impact assessment were laid (HIA) and works on including health in the so-called impact assessment were initiated.

Furthermore, the programmes of health promotion and disease prevention were reviewed, which was the basis for proposals of detailed programmes worth implementing at the district level. Health needs were also defined at the district level.

In parallel, official work on the public health legislation or the National Health Plan has started. The work performed in the predefined project under the PL13 Programme were used when working out the aforementioned documents.

The relevance of pilot projects lies in change of counties' attitude to health promotion; the projects have proven that local prevention programmes for health are useful and people are willing to participate. Key importance should be also assigned to the fact that the projects covered a large population. This is very important in view of the structure of healthcare spending functioning so far in Poland. According to the data available from the report on the health of population in Poland, the spending stream is highly focused on restorative medicine. "Most funds are spent for healthcare services provided in form of 24/7 ambulatory healthcare – 35% of the total amount of current expenditures for healthcare, followed by 25.5% spent for preliminary healthcare and specialised ambulatory treatment. Suppliers of medicines are the third largest recipient of public funds (26%). Public spending for prevention and public health in Poland are among the lowest ones in the European Union, both as a percentage of the total healthcare expenditures and per inhabitant. In countries where preventive care is perceived as a priority task, the expenditures are seven times higher than in Poland, on average."<sup>35</sup>

In the opinion of representatives of the Programme Operator, the intersectoral collaboration established as a result of implementation of the projects is the most valuable impact of the PL13 Programme. Schools are highly engaged in implementation of the county programmes. Health education is provided both under the new and the old core curriculum, but it is usually handled quite superficially. And due to implementation of the projects, schools have become much engaged in health education. Establishing of collaboration with the social care area is also worth noting. Special invitations to participate in the programmes were directed at social care subjects as individuals with factors contributing to negative healthcare behaviours.

Implementation of the predefined project and local pilot projects may constitute good foundation for an effective and proven system for eliminating social inequalities in health. However, its evaluation and sustainability of its effects will be only available in a longer perspective.

The sustainability of the system will depend on many complex factors (for example, accuracy of diagnosis of the situation, adequacy of the strategy developed, adaptation to target groups, validity and comprehensiveness of local programmes, long-term nature of the activities, collaboration on various levels and among various entities, etc.). All beneficiaries of the PL13 Programme involved in the CAWI survey (21) found that the effects of the project will remain noticeable after its completion.

#### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

For the PL13 Programme, it should be noted that it was innovative and filled a niche – it was the first programme in Poland that handled social inequalities in health. Therefore, it should be assessed as highly valid. The need to address this issue may be confirmed also by the fact that the results of the

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<sup>35</sup> Health situation for Poland's population and its conditions. Warsaw 2016, National Institute of Public Health – National Institute of Hygiene. Eds.: Bogdan Wojtyniak and Paweł Goryński.

research conducted under the Programme were used for parallel work related to preparation of the public health legislation and the National Health Plan.

The effectiveness of the Programme is fostered by the involvement and willingness of the local population to participate in programmes implemented on the county level. Intersectoral integration and integration of the local community in terms of health promotion is a great chance resulting from the implementation of such programmes on the local level.

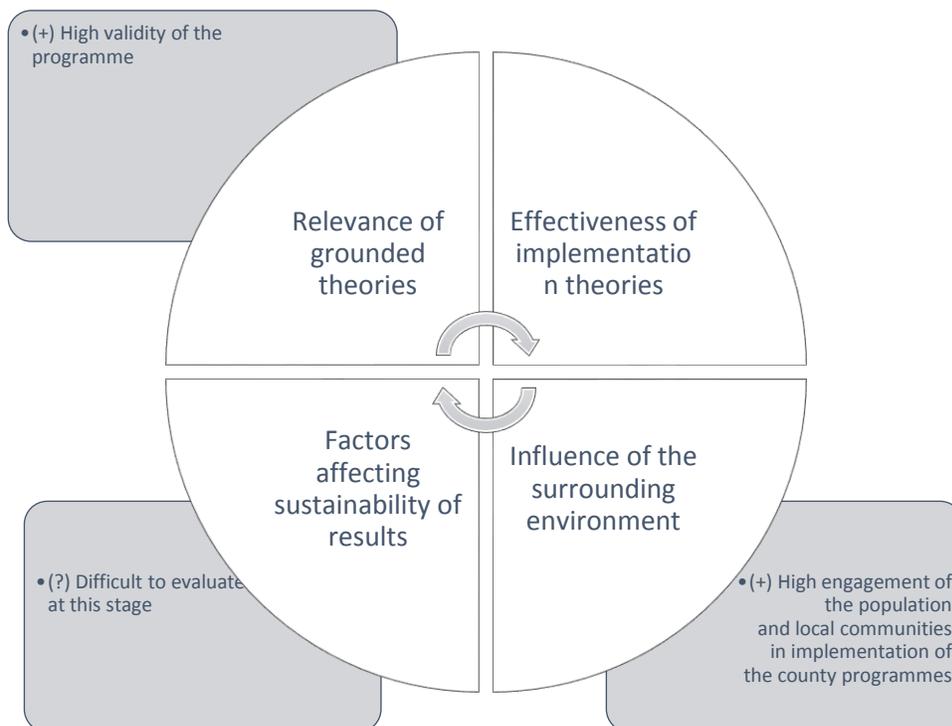
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*Within the case study of the project – ‘Łódź versus liver diseases’, it was indicated that the factor which positively influenced obtaining the project outcomes was the system of implementation. It was regarded as uncomplicated and very friendly as compared to other external sources (e.g. EU funds) in terms of implementation and settlement.*

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The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

Figure 12 Summary of factors affecting effectiveness, impact and sustainability of the effects of the PL13 Programme



Source: Own work based on study data

## Conclusions

A strength of the PL13 programme is the relevance of initiatives taken. It has been the first programme of this kind in Poland. Its sustainability could be assessed as high – it became foundations for a wide range of systemic solutions aimed at reducing social inequalities in health. The results of analyses were also included in the law on public health and in the National Health Programme. The most important aspect of the impact of pilot project implementation has been cross-sectoral cooperation (health, education, social aid) aiming at health promotion.

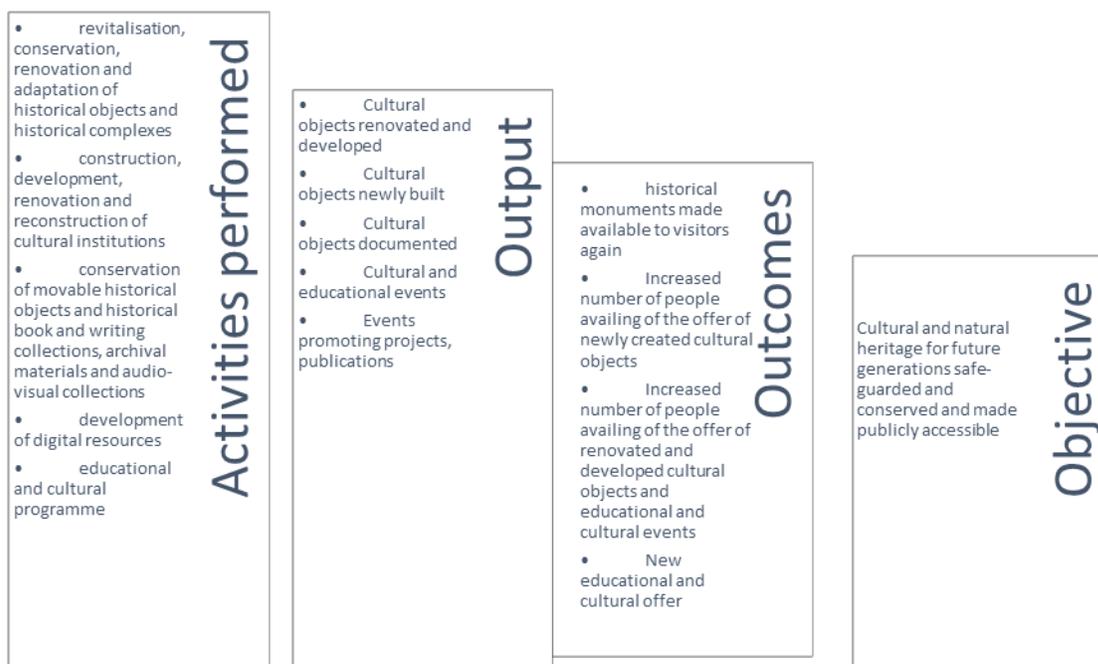
### 3.1.4. Protecting cultural heritage [PL08, PL09]

#### 3.1.4.1. Conservation and revitalisation of cultural and natural heritage [PL08]

**The main objective of the Programme** was to protect, preserve and make cultural heritage accessible for future generations. In order to achieve this objective it was planned to provide a wide possibility of funding of competition investment projects in the field of conservation and revitalisation of (movable and immovable) cultural heritage, documenting the history of culture by digitalization of collections, building and development of the infrastructure of culture with significant potential impact on social and economic development. Support was also granted to non-investment projects involving implementation of educational and cultural measures (pre-defined project of the Polin Museum of the History of Polish Jews, complemented with bilateral initiatives financed from the Bilateral Fund and bilateral initiative of the National Heritage Institute, realized in cooperation with the Norwegian Directorate for Cultural Heritage).

A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 13 Objective and method of its implementation as assumed in the PL08 Programme



Source: Own work based on Programme descriptions, the DORIS database

The only call for proposals for competition projects was organised from June to September 2013 – 277 applications were submitted. A concept of a predefined project to be implemented by the Museum of the History of Polish Jews (hereinafter: MHŻP POLIN) was approved the same year). Within the Programme are implemented 22 competition projects and 1 predefined project.

In 2016, having analysed the savings on the Programme implementation and taking into account the deadline for incurring eligible expenditures (for the projects which got the donors' consent determined as in April 2017), the Ministry of Culture and National Heritage decided to appropriate the saved Programme funds for the extension of the scope of the previously supported and not completed projects.

An additional call for proposals was published by the Ministry of Culture and National Heritage in February 2016 and 5 applications were received in response to the advertisement all of which were accepted.

The call for proposals for refunding the costs of establishing partnerships and preparing application documentation (component "a" BF) was opened based on the funds from the Bilateral Fund in 2013 which continued until the allocation exhaustion. The financing agreement for the bilateral project implemented by the National Heritage Board in partnership with the Norwegian Directorate for Cultural Heritage, as an element of the "b" part of the Bilateral Fund, was signed in November 2013. The call for proposals of partnership actions (concerning the exchange of knowledge and good practice between the Polish beneficiaries and their foreign partners, for example in the form of study visits, seminars, conferences) in competitive framework, as part of the "b" component of the Bilateral Fund, was

announced in June 2014 and continued until the allocation exhaustion. As a result of the call for proposals 17 contracts on co-financing are under implementation, of total value amounting to 713,3 thousands euro (state as of June 2017).

The total allocation (grant) for the Bilateral Fund amounted to EUR 1,679,300, and including national co-financing EUR 1,940,353.

A summary of key assumptions of the support can be found in the table included in the appendix to this report.

### *Effects of the Programme*

About 4.8% of the available support (nearly EUR 4 million) was appropriated for one predefined project – the Museum of the History of Polish Jews which promoted tolerance by opening to diversity and overcoming stereotypes and by popularising knowledge about the Jewish cultural heritage in Poland. A number of workshops, meetings, debates, activities for schools and exhibitions were performed. The activities were addressed, inter alia, to children, adults, educators, inter-nats, local communities and people with disabilities.

Special attention should be drawn also to the project of the National Heritage Board ("HoME – Heritage of My Environment. Cultural heritage values in local communities"), which obtained out-of-competition support from the "b" component funds of the Bilateral Fund) which included examination and comparison of the heritage management systems on the local level in Poland and in Norway. Three Polish communes and five Norwegian communes were involved in the project.

Training, workshops and study visits were organized in Poland and in Norway and social surveys were conducted in order to analyse the level of awareness and knowledge of the issues related to proper use of the potential and protection of cultural heritage.

The vast majority of the amount of support extended in the Programme (including the allocation in the Programme and the funds provided by Poland), approx. EUR 73 million, was allocated to support the investment projects directed principally to:

- provide visitors with access to historical sites previously partly not accessible to the public and to the renovated sites;
- increase the number of people availing of the offer of newly created and modernized cultural objects;
- prepare a new educational and cultural offer.

The investment projects included:

- 2 academies of music (in Katowice and in Łódź);
- the National Library;
- 12 museums;
- 5 theatres;

- 8 religious buildings (7 Orthodox and one Evangelical-Augsburg – as part of 2 projects in total).

**Total allocation available for the PL08 Programme** under the EEA FM and the NFM for 2009-2014 amounted to EUR 70.2 million. These were accompanied by the funds provided by the Polish party in the amount of approx. EUR 11.8 million. The total support amounted to EUR 82 million, i.e. approx. PLN 348 million<sup>36</sup>. Investment support in the sphere of cultural infrastructure was granted in the financial period 2007-2013 in priority XI "Culture and cultural heritage" of the Operational Programme Infrastructure and Environment 2007-2013 (the Intermediate Body was the Ministry of Culture and National Heritage): co-funding was provided to 79 enterprises concerning cultural heritage, building and modernization of the infrastructure of cultural institutions and art education. The projects received PLN 2.5 billion support, including PLN 2.32 billion of the European Union funds (ERDF). During that same period (2007-2013) co-financing of culture as part of the Regional Operational Programmes amounted to approx. PLN 2.8 billion, including approx. PLN 2.7 billion from the ERDF funds<sup>37</sup>. Thus the amount of support in PL08 constitutes approx. 6.6% of the funds allocated for the preservation of the cultural heritage and development of cultural institutions (however, rules of support in those Programmes were different – for instance, in the Operational Programme Infrastructure and Environment supported projects were of much higher value than in PL08). It should be emphasized here that the support in the PL08 Programme was rather supplementary than competitive towards the support provided for in structural funds: the undertakings eligible for PL08 included also those which for this reason or another did not obtain co-financing under Priority XI the Infrastructure and Environment Operational Programme.

Support for the projects concerning preservation of cultural heritage: renovation of monuments and their surroundings, preservation of movable historical objects, historical parks and gardens is available also under the Infrastructure and Environment Operational Programme 2014-2020 Priority VIII. Grants are available also for reconstruction or expansion of the cultural institutions and art schools and universities if they are allocated for cultural objectives. The European Union allocation in priority axis VIII is EUR 467 million<sup>38</sup>.

All target values of the planned **indicators** in the PL08 Programme have been considerably exceeded – as shown in the table below.

*Table 29 Achievement of programme-related indicators under the PL08 Programme*

Indicator	Target value	Value achieved (as of 31/12/2016)	Value expected to be achieved*	Expected success rate
Number of projects aimed at the renovation, renewal and extension of cultural objects	9	13	18	200%
Number of new museums and cultural facilities created	2	4	4	200%
Number of projects aimed at the documentation of cultural history	3	5	6	200%

<sup>36</sup> The exchange rate applied: EUR 1 = PLN 4.24. This is the average exchange rate for 2012-2017 according to the weighted average exchange rate of the National Bank of Poland.

<sup>37</sup> The sum for components: "Protection and preservation of cultural heritage", "Development of cultural infrastructure", "Other support for enhancement of cultural services".

<sup>38</sup> Support is also offered under ROP 2014-2020, however, its extent is very difficult to estimate at present.

Indicator	Target value	Value achieved (as of 31/12/2016)	Value expected to be achieved*	Expected success rate
Number of projects aimed at making cultural history accessible	14	23	23	164%

\* Based on the value of projects not completed and objectives in projects not completed

Source: Own work based on the DORIS database, Indicators list

By the end of 2016, 16 competition projects were completed. For 6 remaining projects, and the predefined project, the implementation period has been extended until 30 April 2017. Three investments projects were completed within this deadline, i.e. a project of the Museum of Papermaking in Duszniki Zdrój (delay caused by lengthy selection of the investment contractor) and a project of the Silesian Museum in Katowice (by the deadline for costs eligibility the construction works were still not completed) and a project of the Museum of Warsaw. In case of these projects annexes to the contracts have been signed allowing for completing the projects basing on own resources of the beneficiaries).

At present it is hard to say if all the projects are going to be completed before this deadline. The information provided by the Operator indicates that so far some delay has been observed in the Museum of Papermaking in Duszniki Zdrój project where the process of investment contractor procurement took more time than it had been assumed. At risk is timely implementation of the Silesian Museum in Katowice project. The estimated value of unrealized investments at that date is approx. PLN 8 million. In the case of this undertaking, construction works have not been completed and therefore no effects of the projects have been attained so far.

An assumed element of most undertakings were renovation and conservation works of historical infrastructure in order to protect the cultural heritage and improve the conditions and scope of exhibition. The investments included the most valuable historical monuments and cultural objects, also those listed as the UNESCO world heritage sites (the Peace Church in Świdnica, tenement houses in the Old Town Square in Warsaw) as well as such widely recognisable sites as the castles/palaces in Malbork, Łańcut i Pieskowa Skala, the Royal Łazienki Museum in Warsaw, the National Museum in Cracow, the Helena Modrzejewska National Sary Theatre in Cracow. Fewer undertakings concerned development of the infrastructure for conducting cultural activity, such as theatre (the Kwadrat Theatre, the Nowy Theatre - both located in Warsaw) or museums (the Silesian Museum) and education (the Shipwreck Conservation Centre and the academy of music projects located in treasured historical sites). On top of preserving treasured heritage for new generations, attention should be drawn to the fact that some facilities could be made accessible to visitors for the first time in a long while (for example new rooms in the Łańcut Castle).

Support for cultural facilities included scarce cases of erection of ultimately new cultural facilities, such as a newly built pavilion of the National Museum in Cracow. In some cases financing was provided for converting various sites for cultural purposes; an example can be the establishment of the seat of the Silesian Museum in this way (in former mine premises) or a new seat of the Nowy Theatre in Warsaw (in the premises of a former workshop hall and administration building).

An effect of the PL08 Programme implementation are also new cultural institutions, such as the Interactive Museum of the National Stary Theatre in Cracow – Centre for Theatre Education, the Pan Tadeusz Museum (the National Ossoliński Institute), the Depot History Centre in Wrocław (located in the premises of the former Public Transport Company depot), the Shipwreck Conservation Centre (combining maintenance and exhibition functions).

The new and modernised cultural infrastructure is used to organize permanent and temporary exhibitions, educational activities, meetings and debates concerning culture. Its appeal makes the supported institutions popular venues frequented by both the local community and by visitors.

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***Case study: Project – ‘The Zone of Muses and Thoughts of Stanisław August – renovation and maintenance of 18-century Stara Pomarańczarnia and Teatr Stanisławowski to address the needs of new sculpture exhibition and of cultural programme in the Royal Łazienki Museum’***

*The venture involved maintaining and preventing the Old Conservatory (Stara Pomarańczarnia) – one of the greatest monuments of Poland. The Royal Theatre, which is located in this place, for many years was devoid of a proper modern system of fire protection, which had made it impossible to use the place for cultural events. Splendour was restored to the Royal Gallery of Sculpture and the Gallery of Polish Sculpture. The former regained its original shape and it can effectively display a remarkable collection of ancient sculpture. The Polish sculpture (19th – 20th centuries), previously displayed in a very unattractive way resembling a warehouse for storage, was provided with the conditions suitable for these works of art.*

*The outcome is a considerable increase in a number of visitors to the Stara Pomarańczarnia. The project has influenced the increased significance of this object in the Łazienki Museum complex and now it is second only to the Palace on the Water (Pałac na Wodzie). According to the Tripadvisor service, the Royal Łazienki holds the second place on the list of Warsaw’s tourist attractions and the first one in terms of gardens and parks.*

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The project scope often included also digitization of collections to facilitate their broader accessibility and to add documentation value. This was the case in 18 supported projects, such as the following: The Łuńcut Castle Museum, the Juliusz Słowacki Theatre in Cracow, the Nowa Łażnia Theatre in Pieskowa Skała, the Depot History Centre in Wrocław, the Shipwreck Conservation Centre, the Royal Łazienki Museum in Warsaw, the Museum of Warsaw or the Academy of Music in Łódź.

Striving to make culture and art more broadly accessible, the supported undertakings showed due care for adequate facilities for the disabled. On top of the facilities for the disabled with mobility impairment

as required by the building law regulations (and the elderly and people travelling, for example, with prams), due care has been taken to provide access also to the people with other types of disabilities. As a result visitors can use, for example, audio guides with the audio description system for the blind and visually impaired (for example in the Łańcut Castle, the Pan Tadeusz Museum). In the Royal Łazienki Museum, on the other hand, educational activities have been planned with the people with sight dysfunctions in mind and they are conducted by the educators trained in the so-called "live audio description" and communication with the people with sensory disabilities. The sculptures have been adapted for touch tours for visually impaired people enabling them to have full experience of the works of art. The Royal Łazienki Museum has been awarded in the contest organised by Stowarzyszenie Przyjaciół Integracji „Warszawa bez barier” [“Warsaw without Barriers” Association of Integration Supporters]. The elements found to be of special value include the above-mentioned sculptures (plaster and resin copies), tyflographics of the statues from the Royal Gallery of Sculpture, audio descriptions of sculptures from the Royal Gallery of Sculpture and the Gallery of Polish Sculpture as well as the films in the Polish sign language.

An element of a number of projects was promotion of the cultural diversity of ethnic and religious minorities, such as the Ukrainians, Jews and Lemkos (the Łańcut Museum project), Lutheran and German community (the Świdnica Church project as part of which the Lower Silesia Evangelical Institute has been established; during the restoration of the castle in Lidzbark Warmiński, on the other hand, cooperation with the "Warmia" German Minority Association has been started); Orthodox and Eastern Slavic (network project of the Lubelsko-Chełmska Orthodox Diocese), various ethnic and religious groups inhabiting the Żuławy region (an element of the Malbork Castle Museum project). The multi-ethnicity and multiculturalism aspect of the capital of Poland was also emphasized in the Museum of Warsaw project.

It was particularly emphasised in the POLIN predefined project meant to introduce the idea of the cultural heritage of Polish Jews. Within this undertaking varied forms of education have been planned: free of charge schemes for schools and teachers, photography, performance and music workshops, lectures, meetings, debates, city initiatives, exhibitions, artist-in residence, publications and applications for mobile appliances<sup>39</sup>. A special part of the Programme were the projects implemented on the Internet, such as virtual museum or contemporary Warsaw tours (following the traces of its Jewish community) or an interactive educational game for children audiences. The project implementation made it possible to conduct social and educational activities addressed to children, young people and adults, teachers and educators, such as:

- "Museum on Wheels" – a mobile educational exhibition presenting the history and culture of Polish Jews, presented in Poland from 2014 to 2017.
- "Let's Meet at the Museum" – free of charge activities and workshops for children conducted in the Museum premises, at schools, hospitals, educational games and other non-standard actions (such as the "Duffodils" campaign – to commemorate the anniversary of the Warsaw Ghetto Uprising). The Programme included also educational activities for teachers: courses, teaching conferences, study tours and specialist publications.

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<sup>39</sup> The description of the project is based on the project website <http://www.polin.pl/pl/dziedzictwo> (access on 4 May 2017).

- "Faces of Diversity" – a series of photography, performance and music workshops, lectures, meetings, debates, exhibitions and the like.
- "Historic and Civic Education via Virtual Platforms" – a number of educational materials were made available as Internet tools. Thematic paths were developed as a guide to the permanent exhibition of the Museum.
- "Neighbours-Witnesses. Objects, People, Stories" – the programme using the POLIN exhibits, collections of stories and Internet projects. Within the framework of the Virtual Stetl project, prewar and contemporary Jewish culture in Poland is documented. Educational materials for children, youth and teachers were prepared.
- "City of the Condemned, Two Years in the Warsaw Ghetto" – a book published in 2014 - the first publication of a memoir of the Holocaust of an outstanding artist, Jerzy Jurandot. The photocopies of his writings dating 1942-1943 are also published on the Museum website.

The predefined project had a particular effect on the targeted development of the Museum of the History of Polish Jews. Prior to signing the support agreement, the institution did not have its own site (it was open as late as in April 2013) although it was taking educational initiatives. The amount of nearly EUR 4 million obtained allowed to plan and implement a long-term (3 years, September 2013 – April 2017) very extensive educational programme, thanks to which the museum has become widely recognisable in Poland and won prestigious prizes and distinctions, mainly for initiatives taken within the project 'The Jewish cultural heritage' (among others, in 2017 the Museum of the History of Polish Jews won a European Union Prize for Cultural Heritage / Europa Nostra Award in the following category: education, training and awareness raising). Ensuring the funds for 3 years allowed to prepare well an educational offer (the needs of recipients, e.g. teachers and pupils, were investigated) and to train many staff, including coordinators. The venture has contributed to putting an emphasis on multiculturalism, empathy in human relationships and upbringing youths in the changing world. Presenting the 'Exhibition on the Wheels' in many cities was in tight cooperation with local partners, among others with organizations representing national minorities (the Chechens, the Roma). Over 44 months when the venture was implemented altogether 3700 various events were organised and 510 thousand people took direct part in them. Furthermore, 5.6 million displays were noted on the Internet portals and 600 thousand people saw on-line films.

The development of POLIN's cultural offer was facilitated by tight cooperation with Norwegian partners having a great experience in emphasising national minorities and multiculturalism. The cooperation is still continues within the grant obtained from the Bilateral Fund (the project is to be implemented till October 2017).

All the institutions which received the financing from the PL08 Programme enhanced their offer, improved its appeal, and often introduced elements of new ways of presentation (like multimedia techniques). Interesting examples include, inter alia, introduction of foreign language performances into the repertoire of the Kwadrat Theatre and the establishment of the Shipwreck Conservation Centre.

The aspect of partner cooperation with the entities from the donor states was an elective element of the supported undertakings. Such cooperation was established in 14 out of 22 competition (investment) projects. Its continuation after the project implementation is a quite frequent phenomenon. The predefined project Museum of the History of the Polish Jews and the National Heritage Board project is also implemented in partnership. In most cases the cooperation between Polish and foreign partners was initiated in conjunction with the PL08 Programme implementation.

Cooperation enabled the exchange of knowledge and experience between partners – cultural institutions, for example in the field of traditional wood processing and conservation techniques (in the Łańcut Museum project), concerning conservation and storage of historical book collections (in the project concerning the conservation of St. Trinity Peace Church in Świdnica), conservation of maritime historical objects (as an element of establishing the National Maritime Museum in Gdańsk), conservation of monuments and popularisation of good practice in this area (the project of restoration of the castle in Lidzbark Warmiński). Cooperation also fostered the growth of student and teacher exchange and joint shows as was the case, for example, in the Academy of Music in Katowice project.

#### *Sustainability of effects of the Programme*

All the competition projects included investments in the field of real property and have a five-year sustainability period (starting from the date of approval of a final report on the project implementation by the Operator). The issues of compliance with this requirement were taken into account in the grant application (were evaluated) and next in the project support agreement and raise no legal doubts.

All the beneficiaries are very reliable entities (being mainly state-owned and local self-government cultural institutions, public higher education institutions, communes) which additionally reduces the risk of non-compliance with the sustainability requirement for their projects. The analysis of the websites of the supported undertakings also indicates that the expected sustainability of their effects, both in the case of predefined and competition projects, deserves high evaluation.

There is no risk of non-compliance with the sustainability requirement in the case of completed investment projects as the new and modernised infrastructure and renovated historical sites are going to be maintained by their current owners and made accessible to the public. The obligation to maintain the sustainability will be valid also in case of investments not completed till end-April 2017 - after their implementation.

The websites of the two non-investment projects (implemented by POLIN and the National Heritage Board) are still active and contain extensive information about the course and effects of the implemented projects. More importantly, extensive educational materials, publications, textbooks and Internet applications are available and can be downloaded. This means that it is going to be possible to avail of the effects of the projects for a long time after their completion. Educational initiatives taken within the predefined project are still continued in most cases (funds for continuing activity with regard to the 'Museum on the Wheels' have been obtained from a private donor), the created or extended Internet portals (Virtual Shtetl, Central Base of Judaica, Jewish Warsaw) are still active and the museum is still taking advantage of the Staff trained within this enterprise.

### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

The PL08 Programme had a definitely positive and strong impact on the preservation of national heritage and on making culture more accessible in Poland. As to the success factors, it can be pointed to:

- accurate and precise definition of the Programme objective (in Poland there is high, yet unsatisfied, demand for infrastructural support for renowned cultural institutions);
- proper breakdown of allocation – the vast majority of which was allocated to supporting competition projects, and also accurate designation (which is quite clear now looking at it years later) of the predefined project;
- the (human and organisational) potential and experience of the beneficiaries in the implementation of the projects financed from varied sources, also from the European Union structural funds.
- the earlier (preceding calls for proposals) implementation of the Priority XI of the Infrastructure and Environment Operational Programme made it possible to develop a number of good projects; some undertakings, which were not granted financing from the Infrastructure and Environment Operational Programme, got the opportunity of implementation from the EEA and Norway Grants;
- experience in the implementation of various support programmes and a good reputation of the Operator – the Ministry of Culture and National Heritage;
- financially attractive conditions of support – co-financing up to 85% from the Programme funds and the possibility of obtaining financing from the national funds.

### *Conclusions and recommendations*

- The PL08 Programme offered attractive support (as proved by a very large number of submitted grant applications) and it is expected that it will be continued.
- The implemented competition projects made it possible to strengthen significantly the infrastructure of the co-financed facilities and to protect and make accessible valuable and well-recognised historical monuments and objects of culture in Poland. A number of cultural facilities enjoy better conditions of pursuing cultural activity.
- The element of digitisation of collections and premises, present in the majority of projects, makes it possible for remote visitors to experience culture.
- Some projects included new, innovative in Poland, exhibition methods, a good example being the establishment of the Shipwreck Conservation Centre. Additionally, included within the offer of the Kwadrat Theatre foreign language performances are an example of accessibility extension of the cultural offer.
- The financed undertakings enabled as broad as possible use of the facilities for the disabled.
- Some of them can be perceived as an example of good practice to be followed by other cultural institutions (like tactile experience of sculpture).
- Voluntary initiation of partner cooperation with the entities from the donor states also deserves positive evaluation.
- Such cooperation was initiated in the case of the majority of projects and there are a number of cases where such partnership brought very positive effects. What is important here, however, is

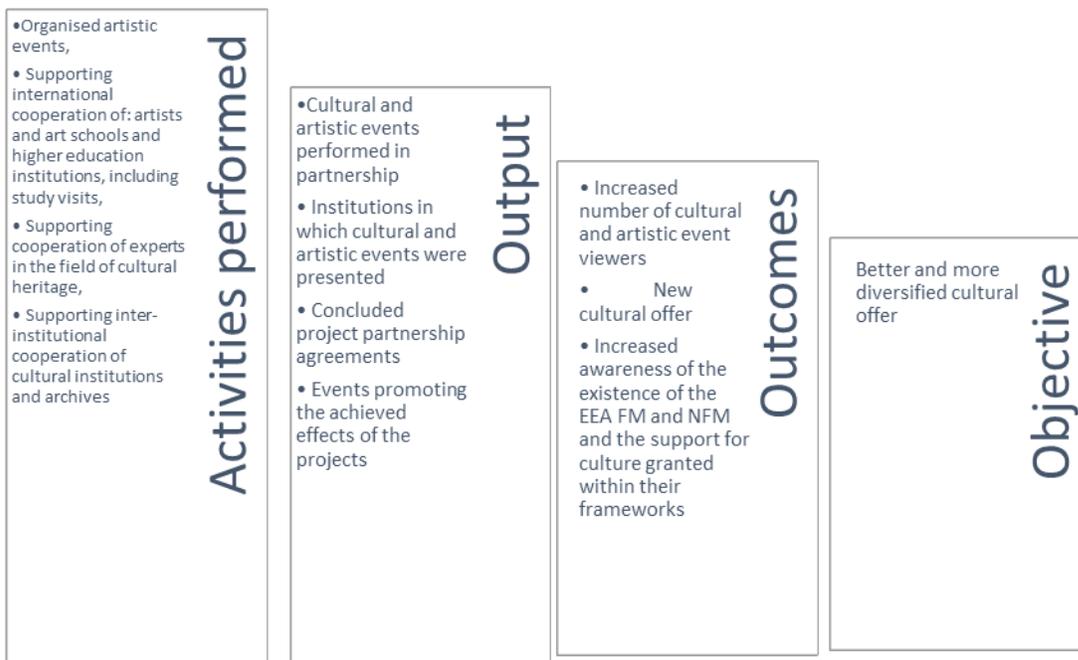
the fact that such cooperation was not an obligatory requirement (it should occur only if it is going to give positive effects).

### 3.1.4.2. Promotion of diversity in culture and arts within European cultural heritage [PL09]

**The main objective of the Programme** was to enrich the cultural offer and diversity of presented artistic events, delivered under partner projects of Polish institutions and institutions from donor states (i.e. Norway, Iceland and Liechtenstein). In order to achieve this objective, financial support was provided for non-investment competition projects in 4 areas: (i) arts and cultural education; (ii) cultural heritage, including tangible and intangible cultural heritage and literature and archives; (iii) music and stage arts; (iv) fine arts and visual arts.

A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 14 Objective and method of its implementation as assumed in the PL09 Programme



Source: Own work based on Programme descriptions, the DORIS database

The support was available only in the competition form. Two calls for proposals were organised (the first one in 2012, the second one in 2013), resulting in grants for 62 projects from the funds of the Programme. All of the projects were completed by the end of April 2016. An obligatory element was establishing cooperation with the partners from the donor-state territory.

The call for proposals for refunding the costs of study visits (of Polish entities visiting their partners from the donor-state territory or of the entities from Norway, Liechtenstein and Iceland visiting Poland) was financed from the Bilateral Fund – component "a" – the amount allocated for this purpose was EUR 268,854. By the end of 2016 fifty-three decisions on co-financing the projects of this type were adopted by the Ministry of Culture and National Heritage.

A summary of key assumptions of the support can be found in the table included in the appendix to this report.

### *Effects of the Programme*

Support allocated for the implementation of 62 competition projects within the framework of 4 thematic areas (music and stage arts, fine and visual arts, cultural heritage and cultural and artistic education) made it possible to present art and culture to the public at large. The subsidized undertakings included, inter alia:

- organisation of artistic events;
- promotion of cooperation and exchange of artists and cooperation of art schools and universities;
- cooperation of experts in the field of cultural heritage;
- inter-institutional cooperation of cultural institutions and archives.

The beneficiaries comprised a broad spectrum of organisations (both public and non-governmental) operating in the field of culture, including: museums (such as the Wawel Royal Castle National Art Collection, the Krzysztof Kluk Museum of Agriculture in Ciechanowiec, the National Maritime Museum in Gdańsk, National Museum of Archeology, Museum of Contemporary Art in Cracow), schools of music (in Cracow and in Białystok), art higher education institutions (University of Warsaw and the Grażyna and Kiejstut Bacewicz Academy of Music in Łódź), theatres (such as the Miniatura City Theatre in Gdańsk, Gdańsk Shakespeare Theatre, Groteska Theatre) as well as foundations and associations and other institutions both enjoying all-Poland repute (such as the National Film Archive, Krakow Opera, Song and Dance Ensemble "Śląsk" in memory of Stanisław Hadyna) and those operating at local scale (such as the Municipal Public Library in Proszowice, Mościce Art Centre). This shows that the range of the PL09 Programme covered both large urban areas and small towns and villages.

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#### ***Case study: Project 'Cultural education of the community of Małopolska by a series of artistic workshops – PEACEPAINTING in Poland and Norway'***

*The project of the Municipal Public Library in Proszowice deserves attention and recognition for different reasons. It was coordinated by the public library which does not have specialist and experienced staff in implementing ventures of this kind and the premises of which are very modest. Conducting for over 2 years artistic workshops, mainly oriented at painting, for children and youths from small towns was a great effort made in order to give them the chance of experiencing artistic adventure, to help get rid of complexes and to open their eyes to what, although widely unknown but invaluable, needs to make some effort. The participants could not only get to know distant Norway, which seemed exotic for them (peer visit), but also towns in Małopolska where project initiatives were taken (the workshops were always preceded by informing about the highlights and specificity of a given area). In this*

*way they had many chances to realise that in their neighbourhood there are beautiful and interesting places to which they would like to come back in the future.*

*One thing of particular importance in the project was developing and promoting an educational approach that involves treating children and youths patiently, like partners (without looking down on them), getting to know and respecting their opinions and points of views and giving freedom of selecting artistic means.*

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The beneficiaries, and with their partners from the donor states, organised numerous scientific, cultural and artistic events, such as theatre and film festivals, audience meetings with artists, scientific sessions, exhibitions, symphonic concerts and chamber recitals and workshops. The projects included also the organisation of the exchange of experts in various areas of art and science (such as conservation) and diverse educational activities promoting cultural heritage, also addressed to children and youth (such as field games), also for the children and youth with vision and hearing dysfunctions.

Detailed targets of individual projects were very different, such as:

- development and promotion of liberature readership in Poland, Norway and Iceland. Liberature is a new literary direction in which the text and the tangible book form (Latin liber) constitute a self-contained whole the significant elements of which include such as: book shape and structure, its format, typographic structure, font size and style, graphic elements integrated with the text, type of paper or other material used. Three such books were produced and liberature promotional activities were organised as part of the project (Brumba – unity of words and writing space. A series of liberary publications" Vlepvnet Foundation);
- promotion of the works of the Polish and foreign artists representing the so-called new media art. The organised events included, inter alia, audiovisual electronic music workshops, interactive workshops, a competition for young artists, exhibition ("Digital\_ia 2015" project by the Community Centre 13 Muses);
- inspiring Polish documentary filmmakers to use modern solutions, and as a result educating a new generation of Polish artists forming part of the European culture ("DOK re-STAT!" project Wajda School Foundation);
- developing modern standards in managing architectural timber objects, such as documenting and monitoring their architectural and technical condition ("Documentation and monitoring in managing the timber objects in Krzysztof Kluk Museum of Agriculture in Ciechanowiec and the Ryfylke Museum");
- promoting culture and social and cultural activation of the inhabitants of rural areas in order to increase their participation in culture and mitigation of gaps in access to art between big urban and rural areas ("Cultural education of Małopolska district through a series of artistic workshops – PEACEPAINTING in Poland and Norway" project of the Municipal Public Library in Proszowice).

Within the framework of the Programme 121 partnership agreements were signed, the majority of them (90) with the institutions from Norway, 30 agreements with the institutions from Iceland and 1 with an institution from Liechtenstein. In total 107 institutions from the donor states were involved which follows from the fact that some partner institutions (12) were involved in more than one project within the Programme. Out of 62 projects about one half involved cooperation of an applicant with only one partner whereas the record project involved 7 partners.

Total amount of the support **available for the PL09 Programme** under the EEA FM and the NFM for 2009-2014 amounted to EUR 12,222,222 (approx. PLN 51.8 million)<sup>40</sup>. Considering the fact that support of similar nature was rarely provided from structural funds in the 2007-2013 financial period (only in selected regional Operational Programmes), the impact of the PL09 Programme on the development of diversified cultural offer should be found to be highly significant.

All target values of the planned **indicators** (output and result) in the PL09 Programme have been much exceeded – as shown in the tables below.

*Table 30 Achievement of output indicators under the PL09 Programme*

Indicator	Target value	Value achieved	Expected success rate
Number of educational projects concerning culture and art	3	14	467%
Number of projects concerning cultural heritage	5	20	400%
Number of projects concerning music and stage arts	8	16	200%
Number of projects concerning fine and visual arts	4	12	300%

*Source: Own work based on the DORIS database, Indicators list*

Each of the 4 thematic areas shown in the table above was represented by a similar number of projects, from 12 (fine and visual art projects) to 20 (cultural heritage projects).

An analysis of the degree of achievement of the result indicators attracts attention to the fact that the completed cultural and artistic events attracted more than 1.6 million participants and 5630 artists were involved in preparing them.

*Table 31 Achievement of result indicators under the PL09 Programme*

Indicator	Target value	Value achieved	Expected success rate
Number of cultural performances held	100	2,856	2856%
Number of project partnership agreements	20	121	605%
Number of institutions in which cultural and artistic events were presented	40	805	2013%
Number of cultural and artistic events' recipients	140,800	1,617,001	1148%
Number of people involved in organising inter-cultural events	880	5630	640%
Number of inter-cultural projects accomplished	20	62	310%

<sup>40</sup> The exchange rate applied: EUR 1 = PLN 4.24. This is the average exchange rate for 2012-2017 according to the weighted average exchange rate of the National Bank of Poland.

[http://www.nbp.pl/home.aspx?f=/kursy/arch\\_a.html](http://www.nbp.pl/home.aspx?f=/kursy/arch_a.html)

*Source: Own work based on the DORIS database, Indicators list*

The call for proposals, finalised in 2016 from the BF funds – component "a", for the implementation of study visits was very popular. Study visits were completed by the end of April 2017. Their purpose was to make finding partners from the donor states for the implementation of partnership projects and for partnership development easier for the Polish institutions. It is going to result in easier joint implementation of the projects subsidized from various European sources, including the EEA and Norway Grants. For example, cooperation between the Polish Information Society Development Foundation and a Norwegian institution (Association of Norwegian Libraries) made it possible to complete a study visit in Poland in April 2017. The main objective of the meetings was to maintain bilateral cooperation and to discuss the possibility of joint implementation in future of a cultural project concerning development of innovative solutions which would improve the users' of public libraries access to culture . The visit was also an opportunity to improve the awareness of a foreign culture, to promote cultural diversity and closer cooperation between the two institutions. Two study visits, on the other hand, within the framework of another project (the Reykjavik City Museum and Gdynia City Museum), in February and April 2017, made it possible to initiate cooperation between these institutions. The issues discussed during the visit in Iceland included the profile of visitors of individual sections of the Reykjavik City Museum (including the Poles living in Iceland). Paying their return visit, the guests from Iceland sought inspiration to use in their museum. Visits make it possible to develop cooperation in the scope of exhibition and educational activities.

#### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

The PL09 Programme had a positive impact on the development of a diversified cultural offer in Poland.

The following factors of such impact should be mentioned:

- making it possible to provide support to a very broad range of projects concerning such areas as: art and cultural education, tangible and intangible cultural heritage, music and stage arts, fine and visual arts;
- very large number of cultural and artistic event viewers;
- implementation of a significant number of projects for the benefit of the community with limited access to rich and diversified cultural offer, for example in rural areas;
- defining the Project objective and call for proposal rules in the way adjusted to the needs of potential applicants (a large number of applications were received in both competitions – 267 in total);
- proper breakdown of allocation– allocating it entirely for the support of the competition projects (this is the most transparent system from the perspective of applicants);
- the Programme Operator's, i.e. the Ministry of Culture and National Heritage, experience in cultural offer financing within the framework of the Minister of Culture and National Heritage Programmes and the so-called Patronage;
- financially attractive conditions of support – covering up to 100% eligible costs.

The international partnership cooperation of the cultural institutions proved to work and the intention to continue it is often declared. There are concepts to implement joint undertakings in future (facilitated by the study visits – within the "b" component of the Bilateral Fund) however, failure to obtain support funds externally for this purpose may be a serious impediment.

On the basis of an interview with a representative of the Norwegian partner of the PL09 programme (Arts Council Norway) it can be stated that cooperation with the Polish party within the Norwegian Financial Mechanism is assessed very positively at the levels of both the whole programme and particular projects. The commitment and professionalism of officials of the Ministry of Culture and National Heritage was assessed as very high in particular.

It has been stated that the main barriers in project implementation are quite different organisational culture in Poland (strong emphasis on formal requirements and their fulfillment) and Norway (focus on subject matter, rather negligent approach to formalities). The requirements related to financial settling have turned out to be especially difficult. Some Norwegian partners eventually covered their costs themselves due to settlement problems. Therefore, in the future it would be advisable to consider introducing a flat-rate scheme for settling projects. It was also pointed out that the rules for project selection should be simplified, although Norwegian experts should participate in the whole process. On the other hand, it was indicated that some competitions (e.g. for so-called seed money) were very friendly and less formalised. It is also worth noting that some Norwegian partners did not have much experience in international cooperation and they did not realise that the rules for implementing and settling projects can be so much different from those applicable to Norwegian national programmes.

As for the results of the evaluation conducted by the Norwegian party among project partners within the NFM (6 programmes with different countries and ACN as a partner, including the Polish programme which was definitely the largest one), it is reported that about 70% of the respondents positively assessed the project implementation and 60 % considered continuing cooperation with the foreign partner, which is the best proof for favorable effects of bilateral cooperation.

### *Conclusions and recommendations*

The completed projects made it possible to achieve the assumed Programme effects. Valuable effects achieved include inter alia:

- extending the cultural offer of many institutions to include new events (such as international dance workshops for youth, Polish-Norwegian stage performances, organisation of exhibitions (for example in Poland and in donor states), the so-called forgotten language teaching);
- broad international exchange of knowledge and skills among artists and cultural institutions;
- good availability of the supported cultural offer, for example, as a result of extensive promotion, cheap or free access to the organised events <sup>41</sup>.

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<sup>41</sup> Report on the implementation of the evaluation survey entitled Evaluation of the Impact of Bilateral Cooperation on Achieving the Objectives of the "Promotion of Diversity in Culture and Arts within European Cultural Heritage" Programme, Research lab MONITOR at the request of the Ministry of Culture and National Heritage, Warsaw 2015.

The requirement, as a rule in the projects of this type, of obligatory submission of partner applications proved effective and can be continued in future. The completed evaluation survey of the PL09 Programme<sup>42</sup> shows also the factors which increase the probability of good effects of such partnerships. These include:

- thematic correspondence of the activities performed by a beneficiary and its partners;
- maximum precision of the project tasks and budget items - made in compliance with the participation principle;
- availability of communication, confidence and sense of mutual support by the partners;
- assistance of the so-called project angel – a person, for example an external expert, artist, teacher or voluntary, with good knowledge of the realities of the country of the beneficiary and its foreign partner. The presence of such a person may be of special importance to the entities with limited human resources and institutional potential and little project experience.

Taking into account a limited number of partners from the territory of the donor states, possible eligibility of partners from a larger area, such as the entire European Union or Nordic EU member states, is worth considering.

### 3.1.5. Research and Scholarship [PL10, PL12]

#### 3.1.5.1. Scholarship and Training Fund [PL10]

##### *Objectives of the Programme*

The Scholarship and Training Fund (STF) is operated by the Foundation for the Development of the Education System, supported in the implementation by three partner institutions from the donor states: the Norwegian Centre for International Cooperation in Education (SIU), the Icelandic Centre for Research (RANNIS) and the National Agency for International Education Affairs (AIBA) in Liechtenstein.

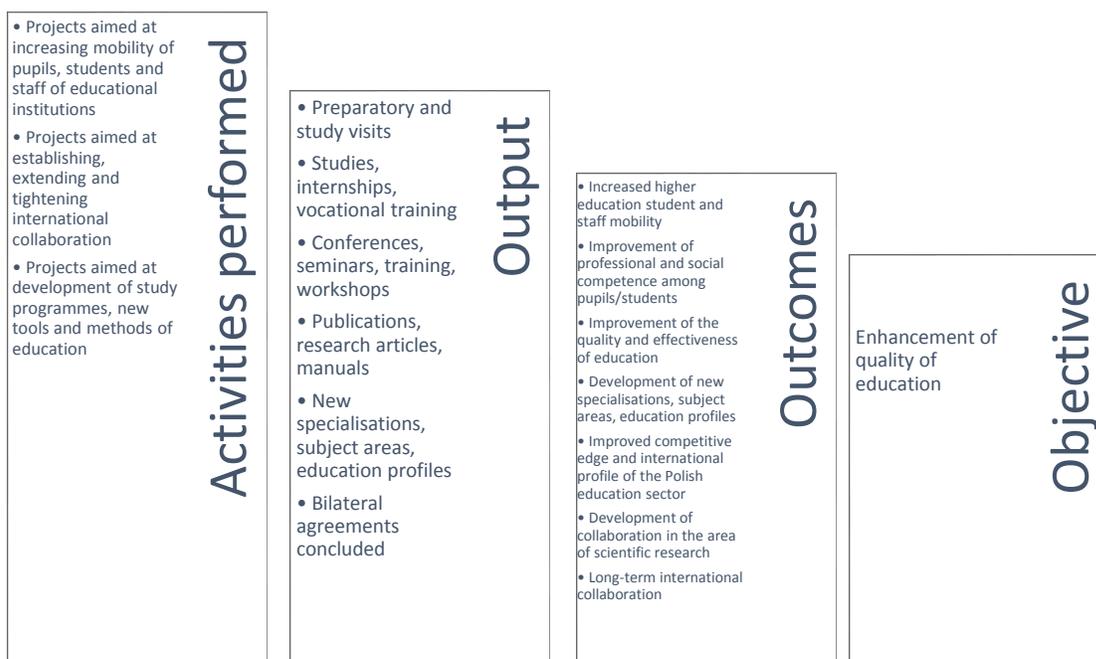
The aim of the Programme is to support processes related with improvement of the education quality in Poland, through increasing mobility of learners and staff of the education sector (mainly students and university staff), as well as through activities to support the establishment, expansion and deepening of institutional cooperation and partnerships between institutions operating on various levels of the education system in Poland, Norway, Iceland and Liechtenstein, strengthening didactic offer, the human resources and structures of educational and training institutions.

A schematic description of the objective and methods for its implementation are shown in the figure below.

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<sup>42</sup> *Ibidem*

Figure 15 Objective and method of its implementation as assumed in the PL10 Programme



Source: Own work based on Programme descriptions

The Programme was implemented in four components: 1) Preparatory Visits and Study Visits (within the Bilateral Fund), 2) Mobility of Students and University Staff, 3) Institutional Collaboration, 4) Development of Polish Universities. Depending on the activity, financial support was available for applicants from universities, schools providing education on all levels, from primary to high, as well as institutions and organisations providing adult education. The list of measures which were eligible for support under the Programme is shown in the table below.

Table 32 Types of activities supported under the PL10 Programme

Measure	Types of measures eligible for financial support under the PL10 Programme
<b>Mobility of Students and University Staff</b>	<ul style="list-style-type: none"> <li>• Student exchange for the purpose of studies and student apprenticeship</li> <li>• Exchange of university staff for the purpose of teaching, attending seminars/training/workshops/conferences, “work shadowing”</li> </ul>
<b>Development of Polish Universities</b>	<ul style="list-style-type: none"> <li>• Development of study programmes in English</li> <li>• Development of joint study programmes, resulting in double degree</li> <li>• Development of new, innovative study programmes</li> <li>• Preparation of new courses, modules, specialisations, study programmes</li> <li>• Introduction of two-level study programmes based on the learning effects</li> <li>• Development of a quality culture, including internal quality assurance systems</li> <li>• Development of study programmes in cooperation with the private sector</li> </ul>
<b>Institutional collaboration</b>	<ul style="list-style-type: none"> <li>• Support for institutional collaboration in the area of education between institutions, including exchange of pupils, teachers and staff, and implementation of measures of interest for both parties</li> <li>• Development or preparation of new tools and methods of education</li> <li>• Conferences, seminars, publications</li> </ul>

<b>Preparatory visits</b>	<ul style="list-style-type: none"> <li>Establishing, maintenance or development of collaboration between institutions</li> <li>Preparation of a joint project within the scope of activity of the STF</li> </ul>
<b>Study visits</b>	<ul style="list-style-type: none"> <li>Maintenance and development of the existing contacts between institutions</li> <li>Evaluation and summary of projects implemented</li> <li>Ensuring sustainability of results of the projects implemented</li> <li>Establishing collaboration between institutions</li> <li>Preparation and planning of a joint project, including completing the application for financial support from other European programmes</li> </ul>

Source: <http://www.fss.org.pl>

The Programme involved 6 calls for proposals in open competitions, covered by the three basic Programme Activities, as shown below.

Table 33 Calls for proposals covered by three Programme Activities: Mobility of Students and University Staff, Development of Polish Universities, Institutional Collaboration

Measure	Allocation per competition (EUR)	Dates of calls for proposals	Number of applications submitted	Number of projects with support granted	Number of projects validated for support
<b>Mobility of Students and University Staff</b>	1,793,333.50	1.03-30.04.2013	34	31	91
	1,600,000.00	3.02-02.04.2014	31	29	
	1,600,000.00	2.02-2.04.2015	35	31	
<b>Development of Polish Universities</b>	2,866,666.50	8.04-7.06.2013	139	19	57
	5,049,182	27.03-27.05.2014	124	38	
<b>Institutional Collaboration</b>	1,873,333.00	8.04-7.06.2013	46	25	25

Source: Own work based on the competition documentation and the annual report for PL10 for 2016

Under the Bilateral Fund at the programme level, two calls for proposals for Preparatory Visits were announced for the purpose of maintaining and developing the existing bilateral relations, establishing new partnership between educational institutions from Poland and the donor states, leading also to prepare joint projects within the scope of activity of the STF and other European programmes.

Table 34 Calls for proposals in the competition for Preparatory Visits

Measure	Allocation per competition (EUR)	Dates of calls for proposals	Number of applications submitted	Number of projects validated for support
<b>Preparatory Visits</b>	200,000.00	10.01-11.03.2013	86	180
	177,284.00	04.12.2013-3.02.2014	152	

Source: Own work based on the competition documentation and the annual report for PL10 for 2016

As a result of transferring savings from the Programme and unused funds (with the consent from the Collaboration Committee and the donor states) to the Bilateral Fund, it became possible to launch a call

for proposals in 2016 under the Study Visits activity. They have continued to support, develop (and establish new contacts), including the development of types and forms of further collaboration (such as planning of further joint projects financed by other European programmes), and to summarize jointly implemented initiatives and to disseminate results.

Table 35 Calls for proposals in the competition for Study Visits

Measure	Allocation per competition (EUR)	Dates of calls for proposals	Number of applications submitted	Number of projects validated for support
Study Visits	856,300.00	04.04.-06.06.2016	165	119

Source: Own work based on the competition documentation and the annual report for PL10 for 2016

A summary of key assumptions of the support can be found in the table included in the appendix to this report.

### *Effects of the Programme*

For the *Scholarship and Training Fund* PL10 Programme, two objectives were set: one related with increased higher education student and staff mobility between Poland and the donor states, and the other one related with increased and strengthened cooperation and partnership of institutions providing education at all levels of the school education, higher education, vocational education and adult education. For these objectives, 4 outcomes were defined that were planned to contribute to their achievement:

- Outcome 1 and 3: *Increased higher education student and staff mobility between Beneficiary and EEA EFTA States / Increased higher education student and staff mobility between Beneficiary and Norway;*
- *Outcome 2 Increased and strengthened institutional cooperation at all levels of the education sector between Beneficiary and EEA EFTA States;*
- *Outcome 4 Increased and strengthened institutional cooperation within the higher education sector between Poland and Norway.*

For outcome 1, the target values of all indicators have been exceeded, as shown in the table below.

Table 36 Achievement of indicators for outcome 1 and 3, increased higher education student and staff mobility between Poland and donor states under the PL10 Programme

Indicator	Type of indicator	Target value	Value achieved	Success rate
Number of mobile students	Outcome	350	716	204%
Number of mobile staff	Outcome	450	479	106%
Number of new bilateral partnership agreements	Output	30	68	226%

Source: Own work based on the annual report on implementation of the PL10 Programme for 2016

The indicator for student mobility has been exceeded more than twice because the Programme Operator initially assumed implementation of projects with less travels, but with a longer duration. However, due to great interest among students and staff, the universities (beneficiaries of the projects) preferred a higher number of travels, but with a shorter duration. The higher number of new bilateral agreements<sup>43</sup> concluded was related to a high intensity of partner relations and higher interest in continuing collaboration. The intensity of students and academic exchanges in subsequent years of implementation under the Program (activity - Mobility of Students and University Staff) is presented in the table below.

Table 37 Number of students and academic exchanges according to types of their participants in 2013-2016

Students / University staff	2013/2014	2014/2015	2015/2016	Razem
Students from Poland	192	220	258	670
Students from donor states	13	18	15	46
Staff of Polish Universities	48	42	66	156
Universities staff from donor states	90	91	142	323
Total exchange to donor states	240	262	324	826
Total exchange to Poland	103	109	157	369
Total	343	371	481	1195

Source: Own elaboration based on the report "International mobility, cooperation and development in education. Scholarship and Training Fund for the years 2012-2016", FRSE

The higher number of new bilateral agreements signed was a result of intensified bilateral relations and higher interest in further continuation of cooperation.

For increased and strengthened institutional cooperation at all levels of the education sector between Beneficiary and EEA EFTA States under the PL10 Programme, all indicators have been considerably exceeded.

Table 38 Achievement of indicators for outcome 2: increased and strengthened institutional cooperation at all levels of the education sector between Beneficiary and EEA EFTA States under the PL10 Programme

Indicator	Type of indicator	Target value	Value achieved	Success rate
Number of agreements concluded	Outcome	15	29	193%
Number of mobile students and staff	Output	100	601	601%

<sup>43</sup> The new bilateral agreement meant a renewal of contract after 3 years.

Indicator	Type of indicator	Target value	Value achieved	Success rate
Number of joint publications	Output	15	51	340%

Source: Own work based on the annual report on implementation of the PL10 Programme for 2016

The value of indicators for the Institutional Collaboration activity has been exceeded due to a larger number of implemented projects than planned (25). In addition, for several projects, there were more than one agreement concluded with the foreign partner (the activity could only involve projects for international collaboration on institutional level). Similarly as for the indicator for number of joint publication, it was exceeded due to a higher number of projects implemented and a higher number of publications delivered per project (1 publication for 1 project was assumed). As for travels of higher education students and staff, the considerable increase in comparison with the assumed values was caused by a higher number of projects, where the mobility part was stronger.

For the *Increased and strengthened institutional cooperation within the higher education sector between Beneficiary and Norway* outcome under the PL10 Programme, one of the indicators has not been fully achieved; the other ones have been considerably exceeded (refer to table below).

Table 39 Achievement of indicators for outcome 4: increased and strengthened institutional cooperation within the higher education sector between Beneficiary and Norway under the PL10 Programme

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
Number of agreements concluded	Outcome	13	9	69%
Number of seminars/workshops/conferences	Output	30	87	266%
Number of publications	Output	30	91	303%

Source: Own work based on the annual report on implementation of the PL10 Programme for 2016

For the *Development of Polish Universities* activity, the partnership with institution from the donor states was not obligatory; such a cooperation was required only for projects aimed at development of joint study programmes. Among all projects implemented within the activity, international cooperation was planned only in 9 projects, hence the achievement rate of the indicator was lower than planned. As for the number of joint measures and publications, the indicator has been considerably exceeded due to the fact that the planned number of projects and implementations in the project and the planned number of events and publications per project were higher than planned (originally, 1 event and 1 publication were planned).

### *Broader impact of the Programme*

The funds for the Programme were allocated for implementation of projects selected in competitions within the main activities of the Programme (Development of Polish Universities, Institutional

Collaboration, Mobility of Students and University Staff) and the Bilateral Fund (Preparatory Visits, Study Visits).

The budget of the PL10 Programme, under consideration of the domestic funds, amounted to EUR 16.6 million, of which 15 million were obtained as financial support from the EEA FM and the NFM funds – EUR 5 and 10 million, respectively (therefore, the amount allocated as support was approx. PLN 70.4 million<sup>44</sup>). This amount represents approx. 3% of the funds allocated to support the education system in Poland under the Erasmus Programme and the Erasmus + Programme – the total budget of the both programmes in 2012-2016 in Poland amounts to EUR 418.8 million. Another source of support for higher education are also funds in the OP KED Operational Programme – the Measure 3.3 *International Education Programme* involves financing of measures aimed at improvement of accessibility of international education programmes for Polish and foreign students (the amount allocated for the competition under Measure 3.3 in 2016 was PLN 145 million<sup>45</sup>).

The scale of support for the education system in Poland under the PL10 Programme in relation to support under the European programs of the previous and current perspectives (Erasmus, Erasmus +, OP KED Measure 3.3) is not so significant, the Scholarship and Training Fund still remains important and complementary in relation to them source of support for the modernization of Polish education. In addition to supporting higher education institutions in strengthening their didactic, administrative and organizational potential, or promoting the mobility of students and didactic staff, the program also directs its offer to lower levels of the education system (primary, lower secondary, upper secondary, vocational, technical and continuing education) – the programme enables to implement a variety of initiatives realized in partnership with institutions from donor countries.

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*The donors (...) do not want to maintain a programme dedicated only and exclusively for the higher education level, but rather want to offer a programme to allow development of cooperation on the lower levels of the education system, what is correct, because referring to standpoints of various experts dealing with education, each of them states that /.../ it is not enough to tackle the issue only on the higher education level, but it is advised that the eagerness to acquire a new knowledge, new skills is supported earlier, including the development of own professional path as well as non-professional capabilities – all this should be supported from the very beginning and all this already happened, and most probably will be present within the continued edition of the programme (representative of OP PL10)*

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The Programme Operator point to the flexibility of the programme and the ability to finance a variety of projects that could not be financed under other European programmes.

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<sup>44</sup> The exchange rate applied: EUR 1 = PLN 4.24. This is the average exchange rate for 2012-2017 according to the weighted average exchange rate.

<sup>45</sup> <http://www.ncbr.gov.pl/fundusze-europejskie/power/dzialanie-33-miedzynarodowe-programy-ksztalcenia/>

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*We have placed a variety of actions within those institutional projects. Indeed, the projects were very flexible and therefore many institutions which were not able to fit, the offer of Erasmus +, came to us. These were projects already prepared (but hidden somewhere in the schools and universities), because it was not possible to find a programme, under which it would be possible to implement such author-based project, connecting various actions, and this was possible in our programme. Such solution is maintained, that is the programme offers the possibility of selecting various directions within one project (representative of OP PL10).*

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When comparing the Erasmus Programmes and the Scholarship and Training Fund, it should be remembered that the Erasmus Programme also covers other European countries, so it is more important to compare mobility of students and university staff from and to Norway and Liechtenstein and Iceland, under both programmes.

*Table 40 Mobility of Students and University Staff in Scholarship and Training Fund (I and II edition) and The Erasmus Programme in the latter case we only present exchanges with and to Norway, Liechtenstein and Iceland)*

Students/ University staff	The first edition of STF	The second edition of STF	Total STF	The Erasmus Programme
Students from Poland	516	670	1186	2068
Students from donor states	17	46	63	161
Universities staff from Poland	561	156	717	829
Universities staff from donor states	254	323	577	171
<b>Total exchange to donor states</b>	<b>1077</b>	<b>826</b>	<b>1903</b>	<b>2897</b>
<b>Total exchange to Poland</b>	<b>271</b>	<b>369</b>	<b>640</b>	<b>332</b>
<b>Total</b>	<b>1348</b>	<b>1195</b>	<b>2543</b>	<b>3229</b>

*Source: Own work based on statistics of mobility in The Erasmus Programme<sup>46</sup> and The Scholarship and Training Fund<sup>47</sup>*

Total number of mobility organised under the Erasmus Programme from and to Norway, Liechtenstein and Iceland amounted to 3 229 (this represents only 1.2% of exchanges for all countries in this Programme). Under the Scholarship and Training Fund mobility of students and university staff amounted to 2 543. The number of visits to Poland of students and university staff from Norway, Iceland and Liechtenstein, almost doubled that amount generated in the ERASMUS program – this is particularly interesting. Mobility support within the FSS is therefore an important complement to the Erasmus offer.

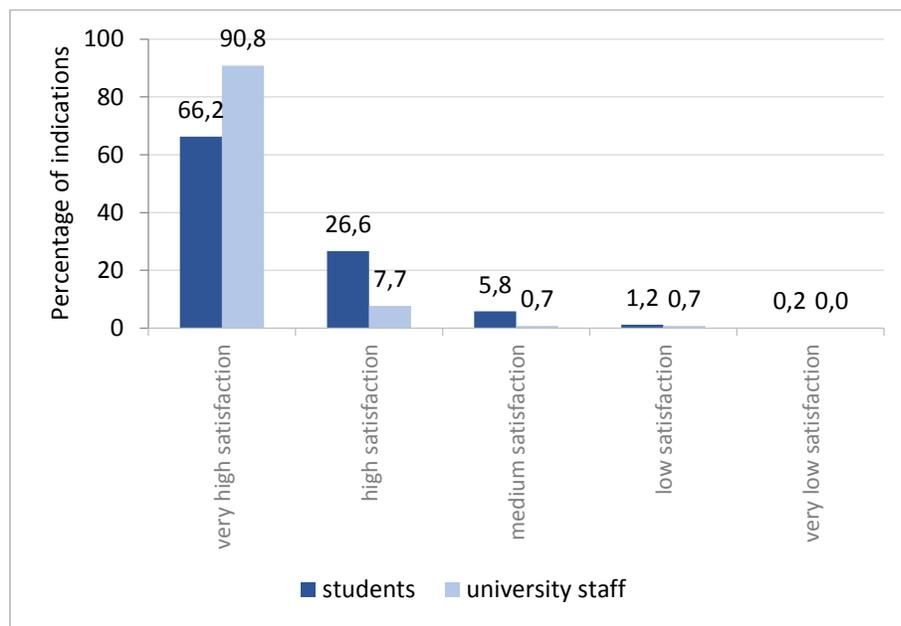
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<sup>46</sup> Mobility in the Erasmus Programme – trips of Polish students and university staff and arrivals of students and university staff to Poland (by country and year) <http://www.erasmus.org.pl/odnosniki-podstawowe/statystyki.html>.

<sup>47</sup> International mobility, cooperation and development in education. Scholarship and Training Fund for the years 2012-2016, FRSE and Scholarship and Training Fund implemented in 2008-2012. Action Summary, FRSE.

Conclusions from the evaluation<sup>48</sup> performed by the Programme Operator for the *Mobility of Students and University Staff* activity are also optimistic. The majority of students and staff, when asked about their general satisfaction with the mobility provided, found it to be very high or high (students: 92.8%, staff: 98.5%).

Chart 3 Satisfaction from participation in the exchange of students / university staff



Source: Own work based on data from the study “Scholarship and Training Fund, Mobility of Students and University Staff, evaluated by its participants”

Students participating in the aforementioned study, when asked about benefits of studying at foreign universities, found that the most significant ones were the perspectives resulting from improvement of language skills, acquisition of new experience, boosting their future employability and acquisition of knowledge not available at their home universities; they also mentioned travelling and meeting new people. As for the benefits mentioned by university staff, they indicated experience sharing, establishing and extending collaboration, becoming acquainted with methods for promoting scientific activity and methods for creative teaching or improvement of language competence.

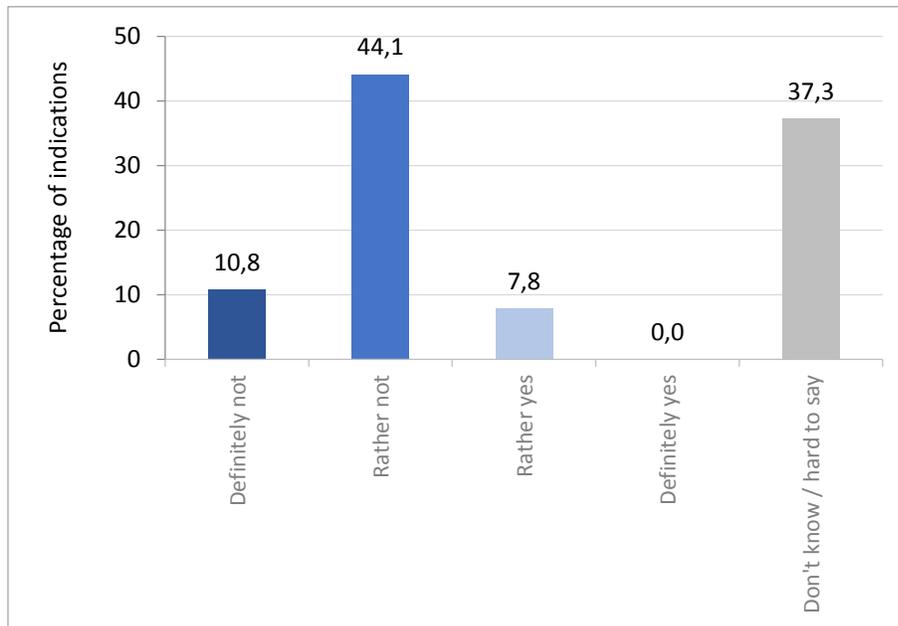
According to the survey conducted among the beneficiaries of the Programme in the course of this evaluation, 31% of the respondents found that the projects performed under the Programme have had positive social and economic effects that were originally not expected (56% of the respondents did not have any opinion on this subject, and 13% found that no such unexpected effects have occurred). The effects mentioned by initiators of the projects include development of competence and professional skills, resulting in employment, establishing collaboration with foreign institutions from their institutional and economic environment, other than their existing partners, extension of their previous collaboration

<sup>48</sup> Scholarship and Training Fund, Mobility of Students and University Staff, evaluated by its participants: [http://www.fss.org.pl/sites/fss.org.pl/files/mobility/pl/2017/04/ewaluacja\\_mobilnosc\\_studentow\\_i\\_pracownikow\\_uczeln\\_15009.pdf](http://www.fss.org.pl/sites/fss.org.pl/files/mobility/pl/2017/04/ewaluacja_mobilnosc_studentow_i_pracownikow_uczeln_15009.pdf)

by other areas of activity, improvement of the quality of education, establishing close interpersonal relations.

When asked whether the social and economic changes in the supported areas would have occurred if the project was not implemented, more than a half of the Programme's beneficiaries involved in the study answered "no". The distribution of answers is shown in the figure below.

*Chart 4 The project's impact on social and economic changes in the area of education – Do you think that the social and economic changes in the supported areas would have occurred if the project was not implemented?*

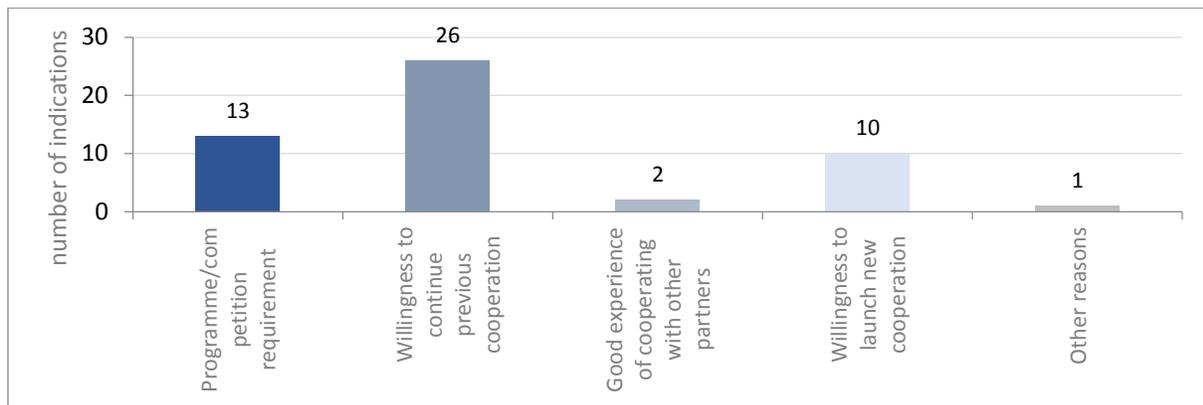


*Source: Own work based on the CAWI survey, n=102*

It is also optimistic that as many as 94.1% of the surveyed beneficiaries of the Programme found that the effects of the projects implemented under the Programme remain noticeable even after their completion (more than a half – 53.9% of the respondents – found that most of the effects are still noticeable).

Within the evaluation the problems related to partnership cooperation have been also assessed. Following an analysis of the answers of programme beneficiaries and their partners, the main motivation for the beneficiaries implementing projects in partnership was their willingness to continue the cooperation established earlier. The second most important reason for establishing relations was the necessity to fulfil the programme requirements. Willingness to establish new cooperation occupies the third place.

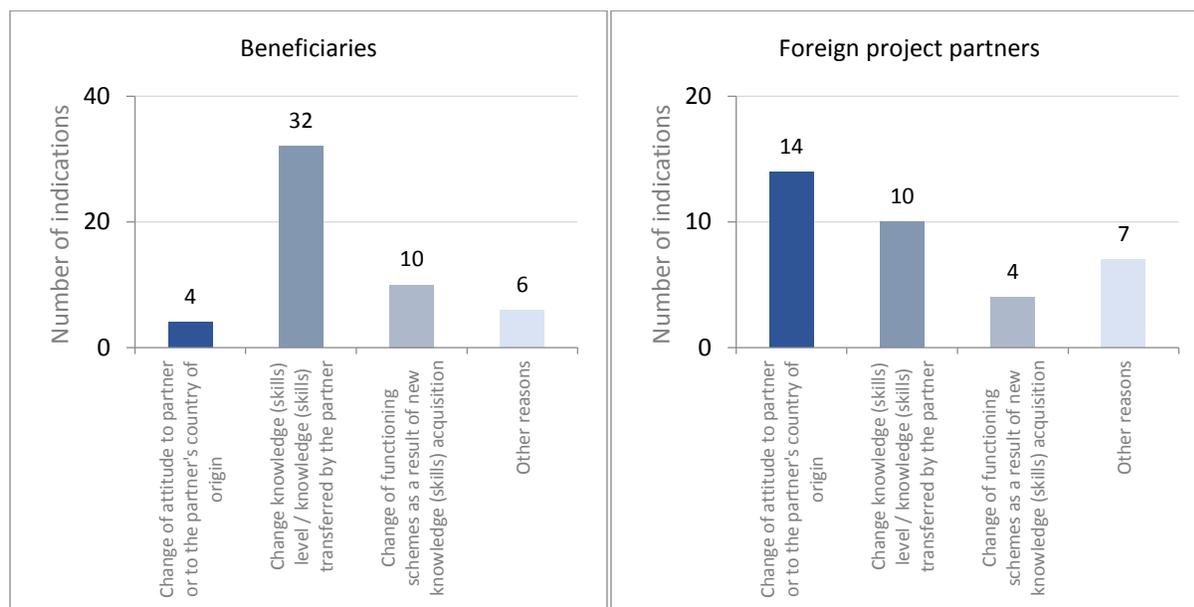
Chart 5 Motivations for implementation of projects in partnership



Source: Own work based on CAWI survey, n= 52

As for the scope of cooperation, the surveyed project promoters have most frequently pointed at an exchange of experiences between partners and at taking joint initiatives. The cooperation involved organising an exchange of students and academics as well as counselling on substantive skills. The cooperation is assessed as high in the opinion of both Programme beneficiaries and their foreign partners. 35 out of 52 surveyed respondents stated that the cooperation was efficient, the others claimed that although some problems arose, they did not hinder preparing , implementing and settling the project. In the case of foreign partners, only one out of 35 participating in the survey pointed out that the cooperation was a great hindrance, 9 said that some problems arose, but they did not influence the project implementation. The vast majority (25), however, assessed the cooperation as very positive. In the opinion of beneficiaries of the projects implemented under PL10, the cooperation with foreign partners was of key significance for the project implementation. Over half of them (27) states that but for the cooperation, it would not have been possible to obtain the project effects, the others claimed that the cooperation had a really great and considerable impact on the effects obtained (17 and 8 people respectively). Also, in the opinion of foreign partners, the cooperation contributed to obtaining the project effects. Half the respondents out of 35 admitted that the cooperation influenced to a large and a very large extent the obtained effects (18 and 6 respondents respectively), 2 partners stated ‘to a very small extent’, and another 2 claimed that without the cooperation the effects would not have been obtained at all. In terms of the most important effects of the cooperation established, the respondents implementing projects in partnership point at a change in the level of knowledge/skills and its influence on the way of acting. A change in their attitude to the partner or their country of origin is mainly declared by entities from donor countries.

Chart 6 Effects of cooperation established within projects in the opinion of beneficiaries and partners of projects under PL10 programme



Source: Own worked based on CAWI survey ( beneficiaries: n=52, foreign partners; n= 35

Almost all surveyed respondents (48/52) declare that the cooperation with the foreign partner will be also continued after the project completion and they state that it will be expanded by a new scope (25 people) and new entities (11). As for project partners, almost half the surveyed respondents declare their willingness to continue the partnership cooperation. What could be a threat to maintaining and continuing the cooperation established within the projects is, in the opinion of the respondents, too long a time between edition II of the Programme and the subsequent one as well as no possibility of a smooth switchover to implementing further partnership projects. The interviewees stated that that gap could be filled up by schools and universities from other Beneficiary States and that for Polish entities it could be more difficult to establish cooperation.

Partnership cooperation has been also assessed positively on the level of the whole Programme. Representatives of both the Operator and Programme Partners declare that the cooperation went smoothly at each stage, ranging from programming, and implementing to settling the support. The Programme Partners state that the benefits from implementing the programme are felt not only by the Polish party, but also by the countries of donor states. The main advantage is familiarity to the specificity of functioning institutions of the Polish educational system, which in the future might contribute to establishing more efficient partnerships.

A particularly significant fact in view of establishing partnerships with donor states and of effective Programme implementation is that the second edition was developed while the first one was coming to an end ( 2004-2009) and that the same entity became the Operator. It allowed to use their experience in implementing the Scholarship and Training Fund (STF), to take account of the needs and expectations of beneficiaries ( within the evaluation, consultations with beneficiaries of the first edition was conducted

in order to sum up what initiatives should be continued and what should be changed – the evaluation conclusions were taken into consideration while designing the support for 2009-2014) and to continue the partnership cooperation established during the first edition.

Desk research, including reports on the implementation of the Programme, reports and papers concerning the Scholarship and Training Fund, and most of all, the descriptions of the measures performed with the support of the Fund, makes it possible to summarise the effects of support provided under the Programme, noting however, that the list is not exhaustive.

*Table 41 Effects of the PL10 Programme*

<b>Effects of the PL10 Programme</b>		
Improvement of the quality and effectiveness of education	Implementation of advanced methods of education and refinement of the ones applied so far	Development of professional skills of the individuals participating in the projects
Strengthening of the teaching potential at universities	Broadening of the curriculum	Opportunities to meet people from different countries and cultures
Improved competitive edge of the Polish educational sector	Development of collaboration in the area of scientific research	Acquisition of knowledge and experience enhancing employability
Establishing and strengthening international collaboration between institutions	Increased use of advanced technologies in education	Enhancement of competence and interpersonal, communication, language skills
More international profile of the university	More attractive curriculum	Development of new specialisations, subject areas, education profiles

*Source: Own work based on desk research*

The above mentioned effects are well illustrated by one of the projects implemented under the PL10 Programme.

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***Case study: Project –“Simulation tourist enterprise as an innovative method of practical education in the new faculty – ‘Economics of tourism and hotel industry in the English language’”***

*A good example of innovative project within the Development of Polish Universities under the PL10 is the venture of the State Higher Vocational School (SHVS) in Tarnów. It involved developing a new faculty – Economics of tourism and hotel industry in the English language – and using a modern teaching method in educating students, i.e. a simulation tourist enterprise. As a result, to-be graduates are prepared more effectively for the expectations of the labour market. Exposed to conditions similar to much extent to natural ones, they have the opportunity to solve problems and face challenges that could be encountered in their real professional life. The teaching*

*process is developed out of the lecture rooms, in the space arranged as a tourist enterprise. The project has a great capacity to be multiplied. Now the simulation method is used in educating at another faculty of the SHVS. Thanks to the publication developed within the project and to conferences organised to propagate the innovative educational methods used in the SHVS, other academies and universities can take advantage of the solutions developed.*

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### *Sustainability of effects of the Programme*

The sustainability of the effects of the Programme will be different for various projects implemented within its various components. In mobility projects, it will largely depend on how much the experience gained during exchange will be used in the professional work, continued education and other areas of life. For projects implemented by educational institutions under the *Development of Polish Universities* and *Institutional Collaboration* activities, which often resulted in changing the functioning of schools and universities (modifications and implementation of new tools and teaching methods, opening of new profiles, specialisations and educational programmes, management of research projects), a very high sustainability can be assumed, which will be largely related with maintenance and development of international collaboration.

The Programme's sustainability is also provided through management of the Programme's website at <http://www.fss.org.pl/>, delivering all information about the Fund, including calls for proposals organised and their results, the project documentation, information about events related with the implementation of the Programme (conferences, meetings), publications concerning the Programme, descriptions of all implemented projects and also examples of successfully completed measures. The sustainability is also ensured by the Operator's publication entitled "*International mobility, collaboration and development in education. The Scholarship and Training Fund in 2012-2016*", constituting a summary on implementation of the second edition of the Programme ([http://www.fss.org.pl/sites/fss.org.pl/files/news/pl/2017/03/fss\\_pl\\_web\\_pdf\\_13725.pdf](http://www.fss.org.pl/sites/fss.org.pl/files/news/pl/2017/03/fss_pl_web_pdf_13725.pdf)), as well as the promotional video entitled "*STF: International mobility, collaboration and development in education*" (<http://www.fss.org.pl/fss-filmy>), prepared for the conference closing and summarising the Programme.

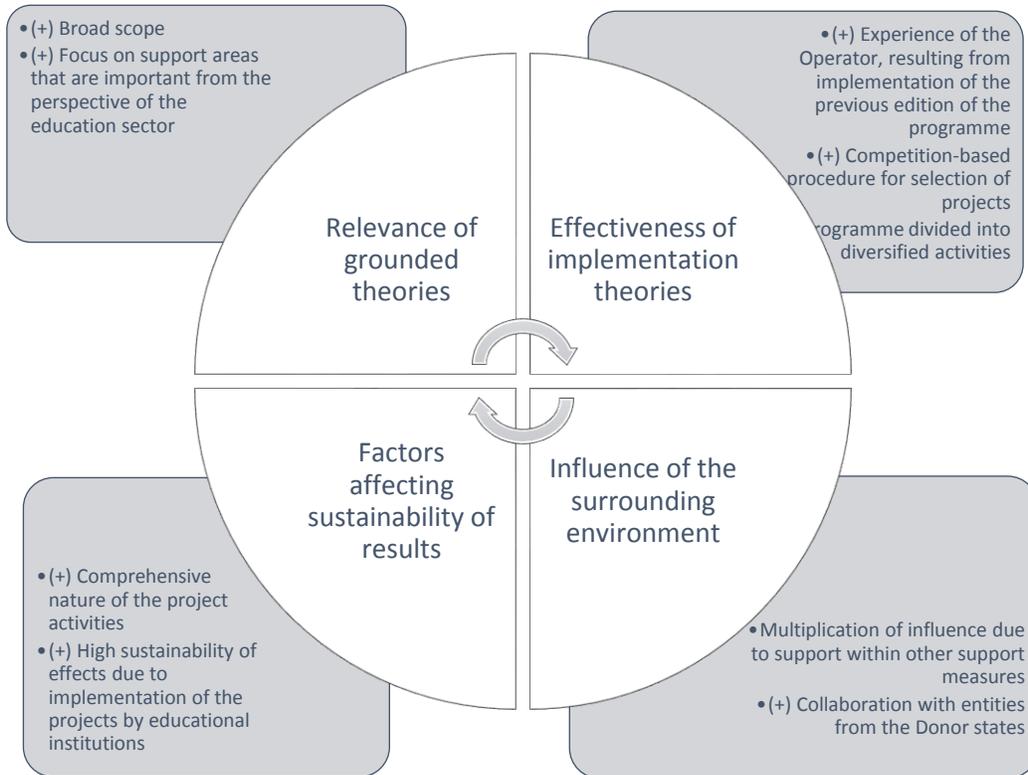
### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

Desk research and results of the qualitative studies indicate that the following factors have contributed to the success of the Programme:

- The Operator's experience in management of educational programmes;
- The Programme's objectives, based on experience from the first edition of STF implementation;
- Diversity of activities, covering various levels of the education system;
- Effective collaboration with partners from the donor states at the level of the Programme and the individual projects;
- Flexible offer of support.

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

Figure 16 Summary of factors affecting effectiveness, impact and sustainability of the effects of the PL10 Programme



Source: Own work based on study data

### Conclusions and recommendations

- A strength of the PL10 Programme lies in its comprehensive approach to improvement of the education system in Poland, focused on strengthening various activities performed by institutions on all levels of formal education.
- One of the strengths of the Programme is also the extend and scope of international collaboration maintained with partners from the donor states at the level of the Programme and at the level of the projects.
- Funds allocated under the PL10 program are not as significant as it is in the case of funds allocated under Erasmus, Erasmus+ and OP KED (Initiative 3.3) Programmes, but in view of the needs of the Polish education system and of benefits from the project implemented, the implementation of the Programme should be still continued, as an additional, important source of funding for the modernization of the education system in Poland.
- It also seems to be advisable to continue support for institutions in lower levels of education.

### 3.1.5.2. Polish-Norwegian Research Cooperation [PL12]

#### *Objectives of the Programme*

**The main objective of the Programme** was to promote and develop research and study collaboration between research teams of Polish and Norwegian research units<sup>49</sup>, ensuring intensification of bilateral research and study cooperation and reducing of economic and social differences. For the purpose of implementation of its general objective, the Programme covers a broad range of diversified support instruments. The instruments included:

- Grants for financing research and development – allocated in open calls for proposals concerning financial support for research projects in six subject areas (also called priority areas – core), i.e.:
  - Environmental protection;
  - Climate change, including polar research;
  - Health;
  - Social sciences, including migration and
  - Promotion of gender equality and work-life balance;
  - Carbon capture and storage;
- Grants (provided under the Small Grant Scheme – SGS) for female researchers undertaking and managing research projects in the least feminized technical sciences, to strengthen their research and study competence and to help them develop their academic achievements qualifying for academic degrees and titles<sup>50</sup>;
- Networking / cooperation development grants – for financing visits of representatives of Polish and Norwegian research units in Norway and in Poland, respectively, to strengthen the bilateral cooperation and share experience in the areas of:
  - Management of research and study projects;  
and/or
  - Planning joint research measures and related implementation of processes for preparation of applications for financial support for joint research measures, to apply for support under international programmes, including the EU HORIZON 2020 programme).

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<sup>49</sup> Research units understood as knowledge-dissemination organisations, mentioned in Article 2 par. 83 of the Commission Regulation (EU) No 651/2014 of 17 June 2014 declaring certain categories of aid compatible with the internal market in application of Articles 107 and 108 of the Treaty (OJ L 187, 26.06.2014).

<sup>50</sup> Applicable for areas included in the following technical sciences: architecture and urban planning, automated technology and robotics, biocybernetics and biomedical engineering, biotechnology, construction and machine operation, construction, electronics, electrotechnology, energetics, geodesy and cartography, mining and engineering geology, computer science, chemical engineering, materials engineering, environmental engineering, mechanics, metallurgy, chemical technology, telecommunications, transportation, textile manufacture (refer to “Call announcement – “Small grants for women under the Bilateral Research Cooperation”, <http://www.ncbr.gov.pl/polsko-norweska-wspolpraca-badawcza/small-grant-scheme-2012-call/ogloszenie-o-naborze/>).

Support from the aforementioned instrument was provided under various terms for the support amounts to be obtained. For grants financing research and development (projects in priority areas), the scope of financial support ranged from EUR 150,000 (minimum amount of support) to EUR 1,000,000 (maximum amount). For the Small Grant Scheme, the value of financial support ranged from EUR 50,000 to 100,000. For both instruments, similar support intensity ratios were defined, up to 100% of the value of eligible costs of the supported project. The very high intensity corresponded with the specifics of supported research projects. The call for proposal allowed for financing basic research and applied research, whereas the type of research was not a decisive factor in selection of projects for financing. Due to the fact that enterprises were not eligible entities the vast majority of projects financed under both instruments concerned basic research<sup>51</sup>. Obviously, this did not mean that the application part of research was ignored<sup>52</sup>.

As for the networking component, small grants amounting to several thousands were planned (ranging from EUR 5,000 to 6,000) for financing the costs of visits at the partner sites (visits of Polish representatives in Norway and of Norwegian representatives in Poland, respectively, where one institution was allowed to submit up to two different applications). The budget for implementation of this component was set as EUR 400,000. The grants cover the costs of stay and costs of travel for the visitors<sup>53</sup>.

The implementation of the networking component constitutes the last stage of implementation of the PL12 Programme.

During the entire period of implementation of the PL12 Programme, support was granted in four competitions (calls for proposals). Those were:

- 1) Grant competition for funding research and development in the priority areas of the Programme, announced in September 2012, with the submission period from 29 September to 30 November 2012 (decision announced on 24 May 2015 – with ranking list published);
- 2) Grant competition for female researchers under the Small Grant Scheme, announced in September 2012, with the submission period from 1 December 2012 to 31 January 2013 (decision announced on 29 May 2013);
- 3) Grant competition dedicated to technologies for carbon capture and storage, announced in September 2013, with the submission period from 13 September to 15 November 2013 (decision announced on 7 February 2014);

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<sup>51</sup> The competition documentation for the call for projects within the basic areas indicated that projects of applied nature were expected in particular in the area of “environmental protection” (refer to “Call announcement – competition for Polish-Norwegian projects – open”, <http://www.ncbr.gov.pl/polsko-norweska-wspolpraca-badawcza/core-2012-call/ogloszenie-o-naborze/>).

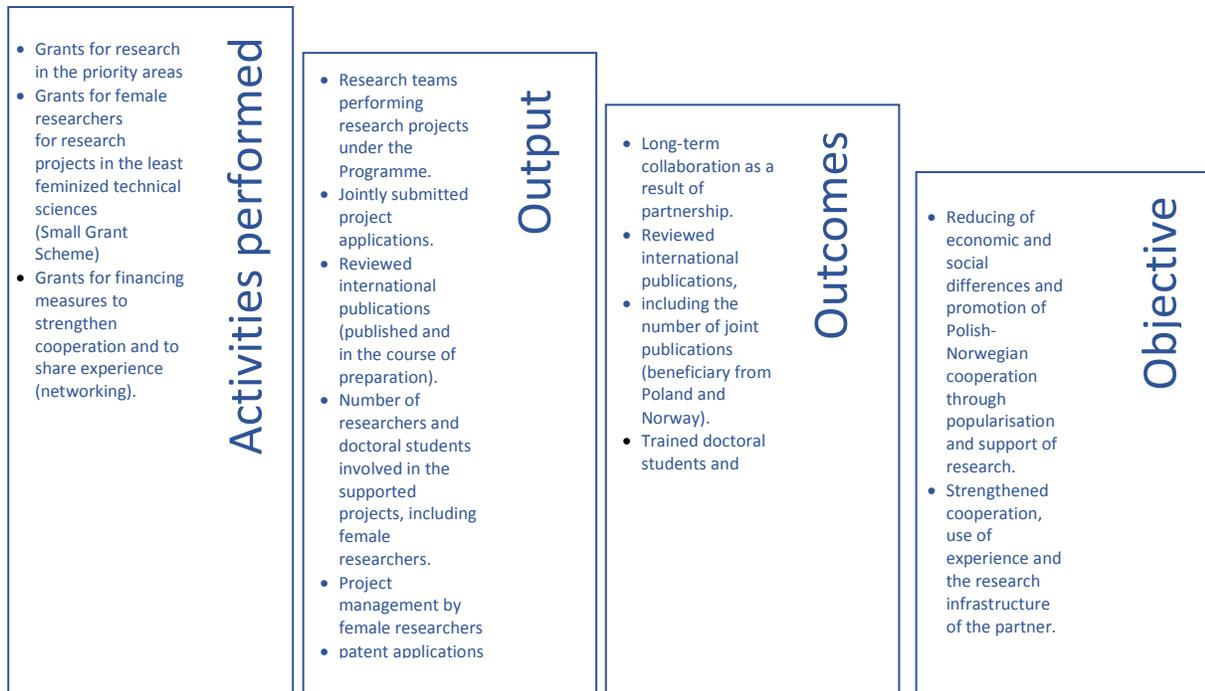
<sup>52</sup> Here, we can refer to the case of one of the supported projects (analysed in more detail for the purpose of this study), where the effects of the research performed led to a prospective collaboration with a global corporation which voiced its interest in making use of the research results (research concerning the set of parameters for tyres used in electric cars).

<sup>53</sup> NCBR, op. cit. The support is available only for entities performing research and development activity in the territory of Poland, confirmed with an entry in the corresponding register (if the entry is mandatory under the applicable law).

- 4) Grant competition within the networking component, announced on 17 March 2017, with the call for proposals starting from 12 April 2017 (without a closing deadline – active until exhausting of the allocation).

A schematic **description of the objective and methods for its implementation** within the Polish-Norwegian Research Programme are shown in the figure below.

Figure 17 Objective and method of its implementation as assumed in the PL12 Programme



Source: Own work based on Programme descriptions

The support provided under the PL12 Programme represents a part of a broad area of public intervention focused on financing the development of research activities in Poland. The allocation for support in the PL12 Programme, amounting to more than EUR 74 million (i.e. approx. PLN 314 million<sup>54</sup>), constitutes a small part of the total expenditures for science spent in Poland during the period of implementation of the PL12 Programme (for example, comparing the allocation of the Programme to the state budget's spendings for science in 2014-2016, amounting to approx. PLN 22.4 billion, the share of the Programme

### Allocation of the PL12 Programme under EEA FM and NFM for Poland

Approx. 13% of total EEA and Norway Grants in Poland

<sup>54</sup> The exchange rate applied: EUR 1 = PLN 4.24. This is the average exchange rate for 2012-2017 according to the weighted average exchange rate of the National Bank of Poland. [http://www.nbp.pl/home.aspx?f=/kursy/arch\\_a.html](http://www.nbp.pl/home.aspx?f=/kursy/arch_a.html)

can be estimated as approx. 1.4%). Although the amount is not high, the precise focusing of expenditures under the PL12 Programme, corresponding to its objectives, allows for claiming that the support is highly useful, due to the fact that it generates a range of special added values, important from the perspective of still largely reasonable and, at the same time, not satisfied needs of the science sector in Poland. It should be also noted that the purpose of the support from the EEA and Norway Grants was not to solve the problems of science financing in Poland. As indicated above, the objectives of this intervention were quite different.

It should be noted that the subject area of the PL12 Programme has been specified in detail. The Programme included interesting, clearly specified priority areas. All of them are valid and highly relevant for science as well as social and economic aspects (e.g., climate change and their impact on the environment and the economy, human impact on the environment, exploitation of natural resources and health-related issues). Moreover, some of the subject areas, in addition to their undisputed social and economic relevance, represented areas rarely mentioned as subject of support – for example, the issues of migration, promotion of gender equality and work-life balance covered by the Programme. The scope of the Programme included also a special instrument, focused on promoting and strengthening involvement of women in science – in technical areas, traditionally the least feminized. Finally, the research projects in all the aforementioned subject areas have been complemented by the networking component, promoting and supporting the development of cooperation between Polish and Norwegian research units, their research teams and project management staff.

A particularly important feature of the PL12 Programme, differentiating the support offered under the Programme from the offer of other, similar instruments, were the conditions for the bilateral nature of the projects supported<sup>55</sup>. Thus, the support from the Programme was not only focused on specific subject areas of research, but it was also possible to effectively establish (or extend) research cooperation between Polish and Norwegian research units and teams of researchers from those units. Therefore, the specific nature of the Programme involved here promotion of research projects managed in a bilateral system (programme focused on development of the cooperation). This way, the Programme constituted an instrument generating synergy effects from research cooperation on international level (Polish-Norwegian). The experience gained in this area enhanced willingness to continue this kind of projects in future, including projects managed in international consortia. For Poland, operation of the Programme was of special importance due to a low number of programmes supporting international collaboration in the area of research and development activity of research units. As emphasised by the respondents of one of the direct interviews, programmes focused on development of international cooperation are not frequently operated in the Polish environment. Considering the total budget of the Programme Operator (NCRD), only approx. 1.5% of its value is represented by instruments dedicated to international cooperation (with the Programme discussed here being the largest support instrument in terms of value).

The aforementioned landscape of the support instruments should be considered as correctly focused in terms of subject, addressing important aspects and development issues, and also internally coherent,

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<sup>55</sup> The rule (requirement) of bilateral cooperation in the supported projects was not applicable for projects covered by the Small Grant Scheme.

with ancillary tools useful for continuation of strengthening of collaboration between research units and research teams from Poland and Norway, as well as broader inclusion in international research programmes. The experience gathered in the course of implementation of bilateral (Polish-Norwegian) research projects and the resulting new perspectives for research cooperation (bilateral or multilateral, involving research units and teams from different countries). According to a figurative statement of one of the respondents to individual interviews, the PL12 Programme constitutes a kind of “boutique” among all instruments for supporting research activities. It is focused on selected, specific research areas and includes the condition for performing research in cooperation with Norwegian institution/s (bilateral international cooperation) – these features, in the respondent’s opinion, distinguish this programme from many other programmes.

Considering the above context, high interest in the support from the PL12 Programme should be also noted, as evidenced by the number and value of applications submitted in the relevant calls for proposals, considerably exceeding the maximum number of projects that can be financed from the available allocation. In the first call for proposals, 269 projects were submitted, with the value of expected support reaching nearly PLN 1 billion, i.e. almost sixfold the available allocation<sup>56</sup> (a similar development was observed in the second competition, dedicated to technologies for carbon capture and storage, and – even more so – in the competition for support under the Small Grant Scheme<sup>57</sup>).

A summary of key assumption of the support within the PL12 programme can be found in the table included in the appendix to this report.

Under the PL12 Programme, as a result of calls for project proposals performed for: (1) grants in the core call for proposals, (2) Small Grant Scheme and (3) grants dedicated to carbon capture and storage technologies, support has been provided for 109 projects (69: grants in the subject areas of the core call for proposals, 33: the Small Grant Scheme, 7: carbon capture and storage technologies). The average values of financial support for project were derived from the available amounts of financial support (minimum/maximum) in the individual competitions. The average value of financial support in projects in the priority areas was approx. PLN 3,472,000, in the Small Grant Scheme – approx. PLN 347,000, and in projects concerning carbon capture and storage technologies – approx. PLN 6,414,000.

### *Effects of the Programme*

Throughout the duration of the PL12 Programme, 109 projects were implemented, 65 of which were completed at the end of 2016 (substantial performance). In the group of completed projects, 21 measures (i.e. 5 in the grant competition in the core call for proposals and 16 under the Small Grant Scheme) have been entirely completed (according to the agreement – substantial performance and

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<sup>56</sup> Refer to [http://www.ncbr.gov.pl/polsko-norweska-wspolpraca-badawcza/core-2012-call/aktualnosci \(...\)](http://www.ncbr.gov.pl/polsko-norweska-wspolpraca-badawcza/core-2012-call/aktualnosci (...)).

The high interest in grants resulted also from support provided for Polish-Norwegian research cooperation under the previous (first) edition of the Norwegian Mechanism. This fact shows that continuation in the area of research activity is advisable. Indirectly, it also shows that Polish and Norwegian research units are ready and able to cooperate (within the established research consortia).

<sup>57</sup> Based on the Programme Operator’s feedback on applications submitted in the respective calls for proposals and the contents of lists of projects recommended for support.

settlement of accounts). 44 projects were still being implemented (with an eligibility period until the end of April 2017).

The tables below show information presenting the accumulated values of performance of output and outcomes in the PL12 Programme (at the end of 2016). The values apply to 40 projects (final reports: 25 are reports on projects performed with grants awarded in the core call for proposals, and 15 – under the Small Grant Scheme). This means that the indicator achievement levels shown in the tables were generated by a minority of the projects (37%, i.e. slightly more than one-third).

Table 42 Achievement of output indicators in the PL12 Programme for outcome 1: “Increased research cooperation between Norway and the Beneficiary States”

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
<b>Output: “Better cooperation between scientific institutions (Polish and Norwegian) within the framework of the project”</b>				
<b>1. Number of research teams jointly implementing the projects within the framework of the programme</b>	Output	220	232	105%
<b>2. Number of joint applications for further collaboration</b>	Output	20	11	55%

Source: Own work based on the Annual report on implementation of the Programme under the EEA Financial Mechanism and the Norwegian Financial Mechanism 2009-2014 (Programme Operator's report for 2016)

Table 43 Achievement of output indicators in the PL12 Programme for outcome 2: “Strengthened research capacity in the Beneficiary States and increased application of research results through research cooperation between Norway and the Beneficiary States”

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
<b>Output: “Better use of research results in terms of cooperation between Norway and Poland”</b>				
<b>1. Number of international peer reviewed publications under preparation and published</b>	Output	300	228	76%
<b>2. Number of researchers and PhD students undertaking research and educational activities within the projects</b>	Output	400	426	107%
<b>2a. Percentage of female researchers and PhD students undertaking research and educational activities within the projects</b>	Output	50%	54%	(+) 4 pp
<b>3. Number of female researchers performing research leadership activities within the projects</b>	Output	195	57	29%
<b>3a. Number / percentage of female project promoters</b>	Output	65 / 60%	63 / 57%	97% / (-) 3 pp
<b>3b. Number / percentage of female work package leaders</b>	Output	130 / 35%	52 / 56%	40% / (+) 21 pp

Source: Own work based on the Annual report on implementation of the Programme under the EEA Financial Mechanism and the Norwegian Financial Mechanism 2009-2014 (Programme Operator's report for 2016)

Table 44 Achievement of outcome indicators in the PL12 Programme for outcome 1: “Increased research cooperation between Norway and the Beneficiary States”

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
<b>1. Number of long-term cooperations (new projects) resulting from</b>	Outcome	4	1	25%

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
the partnership				

Source: Own work based on the Annual report on implementation of the Programme under the EEA Financial Mechanism and the Norwegian Financial Mechanism 2009-2014 (Programme Operator's report for 2016)

Table 45 Achievement of outcome indicators in the PL12 Programme for outcome 2: "Strengthened research capacity in the Beneficiary States and increased application of research results through research cooperation between Norway and the Beneficiary States"

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
<b>1. Number of published international peer reviewed publications</b>	Outcome	250	110	44%
<b>1a. Number of joint publications authored by project participants from both BS (Poland) and DS (Norway)</b>	Outcome	100	13	13%
<b>2. Number of PhD students and postdocs trained within the projects</b>	Outcome	100	48	48%
<b>2a. Percentage of female PhD students and postdocs trained within the projects</b>	Outcome	35%	71%	(+) 36 pp
<b>3. Percentage of female researchers in leadership positions</b>	Outcome	40%	51%	(+) 11 pp

Source: Own work based on the Annual report on implementation of the Programme under the EEA Financial Mechanism and the Norwegian Financial Mechanism 2009-2014 (Programme Operator's report for 2016)

The achievement rates for the individual indicators, recorded at the end of 2016, are diversified. The output indicators have been exceeded in four cases (the indicators: 2, 2a. and 3 b. – percentage value), and in one case, the value of the indicator was close to the target value (3a. – numeric value).

Two of the outcome indicators, for outcome 2 of the Programme, have been noticeably exceeded (2a. and 3.), two of them were close to a half of the target value (1. and 2.), and one indicator achieved a low level of implementation at 13% (1a.). Due to the implementation stage, the indicator for outcome 1 of the Programme (number of long-term partnerships – new joint projects = 1) was still low.

As shown by the presented summaries, most of the indicators for share of female researchers in the projects at the end of 2016 were achieved on satisfactory levels. In the presented summaries, this is caused by the fact that most of the data concerning the indicators are derived from the final reports (25 of 40), projects supported from the Small Grant Scheme.

Under consideration of the fact that the aforementioned data apply to (only) slightly more than one-third of the project, the levels should be considered as entirely satisfactory (however, the seemingly low rate of the joint publication indicator does not mean that it will not be achieved; and for the period "until the end of 2016", this level can be considered as acceptable<sup>58</sup>). Under these circumstances, there are

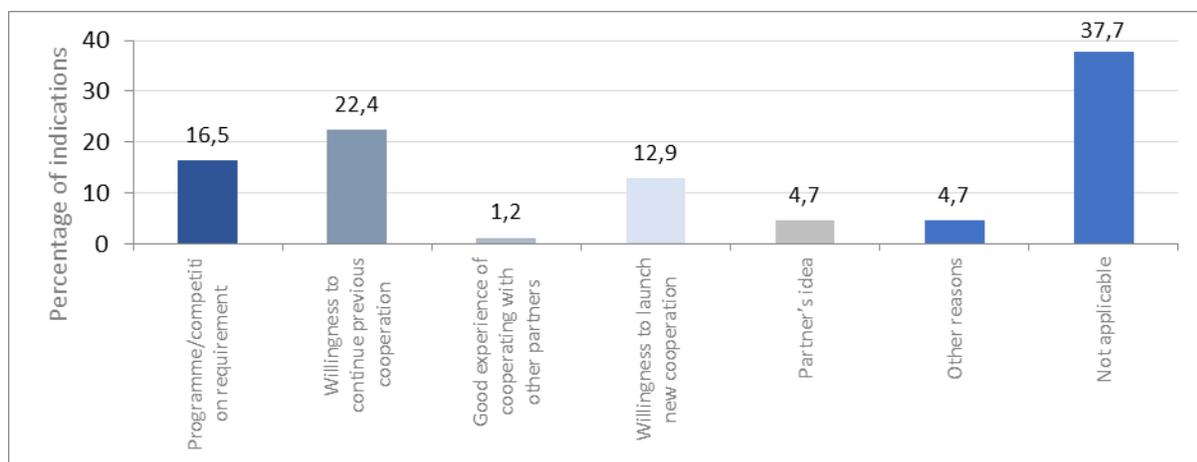
<sup>58</sup> Complementary data, the state in May 2017, indicate (according to predictions) a considerable increase in obtaining this indicator that amounted to 71 (the obtained level is 71%). Similarly, an increase in other indicators is also observed. Articulated in this evaluation, the predictions that the obtaining of this indicator should not encounter difficulties are coming true.

very good reasons to claim that there are no special risks as to the achievement of the indicators<sup>59</sup>. On the contrary, we should rather expect that they will be exceeded. This claim is based on statements from the beneficiaries of the grants, obtained in the CAWI survey. In the course of the study, conducted at the end of April 2017 among beneficiaries of the PL12 Programme, approx. 98% of the respondents found that the indicators have been fully achieved or will be exceeded. Only two respondents mentioned possible problems with achievement of the indicators. At the same time, all respondents claim that the objectives of their projects have been achieved to a “rather sufficient” extent (22%) or to a “definitely sufficient” extent (78%)<sup>60</sup>.

### Broader impact of the Programme

The broader impact of the PL12 Programme is related mainly with the fact of strengthening / initiating international research cooperation – in this case, between Poland and Norway. As shown by the CAWI survey conducted among beneficiaries of the PL12 Programme, the intervention has effectively contributed to both establishing of new cooperation and to maintaining (developing) already existing cooperation. The relevant data are shown in the figure below.

Chart 7 Motivations for implementation of research projects in partnership (with the Norwegian partner)<sup>61</sup>



Source: CAWI survey conducted among beneficiaries of the PL12 Programme, n=85

Factors speaking for establishing cooperation were mostly positive experience gained in the past in cooperation with Norwegian partners. The second most important factor were the requirements of the programme, and in the third place, it was the willingness to establish a new cooperation.

It is also necessary to point out generally positive assessments of the effects of bilateral cooperation in research projects which are articulated by representatives of beneficiaries (Polish scientific centres) and

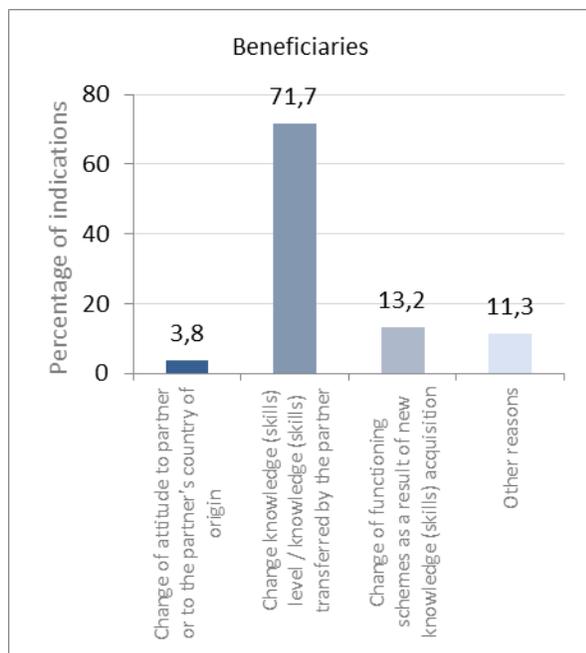
<sup>59</sup> This prediction is currently coming true. Actual data indicate progressive increases in the obtained level of particular indicators.

<sup>60</sup> 85 beneficiaries, i.e. nearly 78%, answered the question about achievement of indicators in the projects and assessment of the rate of achievement of objectives in the projects.

<sup>61</sup> The “not applicable” category includes answers from beneficiaries whose projects were not implemented in partnership (not required by the programme – projects supported from the Small Grant Scheme).

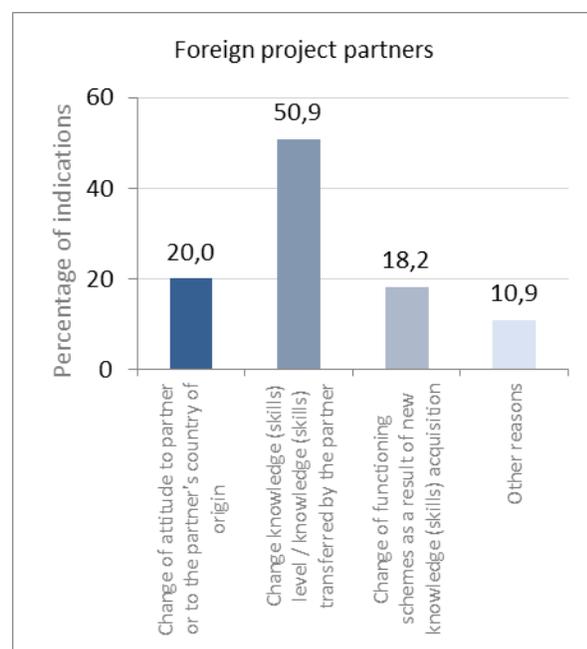
their foreign partners (Norwegian scientific centres). Namely, representatives of both the Polish centres and the Norwegian ones declare that the main effect of the cooperation within the research projects is changes (growths) of the level of knowledge gained as a result of the research project implemented together with the partner (respectively with Polish and Norwegian). It is definitely a positive and significant Programme effect not only from the point of view of the Polish party, but also of the Norwegian one. Although the effect is of greater importance for Polish scientific centres, it is also significant to Norwegian partners, who also claim to have benefited from the bilateral cooperation. Interestingly, the Norwegian partners regard as important (the second in order of importance) a change in the attitude to the partner/ their country of origin (i.e. to Poland). This effect, however, is pointed out much less frequently by Polish scientific centres.

Chart 8 Effects of bilateral cooperation (Polish-Norwegian) within research projects under PL12 Programme



Source: CAWI survey among beneficiaries of PL12 Programme, n=53 (beneficiaries of research projects with obligatory bilateral cooperation)

Chart 9 Effects of bilateral cooperation (Polish-Norwegian) within research projects under PL12 Programme



Source: CAWI survey among foreign project partners under PL12 Programme, n=55

The combination of the aforementioned factors with other opinions from the beneficiaries (see below), in particular, very good feedback on the quality of cooperation and sustainability of its outcomes, results in a positive evaluation of the PL12 Programme in terms of its broader impact on the development of international cooperation (in this case, between Poland and Norway, but in a further perspective, also in broader terms in form of international consortia<sup>62</sup>).

<sup>62</sup> This is indicated by meaningful positive data showing intensified involvement of Polish and Norwegian partners in the Seventh Framework Programme and the Horizon 2020 programme. Refer to the Annual report on implementation of the Programme under the EEA Financial Mechanism and the Norwegian Financial Mechanism 2009-2014 (Programme Operator's report for 2016), p. 3.

Other effects of the Programme with a broader impact include results of research, reflected in scientific publications, and project-related improvement of research competence as well as development of academic achievements qualifying for academic degrees and titles (in particular, for women – due to the support obtained from the Small Grant Scheme<sup>63</sup>).

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***Case study: Project – "Innovation in recycling technologies of sewage sludge and other biowaste – energy and matter recovery (BioTEEnMaRe)"***

*An example of interesting research project financed within the Polish-Norwegian Research Cooperation (PL12 Programme) is the project implemented by the Częstochowa University of Technology (Institute of Environmental Engineering, Faculty of Environmental Engineering and Biotechnology) in cooperation with the two Norwegian universities (Norwegian University of Science and Technology, Trondheim and Norwegian University of Life Sciences, Aas). The project was aimed at working out innovative technologies for reducing a negative impact of human activity on the natural environment. The scientific goal referred to developing an integrated model of neutralization and management of sewage sludge (in the so-called circular model), taking particular account of a novelty which was energy and matter recovery and to developing strategies of soil reclamation. To sum up the outcomes of the projects, its high utility, efficiency and sustainability should be pointed out. The sustainability of the project outcomes results from both a possibility of using its direct outcomes (it mainly refers to further improvement and later search for opportunities to commercially use the developed technologies, particularly as for neutralization/management of sewage sludge, production of bio-compounds and production of sewage sludge – based market products that are safe for the environment) and the effects of newly established bilateral cooperation in science and research (Polish-Norwegian; project participants did not cooperate with each other previously). The partnership has proven to be very effective and it has led to preparing a subsequent application for financing the research within the COST international European research programme. Tens of academics and PhD students have been engaged in the project implementation. As a result of this participation they all have increased their qualifications and science position.*

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***Sustainability of effects of the Programme***

Under consideration of the specific nature of the PL12 Programme, the sustainability of the projects implemented is to be found mainly in the project initiators' readiness to continue cooperation with project partners or to continue the cooperation in broader partner arrangements (research consortia

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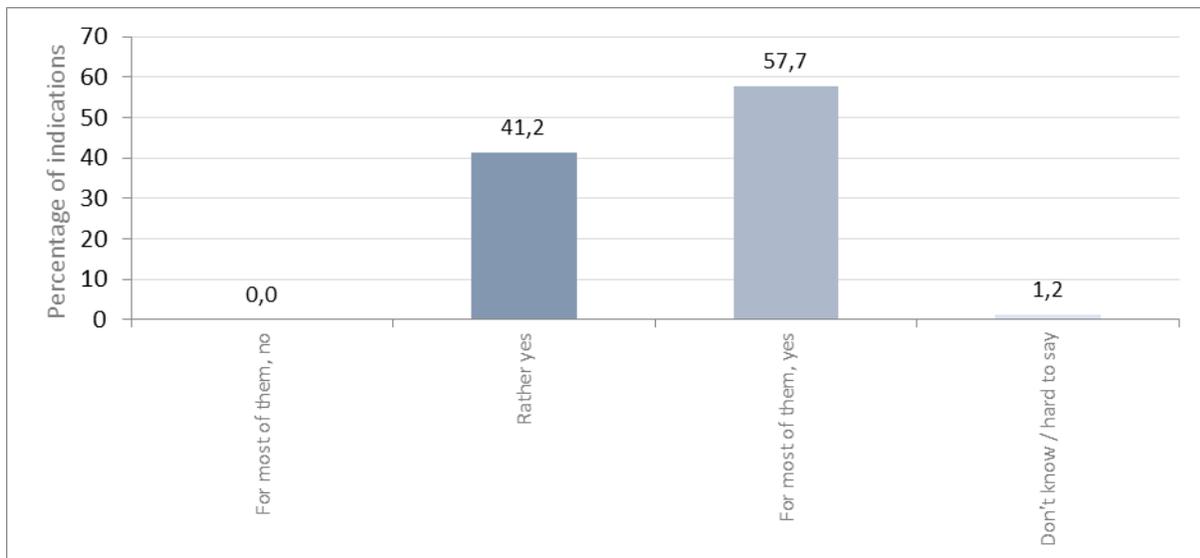
<sup>63</sup> Naturally, the effects can be evaluated at a later point in time (at least approx. 2 years after final completion of the project).

undertaking new projects, including those applying for and gaining financial support from other programmes supporting research activity). To a certain extent, the readiness will depend on evaluation of the effectiveness of the cooperation with partners and its outcomes.

Based on the results of the survey conducted among the beneficiaries of the PL12 Programme, it should be noted that even now, a prevailing majority of them represent positive feedback on the sustainability of effects of the projects implemented. Therefore, the assessment of the projects can be predicted as positive, which at the same time (in the part concerning partnership projects) will strengthen the willingness and readiness to continue cooperation. All the more so, as shown by answers to a different question, the respondents declared that the cooperation between research units / research teams implementing projects in form of consortia was the core factor contributing to the success of the projects, i.e.:

- Nearly 40% of them found that the implementation of the projects would not have been feasible at all if the cooperation with the Norwegian partner were not possible.
  - Another 45% found that the success of the projects depended on the cooperation to a “very high” extent.
- Only 2 (4%) of the respondents stated that for their projects, the cooperation was not important<sup>64</sup>.

Chart 10 Evaluation of sustainability (“visibility”) of results of the projects implemented



Source: CAWI survey conducted among beneficiaries of the PL12 Programme, n=85

At the same time, the sustainability of the results of the Programme can be concluded from the plans to continue cooperation between Polish and Norwegian research units. According to the CAWI survey, Polish beneficiaries of the Polish-Norwegian research projects openly declare that the previous

<sup>64</sup> Data for 53 respondents implementing projects in cooperation with the Norwegian partner.

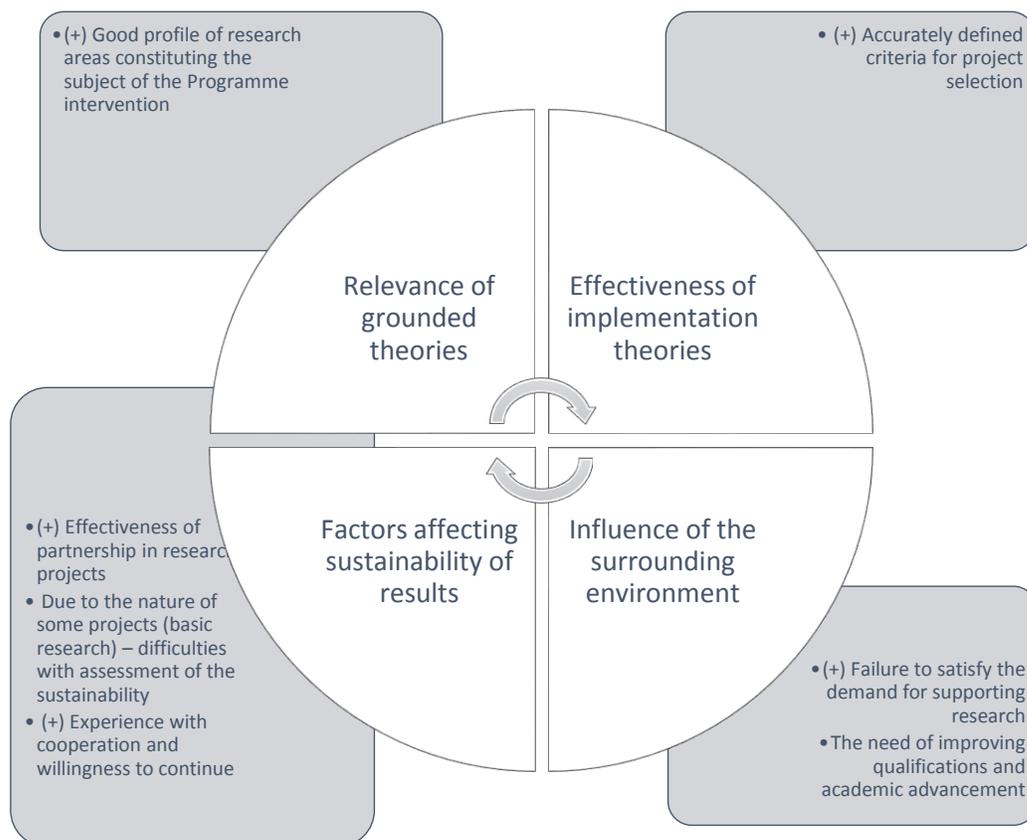
cooperation will be continued. This opinion was voiced by nearly 85% of the respondents (45 of 53 respondents implementing projects in cooperation with Norwegian entities).

### Factors affecting effectiveness, impact and sustainability of the effects of the Programme

The factors affecting effectiveness, impact and sustainability of the effects of the PL12 Programme are related with the results of the projects in terms of added values generated for the research units, i.e. the beneficiaries of the support, and for final recipients – in this case, research team and researchers. To a significant extent, they will be related with the terms and conditions for gaining support, which should make the Programme implementation-friendly. According to the CAWI survey, no solutions have been noticed within the PL12 Programme that would particularly reduce the effectiveness of the support provided. Certain limitations mentioned by the respondents in the survey are usually of external nature that do not depend on the construction of the Programme.

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

Figure 18 Summary of factors affecting effectiveness, impact and sustainability of the effects of the PL12 Programme



Source: Own work based on study data

The analysis of these items will be extended and presented in the final report on the study. Additional attention should be also paid to factors affecting establishing of effective bilateral cooperation (Polish and Norwegian).

## *Conclusions and recommendations*

### Conclusions:

- The PL12 Programme was correctly designed in terms of its subject areas for support – divided into various types of specific grant instruments; the construction is transparent and logical, and has also proven to be effective in terms of implementation.
- There are no grounds for assuming any significant risks for achievement of the objectives of the Programme (the achievement rate of indicators is satisfactory; we can realistically expect that many of them will be ultimately exceeded).
- Attention should be paid to the performance of one of the indicators (joint publications – its performance as noted at the end of 2016 was low; however, this is actually quite typical because scientific publications are usually created at the end of implementation of research projects; growth of this indicator can be expected soon)<sup>65</sup>.
- The introduced networking component constitutes a highly valuable and desirable solution because it seems to be an appropriate instrument for supporting partnership cooperation for research (i.e. facilitated configuration of new projects between institutions from Poland and Norway), and for acquisition (by the Polish party) / sharing of knowledge and experience on management of research work; at the same time, the scope of support provided under this component is found to be sufficient, under consideration of its objectives.
- Bilateral cooperation (Polish-Norwegian), which is obligatory within research projects, results in many positive outcomes, particularly as for gaining knowledge and growing project partners' skills. In the case of Norwegian partners, an important programme effects is a change in their attitude to the partner or the country of their origin (favourable change facilitating further bilateral cooperation or its development).

### Recommendations:

- Based on the study, an indication can be formulated, specifying reasons for continuation of the Programme in future (next edition), under consideration of the networking component.
- Considering the schedule of implementation (thus, assuming that the indication can be hardly feasible), each of the specific grant instruments (or the main one) should be offered – as an optimum – in two separate calls for proposals (with their assigned allocations); such a solution will – at least for some applications – allow for their verification and ongoing enhancement (greater chance for gaining support for particularly interesting projects, for which it was not possible to gain positive recommendations in the first call for proposals).
- Consideration of the possibility to include a component for international (bilateral) cooperation between researchers in projects implemented in the manner designed for the Small Grant Scheme (rather as an option, not as a requirement to access the programme).

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<sup>65</sup> The actual level of the indicator obtained is already fully satisfactory. As it was stated earlier, the data complementary to the evaluation (May, 2017) indicate the level obtained of 71%.

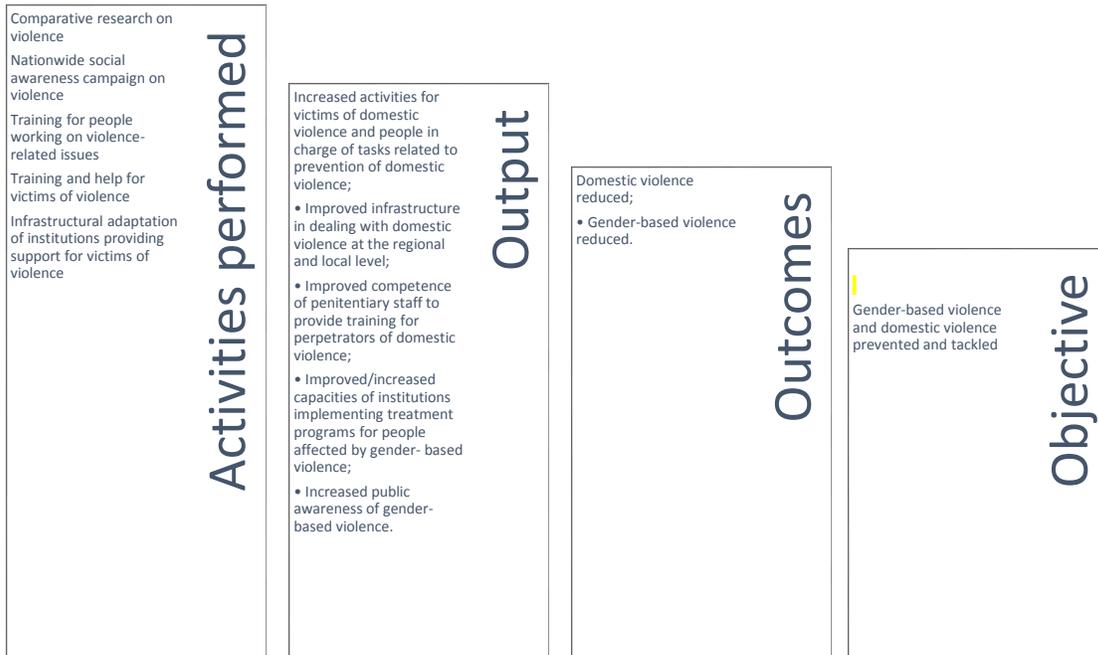
- Maintaining the networking component – in the case of the support aimed at fostering bilateral cooperation on joint planning of the projects as the subject matter of future applications for the support – providing the grant facility at as early a stage of the Programme implementation as possible. At the same time maintaining this component as an instrument of planning future cooperation at the final stage of the Programme implementation as well. The grant facility should be targeted at science centre/scientists/research teams that establish cooperation with a Norwegian partner.

### 3.1.6. Justice and Home Affairs [PL14, PL15, PL16, PL17]

#### 3.1.6.1. Domestic and gender-based violence [PL14]

**The main objective of the Programme** was to reduce the occurrence of domestic violence and gender-based violence. The Programme was designed as a platform for collaboration between the central authorities and local self-government units as well as non-governmental organisations, working directly with people affected by violence. A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 18 Objective and method of its implementation as assumed in the PL14 Programme



Source: Own work based on Programme descriptions and the DORIS database

The Programme was implemented at the central level (predefined projects) and at the local level (Small Grant Scheme). The call for proposals was open from 28 June to 16 September 2013.

A summary of key assumption of the support can be found in the table included in the appendix to this report.

### *Effects of the Programme*

By definition, approx. 70% of the allocation was assigned for three predefined projects implemented at the central level:

1. Project of the Ministry of Family, Labour and Social Policy, implemented in partnership with the Council of Europe – including, but not limited to research and nationwide social awareness campaign;
2. Project of the Ministry of Justice, including, but not limited to training for people working on violence-related issues;
3. Project of the Central Board of Prison Service, the objectives of which included improvement of intervention, corrective and educational activities against perpetrators of violence.

Approx. 20% of the allocation (EUR 725,000<sup>66</sup>) was assigned for implementation of “small” projects, the intended outcome of which included mainly:

- Improved accessibility and quality of services provided for people affected by violence; including specialist counselling and treatment for various categories of victims;
- Improved accessibility and quality of services available for perpetrators of domestic violence;
- Improvement and adaptation of the institutional infrastructure for the needs of people affected by domestic violence.

### Allocation of EEA FM and NFM in relation to other funds

Approx. 12% of the total funds for implementation of the National Program for Counteracting Domestic Violence

The SGS covered 9 projects implemented by self-government units and 10 projects implemented by non-governmental organisations.

**NFM funds available for the PL14 Programme** for 2009-2014 amounted to **EUR 3,625,000** (approx. PLN 15,369,000)<sup>67</sup>. In 2014-2020, the public spendings planned for implementation of the National Program for Counteracting Domestic Violence (NPCDV) amounted to PLN 135,503,000<sup>68</sup>. This means that the average annual allocation from the EEA FM and the NFM constitutes **approx. 12% of the total allocation** (if we assume that the funds assigned in the NPCDV, EEA FM and NFM represent the total allocation for this area). Of course, the calculation is simplified because funds for counteracting violence can be obtained also from the cohesion policy, under regional programmes and from budgets of self-

<sup>66</sup> According to Addendum 8 to the Programme Agreement.

<sup>67</sup> The exchange rate applied: EUR 1 = PLN 4.24.

<sup>68</sup> Resolution No. 76 of the Council of Ministers dated 29 April 2014 on implementation of the National Program for Counteracting Domestic Violence for 2014-2020.

government units (usually, derived from the “alcohol funds”, i.e. granting liquor licenses in the territory of the respective commune). However, it is not possible to estimate funds spent at the level of local programmes for counteracting domestic violence and gender-based violence. The monitoring of local programmes (financed from the EEA funds) has failed to provide an estimation of the funds spent for combating and preventing violence at the local level – specific amounts to be spent for implementation of the Programme were provided only in 5% of the programmes<sup>69</sup>. The following sources were mentioned most frequently as sources of financing: county budget, commune budget, alcohol fund, EU funds, subsidies and non-budgetary funds gained from other sources<sup>70</sup>.

For the outcome of reduced domestic violence, the target values of all **indicators** have been achieved or exceeded – refer to table below.

Table 46 Achievement of indicators for reduction of domestic violence under the PL14 Programme

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
Number of training and related activities targeted at victims and those working with victims	Output	120	130	108%
Number of completed training for the representatives of services and entities performing tasks related to combating domestic violence	Output	70	92	131%
Number of institutions that created accommodation for people experiencing domestic violence	Output	4	4	100%
Number of facilities that improved housing infrastructure under the Small Grant Scheme	Output	13	14	108%
Number of Penal Institutions conducting corrective-educational programs for perpetrators of domestic violence	Output	80	80	100%
Number of professionals involved in preventing and counteracting domestic violence that increased their competencies	Outcome	3,000	4,486	150%
Number of people using the services offered by supporting centres for victims of domestic violence	Outcome	1,000	1,335	134%

Source: Own work based on the DORIS database

For the outcome of reduced gender-based violence, the target values of all **indicators** have been also achieved or exceeded – refer to table below.

Table 47 Achievement of indicators for reduction of gender-based violence under the PL14 Programme

<sup>69</sup> Monitoring of Local Programs for Counteracting Domestic Violence In Gender-Based Perspective. Report. Warsaw, 2016. The monitoring was performed by the Feminoteka foundation in collaboration with 15 organisations and groups from all over Poland under the project called “Anti-Violence Network of Women” within the framework of the *Citizens for Democracy* programme, financed from the EEA funds.

<sup>70</sup> Op. cit

Indicator	Type of indicator	Target value	Value achieved (as of 31/12/2016)	Success rate
Number of victims of domestic violence, by gender, who have completed treatment programs	Output	468	1,134	242%
Number of Penal Institutions conducting corrective-educational programs for perpetrators of gender-based violence	Output	20	20	100%
Number of aired TV spots	Output	1 <sup>71</sup>	1	100%
Number of completed social campaigns on the negative effects and consequences of gender-based violence	Output	1 <sup>72</sup>	1	100%
Number of women affected by violence using the assistance of treatment centres	Outcome	300	316	105%
Number of staff of penal institutions that improved their skills in conducting programmes for perpetrators of gender-based violence	Outcome	100	170	170%

Source: Own work based on the DORIS database

To sum up, the planned indicator values have been achieved, and even exceeded.

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*An analysis of the project – ‘Nearest and dearest do not do harm – nearest and dearest give love’ (the Social Welfare Care (SWC) in Bartoszyce) has revealed in the case study that high effectiveness of such projects and then the scale and sustainability of their impact are influenced by: complexity of forms and groups of support; inclusion of the elderly and the disabled in the project scope; interdisciplinary initiatives for a broad range of professionals; and, most importantly, engagement in the project of decision makers at the commune level.*

*A distinctive feature of this project was, apart from real engagement of commune decision makers in the project, the above mentioned complexity. The program was also targeted at those who believe that the problem of violence does not concern them. For example, parents taking part in activities with an educator or psychologist were quite interested in the problem, however some of them were of the opinion that the problem does not refer to them directly. Nevertheless, such an approach frequently evolved in the course of the activities, when the parents realised that the problem did exist. A similar mechanism was observed at meetings with the elderly and the disabled. Elderly people also presented the opinion that the issue did not concern*

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<sup>71</sup> Spots were issued in early 2017.

<sup>72</sup> The campaign was launched in early 2017.

*them, however in the course of the activities it turned out that the information on where they can be provided with assistance, who their patrolman was, etc. might turn out to be useful, e.g. as for helping neighbours or family.*

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In addition, the unintended effects resulting from implementation of the projects are also worth mentioning.

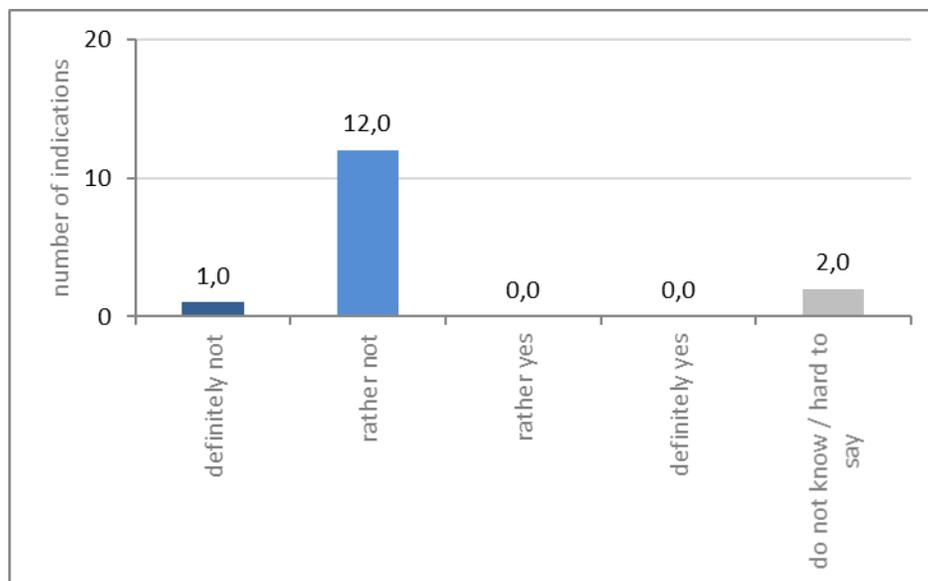
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*“Female citizens who received specialist assistance due to their experience of domestic violence improved their general competence, which translated not only into better parental relations and raising children without violence, but also into their quicker and more effective returning to the labour market.” (Beneficiary, CAWI survey)*

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13 of 15 beneficiaries involved in the CAWI survey found that social and economic changes in the supported areas would have definitely and rather not occurred if the project had not been implemented; refer to the chart below.

*Chart 11 Distribution of answers to the question concerning the chance for occurrence of social and economic changes without implementation of the EEA FM and NFM projects*



*Source: Own work based on the CAWI survey*

*Broader impact of the Programme*

The relation of the values of indicators achieved under the PL14 Programme to the indicators planned in the NPCDV demonstrates a significant share of the Programme in the performance of objectives for the entire area – as shown in the table below.

Table 48 Estimated share of the EEA FM and the NFM PL14 Programme in the achievement of sectoral indicators

Indicator	Intermediate value for 2017 in NPCDV	Value achieved in EEA FM and NFM	Share of EEA FM and NFM in overall performance of the indicator
(NPCDV) Number of individuals attending training for representatives of services and institutions performing tasks related to prevention of domestic violence / (PL14) Number of professionals involved in preventing and counteracting domestic violence that increased their competencies	7,774	4,486	58%

Source: Own work based on the DORIS database and the National Program for Counteracting Domestic Violence

The share of training projects for professionals involved in counteracting domestic violence is significant and constitutes approx. 58% of the entire effects to be achieved.

#### *Sustainability of effects of the Programme*

The assessment of the expected sustainability of the effects has been based on an analysis of websites for the projects financed under the PL14 Programme. The expected sustainability of effects should be perceived as high for all three predefined projects. The website of the project implemented by the Ministry of Labour and Social Policy<sup>73</sup> presents results of diagnostic studies conducted, and the website of the “I choose help”<sup>74</sup> campaign offers information that are useful for victims of violence, but it is also targeted at a broad range of recipients and points at unobvious aspects of violence – apart from psychological, physical or sexual violence it shows what economic violence is and makes people aware of the fact that negligence is also a form of violence. The website of the project implemented by the Ministry of Justice<sup>75</sup> contains a range of documents that are useful for victims of violence, e.g.: Information guide for individuals affected by domestic violence, Charter of Rights of Individuals Affected by Domestic Violence (in several language versions: Polish, English, German, Russian, French), template of a free medical certificate, Blue Helpline flyer, databases with contact information.

The homepage of the Prison Service’s website contains a tab dedicated to counteracting domestic violence. There is information indicating that as a result of implementation of the “STOP VIOLENCE –

### Share of the PL14 Programme in achievement of the sectoral indicators

The indicators concerning training for professionals involved in counteracting domestic violence under the EEA FM and NFM perform approx. 58% of the intermediate value of the NPCDV indicator for 2017.

<sup>73</sup> <http://przeciwprzemocy.mpips.gov.pl/polska-rodzina-wolna-od-przemocy/>

<sup>74</sup> <http://www.wybierampomoc.pl/>

<sup>75</sup> <http://www.pomocofiarom.ms.gov.pl/>

SECOND CHANCE” project, a programme has been designed in order to work with perpetrators in the area of counteracting domestic violence (based on the objectives of treatment focused on problem solving and learning how to communicate without violence). According to the information published in the website, this kind of programmes involve approx. 4,500 convicts per year.<sup>76</sup> Furthermore, the Prison Service intends to cooperate with local interdisciplinary teams for counteracting domestic violence so as to tackle the problem of violence in a more systemic way. The Prison Service provides representatives of the interdisciplinary teams with information on the perpetrator of violence, currently staying at the given penitentiary facility. This way, interventions for the victim and the perpetrator can be based on more comprehensive data.<sup>77</sup> The CAWI survey has confirmed that the activities for perpetrators of violence have proven to be effective and are now continued with own funds and with funds gained from external sources.

As for projects implemented under the SGS, based on analysis of project websites, we can find that projects implemented by self-government units and most of the projects of non-governmental organisations demonstrate high expected sustainability of effects. Only for 3 of 10 projects implemented by non-governmental organisations, the sustainability of effects seems to be questionable (there is no project website, and the website of the organisation suggest a completely different profile of activity, e.g., provision of consulting services or office space rental, without any information about the project or its effects).

To sum up, 19 of 22 implemented projects demonstrate potential for high sustainability of outcomes in form of: supported infrastructure, human resources or materials/programmes developed in the course of the projects.

14 of 15 beneficiaries of the PL14 Programme involved in the CAWI survey found that the effects of the project will remain noticeable after its completion.

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*The case study referring to the project – ‘Nearest and dearest do not do harm – nearest and dearest give love’ (SWC Bartoszyce) has revealed the high project sustainability. The experiences gained during the project implementation facilitated the continuation of initiatives aimed at violence prevention which were financed from other sources. The Social Welfare Care Centre was provided, among others, with funds of the Ministry of Family, Labour and Social Policy which were earmarked for implementing the project – ‘Closer to each other – locally against domestic violence’ under the Social Programme – ‘Supporting local self-governmental units in developing the system of preventing domestic violence’. It included, among others, preventive measures aimed at domestic violence in town. Also, some initiatives initiated within the NFM project were used and continued in it.*

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<sup>76</sup> <http://www.sw.gov.pl/strona/oferta-programowa-dla-skazanych-sprawcow-przemocy>

<sup>77</sup> <http://www.sw.gov.pl/strona/mozliwosci-wspolpracy-ze-sluzba-wiezienna>

### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

The following preliminary analysis of factors affecting the effectiveness, impact and sustainability has been based on desk research and will be extended in the final report by the results of quantitative and qualitative studies.

The first group of factors affecting the effectiveness and impact of the intervention includes those related with the relevance of the grounded theories adopted in the Programme, especially those concerning the specification of the problem, methods for solving (types of projects, list of beneficiaries, distribution of allocation) and its purpose (formulating the objective, indicators). As evidenced before, the PL14 Programme demonstrates a high rate of effectiveness (achievement of the planned indicators) and a relatively significant impact on implementation of the sectoral indicators (even 58% share in performance of the indicator for number of trained professionals involved in preventing and counteracting violence). In this case, success factors may include:

- A narrow and precise objective of the Programme;
- Accurately distributed allocation – approx. 70% of the allocation has been assigned for nationwide predefined projects, which can have a significant impact on achievement of the sectoral objectives with relatively low allocation (e.g. in comparison with the funds from the NPCDV).

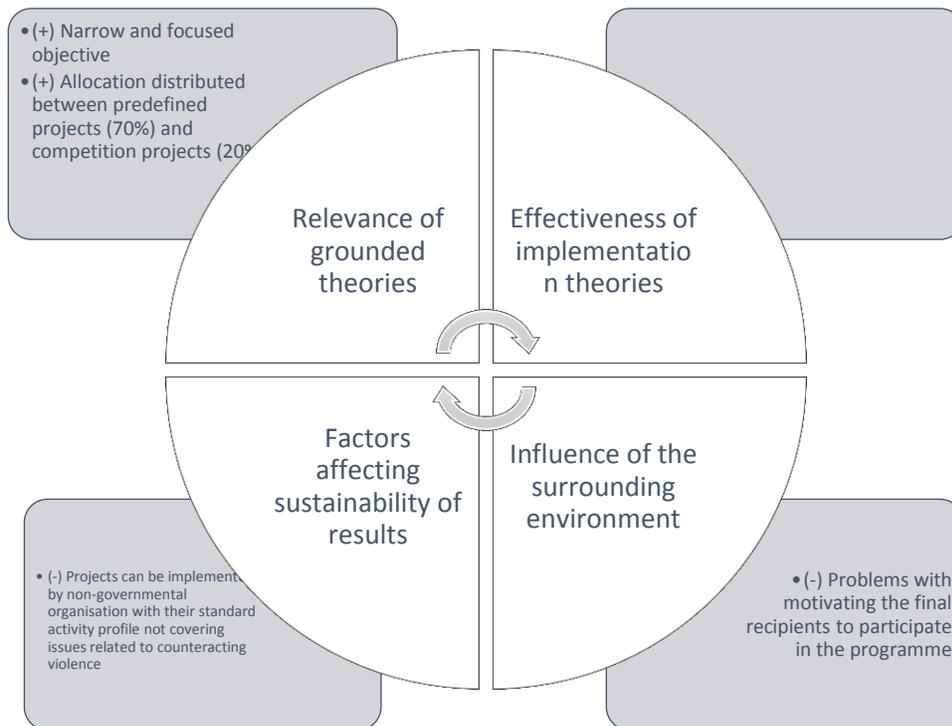
In several projects, there was factor indicated as to possibly impair the sustainability of outcomes, e.g., low motivation of the final recipients (victims of violence and perpetrators of violence) to participate in this kind of projects<sup>78</sup>.

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

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<sup>78</sup> Among other documents, Evaluation of the effectiveness of the system for professionals' counteracting violence. Report. WYG PSDB Sp. z o. o. Predefined project "Polish family – free from violence", PL14 Programme "Domestic and gender-based violence", Norwegian Financial Mechanism 2009-2014.

Figure 19 Summary of factors affecting effectiveness, impact and sustainability of the effects of the PL14 Programme



Source: Own work based on study data

## Conclusions

### Conclusions:

- One of the strengths of the “Domestic and gender-based violence” PL14 Programme is very narrow specification of the objective of activity.
- A strength of the “Domestic and gender-based violence” PL14 Programme lies in the decision to assign approx. 70% of the allocation for nationwide predefined projects, which can have a real impact on achievement of the objectives set with relatively low allocation (e.g., in comparison with the cohesion policy)<sup>79</sup>.

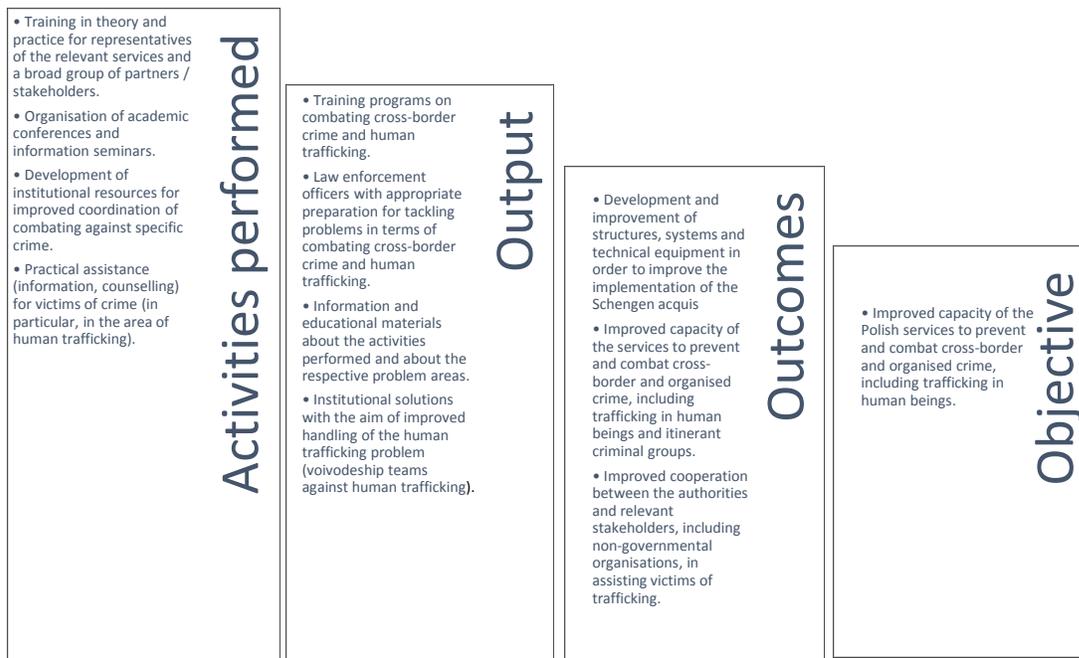
### 3.1.6.2. Schengen Cooperation and Combating Cross-border and Organised Crime, including Trafficking and Itinerant Criminal Groups [PL15]

#### Objectives of the Programme

<sup>79</sup> The amount of funds assigned for the Small Grant Scheme results from the Regulation – Article 5.6 of the Regulation. It also mentions the maximum ceiling for the SGS, constituting 20% of total eligible costs of the programme.

**The main objective of the Programme** was to improve the capacity of the Polish services to prevent and combat cross-border and organised crime, including trafficking in human beings. A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 20 Objective and method of its implementation as assumed in the PL15 Programme



Source: Own work based on Programme descriptions, the DORIS database

The Programme was implemented on the central level (predefined projects and some competition projects) and on the local/regional level (other competition projects). The key objectives for the support are presented in the appendix to this report

### Effects of the Programme

Approx. 3.8% of the allocation was assigned to the aforementioned two predefined projects implemented at the central level in the area of human trafficking. Both projects were implemented by the respective department of the Ministry of Internal Affairs and Administration, which played the role of the PL15 Programme Operator in partnership with the international institutions (the Council of Europe and the International Organisation for Migration).

The remaining part of the allocation was assigned for implementation of projects awarded within competitions, which were mainly planned to achieve the following outcomes, assumed within PL15 Programme:

- Development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis (outcome 1).

- Improved capacity of the services to prevent and combat cross-border and organised crime, including trafficking in human beings and itinerant criminal groups (outcome 2).
- Improved cooperation between the authorities and relevant stakeholders, including non-governmental organisations, in assisting victims of trafficking (outcome 3).

Total allocation available for the PL15 Programme under the NFM for 2012-2017 amounted to EUR 10,000,000 (approx. PLN 42.4 million)<sup>80</sup>.

Within the Outcome 1, concerning development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis, the target values of all indicators have been achieved or exceeded, as shown in table below.

*Table 49 Achievement of indicators for the development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis under the PL15 Programme*

Indicator	Type of indicator	Target value	Cumulative value achieved (as of 31 December 2016) <sup>81</sup>	Success rate
Number of conferences/workshops/trainings in Schengen-relevant laws and the use of Schengen-relevant equipment	Outcome	7	104	1485%
Number of law enforcement officers trained in Schengen relevant laws and the use of Schengen relevant equipment	Result	230	2098	912%
Number of law enforcement officers trained in foreign languages	Result	120	1002	835%

*Source: Own work based on the Annual report on implementation of the PL15 Programme for 2016*

In particular, two result indicators seem to be of significance, showing the considerable scale of the projects implemented (mainly, in terms of number of trained individuals), and the fact that they have been substantially exceeded – more than four times. Probably, this results from careful planning of the target values of the indicators and, as it seems, setting of the indicators at an early stage of the Programme's implementation, where the details of the implemented projects are not known yet. The high level of achievement for the indicators should be also a proof of high interest in the training offer for the projects implemented.

Similarly good results can be also indicated for another area of the intervention (outcome 2) under the PL15 Programme, as illustrated by the table below.

<sup>80</sup> The exchange rate applied: EUR 1 = PLN 4.24. This is the average exchange rate for 2012-2017 according to the weighted average exchange rate of the National Bank of Poland. [http://www.nbp.pl/home.aspx?f=/kursy/arch\\_a.html](http://www.nbp.pl/home.aspx?f=/kursy/arch_a.html)

<sup>81</sup> Cumulative values achieved from the beginning of the projects' implementation until 31<sup>st</sup> December 2017.

Table 50 Achievement of indicators for improved capacity to prevent and combat cross-border and organized crime, including trafficking in human beings and itinerant criminal groups under the PL15 Programme

Indicator	Type of indicator	Target value	Value achieved (as of 31 December 2016)	Success rate
Number of law enforcement services engaged in projects improving capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and itinerant criminal groups	Outcome	3	8	200%
Number of law enforcement services participating in projects improving the capacity to prevent, detect and investigate cross border and organised crime	Result	3	8	200%
Number of national and regional specialized structures established to counteract trafficking in human beings	Result	2	10	250%

Source: Own work based on the Annual report on implementation of the PL15 Programme for 2016

The planned outcomes and results for outcome 2 have been also clearly exceeded, although slightly less than in the previous case. However, this is probably related with the type of indicators assumed. It seems that in future, it would be worth considering somewhat different methods for defining this type of indicators; growth of the values achieved is namely theoretically, in case of the 1<sup>st</sup> and 2<sup>nd</sup> indicators, with their present definition, relatively easy to be attained through a decision made by a respective authority<sup>82</sup>.

In turn, as for outcome 3, no target values of the indicators were defined during preparation of the programme. The indicator ‘Number of victims of trafficking assisted’ was measured within the project implemented within Outcome 2, so in accordance with the agreed reporting rules it was not presented in a table below. On the basis of information made available by the Programme Operator and provided by the beneficiary, however, within the project 11 victims of human trafficking were supported<sup>83</sup>.

and in the case of one of them, organisational changes apparently made it impossible to measure the indicator, which is explained in the adequate footnote.

<sup>82</sup> It is essential that the indicators would represent real, complex effect of the project (creation of the new institutions or organisational structures, increasing the knowledge of the training’ participants’ as well as positive evaluation of the training events, participation of the representatives of the other institutions, which had not participated in such training event before) and not only the effect which can be achieved by individual decision.

<sup>83</sup> The data on the basis of interim financial report No 5 for the period September – December 2016 (project of International Organisation for Migration ‘Cooperation and competences as a key to efficiently combating trafficking in human beings’).

Table 51 Achievement of indicators for improved cooperation between the authorities and relevant stakeholders, including non-governmental organisations, in assisting victims of trafficking under the PL15 Programme

Indicator	Type of indicator	Target value	Value achieved (as of 31 December 2016)	Success rate
Number of victims of trafficking assisted	Outcome	0	no data available <sup>84</sup>	X
Law enforcement officers (coordinators) trained in the field of human trafficking	Result	no data available	439	X
New structures established to counteract trafficking in human beings at the voivodeship level	result	no data available	15	X

Source: Own work based on the Annual report on implementation of the PL15 Programme for 2016

### Broader impact of the Programme and the context of its implementation

The context of implementation is very important for evaluation of the relevance of the Programme and the projects implemented in the course of the Programme.

Thus, although the general public may not perceive it (after the turbulent 90s and the very early 21<sup>st</sup> century), organised crime still remains a serious problem in Poland, which is confirmed by the data presented below, which concern number of organised criminal groups remaining the object of interest of the respective security forces.

Table 52 Number of organised criminal groups remaining the object of interest of the respective security forces

	2010	2011	2012	2013	2014	2015	Dynamics (2015/2010)
Central Bureau of Investigation of the Police	547	595	772	879	920	812	148%
Border Guard	220	194	218	248	293	345	157%
Internal Security Agency	160	209	215	176	187	141	88%
Military Gendarmerie	4	7	15	21	24	56	1400%
<b>TOTAL:</b>	<b>931</b>	<b>1005</b>	<b>1220</b>	<b>1324</b>	<b>1424</b>	<b>1354</b>	<b>145%</b>

Source: Report on security in Poland in 2015, Ministry of Interior and Administration

As we can see, in general, the number of criminal groups monitored by the services is growing, although the data can naturally prove that the effectiveness of the services keeps growing, due to their improved

knowledge of criminal groups. It is also worth noting that the number of criminal groups monitored by the Border Guard, i.e. groups certainly involved in cross-border crime, is growing.

The statistical data on human indicate that the problem is significant, however, from Poland's perspective, it is two-dimensional: the problem can both affect Polish citizens and occur in any country (the data on the whole EU territory are shown below), and affect citizens of any countries, but occur within Poland (these data are shown in the next table).

*Table 53 Number of EU citizens being victims of human trafficking within the EU territory*

Country of origin	Number of victims	Share in the general number of such crime
<b>Romania</b>	6,101	39.4%
<b>Bulgaria</b>	3,043	19.7%
<b>Netherlands</b>	1,080	7.0%
<b>Hungary</b>	1,046	6.8%
<b>Poland</b>	<b>976</b>	<b>6.3%</b>
<b>France</b>	491	3.2%
<b>Slovakia</b>	477	3.1%
<b>Germany</b>	415	2.7%
<b>Other EU countries</b>	1,845	11.9%

*Source: Trafficking in human beings. Edition 2015, EUROSTAT*

*Table 54 Number of victims of human trafficking in terms of location of crime and citizenship – crime committed in Poland and affecting non-EU citizens*

Country of origin	Number of victims	Share in the general number of such crime
<b>Ukraine</b>	116	53.7%
<b>Vietnam</b>	20	9.3%
<b>Philippines</b>	17	7.9%
<b>Thailand</b>	13	6.0%
<b>Bangladesh</b>	7	3.2%
<b>Russia</b>	7	3.2%
<b>Other countries</b>	36	16.7%
<b>TOTAL:</b>	216	100%

*Source: Trafficking in human beings. Edition 2015, EUROSTAT*

As we can see, Polish citizens rank fifth among EU citizens being victims of human trafficking within the European Union (while worth noting that if we compared the number with the population of the individual countries, the rank would be much lower, and the distance from countries in the top ranks would be much larger). On the other hand, as for victims of crime committed in the territory of Poland,

a vast majority of them are citizens of Ukraine, which is naturally understandable, considering the high numbers of Ukrainians staying and working (legally or not) in Poland.

Illegal border-crossing still remains a problem, although the range of the problem is naturally not that high as in the case of external borders of the European Union, such as the border between Serbia and Hungary, or the southern Italian border in the Mediterranean Sea. In 2015, 6,979 individuals in total were detained on the external borders of Poland, including 6,217 Third Country National (meaning a growth by 43% in relation to 2014, which saw detention of 4,344 Third Country Nationals), who illegally crossed the country's border or attempted to do so<sup>85</sup>.

Due to the fact that the most of the effects of implementation of the Programme are “soft” ones, it is very difficult to accurately evaluate its broader impact as well as added value in the intervention areas. However, we can be certain to assume that beneficial effects should emerge in the following areas:

- Improved skills and competence of participants of training and other project-related activities, ultimately resulting in improved competence of the services. In this context, a good example is the “New challenges to SIS users<sup>86</sup> connected with SIS II implementation” project, implemented by the Polish Police Headquarters. The project involved four major international conferences as well as 8 national conferences and seminars, covering various aspects of the SIS, and several dozens of training sessions for Police officers and civil staff of territorial units of the Police, the Polish SIRENE office<sup>87</sup> and the Central Bureau of Investigation of the Police.
- Improved capacity of cooperation between the individual services. In this context, a project of particular interest is “*The power of synergy. Cooperation of the Border Guards, the Central Police Investigation Bureau and the Internal Security Agency in combating cross-border and organised crime*”, involving development and enhancement of methods for cooperation of the individual services in combating cross-border and organised crime, which was separately described as a case study.
- Increased awareness of the problem and ability to counteract human trafficking. In this area, key importance should be attached to both predefined projects concerning this subject area, involving but not limited to establishing of voivodship units for counteracting human trafficking, and training of their staff. Based on the study called “Social awareness of risks related with human trafficking and working abroad 2015”<sup>88</sup>, conducted in the course of the project, an information campaign has been developed in order to increase the awareness of the threat of human trafficking and how to counteract the problem.

### *Sustainability of effects of the Programme*

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<sup>85</sup> Report on security in Poland in 2015, Ministry of the Interior and Administration

<sup>86</sup> System Informacyjny Schengen (ang. *Schengen Information System*)

<sup>87</sup> The SIRENE offices (*Supplementary Information REquest at the National Entries*) are offices operated at the level of the individual countries of the Schengen system, solely authorised to enter data into the SIS.

<sup>88</sup> Refer to <http://handelludzmi.eu/download/91/12940/Raportswiadomospolecznazjawiskahandludzmi2015v2.pdf>

Due to the specific nature of the projects, it is unfortunately very difficult to evaluate the sustainability of effects at the moment. Many projects were of a training nature, hence, their long-term effect should be the use of the acquired skills in everyday work and thus, for example, more effective and efficient prevention of crime and/or more effective detection of crime. However, measurements of such effects are very difficult. Moreover, they depend in a part on issues entirely beyond the control of the project initiators, such as the number of trained individuals who will remain to be employed in their present jobs. On the other hand, considering the fact that uniformed and non-uniformed service staff represented a major part of the training participants, we can assume that the job rotation will be very limited and it can take place between the respective services, which should still help to preserve the sustainability of effects of the projects.

A high sustainability should be also provided by training projects where a “cascade system” was applied, i.e. a smaller number of individuals were trained in the first turn and then delivered training for a broader group of trainees. An example of such a project is “State services training to safeguard the Schengen acquis in the scope of verification of protection of identity documents, travel documents, residence permits and documents in the EU economic turnover, with the use of new technologies”, implemented by the Warsaw Metropolitan Police Headquarters in partnership with, but not limited to, the Norwegian National Criminal Investigation Service. The project involved training delivered to 60 trainers, who will then deliver or have already delivered their acquired knowledge to 3,500 participants of the project – Police, Border Guard and Warsaw City Guard. A high level of sustainability should be also a feature of projects implemented by institutions in charge of competence improvement for staff of the services or other public institutions, such as projects implemented by the National School of Judiciary and Public Prosecution or the Central Training Centre for Border Guard.

Due to the specific nature of some projects concerning security and organised crime, the information about the project in the websites of the respective institutions are at times quite scarce, which is understandable. However, where possible, beneficiaries should make sure that the description of the project outcomes should be provided, for example, in the form of posting a summary of the final report or presentation at the website, which was not the case, unfortunately. In this context, good examples of projects should be named where presentations and summaries on the effects of project implementation have been published in the project websites: for example, in the case of the “Professional staff as pillar to safe Europe” project implemented by the Voivodeship Police Headquarters in Łódź, and the “Safe school in the Schengen area” project implemented by the City of Lublin. Additionally the Programme Operator is currently preparing electronic brochure, containing complex information about the activities with the completed projects’.

Certainly, both predefined projects on human trafficking will be highly sustainable, also due to their strong embedding in the relevant institutional structures, within the framework of the Ministry of the Interior and Administration and within the framework of the National Consulting and Intervention Center for the Victims of Trafficking, commissioned by the Ministry of the Interior and Administration and managed by the “La Strada” Foundation and the Po MOC Association, existing before the start of the project.

Bilateral relations were strengthened under the PL15 Programme on two levels. Within the Bilateral Fund at programme level one project was implemented, involving secondment of a representative of the Polish Police for more than a year to the Norwegian Police (accredited to the Polish Embassy in Oslo), who provided support and facilitated the cooperation between both organisations. He was also taking part in meetings devoted to the exchange of information and best practices. Bilateral cooperation has been also strengthened within competition projects of which three projects had a form of partnership and were implemented in direct cooperation with the Norwegian party (of which 2 were supported within BF). For example, as a best practice, the project implemented by Warsaw Metropolitan Police 'State services training to safeguard the Schengen acquis in the scope of verification of protection of identity documents, travel documents, residence permits and documents in the business transactions within EU, with the use of new technologies' should be mentioned.

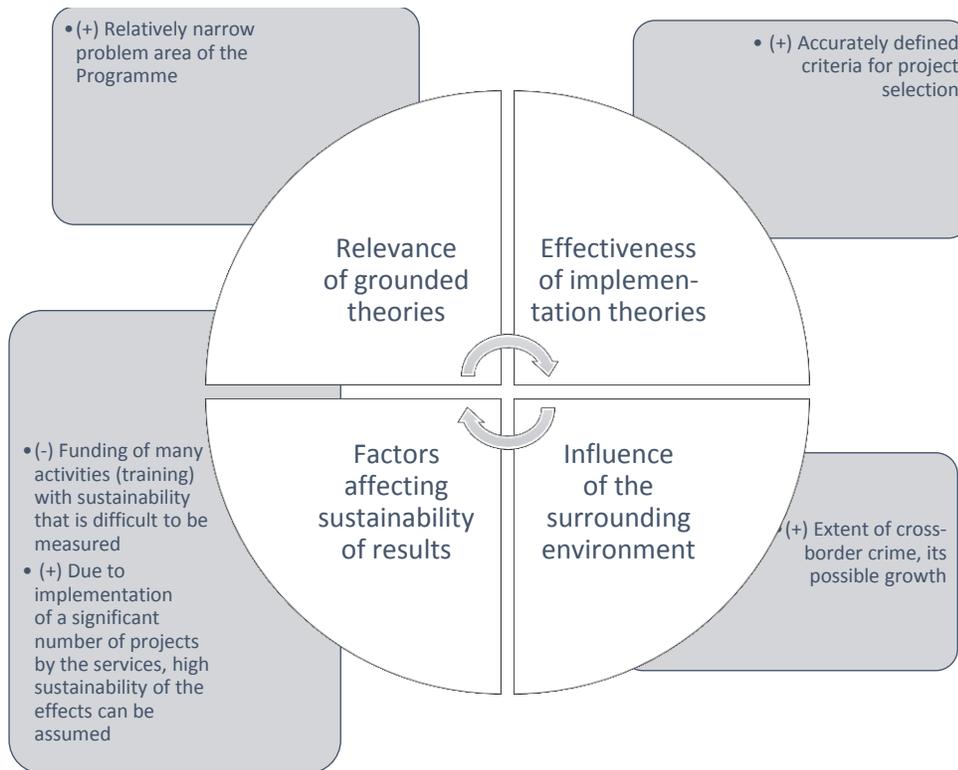
The reasons of small utilisation of the BF were rather complex. One possible reason was the fact that the competitions for BF funding were merged with 'basic' grant competition, so the applicants were concentrating on application for resources within the main part of the project. It should be also emphasised, that finding a partner for cooperation is a demanding and time consuming task, so it is difficult to do it in the same time as preparation of the projects' application. For that it is recommended for the future to organise grant competitions for BF (while keeping for interested institutions possibility of application for both types of support) in 4-6 months after selection of the projects. This would support project promoters in establishing cooperation e.g. through small travel grants, for agreeing the scope of cooperation to be supported within BF.

The fact that the whole PL15 Programme was not based on partnership could have also had a limited influence on the size of bilateral cooperation (cooperation with the Norwegian partner – which is very likely to be established in a new EEA/Norway Grants edition – would have had possibly facilitated establishing cooperation also at the project level).

#### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

Figure 21 Summary of factors affecting effectiveness, impact and sustainability of the effects of the PL15 Programme



Source: Own work based on study data

### Conclusions and recommendations

#### Conclusions:

- One of the strengths of the PL15 Programme “Schengen Cooperation and Combating Cross-border and Organised Crime, including Trafficking and Itinerant Criminal Groups” is its holistic approach to the problem and emphasis, within many projects’, on coordination of activities between the individual services/public administration bodies.
- Participation of regional and local self-governments and of non-governmental organisations was quite limited, which, however, is to a high extent justified by the Programme specificity. In future such institutions could play more important role, especially within the projects in the area of human trafficking if such project would be supported within next edition of EEA and Norway Grants.
- The weaknesses of the Programme still include a very low level of interest and use of the Bilateral Fund, which can be related to a quite unfortunate way of organisation of grant competition as well as with not enough adequate promotion of its offer and problems in establishing cooperation with the Norway partners.

Recommendations:

- Continuation of support of within analysed area is fully recommended.
- In future, if justified by the shape of the Programme, even greater involvement (although it was already noticeable now) of local and regional self-governments and non-governmental organisations as project initiators or partners in the implementation of projects should be considered. In addition, in the area of counteracting human trafficking, cooperation with employer associations should be considered.
- Greater emphasis should be placed on appropriate preparation of prospective project initiators for effective and useful cooperation with the Norwegian partner, for example, through provision of financing for meetings of organisations from similar areas of activity in both countries, even at the stage before project submission, and through promotion of such possibility. This is, however, dependent on early enough start of the Programme implementation.

### 3.1.6.3. Judicial capacity-building and cooperation [PL16]

#### *Objectives of the Programme*

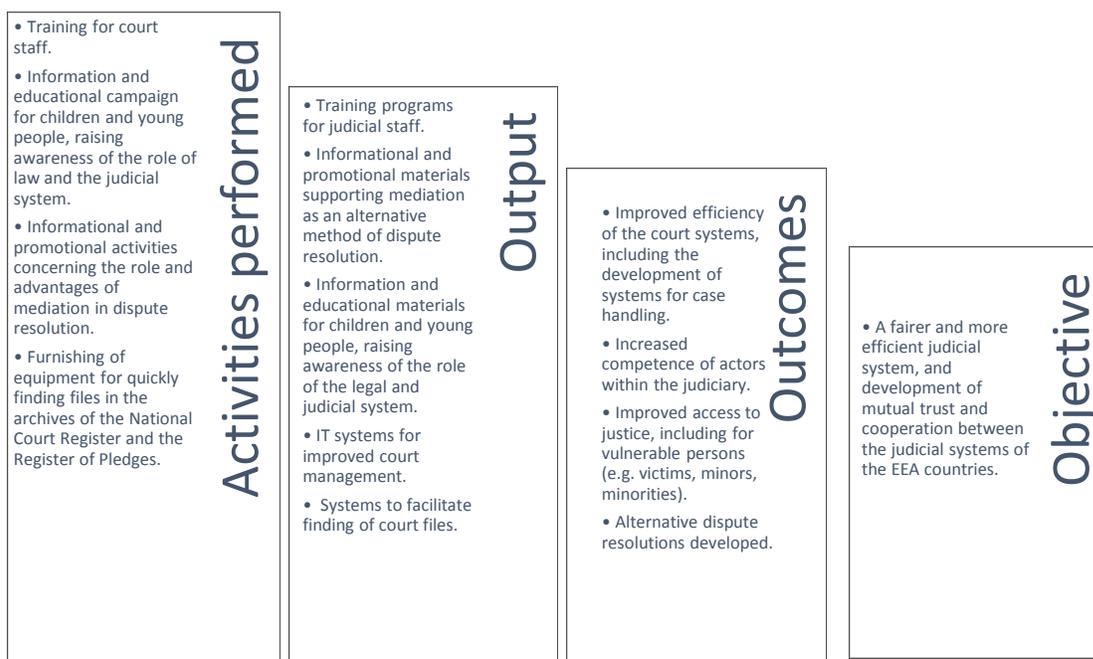
**The main objective of the Programme** was to develop fairer and more efficient judicial system, and to build mutual trust and cooperation between the judicial systems of the EEA countries.

The operational objectives (outcomes) of the Programme include:

- Improved efficiency of the court systems, including the development of systems for case handling;
- Increased competence of actors within the judiciary;
- Improved access to justice, including for vulnerable persons (e.g. victims, minors, minorities);
- Alternative dispute resolutions developed.

A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 22 Objective and method of its implementation as assumed in the PL16 Programme



Source: Own work based on Programme descriptions, the DORIS database

Within the Programme only predefined projects were implemented. Altogether there were 6 projects aimed at: modernising IT systems of courts ( project 1); developing the management system of judicial file (project 2); increasing competence of the judicial system staff by complex training initiatives (project 3); strengthening the position of crime victims and supporting witnesses in criminal proceedings (project 4); increasing access to justice, including for the so-called sensitive groups, e.g. victims, minors, minorities (project 5); and promoting alternative methods of dispute resolution (project 6).

A more detailed description of the above projects is presented in the table included in the appendix to this report.

### Effects of the Programme

At the level of the Programme and the individuals projects, the value of the respective indicators exceeds the planned values in most cases, with certain minor exceptions.

The indicators for the entire Programme are shown below:

Table 55 Objectives of the PL16 Programme – Judicial capacity-building and cooperation

Indicator	Target value	Value achieved (as of 31 December 2016)	Success rate
Length of civil and business lawsuit proceedings examined in the process (years)	5.6	10.5	53%
Number of staff trained for improvement of their performance	6000	8876	148%

Indicator	Target value	Value achieved (as of 31 December 2016)	Success rate
Positive opinion on the judicial system among the Polish population	50%	36%	72%%
Number of cases referred to mediation	11,000	24,095	219%
Number of effective mediations	3600	5048	140%

*Source: Own work based on the Annual report on implementation of the PL16 Programme for 2016*

As illustrated, three of the indicators set have been exceeded, quite considerably, and two of the indicators remain relatively low and are quite far from the planned values. In this context, we can see that this fact was affected by several various factors, to a considerable extent beyond the control and influence of the Programme Operator. Most of all, only some of the projects implemented could have any impact on the length of the proceedings, and the impact was quite limited; in addition, its effect can be of a rather long-term nature.

As for opinion on the judicial system, it could hardly have been impacted by the implemented projects. In our opinion, the planned 50% level seems to be not very feasible if in 2012, the share of positive opinions was even lower than now and was equal to 28%<sup>89</sup>. It is also worth noting (as emphasised both by the authors of the paper by CBOS and by the Programme Operator in the annual report) that the opinions about the judicial system are considerably affected by the mass media, and recently, at least some of them (in particular, the public TV), in the evaluator's subjective judgement, delivered a lot of negative information and opinions on the operation of the judicial system.

Below, we present the values of selected indicators, which we consider to be the key indicators, at the level of the individual projects.

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<sup>89</sup> CBOS, "Research communication No. 31/2017. Opinions on the judicial system in the population", Warsaw, March 2017.

Table 56 Selected indicators for the individual projects under PL16 and their achievement

Indicator	Target value	Value achieved (as of 31 December 2016)	Success rate
<b>Achievement of selected indicators for project 1: “Improving administrative capacities of courts, including computer systems”</b>			
Number of courts using the new system and software	374*	76	20%
Number of judicial authorities with implemented common service and central mail service	170*	76	45%
Number of judicial authorities with implemented identity management system	374*	73	20%
Number of individuals trained and with improved skills in the scope of the project	250*	273	109%
* - Increased value of the indicator due to increased value of the project, based on the savings generated in the Programme			
<b>Achievement of selected indicators for project 2: “IT-archive centres for common courts – development of a court files management system”</b>			
Number of courts using the court files management system	21	21	100%
Number of divisions with implemented unified system for court files management, equipped with hardware and software	38	38	100%
Number of trained users of the system (in divisions of the National Court Register = 600, in divisions of the Register of Pledges = 100)	700	700	100%
<b>Achievement of selected indicators for project 3: “Modern methods of court management (the implementation)”</b>			
Number of individuals with increased knowledge due to their participation in the project	7500	8876	118%
Number of individuals with completed training and workshops	7000	8374	120%
Number of individuals with completed post-graduate studies and subject-related training under the project	750	615	82%
Number of individuals attending post-graduate studies and subject-related training	750	613	82%
<b>Achievement of indicators for project 4: “Strengthening the position of crime victims and support for witnesses in criminal proceedings”</b>			
Number of Support Centres for Crime Victims, providing legal and psychological support for victims of crime	16	16	100%
Number of judicial actors trained to ensure improved access to justice	1527	1541	101%
Number of professionals working with victims, trained in methods for supporting victims in penal proceedings	840	847	101%
Number of training participants declaring acquisition of new skills or knowledge	500	627	125%
Number of customer service staff trained to support witnesses in penal proceedings	687	694	101%
Number of training participants declaring acquisition of new skills or	410	494	120%

Indicator	Target value	Value achieved (as of 31 December 2016)	Success rate
knowledge			
Provision of possibly comfortable conditions for hearing children as victims/witnesses in penal proceedings	20	16	80%
<b>Achievement of indicators for project 5: "School education against legal exclusion"</b>			
Number of /organised/ workshops	506	506	100%
Number of pupils /included in project/ in secondary schools	7920	8019	101%
Number of pupils /included in project/ in upper-secondary schools	7260	7643	105%
Percentage of surveys /evaluating/ confirming increased awareness	80	85.61	107%
<b>Achievement of indicators for project 6: "Promoting alternative methods of dispute resolution"</b>			
Number of cases referred to mediation	12000*	16569	138%
Number of individuals trained /under the project/	840	840	100%
Number of individuals declaring increased awareness of mediation/need of mediation	600	840	140%
Training program incl. indication of target groups	1	1	100%
** – A baseline value of 10,398 has been also set for this indicator			

Source: Own work based on the Annual report on implementation of the PL16 Programme for 2016

As illustrated, most of the indicators have been achieved or even exceeded. As for project 1, its implementation has been extended until 30 April 2017. Therefore, at the end of 2016, the indicators have not reached their planned values yet (ultimately, the target values should be reached<sup>90</sup>). It is worth noting, however, that the original indicators have been quite significantly increased due to the increase of the project's value. Prospectively, the project is very important for supporting the court administration due to development of a coherent ICT environment for the courts. The project applies to all courts; certain elements that are not funded from the NFM, will be completed with the domestic funds and it is planned that by the end of 2017, all courts in Poland should have a unified Web domain, a common electronic mail and appropriate capacities for user identity management, all of which should considerably improve the process of court management.

The second project involved development of systems for quicker finding of paper files, through application of special electronic "adhesive labels", which reduced the time needed for finding archived files, the files can be found even if misplaced, and, as a rule, files cannot be taken out of the archive (due to installation of special gates, similar to those used in commercial stores). The project applies to courts providing services for the National Court Register and the Register of Pledges. The project was extensively discussed at the preparation stage, under consideration of the fact that ultimately, most or even all court files should be made available in electronic form. However, due to the fact that the

<sup>90</sup> On the basis of information collected, the target values have been finally reached.

digitisation of all files may take a very long time, this system will certainly facilitate and reduce the time needed for provision of files, and also reduce the risk of loss or removal of files from the archive.

The nature of the third project was strictly related to training and it was planned to improve the quality of court management; therefore, it applied not as much to the judicial environment as to the considerable extent to the court administration. The project has been basically completed, but the indicators concerning individuals attending and completing post-graduate studies can still grow. A great advantage of the project was also the fact that the trainings were partially addressed to the lower and middle staff, who previously participated in the projects of this kind to a very small extent and therefore, taking very active part in the conducted trainings, they assessed the project implementation very positively.

The fourth projects involved support for witnesses and victims. A successful attempt was made to provide support on-site in courts (most of the support was provided out of courts by non-governmental organisations, winners of the relevant competitions). Furthermore, court staff was trained in methods and forms of providing the support, in a pilot training programme. This type of support is usually financed from domestic funds, under the Victim Support Fund, but it was possible to develop higher standards and forms of support in the case of the NFM funds. Those standards should be officially adopted, so that the corresponding activities are still financed from the domestic funds under the aforementioned Fund.

The fifth project involved legal education for children and young people. The project was also highly successful; its core advantage was the fact that a range of innovative and attractive educational materials and books (including exercise books) has been developed, that can be still used by teachers and students and that are available for download from the website of the Ministry of Justice for anyone<sup>91</sup>.

The sixth project involved increasing awareness of mediation as a method for dispute resolution, reducing the workload of courts, and also (as a rule) helping resolve disputes in such a manner that both parties are actually satisfied with the arrangement made. It should be mentioned that the activities are financed from various sources; in 2014-2015, a pilot project called “Arbitration and Mediation Centres” was implemented by the former Ministry of Economy. Currently, the support is continued under Measure 2.17 of the Knowledge Education Development Operational Programme.

#### *Broader impact of the Programme and the context of its implementation*

The context of implementation is very important for evaluation of the relevance of the Programme and the projects implemented in the course of the Programme.

Similar to many other countries, Poland is challenged by a serious problem of prolonged court proceedings, caused by very high numbers of proceedings and, sometimes, insufficient staff and infrastructural solutions that would reduce the time of proceeding. An important issue, related with the subject of one of the implemented projects, is also the slow adoption of mediation procedures, where

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<sup>91</sup> See <https://ms.gov.pl/pl/poradnik-prawny-dla-mlodziezy/>

the role of courts is usually quite limited (often, involving only referral to mediation and then approval of its result), due to which (as far as the mediation results in a resolution) the workload of courts in such proceedings will be considerably reduced and the efficiency of handling other proceedings will be improved. It is clear, as shown below, that mediations are becoming more and more popular (as illustrated by the example of civil proceedings).

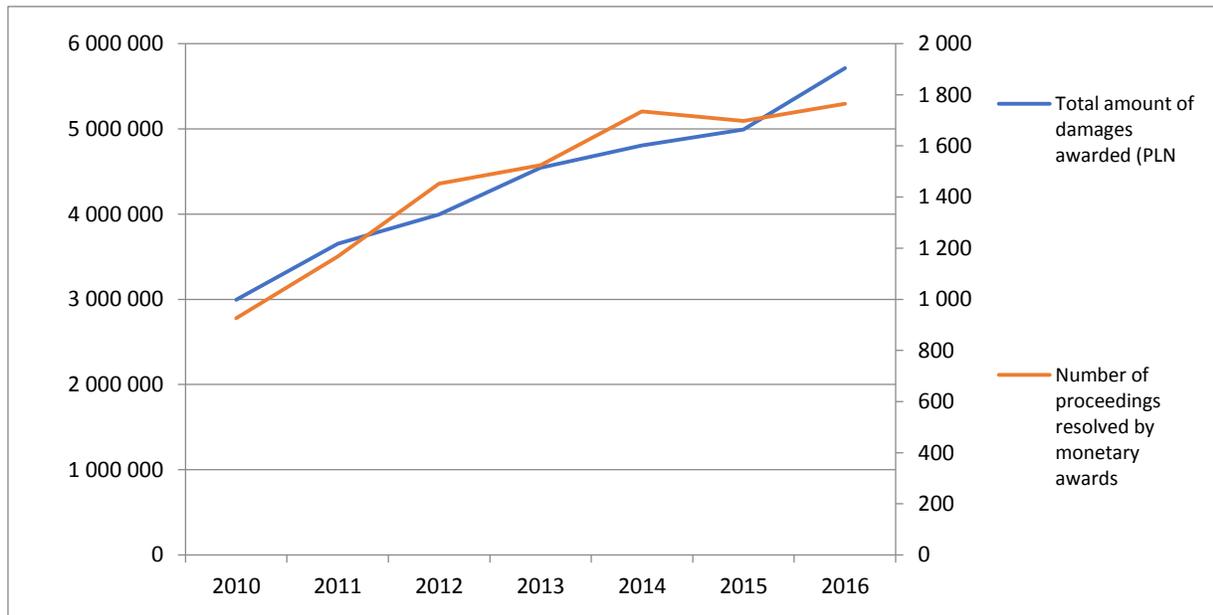
*Table 57 Number of cases referred to mediation in civil proceedings in Poland*

<b>Year</b>	<b>Regional Courts</b>	<b>District Courts</b>	<b>Total</b>	<b>Dynamics</b>
<b>2006</b>	1,053	395	1,448	-
<b>2007</b>	1,021	378	1,399	97%
<b>2008</b>	1,061	394	1,455	104%
<b>2009</b>	1,349	493	1,842	127%
<b>2010</b>	1,535	661	2,196	119%
<b>2011</b>	1,656	858	2,514	114%
<b>2012</b>	1,915	929	2,844	113%
<b>2013</b>	2,214	1,037	3,251	114%
<b>2014</b>	2,174	1,098	3,272	101%
<b>2015</b>	2,526	1,597	4,123	126%
<b>2016</b>	3,451	2,987	6,438	156%

*Source: Ministry of Justice*

The data presented below show the numbers and amounts of damages awarded due to excessive time of processing. Obviously, the data illustrate only cases with damages awarded.

Chart 12 Damages for excessive time of processing; proceedings held at Regional and Appeal Courts in 2010-2016



Source: Ministry of Justice

The cooperation with the Polish party was also positively assessed by the Programme partner – Norwegian Court Administration (NCA)<sup>92</sup>. Within the programme, the two parties succeeded in getting to know each other, thanks to which the future cooperation is supposed to be even better (although it is very likely that within a new programme one of the NJA's partner will be *Krajowa Rada Sądownictwa* (the National Council of the Judiciary).

In the future the programme should be implemented by the Norwegian party more efficiently. In cooperation with the government administration the NCA organised a number of seminars aimed at discussing experiences and making conclusions on implementing the recent edition of the Norwegian Financial Mechanism.

In the opinion of the Norwegian partner, it would be also advisable to make the rules of settling expenditures more flexible and to prolong the deadlines for their settlement.

#### *Sustainability of effects of the Programme*

Sustainability of the effects of the Programme will be certainly highly diversified for the individual projects implemented within the Programme. For obvious reasons, the highest sustainability will be noticed for projects providing a comprehensive solution for the given problem on nationwide basis. As for PL16, this applies to project 1 and its completion from the domestic funds, planned for 2017. Of course, the nature of project 2 was also comprehensive for both national registers within its scope of operation. The other projects were of mainly educational and promotional nature; therefore, it is very difficult to assess their sustainability. However, in this context, it is worth mentioning the growing

<sup>92</sup> Equivalent of the Polish National Council of the Judiciary

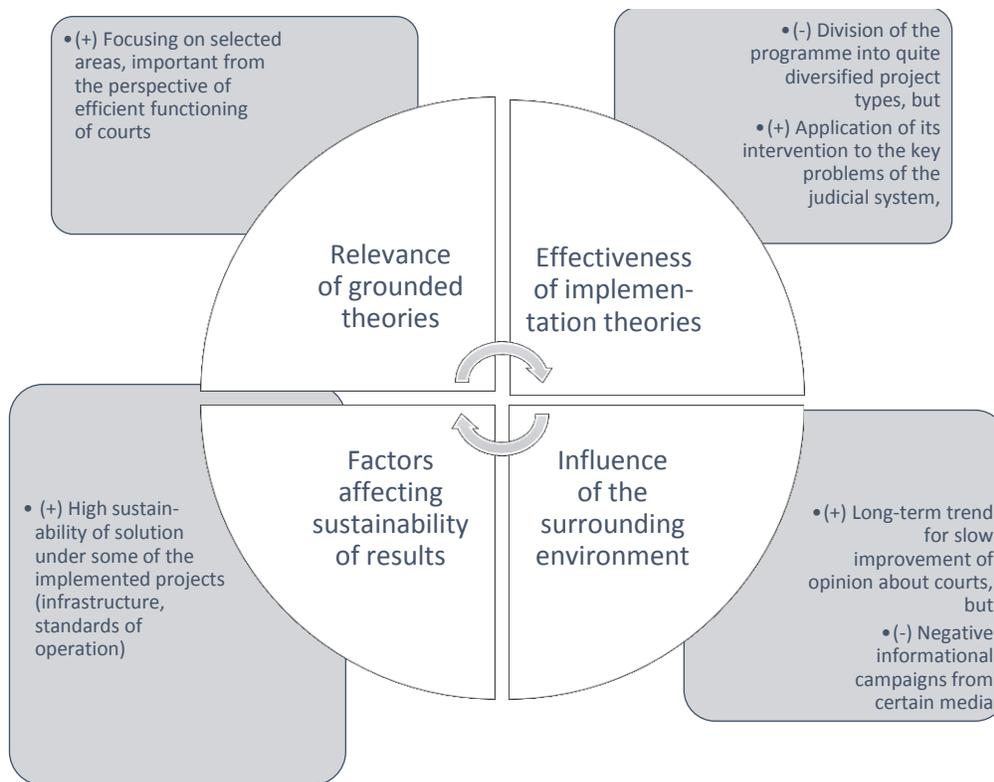
popularity of mediation and provision of interesting training and exercise materials, developed under the legal education project for children and young people.

In the course of the project concerning support for witnesses and victims, a new standard for witness support has been developed, to be adopted as a part of the general standards of customer service by customer service offices at courts. This solution guarantees that the output developed in the course of the project will be sustainable.

### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

*Figure 23 Summary of factors affecting effectiveness, impact and sustainability of the effects of the PL16 Programme*



*Source: Own work based on study data*

### *Conclusions and recommendations*

#### *Conclusions:*

- In spite of the fact that the implemented projects applied basically to different areas, all of them together were aimed at improvement of the functioning of courts and their perception in diversified areas.

- Certainly, the implemented projects contributed (in a longer perspective) to improvement of the efficiency of operation of the judicial system, and (probably in an even longer perspective) to improvement of the social perception of courts, whereas in the latter context, the role of reliable information distributed by the mass media is worth emphasising, as the media are very easily influenced by current events and political processes, for obvious reasons.
- The cooperation with the Norwegian partner was sometimes useful, but in future, we should consider focusing on cooperation in those areas where the Norwegian solutions can be indeed of use under the Polish circumstances.
- In the next Norway/EEA Grants programming period, acceptance of planned and already implemented changes to the judicial system by the Norwegian partner may pose a serious challenge in terms of reaching agreement about the scope of the projects, due to the fact that the changes can be considered as infringement of its independence.

*Recommendations:*

- In the next Norway/EEA Grants programming period, such a selection of indicators should be considered so that the projects implemented under the given Programme have a real impact on their values. In addition (which, however, will be very difficult due to the importance of the judicial sector), it is worth trying to select such indicators that will be least susceptible to the current political situation.
- The cooperation with the Norwegian partner should be initiated and negotiations as soon as at the stage of preparation of the project, without deciding “in advance”, which projects should be implemented in partnership and which should not.
- It is advisable to continue combining training activities with informational and promotional activities (e.g., promoting mediation) as well as improvement of the judicial infrastructure.
- If improvement of the general public’s opinion about the judicial system is supposed to remain one of the objectives for the intervention, the activities for improved efficiency of proceeding should be definitely accompanied by continued activities for support and proper treatment of victims and witnesses.

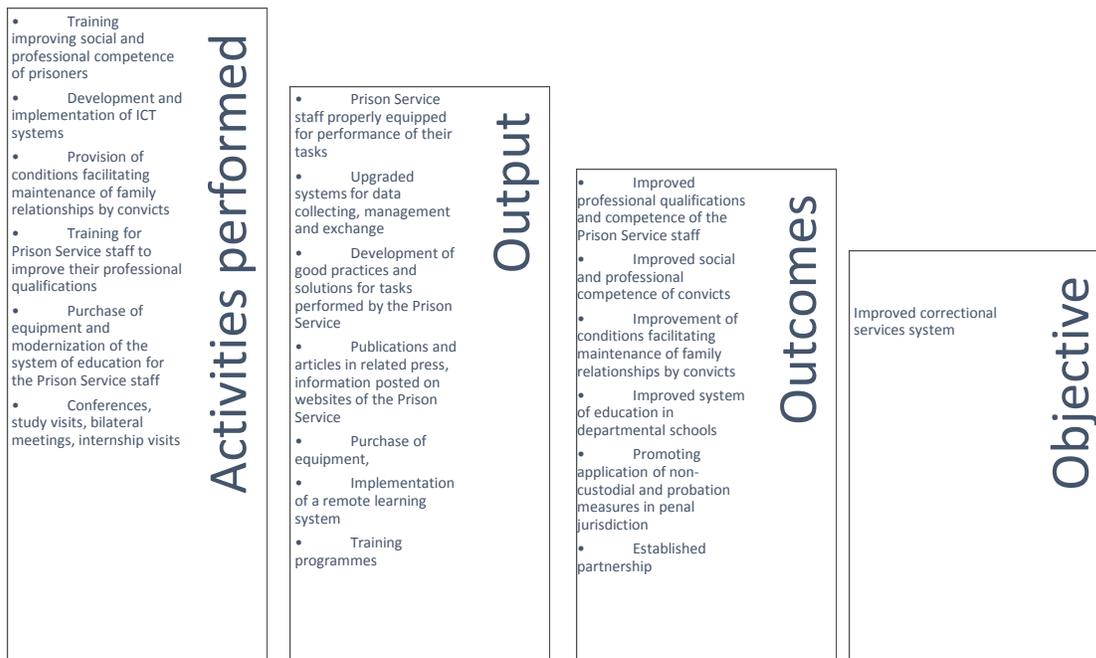
#### 3.1.6.4. Correctional services, including non-custodial sanctions [PL17]

*Objectives of the Programme*

**The main objective of the Programme** is to improve the correctional services system in Poland in compliance with relevant international human rights instruments. The objective specified in this manner will be strived at through implementation of activities aimed at improvement of competence of convicts, prison staff and Prison Service officers, as well as through activities dedicated to judicial staff, promoting application of non-custodial and probation sanctions, as alternatives to prison.

A schematic description of the objective and methods for its implementation are shown in the figure below.

Figure 24 Objective and method of its implementation as assumed in the PL17 Programme



Source: Own work based on Programme descriptions

Due to the specific nature of the area of correctional services and, in a broader sense, the judicial system, the PL17 Programme involved implementation of only predefined projects (7 projects). The Programme was implemented at the central level by the relevant units of the Central Board of Prison Service, the Ministry of Justice and by the Central Training Centre for Prison Service in Kalisz. The following projects were among financed ventures:

- *Implementation of training programmes raising social and professional competences of convicts and creation of conditions sustaining the convicts' family bonds for the purpose of raising the effectiveness of their return to the society after the completion of the term (Project No. 1).*
- *Implementation of training programmes dedicated to Prison Staff, raising their professional qualifications for the purpose of ensuring proper level of imprisonment enforcement subject to international human rights (Project No. 2).*
- *Implementation of training programmes dedicated to Prison Staff directed at raising their abilities for proper execution of official duties (Project No. 3).*
- *Reinforcement of security systems and equipment of Prison Service Intervention Groups and Convoy Groups and development of professional qualifications of security department officers (Project No. 4).*
- *Creation and implementation of IT and telecommunication systems improving the management of correctional facilities (Project No. 5).*
- *Purchase of equipment and modernization of the system of Prison Staff training in departmental schools (Project No. 6).*

- *Popularization of the enforcement of non-isolative penalties and probation in the penitentiary system (Project No. 7).*

Five of the seven predefined projects (1, 2, 3, 4, 6) were completed by the end of 2015, the implementation of another one (project 5) was extended until the end of December 2016, and the last predefined project, launched in 2014 and implemented by the Department for the Execution of Judgements and Probation in the Ministry of Justice (project 7), will continue to be implemented in the first trimester of 2017 – until the end of April 2017.

Cooperation in form of partnership within the PL17 programme is performed at 2 levels – both on the Programme level, with the Norwegian Prison Service, and on the project level – two of the projects (2 and 6) are implemented in partnership with the Training Centre for Norwegian Prison Service Staff, and one project (7) is implemented in partnership with the Akershus Probation Office. Under the Programme, funds are reserved for the Bilateral Fund, to be used for financing activities strengthening the cooperation between Norway and Poland, through establishing contacts and sharing knowledge, technologies, good practices and experience. The Bilateral Fund's resources were allocated for financing strategic initiatives taken by the programme Partners, including the following:

- meeting of experts of the prison services from the two countries with a view to exchanging experiences and preparing the assumptions of the future cooperation;
- workshops on e.g. exchanging the best practices and experiences in bilateral cooperation;
- meetings of Directors-General of the Polish and Norwegian Prison Services;
- seminars on exchanging experiences in penitentiary an preventive treatment;
- international meetings on exchanging experiences and good practices with the NFM Programme Operators from other countries;
- study visits (including the so-called job – shadowing) of representatives of selected Polish and Norwegian penitentiary units with a view to exchanging experiences and good practices, comparing the two penitentiary systems and legal solutions applicable in Poland and Norway and comparing how actual official duties are performed by the people participating in the staff exchange.

Within the Bilateral Fund resources were also allocated for 7 projects implemented by Beneficiaries along with Norwegian entities which assumed taking bilateral initiatives. The projects involved, among others, organising and conducting study visits related to transfer of knowledge and experiences in performing duties of prison service, such a training prison service staff, preventive measures against stress and burnout syndrome, solving difficult problems without violence, trainings on self-defence and interventional techniques. Within the project a Polish-Norwegian conference was organised focusing on training prison service staff. Also, lecturers of the Central Training Centre for Prison Service (COSSW) and the Norwegian Academy of Training Prison Services (KRUS) underwent internships in Poland and Norway with a view to transferring knowledge and experiences related to organising and conducting trainings for Polish and Norwegian prison service staff.

A summary of key assumptions of the support can be found in the table included in the appendix to this report.

### *Effects of the Programme*

94.63% of the allocation was assigned for implementation of the seven predefined projects, implemented at the central level by the organisational units of the Prison Service and one of the Departments of the Ministry of Justice.

The remaining part of the allocation was assigned to implementation of the Bilateral Fund and the costs related with management of the Programme (3.26% and 2.10%, respectively).

The total allocation available for the PL17 Programme under the EEA FM and the NFM for 2012-2017 amounted to EUR 13,000,000.00, and the total value of the Programme with national co-financing amounted to EUR 15 294 118,00, meaning approx. PLN 64 847 060,00<sup>93</sup>.

In a similar period, 2007-2015, projects were implemented under NSRF 2007-2013 with the aim to support the correctional services system – in the area of strengthening human resources. Under Measure 1.3.4 of the Human Resources Development Operational Programme, the Central Board of Prison Service implemented 4 system projects – 2 projects related with improvement of professional qualifications of Prison Service officers and staff in the area of performing tasks related with employment support for convicts, and 2 projects dedicated directly to the imprisoned (including the disabled), the aim of which was to improve the social and professional competence of convicts. The total value of the projects amounted to PLN 112.2 million<sup>94</sup>, which means that the funds from the EEA FM/NFM represented **57.7%** of the expenditures incurred under the Cohesion Policy.

In addition, funds for performance of tasks related with employment support for convicts are allocated from the Fund for Employment Support for Convicts and Development of Prison Industrial Workshops – a state-managed special purpose fund, the task of which is to support re-adaptation of the imprisoned. The funds are spent for creating new (and protecting the existing) jobs for convicts, development of infrastructure in the penal institutions of the Prison Service, which is necessary for proper performance of social rehabilitation, upgrades of prison industrial workshops, organisational of vocational training and professional improvement for the imprisoned as well as organisation of training in terms of employment support and job-seeking ability. In 2013-2015, the total amount from the Fund for Employment Support for Convicts spent for implementation of tasks related with employment of convicts and for financing activities aimed at their rehabilitation was PLN 70,049,100.0<sup>95</sup>.

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<sup>93</sup> The exchange rate applied: EUR 1 = PLN 4.24. This is the average exchange rate for 2012-2017 according to the weighted average exchange rate of the National Bank of Poland. [http://www.nbp.pl/home.aspx?f=/kursy/arch\\_a.html](http://www.nbp.pl/home.aspx?f=/kursy/arch_a.html)

<sup>94</sup> According to the database of executed agreements of the Ministry of Economic Development,

<sup>95</sup> According to information provided by the Supreme Audit Office on the results of audit of the public budget performance in 2013, 2014 and 2015 in part 37 – Justice and performance of financial plans of the victim support funds as well as post-penitentiary assistance and fund for employment support for convicts and development of prison industrial workshops

As for the imprisoned, the numbers of convicts attending training in form of courses (supplementary to the education offer) and training financed from the NFM are as follows:

Table 58 Training courses – convicts

In total	Number of convicts attending training courses	Number of convicts attending training financed from the NFM (PL17, project 1)
Number of courses	2,058	1,473
Number of course graduates	21,804	15,490 <sup>96</sup>

Source: Own work based on the annual statistical information from the Central Board of Prison Service for 2013, 2014, 2015, and Strategic Reports on the implementation of the European Economic Area Financial Mechanism and the Norwegian Financial Mechanism 2009-2014 in Poland in 2014-2016, and data obtained from the Operator (as of 31 December 2016)

According to the statistical data for 2013-2016, approx. 18,200 officers attended vocational courses provided by the Prison Service. During the same period, approx. 34,200 Prison Service officers and staff attended highly specialist training provided in the course of predefined projects 2-6, implemented under the PL17 Programme.

Table 59 Professional improvement training for Prison Service officers

Years	Number of Prison Service officers attending professional improvement training	Number of Prison Service officers and staff attending training/courses financed from the NFM (PL17, project 2-6)
2013-2016 in total	18,183	34,242 <sup>97</sup>

Source: Own work based on the annual statistical information from the Central Board of Prison Service for 2013, 2014, 2015, 2016, and the Strategic Report on the implementation of the European Economic Area Financial Mechanism and the Norwegian Financial Mechanism 2009-2014 in Poland in 2016, and data obtained from the Operator (as of 31 December 2016)

As illustrated by the above information, the FM and NFM funds allocated for implementation of the PL17 Programme constitute an additional source of financing, but a particularly important one due to the subject and scope of the training provided, especially for activities aimed at strengthening the professional competence of Prison Service officers – the Norway Grants constituted a substantial support for the process of professional development.

In the *Memorandum of Understanding for the PL17 Programme Correctional services, including non-custodial sanctions*, two outcomes are specified:

1. Improved competences of both inmates and prison staff.
2. Increased application of alternatives to prison.

For objective 1, the target values of all indicators have been exceeded, as shown in the table below.

<sup>96</sup> The data refer to the total number of individuals attending training, not the count of “non-repetitive” individuals

<sup>97</sup> The data refer to the total number of individuals attending training/courses, not the count of “non-repetitive” individuals.

Table 60 Achievement of indicators for improved competences of both inmates and prison staff under the PL14 Programme

Indicator	Type of indicator	Target value	Value achieved (as of 31 December 2016)	Success rate
Training programmes and/or professional courses for the convicts (project 1)	Output	803	1,473	183.4%
The number of certificates/diplomas certifying graduation for convicts (project 1)	Outcome	7502	15,490	206.5%
The number of certificates/diplomas certifying graduation from courses/training programmes/ postgraduate studies for staff (project 2)	Output	3,669	4,674	127.4%
The number of certificates/diplomas certifying graduation from courses/training programmes/ postgraduate studies for staff (project 3)	Output	1,688	1,974	116.9%
The number of certificates/diplomas certifying graduation from courses/training programmes for staff (project 4)	Output	3,940	7,726	196.1%
The number of certificates/diplomas certifying graduation from courses/training programmes for staff (project 5)	Output	11,250	11,451	101.8%
The number of certificates/diplomas certifying graduation from courses/training programmes/ postgraduate studies for staff (project 6)	Output	6,300	8,417	133.6%
Number of certificates confirming graduation of training programmes dedicated to judges, prosecutors, probation officers, local government authorities and other employees (project 7)	Output	5,120	5,743	112.2%
Number of certificates/diplomas (total for projects 2, 3, 4, 5, 6, 7)	Outcome	31,967	39,985	125.1%

Source: Work based on the Strategic Reports on the implementation of the European Economic Area Financial Mechanism and the Norwegian Financial Mechanism 2009-2014 in Poland in 2014-2016, and data obtained from the Operator (as of 31 December 2016)

Project 1 (*“Implementation of training programmes raising social and professional competences of convicts and creation of conditions sustaining the convicts’ family bonds for the purpose of raising the effectiveness of their return to the society after the completion of the term”*) is a spectacular example of exceeding of the planned indicators. Due to modifications of the project (in 2014, the amount of funds allocated for the project was increased due to reallocation of funds from project 7, and in 2015, savings resulting from lower costs of training were used), its scope was extended: the project was joined by new penitentiary facilities, with additional convicts recruited for the project, which significantly increased the ultimate count of individuals attending training provided under the project and affected the achievement (and exceeding) of the planned outcome indicator.

For increased application of alternatives to prison, the target values of the indicators have also been exceeded (refer to table below).

Table 61 Achievement of indicators for increased application of alternatives to prison under the PL14 Programme

Indicator	Type of indicator	Target value	Value achieved (as of 31 December 2016)	Success rate
Training courses organized for Judges, prosecutors, probation officers, local government authorities and other staff (project 7)	Outcome	50	63	126.0%
Number of certificates confirming graduation of training programmes dedicated to judges, prosecutors, probation officers, local government authorities and other employees (project 7)	Output	5000	5743	114.8%
Percentage of persons sentenced to alternatives to prison (project 7)	Output	43.0%	55.1%	127.9%

Source: Own work based on the DORIS database

The above list shows the rate of achievement for the indicators as at the end of December 2016, and the predefined project 7 was implemented until 30 April 2017; therefore, the ultimate indicators set for outcome 2 can probably still change.

#### *Broader impact of the Programme*

Without any doubts, the impact of the PL17 Programme is broader than only impact on the direct recipients of the project activities, although its effects will be noticeable only in a longer perspective, upon completion of its implementation.

Considering the statistics of “return-to-prison rates”, we could conclude that the extent and scope of the activities performed by the Prison Service in the course of implementation of the projects supported by NFM, the cohesion policy and the statutory tasks of the Prison Service, may contribute to reduction of the return-to-prison rates among convicts.

Table 62 Return-to-prison rates with reference to number of convicts

Years	2013	2014	2015	2016
<b>Total</b>	38,453	39,067	37,247	37,378

Source: Own work based on the annual statistical information from the Central Board of Prison Service for 2013-2016

The statistical data of the Central Board of Prison Service, concerning the count of temporarily arrested and convicted individuals in 2013-2016, suggest a downward trend. Without doubt, this can also have been affected by the implementation of the PL17 Programme, resulting in increased application of alternatives to prison – non-custodial and probation measures.

Table 63 Number of temporarily arrested and convicted individuals in total

Years	2013	2014	2015	2016
<b>Total</b>	83,187	77,908	73,669	70,338

Source: Own work based on the annual statistical information from the Central Board of Prison Service for 2013-2016

In order to maintain the trend, it is necessary to continue activities aimed at improvement of the judicial system and the correctional services system. This is a self-regulating system – in a broader perspective, the expected effect of improvement will be accomplished only through continuation of a comprehensive modernisation programme in terms of education for convicts, professional development for Prison Service officers, advancement of systems for staff education and IT systems, as well as inclusion of other judicial services in the performance of the improvement activities – the police, judges, prosecutors.

A continuation and additional support for correctional services system, contributing to strengthening of the effects of the PL17 Programme in the area of improvement of social and professional competence of convicts, is also provided through implementation of the *Improvement of professional competences of convicts for the purpose of their return to the labour market after completion of the term* project by the Central Board of Prison Service, supported from the OP KED for 2014-2020 with approx. PLN 111.4 million. Its objective (similarly as for project 1 under the PL17 programme) is to promote social and professional activity of convicts and to improve their employability. The project is also designed for a similar group of convicts: near the end of their term and interested in acquisition and improvement of their professional competence.

We should also mention the implementation of the governmental *Work for Prisoners* Programme, financed from the Fund for Employment Support for Convicts and Development of Prison Industrial Workshops, the objective of which is to promote hiring of convicts through extension of facilities for unpaid work of prisoners for self-governmental institutions, granting tax credits for businesses hiring convicts and construction of production plants in the vicinity of penal institutions, as a possible place of work for prisoners.

The effects in the area related with purchase of specialist equipment for the Prison Service, to be used for performing professional tasks, and with the modernisation of IT and communication systems, will be additionally guaranteed by the *Programme for modernisation of Prison Service in 2017-2020*, operated since 1 January 2017. The aim of implementation of the Programme is to contribute to improvement of the effectiveness and efficiency of operations of the Prison Service, which as a result will improve the internal security of the state and its citizens. The Programme includes spending of approx. PLN 1.5 billion for purchase of equipment, refurbishment, upgrade of IT and communication systems as well as salary increases for Prison Service officers and staff.

Thus, the *Correctional services, including non-custodial sanctions* Programme is an important, but not the only tool affecting the improvement of the correctional services system in Poland as a whole.

As for the Programme impact, it is definitely worth mentioning the effects of the cooperation established between Polish and Norwegian prison services. The assessment of the bilateral cooperation declared by both the Operator and project beneficiaries is very positive. The interviewees mainly indicated increased knowledge and competence of prison service officers and employees, which has an impact on their actual work. Moreover, they state that the cooperation has contributed to transfer of good practices in training prison service staff and working with convicts (possible implementation of readaptation programmes after their adjustment to Polish reality, which will positively influence the rehabilitation of prisoners and the imprisonment execution). Taking bilateral initiatives has also contributed to increased knowledge and mutual understanding of partners due to getting to know how penitentiary systems in both countries work and to making personal contacts, which will result in the implementation of further joint ventures related not only to increased competence, but also to implementing research or scientific projects. It should be pointed out that know-how transfer is not one way only. Good practices and innovative solutions are implemented in both countries.

The Norwegian partner has assessed the cooperation with the Polish party as very good , pointing out its long – term and intensive character as well as a high level of motivation of Prison Service officers. Basically, at the stage of project implementation no important problems arose. Unfortunately, a limitation for e.g. intensified internships and for sending a greater number of people to such internships was insufficient knowledge of foreign languages among prison service officials. The Norwegian party intends to continue cooperation with the Polish party possibly on designing, constructing and functioning 4 pilot prison facilities. According to a representative of the programme partner, it would be advisable in the future to prolong trainings and internships in order to transfer in-depth detailed knowledge .

In a summary of the implementation of the PL17 Programme, we can assume that its effects should apply to the following areas:

Table 64 Indirect effects of implementation of the PL17 Programme

Convicts	Prison Service staff	System	Cooperation
Mitigation of harshness of imprisonment due to friendly conditions helping sustain	Improved application of standards for dealing with convicts, with due respect for	Development of good conditions for education of prison service officers, based on	Strengthening the bilateral relations between Poland and Norway

Convicts	Prison Service staff	System	Cooperation
close family relationships	human rights	IT tools	
<b>Employment support for convicts and reduction of the return-to-prison rate</b>	Improved effectiveness of correctional treatment for special groups of convicts and improved communication with convicted foreigners	Improved effectiveness of education (implementation of remote learning systems) and improved didactic potential of the prison service	Experience, knowledge and good practice sharing
<b>Reduced number of prisoners due to increased application of non-custodial measures</b>	Improved image of the prison service, higher prestige of the profession, increased job satisfaction	Improved efficiency and effectiveness of operational systems	Development of new solutions, based on experience applied in other countries
<b>Shaping correct prosocial behaviours and reduction of aggressive behaviours among convicts</b>	Improved effectiveness and quality of tasks performed	Strengthening of security systems and equipment through purchase of specialist hardware	Implementation of organisational/educational/technical changes based on proven solutions applied by the partner

Source: Own work based on desk research and qualitative studies

### *Sustainability of effects of the Programme*

As far as there are no doubts as to sustainability of effects for projects which involved investments in hardware, equipment, IT systems and education systems that will be used in everyday work of Prison Service officers and staff, in the case of training activities, the evaluation of sustainability of effects can be difficult to assess at this stage.

Educational programmes implemented under the Programme demonstrate a high potential for sustainability, although the actual evaluation of sustainability would be feasible only when based on surveys conducted among recipients of the support, concerning usefulness, suitability and use of the knowledge and qualifications gained from the training in everyday professional practice. The skills and knowledge gained during training/courses/studies can be considered to be sustainable “at the level of preservation” only if they become a regular part applied in work, and if the recipients of support in form of training share their acquired knowledge with other people.

Due to the fact that the projects selected for implementation under the PL17 Programme were based on an in-depth analysis of needs of the Prison Service staff, we can assume that their effects will be sustained and will remain noticeable at the entire system level. According to interviews conducted with representatives of the Programme Operator and one of the project beneficiaries, the acquired knowledge and skills pay off in everyday work and contributed to continued development of the Prison Service staff.

Diversified programme measures designed for various groups of support recipients, as well as considerable increase – in relation to the preliminary assumptions – of the number of trained Prison Service officers, result in mutual strengthening and consolidation of effects at the level of the entire correctional services system.

### *Factors affecting effectiveness, impact and sustainability of the effects of the Programme*

If we analyse the PL17 Programme in terms of its accuracy, we can conclude that the activities conducted in the course of the Programme significantly strengthened the tasks performed by the Prison Service, including but not limited to those related with improvement of competence of convicts and Prison Service officers. It is also particularly important that the area of support has been accurately diagnosed as early as at the stage of programming, which undoubtedly contributed to its effectiveness – all planned indicators have been considerably exceeded. Desk research and results of the qualitative studies indicate that the following factors have contributed to the success of the Programme:

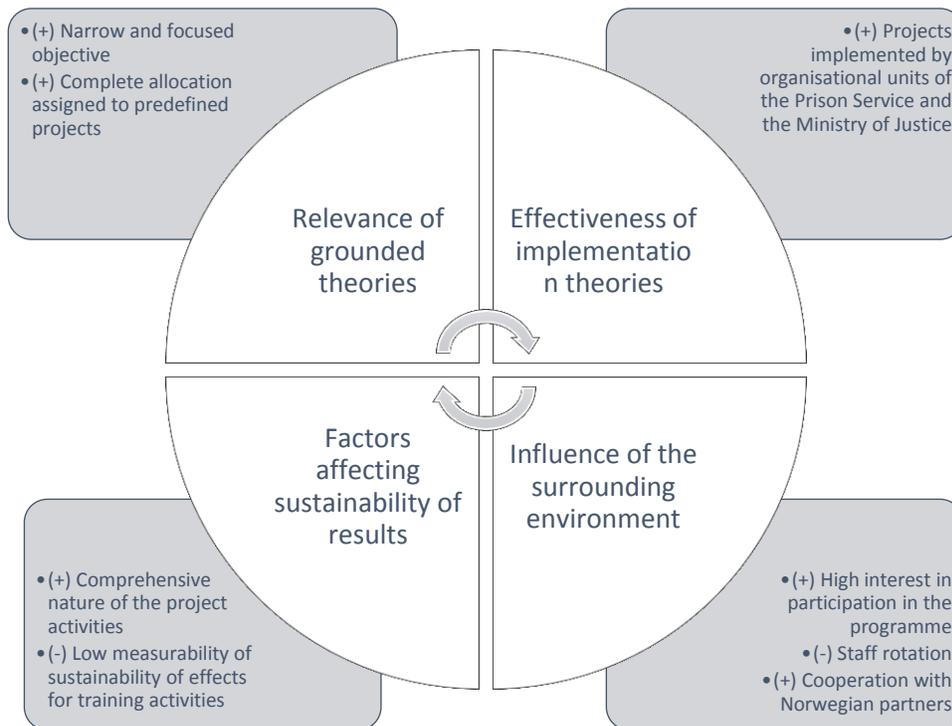
- Accurately designed objective of the Programme;
- Assignment of total allocation for nationwide predefined projects;
- Identification of specific projects at the stage of planning of the PL17 Programme and appropriate forecasting of the indicator values;
- The projects selected for implementation under the Programme were based on an in-depth analysis of the needs of future beneficiaries of the Programme;
- Comprehensiveness and diversity of project measures covering various groups of recipients, resulting in a high interest from final recipients.
- Effective cooperation with partners from Norway.

In the Programme Operator's opinion, the implementation of project 7, *Popularization of the enforcement of non-isolative penalties and probation in the penitentiary system*, constituted an organisational impediment, however, ultimately not affecting the achievement of outcome 2 specified for the Programme. The beneficiary of the project was the Department for the Execution of Judgements and Probation in the Ministry of Justice, which, in the judicial hierarchy, is the authority supervising the Central Board of Prison Service, and in the structure of EEA FM/NFM implementation, the department of the Ministry of Justice reports to the Programme Operator. It seems that in future, the implementation of the Programme should be limited only to projects within the competence of the Prison Service, and the area related to application of non-custodial sanctions should be included in the Programme implemented currently by the Ministry of Justice (PL16).

Application of distribution of authorities and responsibilities between the institutions obliged to perform activities in both areas will contribute to increased effectiveness, both on the level of organisation and ultimate results of the activities performed.

The figure below shows a summary of factors affecting effectiveness, impact and expected sustainability of the results.

Figure 25 Summary of factors affecting effectiveness, impact and sustainability of the effects of the PL17 Programme



Source: Own work based on study data

### Conclusions and recommendations

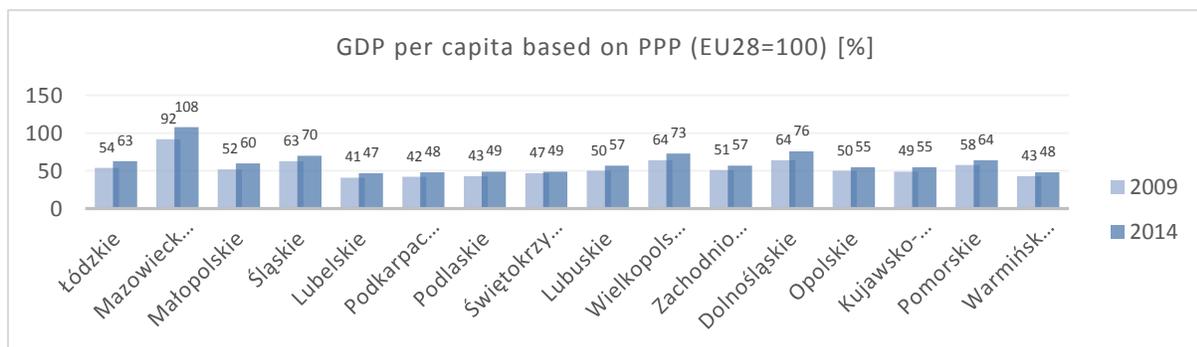
- A strength of the PL17 Programme lies in its holistic approach to improvement of the correctional services system;
- Another strength of the Programme is the extent and scope of international cooperation maintained with the Norwegian partners for predefined projects and for projects financed from the Bilateral Fund;
- Due to the specific nature of the correctional services system, the Programme should be continued in form of predefined projects;
- Support programming should be based on an in-depth analysis of the needs of beneficiaries and support recipients;
- The implementation of the Programme should be limited only to projects within the competence of the Prison Service;
- At the support programming stage in the next perspective, any available financing from other sources for the same area should be analysed in order to avoid the risk of duplicating tasks (see: the project of the Central Board of Prison Service with OP KED 2014-2020).

### 3.2. Impact of the EEA and Norway Grants implementation on reducing economic and social differences

#### *Analysis of the socio-economic situation during the EEA FM and the NFM implementation*

As background to the assessment of the impact of the EEA and Norway Grants on the macroeconomic level, hereafter follows an analysis of the socio-economic situation in Polish regions in the period of implementation of the Programmes. The analysis is performed for the main macroeconomic indicators (GDP per capita, employment, unemployment) as well as selected thematic indicators showing changes of situation in specific areas of the EEA FM and NFM intervention (CO<sub>2</sub> emission and share of renewable energy, number of small and medium-sized enterprises, expenditure on R&D and number of patent applications, number of tertiary graduates, number of hospital beds and number of audience in theatres and musical institutions).<sup>98</sup>

*Chart 13 GDP per capita based on PPP in relation to the EU-28 in the voivodeships in the period of implementation of the EEA FM and the NFM*

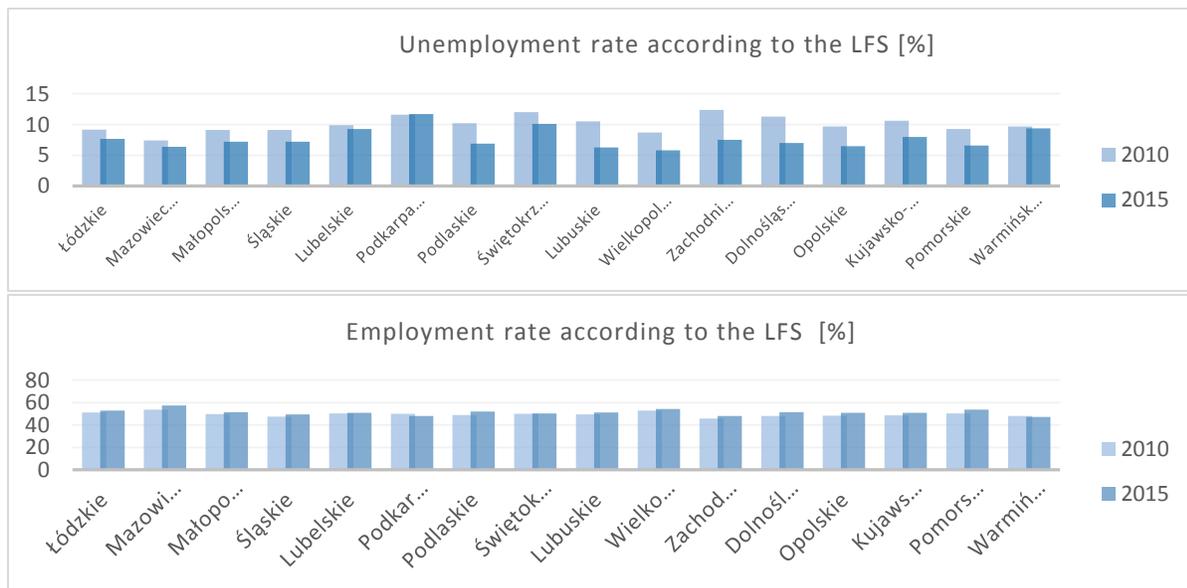


*Source: Own work based on the STRATEG Database of the Central Statistical Office (CSO)*

In the period of implementation of the EEA and Norway Grants, there is a noted convergence of economies of Polish regions with the EU. The level of GDP per capita in all Polish voivodeships approached the average level of GDP in the EU. The biggest change is noted in the voivodeships of Mazowieckie (16%) and Dolnośląskie (12%). The slowest developing region in the examined period was the Świętokrzyskie voivodeship (2%).

<sup>98</sup> The selection of indicators and the possibility of their analysis depended on whether they were available in the STRATEG database of the CSO in regional arrangement for the years defined.

Chart 14 Labour market in the voivodeships in the period of implementation of the EEA FM and the NFM

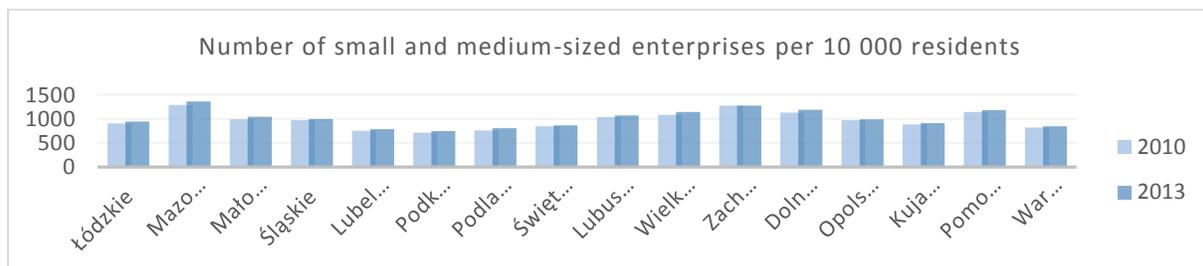


Source: Own work based on the STRATEG Database of the CSO

In the examined period, an improvement of situation in the Polish regions applied also to the labour market, where there was a considerable reduction of unemployment rate (with the exception of the voivodeships of Warmińsko-Mazurskie and Podkarpackie, where unemployment rate remained unchanged) and a notable increase of employment (with the exception of the voivodeships of Podkarpackie and Warmińsko-Mazurskie, where the value of the indicator decreased).

In the analysed period, the situation in the labour market was most improved in the voivodeships of Zachodniopomorskie (unemployment reduced by 4,9% and employment increased by 2,2%) and Podlaskie (unemployment reduced by 3,3% and employment increased by 3,3%. As mentioned above, the worst situation was noted in the voivodeships of Podkarpackie and Warmińsko-Mazurskie.

Chart 15 Number of small and medium-sized enterprises per 10 000 residents in the voivodeships in the period of implementation of the EEA FM and the NFM

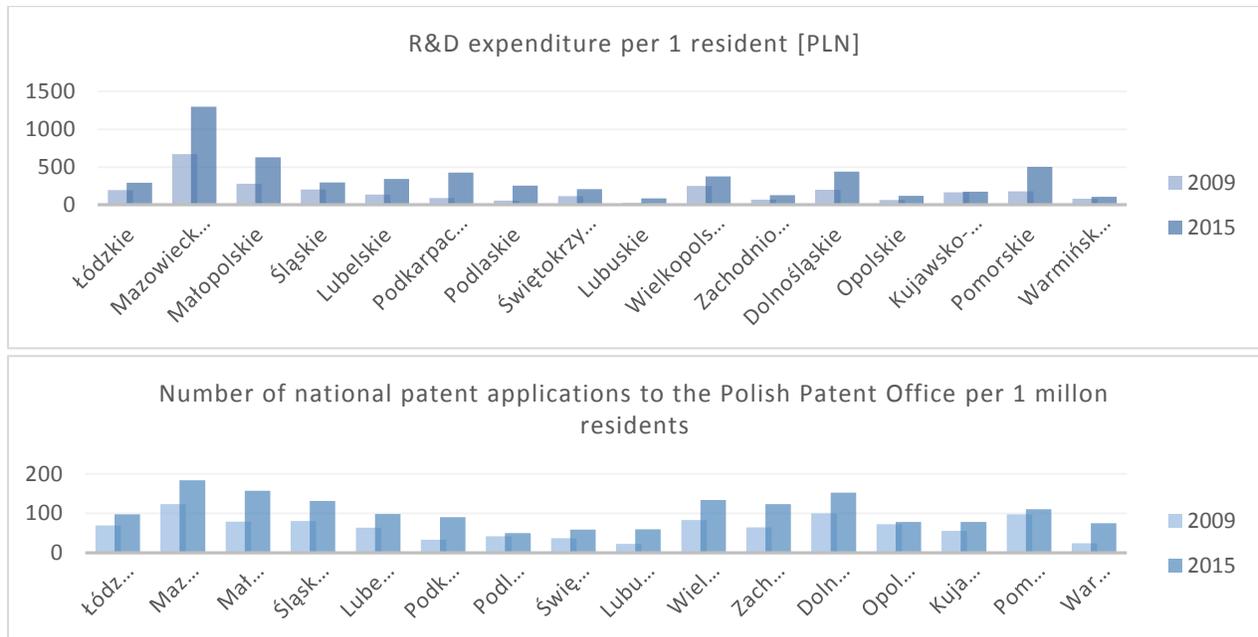


Source: Own work based on the STRATEG Database of the CSO

In the area of entrepreneurship, Polish regions noted a slight improvement while the structural differentiation between the regions remained fixed. The highest level of entrepreneurship in the

examined period was noted in the Mazowieckie voivodeship (1362 enterprises per 10 000 residents in 2013) and the lowest in the Podkarpackie voivodeship (749 enterprises).

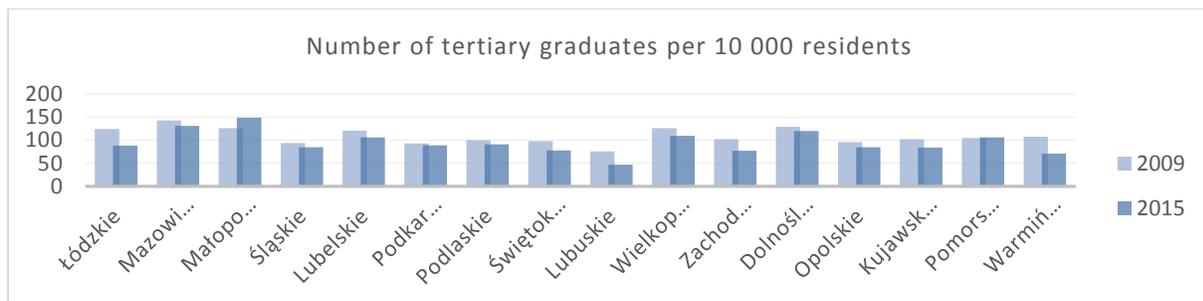
Chart 16 Research and development activity and patent activity in the voivodeships in the period of implementation of the EEA FM and the NFM



Source: Own work based on the STRATEG Database of the CSO

Special attention should be given to the pronounced positive changes in research and development activity and patent activity. In the examined period in all Polish regions there was a considerable increase in R&D expenditure (in some cases a multiple increase) as well as a visible increase in patent applications. Despite the fact that the scale of changes is a result of the "low base effect", this visible increase in research and development activity should be assessed as definitely positive, as an important factor to long-term economic development. However, it is alarming that the regional differentiation remains fixed both with regards to R&D activity and patent activity.

Chart 17 Number of tertiary graduates in the voivodeships in the period of implementation of the EEA FM and the NFM

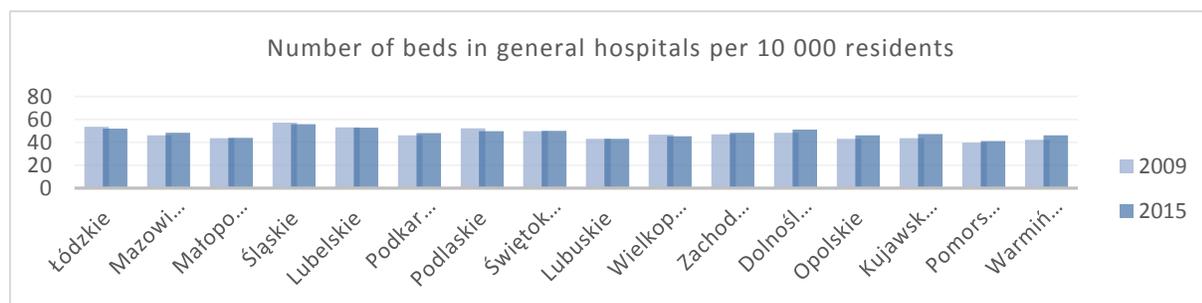


Source: Own work based on the STRATEG Database of the CSO

In the examined period in all voivodeships there was a decrease in number of tertiary graduates in relation to number of residents. However, it needs to be stressed that this change was primarily due to general trends and demographic changes (population decline). The largest decrease in number of tertiary graduates in relation to number of residents was noted in the voivodeships of Warmińsko-Mazurskie and Łódzkie.

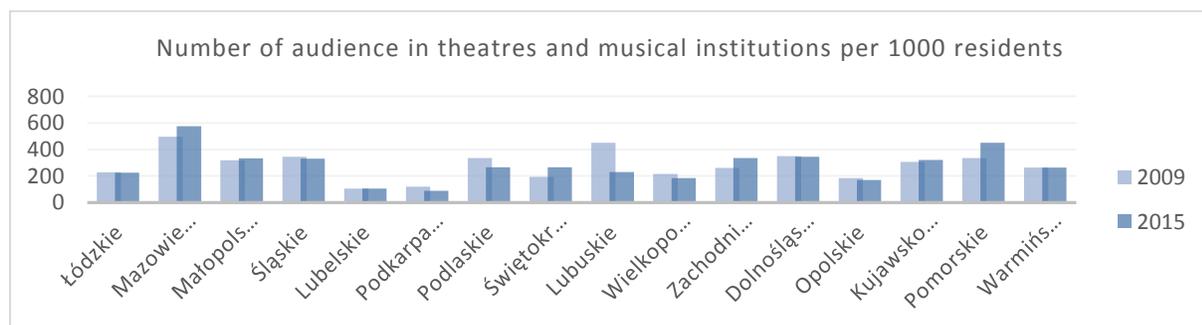
Positive social changes on the regional level also applied to the majority of areas related to the general quality of life of residents, i.e. health care (Chart 17), social participation in culture (Chart 18) as well as energy and environment (Chart 19).

Chart 18 Number of beds in general hospitals per 10 000 residents in the voivodeships in the period of implementation of the EEA and the NFM



Source: Own work based on the STRATEG Database of the CSO

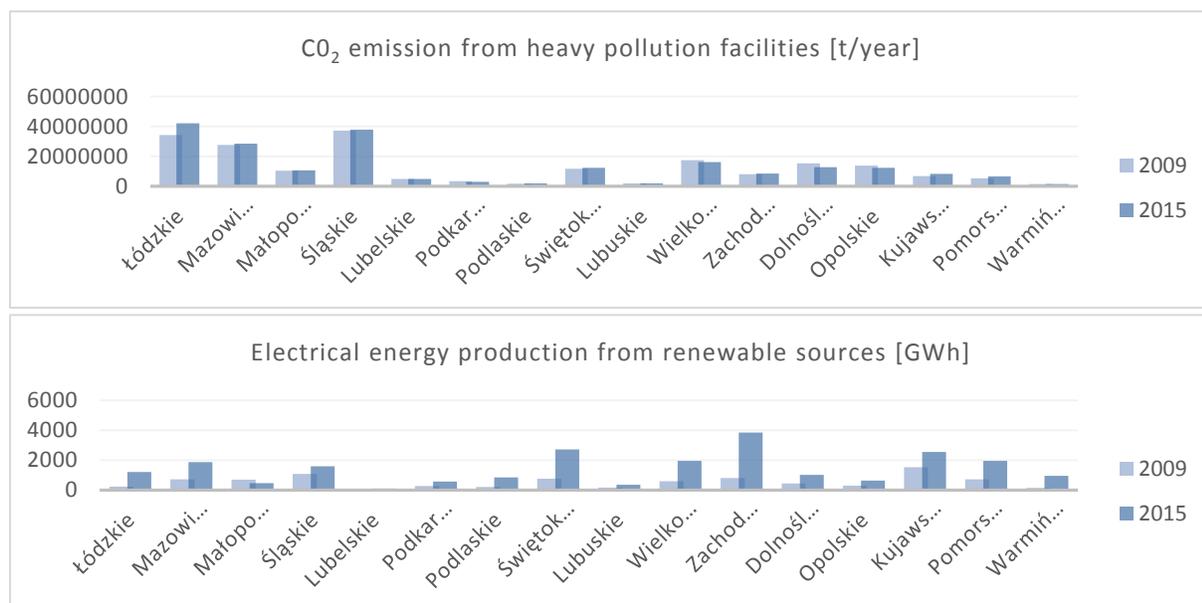
Chart 19 Number of audience in theatres and musical institutions per 1000 residents in the period of implementation of the EEA and the NFM



Source: Own work based on the STRATEG Database of the CSO

Among the areas that determine the quality of life of the residents, particularly positive assessment should be given to the increase of production of electrical energy from renewable sources in most Polish voivodeships (including a multiple increase of electrical energy production from renewable sources in the voivodeships of Mazowieckie, Świętokrzyskie, Wielkopolskie, Pomorskie, Zachodniopomorskie and Warmińsko-Mazurskie).

Chart 20 CO<sub>2</sub> emission and electrical energy production in the voivodeships in the period of implementation of the EEA FM and the NFM



Source: Own work based on the STRATEG Database of the CSO

### Assessment of socio-economic impact of the EEA FM and the NFM

The starting point for assessing the impact of the EEA and Norway Grants on the economies of Polish regions is the following comparative analysis of the EEA FM and NFM against interventions implemented in Poland in the same period within the EU cohesion policy (NSRF 2007-2013).

The Programmes funded from the EEA and Norway Grants constituted a minor part (approx. 0,8%) of the interventions implemented within the European cohesion policy in the years 2007-2013<sup>99</sup>. Results of evaluation studies show that the implementation of cohesion policy contributed to, among others, a visible convergence of the Polish economy with the EU economies as well as a visible improvement in the labour market. Based on results of macroeconomic model analyses of the implementation of EU funds, in 2015 the Polish GDP per capita in relation to the EU average was higher by approx. 5% and number of employed was higher by over 600 000 than it would have been, if the cohesion policy had not been implemented.<sup>100</sup>

Considering the results of analyses presented above and the ratio of allocation of the EEA and Norway Grants to that of the EU funds, the economic impact of the EEA FM and NFM is limited on the

<sup>99</sup> EEA and Norway Grants – approx. 578 million EUR, i.e. approx. 2,5 billion PLN. EU funds expended in Poland within cohesion policy in the years 2007-2013 – approx. 277 billion PLN. The applied currency exchange rate 1 EUR = 4,24 PLN. It is the average exchange rate in the years 2012-2017 based on the average weighted rate of the National Bank of Poland.

<sup>100</sup> Impact of cohesion policy on the socio-economic development of Poland and its regions in the years 2004-2015, Ministry of Development, 2016.

macroeconomic level. Due to the differences between the EEA FM, the NFM and the NSFR with regards to thematic structure of the allocation divided into infrastructural investment, human resources, manufacturing and R&D, it is difficult to formulate a precise conclusion on the anticipated impact of the EEA and Norway Grants.

Nevertheless, it can be assumed that the economic impact of the EEA and Norway Grants roughly corresponds to the ratio of the EEA FM and the NFM allocation to the NSFR allocation. This translates to an unnoticeable level of impact of the Programmes on changing the level of GDP as well as a slight impact on creating new jobs on country level as a result of implementation of Programmes within the EEA FM and the NFM.

Based on the ex-post evaluation of the period 2007-2013 conducted by the European Commission<sup>101</sup>, every 1 Euro expended in the implementation of EU funds in EU-12 states translates to an additional 0,9 Euro of GDP in the midterm (2015) and 2,8 Euro of GDP in the longterm (2023). While one should bear in mind the structural differentiation between the EEA FM/NFM and the EU funds interventions, this multiplier can constitute a reference point for an attempt at formulating a conclusion on the economic impact of these types of public interventions. Also in this case, considering the low level of allocation, we can speak of a minor impact of the EEA and Norway Grants on the economy.

However, one should bear in mind that the socio-economic effects of the EEA FM and NMF funds were not evenly distributed territorially due to the actual location of the projects implemented within the programmes. This was a result of the specificity and the method of conducting the competitions as well as the potential and the activity of the beneficiaries. This means that for certain regions the support from the EEA and Norway Grants was more significant than it appears to be based on the general analysis above.

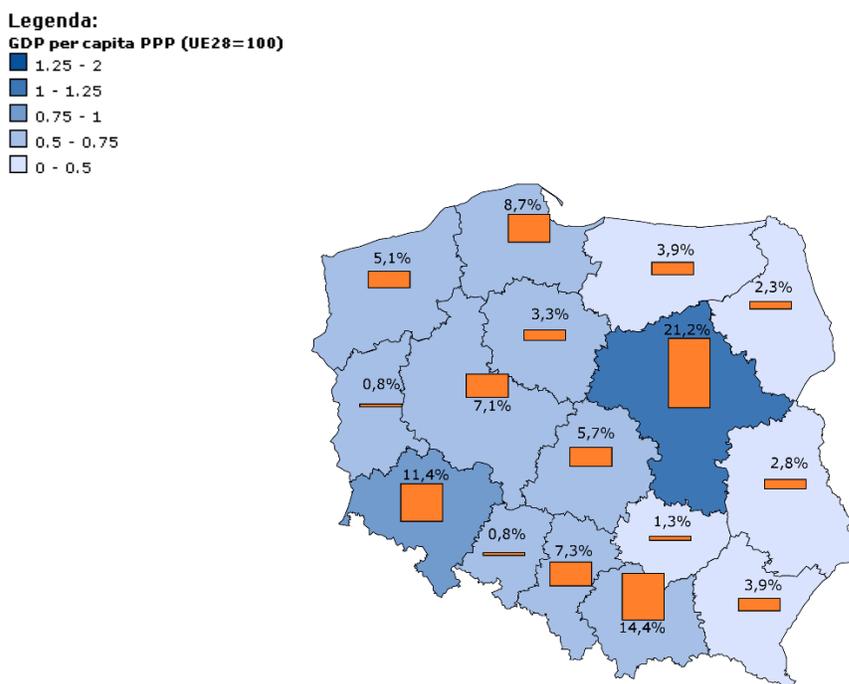
The map below shows the actual spatial distribution of projects implemented within the EEA FM and the NFM with regards to value, reflecting the share of each voivodeship in the total contracted amount of the EEA and Norway Grants funding against the GDP per capita in relation to the EU average.<sup>102</sup>

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<sup>101</sup> The impact of cohesion policy 2007-2013: model simulations with Quest III, EC, 2016

<sup>102</sup> The structure was established on the basis of projects implemented in individual voivodeships. For country-level projects, territorial project structure was assumed to be analogical to general structure.

Map 1 Share of individual voivodeships in the total contracted amount of the EEA FM and the NFM funding against GDP per capita



Source: Own work based on desk research

The spatial distribution of the EEA and Norway Grants indicates that there is a differentiation of socio-economic impact and significance of the EEA FM and the NFM Programmes between individual voivodeships. In this context, we can speak of differentiating the impact and significance of the EEA and Norway Grants with regards to three aspects:

- Absolute impact of funds on regional economies (measured by absolute amount of support);
- Relative impact of funds (amount of support in relation to size of economy);
- Impact of funds on obtaining developmental objectives (support of regions with the lowest level of development).

The highest economic impact of the EEA FM and the NFM Programmes in absolute terms is to be expected in regions where the largest amount of resources from the funds was contracted. This applies particularly to the voivodeships of Mazowieckie (21,2% of resources), Małopolskie (14,4% of resources) and Dolnośląskie (11,4%). The lowest impact of the EEA and Norway Grants in absolute terms is to be expected in the voivodeships of Lubuskie and Opolskie (0,8% of resources per each).

The economic significance of the support depends on the size of economy of each voivodeship and is measured by the ratio of funds expended in a given voivodeship to the level of its socio-economic development (measured in this case by the level of GDP per capita in relation to the EU average in 2015).

The higher the ratio, the larger the significance of the EEA and Norway Grants to the socio-economic development of the region.

Based on the results of analyses presented above, the EEA FM and the NFM had the largest significance to socio-economic development in the voivodeships of Małopolskie and Mazowieckie, followed by Dolnośląskie and Pomorskie.

From the perspective of developmental objectives of the support, i.e. reducing socio-economic differences in the region, the most effective and efficient intervention of the EEA and Norway Grants is noted in voivodeships with the lowest level of economic development for the entire period of implementation of the Programmes, namely the voivodeships of Podkarpackie and Warmińsko-Mazurskie, followed by Lubelskie and Podlaskie. In this context it should be noted that majority of grants was allocated within regions with higher level of socio-economic development. Because of low level of EEA FM and NFM financial resources there are no negative effects on macroeconomic level, however future concentration of support on regions with lower level of economic development would increase consistency of effects with targeted goals of intervention.

Based on the results of analyses presented above, the EEA and Norway Grants have a limited impact on changes on the macroeconomic level. Nevertheless, they have a marked socio-economic significance in selected support areas as well as on the local level and for selected target groups. Detailed analyses and conclusions regarding this aspect are presented in chapters dedicated to individual programmes. Below follows a presentation of the study results for selected areas and programmes with the aim of demonstrating the significant focused impact of the EEA FM and the NFM.

The EEA and Norway Grants have a relatively large significance in the area of environmental protection and management. While the entire EEA FM and the NFM intervention constitutes less than 1% of the EU funds intervention, for the area of energy efficiency it constitutes approx. 22%. This translates to effects noticeable on the country level (e.g. in the area of thermal modernisation of buildings). Similarly, as regards initiatives for environmental protection, the value of the EEA FM and the NFM expenditure constitutes approx. 9% of the expenditure within the cohesion policy 2007-2013.

Effects of the EEA FM and the NFM intervention on the country level are noted in the area of health care. Although the expenditure of funds was minor in comparison to total health care expenditure in Poland (in the case of PL07, it constitutes only approx. 0,04% of country expenditure), the intervention brought noticeable and important systemic effects. The projects implemented within the EEA and Norway Grants in the area of health care (PL13) contributed to intensifying the ministry's efforts towards reducing of social inequalities in health and it is possible that they will serve as solid foundation for the building of a functional and comprehensive system.

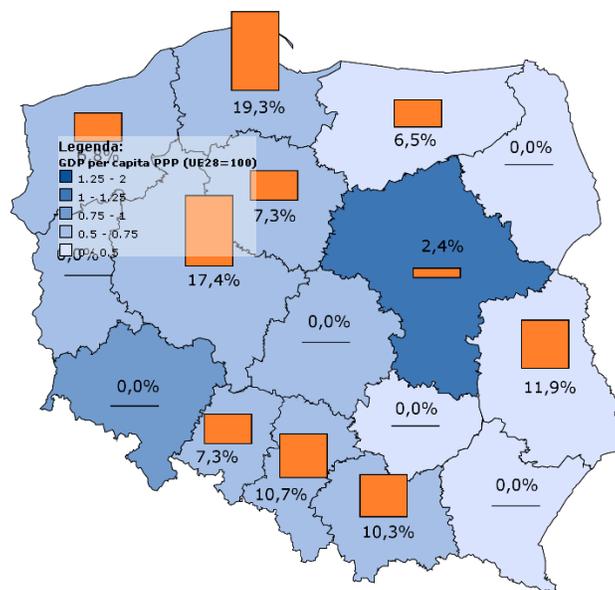
As regards intervention in the area of cultural heritage, it can be stated that the impact on social development and improvement of quality of life was also noticeable. This applies in particular to interventions dedicated to developing the cultural offer. These types of interventions were rarely the object of the EU funding, therefore the impact of the EEA and Norway Grants in this respect (approx. 52 million PLN) can be assessed as significant. Similarly in the area of home affairs and justice, due to a lack

of competitive funding from other sources, the EEA and Norway Grants played an important role in improving the competence of professionals in the area of domestic violence prevention (approx. 58% of the total country-level target).

In the context of assessing the impact and socio-economic significance of the EEA and Norway Grants special attention should be given to initiatives dedicated to international research and study. Although the Programme (PL12) constitutes only a small part of activities of this type funded from other sources, the results of this study show that it displayed a high level of added value in the form of establishing a network of international contacts important to the development of Polish science.

As regards the area of regional development, which covered the implementation of a programme dedicated to developing the cooperation between local government units (PL06), it is difficult to speak of effects visible on the country or even regional scale due to limited resources of the EEA FM and the NFM. Nevertheless, it should be highlighted, that as regards initiatives dedicated to planning and developing cooperation between local government units, the support from the funds was relatively high (among others, in comparison to country support for urban functional areas) and well-coordinated with other public policies, which resulted in a high local significance of the support. The map below shows the territorial distribution of the support granted within the EEA FM and NFM to Programme PL06.

Map 2. Share of individual voivodeships in the total contracted amount of the EEA FM and the NFM funding in Programme PL06 against GDP per capita



Source: Own work based on desk research

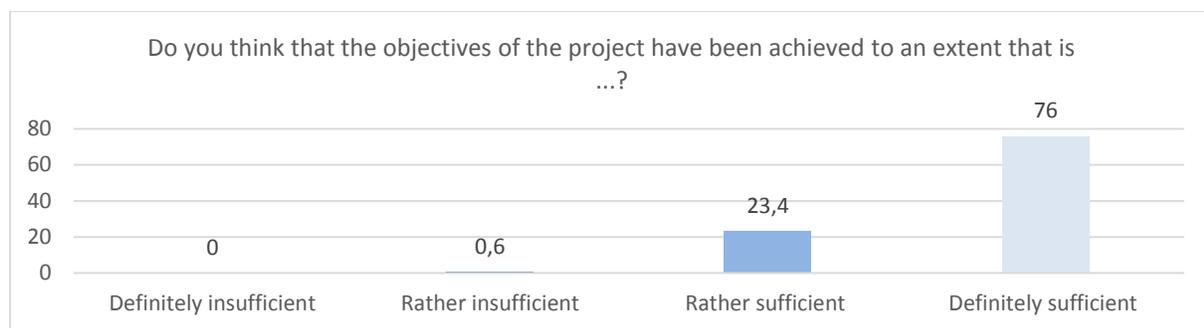
An example demonstrating the significance of the EEA and Norway Grants on the local level is the municipality of Dąbrowa Górnicza where, aside from the project implemented within Programme PL06 („Zagłębiowski Linear Park – Revitalisation of the functional area of the Przemsza and Brynica river valleys”), other implementations included projects focusing on improving the energy efficiency of the

local specialist hospital (PL04) and student mobility (PL10). Despite the fact that in the municipality there were many projects implemented from the EU funds (33 projects to the total value of over 800 million PLN), the support from the EEA and Norway Grants is recognisable to the ultimate recipients and has provided many visible benefits to the local community (for example, a significant reduction of electrical energy and heat consumption by the local hospital and increase of mobilities between Poland and Norway, Iceland and Liechtenstein within Programme PL10).

The positive impact of the EEA and Norway Grants on the local level for specific target groups and in selected thematic areas is confirmed by the results of a survey conducted among the beneficiaries and ultimate recipients of the support.

The beneficiaries of the EEA FM and the NFM Programmes delivered positive feedback on the support. In their opinion, the intervention was highly effective, with sustainable social and economic effects, visibly positive changes for final recipients that, in most of the cases, would have not taken place without the support from the EEA and Norway Grants.

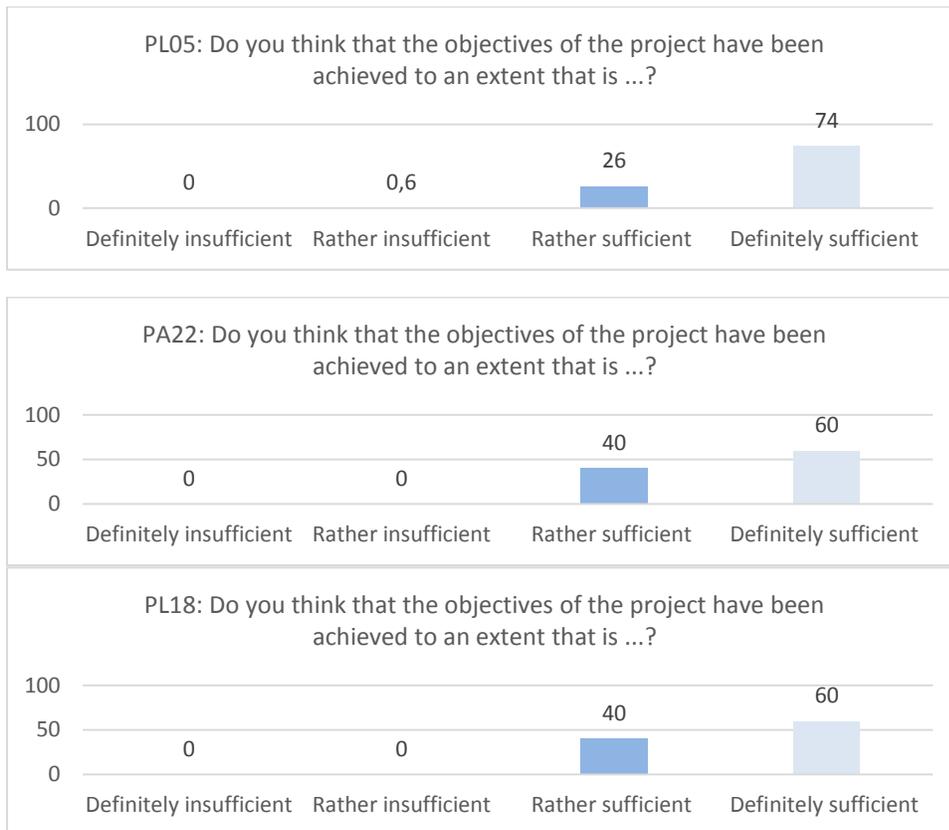
*Chart 21 Evaluation of effectiveness of the EEA FM and NFM Programmes in the opinion of beneficiaries of the support*



*Source: CAWI survey conducted among beneficiaries, n=826*

According to declarations of the beneficiaries, all objectives of the projects have been definitely met (approx. 75%) or rather sufficiently met (approx. 25%). The high effectiveness of the projects declared by the beneficiaries, and thus of the Programmes implemented under EEA FM and NFM, is mostly confirmed by the analysis of the extent of implementation of the Programmes' objectives, as shown in the chapters covering the individual Programmes. Additionally, results of a survey for Programmes not included in detailed analysis (PL05, PL18, PA22) are presented below.

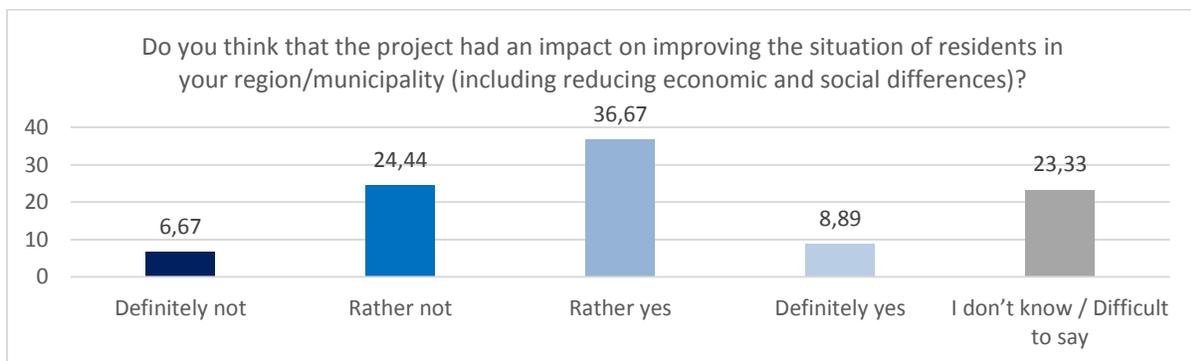
Chart 22 Evaluation of effectiveness of the EEA FM and the NFM Programmes in the opinion of beneficiaries of the Programmes: PL05, PL18, PA22



Source: CAWI survey conducted among beneficiaries, n=826

The beneficiaries' feedback on the usefulness of the support was also positive, meaning the extent to which the projects have met the challenges and needs of the target groups and contributed to a change of their social and economic situation.

Chart 23 Evaluation of usefulness of the EEA FM and the NFM Programmes in the opinion of beneficiaries of the support

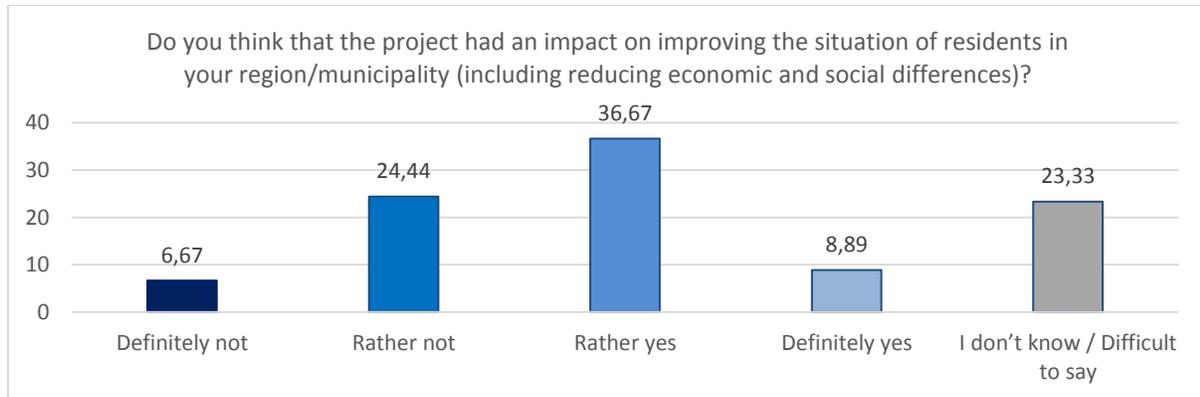


Source: CAWI survey conducted among beneficiaries, n=826

Nearly 70% of the beneficiaries indicated that the implementation of the projects has improved the social and economic situation of the target group to a various extent. Only approx. 4% of the beneficiaries are convinced that the projects have not changed the situation of the supported groups.

A more moderate yet mostly positive assessment of the socio-economic impact of the projects is expressed by the representatives of ultimate recipient institutions (Chart 24).

Chart 24 Evaluation of usefulness of projects implemented within the EEA FM and the NFM in the opinion of beneficiaries of the support



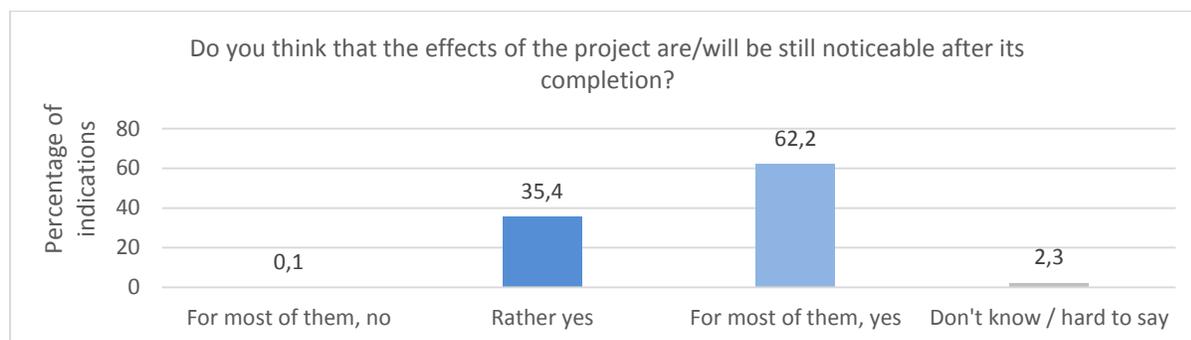
Source: CAWI survey of ultimate recipient institutions, n=90

Approx. 46% of respondents are convinced that the projects implemented within the EEA and Norway Grants had a positive impact, while approx. 31% have the opposite opinion. It should be stressed that in this case the respondents were not asked about the impact of the project on the situation of target groups, but about the wider impact of the project on the situation of all residents in a given region or municipality.

It should be noted that in the beneficiaries' opinion, the effects resulting from the implementation of the projects constituted changes of more social than economic nature (e.g., only approx. 4% of the beneficiaries indicated that the number of enterprises has grown as a result of the projects implemented). The most frequently indicated change was the improvement of the quality of life for the population (indicated by 47% of the beneficiaries). This is a result of the thematic structure of the support, yet it accurately represents the character of the impact of the EEA and Norway Grants.

The beneficiaries have also shown highly positive expectations as to the sustainability of the results achieved in the course of implementation of the projects. Nearly 98% of the beneficiaries think that the effects achieved are and will be sustainable in a long term.

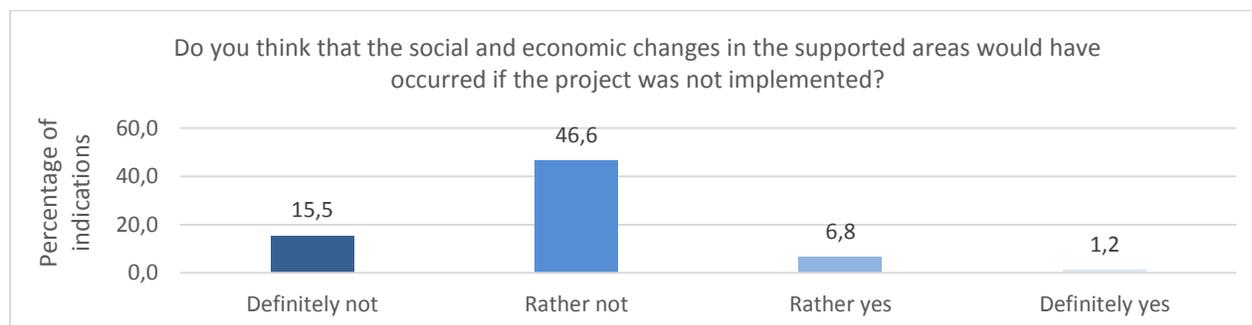
Chart 25 Evaluation of sustainability of the EEA FM and the NFM Programmes in the opinion of beneficiaries of the support



Source: CAWI survey conducted among beneficiaries, n=826

One of the most important criteria for assessment of effectiveness, efficiency and reasons for implementation of public interventions is the persistence of the “deadweight effect”, meaning a situation where the results of public support would have occurred also without the involvement of the support. The phenomenon is measured with the use of econometrics methods that are not planned for this study, however, the opinions of beneficiaries, subject to their declarative nature, can provide an estimation of the actual persistence of the deadweight effect.

Chart 26 Evaluation of persistence of the deadweight effect for the EEA FM and the NFM Programmes in the opinion of beneficiaries of the support



Source: CAWI survey conducted among beneficiaries, n=826

According to the results of the survey shown in the chart above, only 8% of the beneficiaries indicated that the changes caused by the implementation of the project would have occurred even in absence of the financial support. Under consideration of the aforementioned reservation on the declarative nature of opinions provided by the beneficiaries, the support from the EEA and Norway Grants can be initially specified as a public intervention with a low level of the deadweight effect.

## 4. Assessment of the system for management and implementation of the EEA FM and the NFM

The assessment of the system for management and implementation of the EEA Financial Mechanism and the Norwegian Financial Mechanism refers to different sources of information. There is information collected within individual in-depth interviews conducted with representatives of Programme Operators and opinions articulated by both beneficiaries of the projects and Programme Operators, collected in a Web-based survey, as well as standpoints of participants of a focused group interview concerning the management and implementation system of the whole Programme.

Most of the respondents of qualitative studies (individual in-depth interviews and a focused group interview) delivered positive feedback on the system for management of the EEA FM and the NFM as well as its documents and procedures (similarly positive feedback was also gained from beneficiaries of the support). Many representatives of Operators placed emphasis on very good collaboration with the Financial Mechanism Office. Some respondents indicated that even when representatives of the FMO submitted proposals of changes to the shape of the Programme, the comments were usually meaningful, and representatives of the FMO were open for discussion. The cooperation with the National Focal Point NFP (the Ministry of Economic Development) – was also very positive.

The respondents paid attention to the fact that a core advantage of the EEA FM and the NFM (which could also lead to not very positive results in certain areas) was the fact that the Regulations in force were not too detailed and many aspects were to be decided by the Programme Operator or the beneficiary, which constituted a positive difference from the very thoroughly regulated system for implementing EU funds. This approach was generally found to be very beneficial, although it generated slight problems sometimes. In particular, it happened when the content of the required report or other documents was not described in sufficient detail, as a result of which the information or report had to be supplemented, as required by the recipient.

Relatively positive feedback was delivered on the procedures of call for proposals and evaluation of applications (which was also fully confirmed by the opinions from beneficiaries of the support and Programme Operators); the only issue indicated as a serious problem was the two-instance procedure of appeal from the results of the assessment, which in some cases considerably delayed the start of the process for project implementation. As a problem this was commonly underlined by Programme Operators (both in individual interviews, quantitative CAWI surveys among Programme Operators and in a focused group interview). This issue, from the standpoint of Programme Operators, is an important element of possibly improved system of Programme implementation. It is, however, less important to support beneficiaries.

Different feedback, although generally positive, was delivered in terms of functioning of the DORIS database; the respondents indicated that – as a rule – its operation does not pose any major problems. However, it was also argued that project initiators should also have access to the selected items of the database, so that they can directly (and not only via the Programme Operator) enter information about

the project implementation or upload multimedia files into the database. At the same time, the opinions of Programme Operators that the DORIS system is insufficient for monitoring and reporting to both Operators and donor states were observed to be quite common. It is related to a broader issue concerning programming reporting and monitoring. The Programme Operators point out, that in the future the whole system of reporting and monitoring should be **simplified** and based on an IT system specially developed for this purpose and available at many institutional levels of the management system, i.e. to the National Focal Point, Programme Operators, the Office of Financial Mechanisms and beneficiaries (to the right extent).

Some respondents noted also that there were some problems with application of the rules concerning competitiveness when employing staff for project management (e.g., in financial terms), in a situation where, as a rule, the staff should be composed of employees of the given institution. In future, lump-sum financing of such costs and withdrawal from the requirement of competitiveness for this kind of expenditures should be considered (naturally, under observation of certain limits).

Representatives of several Operators indicated also that it could be very useful to organise periodical (e.g. annual) joint meetings of representatives of Programme Operators and the NFP, where they could discuss about joint problems (reporting, finance management) and attempt to develop unified solutions. In addition, it would be advisable to intensify cooperation between operators implementing programmes in similar areas (justice, security, correctional services), both at the national level and (although to a lower extent) at the level of all countries supported from the EEA FM and the NFM.

It was also noted that the process of making crucial decisions, for example concerning prolongation of the deadline for projects implementation, the use of savings generated from projects and/or reallocation for other purposes, was sometimes very long and the final decision was announced so late that the programme management was hindered.

Programme Operators also suggested quite often that in the next period of implementation of programmes under the EEA FM and the NFM, slightly greater emphasis should be placed (which, besides, always poses a quite serious challenge) on appropriate, realistic estimation of the target values of indicators and (if not obvious) on their correct definition. The problems reported in this respect during individual interviews were confirmed by the results of the CAWI survey among Programme Operators. The respondents were asked to assess the relevance, comprehensibility and adequacy of the defined value of target indicators. Despite the fact that positive assessments prevailed, the opinions that the relevance, comprehensibility and adequacy represent 'low' or 'very low' level were expressed quite frequently. As it was noted earlier, such assessments were not in the majority, but the fact that they were articulated by Programme Operators indicates, that the area is problematic. In general, these opinions confirm that the methodology of defining and adopting the values of target indicators should be improved.

It was also quite often stated, that in future the shape and types of projects (predefined vs. competition projects) should be first discussed among the prospective partners, the NFP and the Financial Mechanism Office, and then, at a later stage, the final decision about the number and type of predefined projects (in the given programme) should be made.

Undoubtedly, it should be stated that functioning of the management and implementation system is known to ultimately provide suitable and favourable conditions for support beneficiaries to implement projects. In this respect the opinions on functioning of the management and implementation system that are articulated by beneficiaries are very important.

As for the Web-based survey (CAWI) conducted among the beneficiaries of the support from EEA FM and the NFM, four main issues were identified within the survey, reflecting a broader assessment of the system for management and implementation of the Financial Mechanisms, as expressed by the beneficiaries. These issues involved the assessment of:

- programme documentation as well as clarity and transparency of procedures and criteria for project selection;
- methods for project selection, i.e. their division into competition projects and predefined projects;
- information flow between the beneficiaries of the support and Programme Operators as well as relations and contacts in terms of the implemented project;
- adaptation of informational and promotional measures to the needs of the beneficiaries of the support (the projects they implement).

Analysis of opinions expressed by the respondents of the study (beneficiaries of the support) has shown that most of them view the construction and functioning of the system for management and implementation of the Financial Mechanisms as correct. As it has been mentioned, in this respect the opinions of beneficiaries and Programme Operators are convergent. Namely, similar opinions (to viewpoints expressed by beneficiaries of supported projects) also prevail among Programme Operators that refer to the effectiveness of functioning institutional management and control systems of the Programme (especially in the context of ensuring the efficiency of achieving objectives of an intervention). However, it is necessary to remember about (reported in individual interviews by Programme Operators) some aspects where certain systemic improvements are justifiable.

Most of all, it should be noted that positive feedback on the quality of programme documentation (general regulations, manuals, guidelines – within the Programme under which the beneficiary implemented the supported project) prevails, i.e. as to its completeness, coherence and usefulness for the beneficiaries (see Chart 27). Nearly 90% of the respondents delivered “rather” or “very” positive feedback in this respect. There were only single answers with definitely opposite feedback (“definitely” or “rather” low) – similarly as for Programme Operators.

Chart 27 Assessment of the quality of programme documentation (for the projects implemented) – completeness, coherence and usefulness of programme documentation

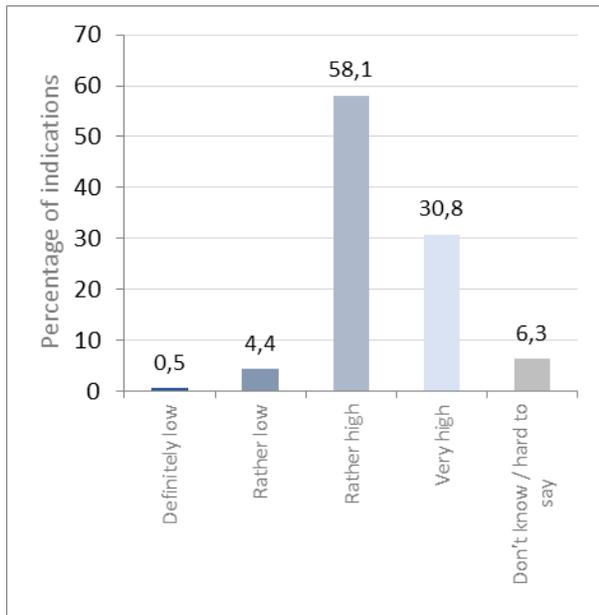
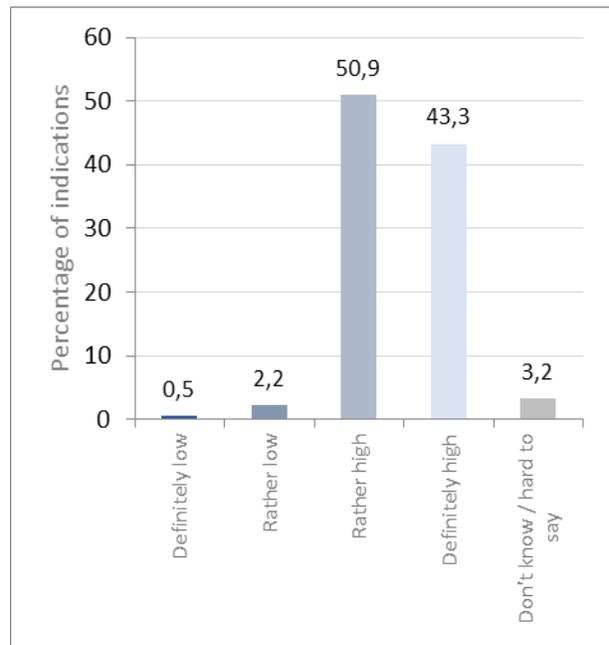


Chart 28 Assessment of the procedure and criteria for selection of projects in terms of clarity and transparency



Source: CAWI survey conducted among beneficiaries of the EEA Financial Mechanism and the Norwegian Financial Mechanism, n=826

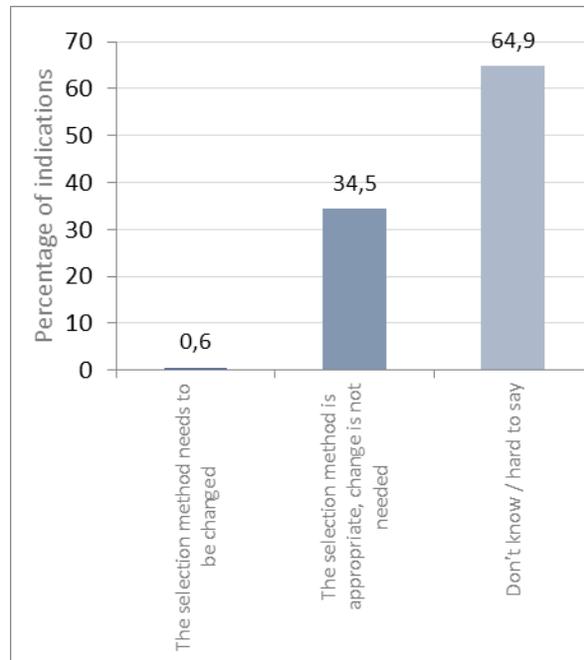
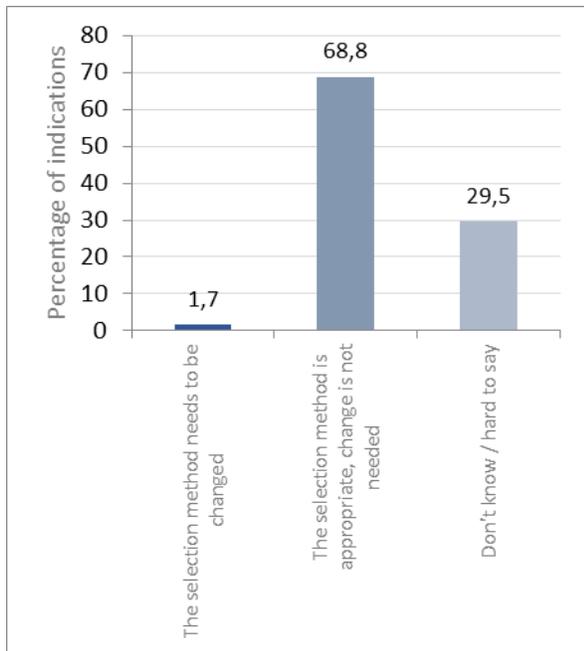
The above results, in the opinion of beneficiaries of the support, suggest a high quality of the system for project implementation.

Similar conclusions are available for assessment of procedures and criteria for project selection (see Chart 28); in this case, the prevalence of positive feedback is even greater (notably, a very high percentage of opinions delivering “definitely” positive feedback). This leads to a conclusion that the beneficiaries of the EEA FM and the NFM have a very positive opinion on the entire system for project selection and assessment. Thus, there are good reasons to claim that the system is comprehensible for its recipients and its detailed solutions are clear (not very controversial in any manner) and are found to be fully “transparent” (thus, guaranteeing fairness of the entire system). These positive opinions of beneficiaries prove a significant strength of the Programme implementation system. It is also worth adding, that this element of the system was positively assessed by Programme Operators which claim that the procedures of calls and application selection (including the applicable criteria) turned out to be effective, i.e. they gave rise to selection high quality applications (only ‘totally effective’ or ‘rather effective’ opinions were identified, while the former outnumber the latter).

There are also no major controversies among beneficiaries of the support about the division of supported projects into the segments of competition projects and predefined projects; however, in this case, it is remarkable that the percentage of answers indicating lack of more definite opinions on this subject is quite high (see Chart 29). However, in the opinion of nearly 70% of the respondents, there are no doubts as to the division into competition and predefined projects, and as a consequence – according to the beneficiaries – the currently functioning system does not need to be changed. Opposite opinions

on this subject were very rare – there were few negative opinions from the beneficiaries (only 14 such opinions were provided).

Chart 29 Assessment of the method for project selection: competition (large and small grants) and predefined  
 Chart 30 Assessment of the method for selection of projects under the Bilateral Fund at programme level



Source: CAWI survey conducted among beneficiaries of the EEA Financial Mechanism and the Norwegian Financial Mechanism, n=826

This aspect looks different for assessment of project selection under the Bilateral Fund (with prevailing lack of clear opinions on this subject). In this case, however, there are also few negative opinions (only 5 negative opinions) – see Chart 30.

For the efficiency of the system for management and implementation of projects are also assessments concerning information flow between beneficiaries and Programme Operators characteristic. Undoubtedly, it is a very important aspect for the entire subsystem of programme implementation. There are no major doubts as to the fact that the efficiency of the information flow constitutes a factor facilitating project management – occurring at the right time and developing conditions that are favourable for project implementation.

According to the survey, the beneficiaries found that the information exchange system (understood as the entire relations and contacts with Programme Operators) was correctly functioning; the vast majority of opinions about the efficiency of information flow (see Chart 31) and opinions referring directly to the quality of contacts and relations fostering effective implementation of the individual projects (see Chart 32) were very positive.

Similarly as for the feedback on the aforementioned aspects of implementation and management, there were only few negative opinions (“definitely” and “rather” low).

Chart 31 Assessment of relations and contacts between the beneficiary and the Programme Operator in terms of the information flow

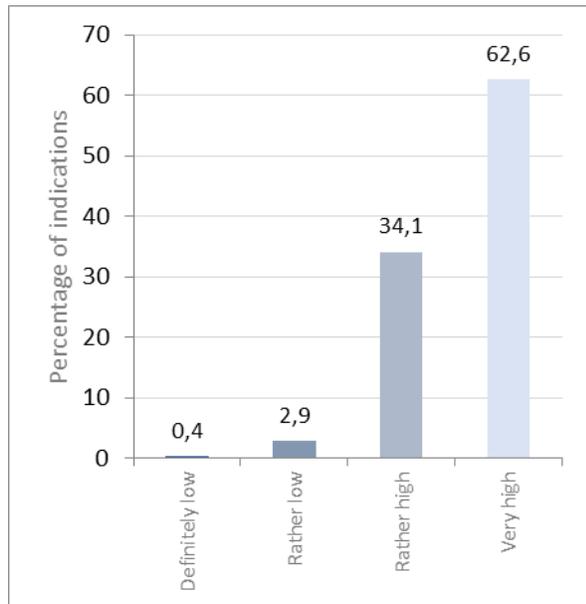
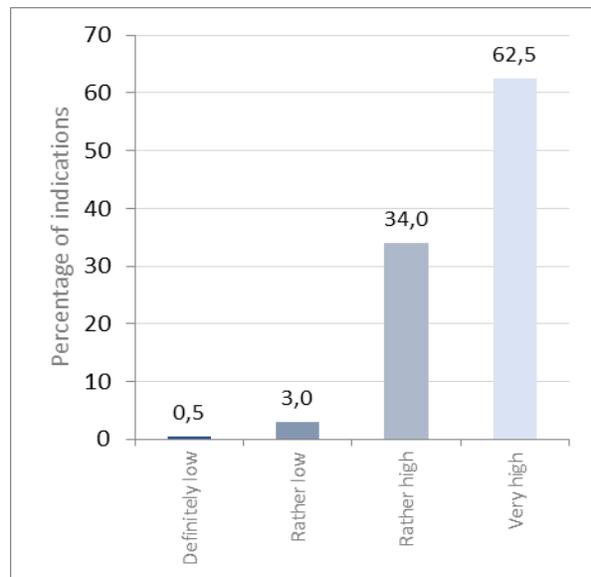


Chart 32 Assessment of relations and contacts between the beneficiary and the Programme Operator in terms of the implemented project (ensuring effectiveness of support absorption)



Source: CAWI survey conducted among beneficiaries of the EEA Financial Mechanism and the Norwegian Financial Mechanism, n=826

The beneficiaries – under consideration of the demands of the projects they implemented – delivered also positive feedback on the informational and promotional component functioning within the Financial Mechanisms. Definitely, opinions prevailed that indicated a good or very good adaptation of the system to the needs of the beneficiaries of support (see Chart 33).

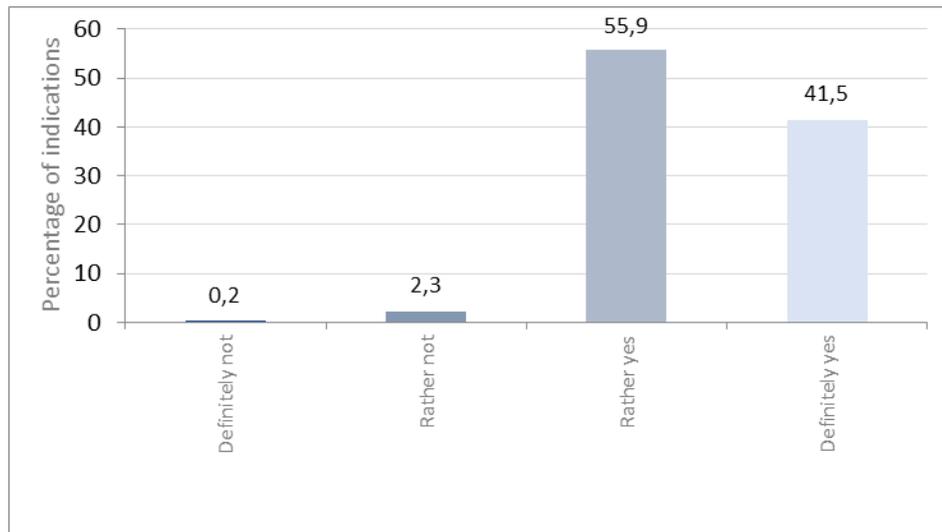
From among the negative opinions (but, similarly as before, there were only few – probably often resulting from the specific nature of the individual projects), some comments can be indicated as they are interesting in the context of this evaluation<sup>103</sup>, namely:

- Lack of sufficient promotional support in nationwide media (PL12) and of sufficient promotion that would be addressed at the donor states (PL10) – this second indication reflects some opinions that finding a foreign partner was sometimes a problem; therefore, according to the respondent's opinion, the Program should be better promoted among respective institutions (potential partners) from donor states;
- Lack of a complete set of information (contained in the formal documents) in English, which hinders communication / arrangements with foreign partners of the projects (quotation: “Some documents related with project implementation (financial and administration guide) should be available at the stage of applying!!!”) (PL10);

<sup>103</sup> This section of the survey received 19 “rather” negative and 2 “definitely” negative opinions. 18 respondents provided descriptive statements of reasons, supplementing their answers.

- Lack of a Web-based mechanism for sharing information with all beneficiaries (at least within Programmes with a large count of beneficiaries) (PL05);
- Missing funds for promotional materials of Programme Operators, funds for such expenditures should be provided in the project budget (PL12).

Chart 33 Opinions on adaptation of the informational and promotional tools to the needs of the beneficiaries (grant recipients implementing projects)



Source: CAWI survey conducted among beneficiaries of the EEA Financial Mechanism and the Norwegian Financial Mechanism, n=826

An element which was to reinforce the system of Programme management and implementation as well as to secure financing of promotional activities of the Programme was the Technical Assistance. The Technical Assistance support was assigned to institutions engaged in the management and implementation process, i.e. to the National Focal Point, the Certifying Authority and the Auditing Authority. Categories of eligible expenditures were defined in Annex no. 6 to the Agreement on financing Technical Assistance and the Bilateral Fund at National Level. These categories of expenditures were transferred to the respective guidelines of the Minister of Economic Development and Finance<sup>104</sup>. Key groups of eligible costs within the Technical Assistance were the expenditures covering: promotional and information activities, remuneration of administration staff implementing implementation tasks within the Programme, organization of official meetings of the Monitoring Committee and annual meetings with the donors, country and foreign secondments connected with issues concerning implementation of the Programme, acquisition of external expertise. The two main categories of costs incurred within Technical Assistance were generated by the expenditures for promotional and information activities and remuneration.

Technical Assistance was an important instrument of financing the programme management processes at the level of the three (above mentioned) 'central' institutions of the system. The assessment of

<sup>104</sup> Guidelines of the Minister of Economic Development and Finance on implementation of Technical Assistance within the EEA FM 2009-2014 and the NFM 2009-2014 (version as of 17 Jan. 2017).

functioning of the instrument expressed by representatives of the institutions, to which the Technical Assistance was addressed, is positive. It refers to both, procedures of obtaining funds and the available volume of the Technical Assistance itself. Undoubtedly, a remarkable strength of this instrument is a relatively long period for the expenditures eligibility, extending the deadlines of the Programmes implementation frame. The final deadline is 30th August, 2018, which gives the possibility of financing processes concerning the final reporting and to prepare and implement summarising informative-promotional initiatives which – in such a situation (we assess such solution very positively) – can refer to presenting the programme effects comprehensively.

Considering the perspective of the EEA FM and the NFM beneficiaries, the conducted survey shows that the system for management and implementation can be found to be correctly constructed and functional.

Special attention should be paid to the positive feedback on clarity / comprehensiveness of the programme documents and – which seems to be particularly important – opinions emphasising the clarity / transparency of the system for project selection and assessment. We consider this feature as a particularly important one, because it is of special significance for shaping a positive image of the Programme among the beneficiaries of the support (prospective beneficiaries in possible future editions).

Major relevance should be also assigned to positive feedback on the relations between the beneficiaries of the support with the Programme Operators in terms of information flow and the support provided, which was useful in the course of implementation of the supported projects. The latter aspect is of particular importance, because it is a factor that undoubtedly contributes to improved (more effective) implementation of projects and, as a consequence, considerably supports achievement of the Programme's objectives.

There are certain interesting suggestions coming also from the qualitative studies, whereas – similarly as for the quantitative study – there are not very radical. Most of all, the indications include justifiable of modifications to the DORIS database, development of project indicators, introduction of flexible (and simplified) rules concerning expenditures for covering costs of external personnel employed to manage / implement projects, acceleration of the decision processes (as far as possible) and simplification of repeal procedures (transforming the two-stage procedure into a one-stage procedure for programmes in which beneficiaries were selected in a public tender).

## 5. Assessment of the impact of EEA FM/NFM Programmes and projects on strengthening bilateral relations between Poland and Norway, Poland and Iceland and Poland and Liechtenstein

### *Assumptions of the analysis*

The utility, effectiveness and efficiency of partnerships and their impact on bilateral relations between Poland and donor states has been analysed according to the model below.

*Figure 26 Scheme of analysis and assessment of EEA FM/NFM impact on strengthening bilateral relations of Poland with donor states*



*Source: Own work*

It was assumed to take the following steps while conducting the analysis:

- Step 1 – identification of effects and assessment of impact:
  - ✓ extent to which cooperation has contributed to obtaining project effects;
  - ✓ level of response – change in approach / awareness, change in knowledge / skills, change in behaviour / ways of acting;
  - ✓ sustainability – during project duration, after project completion;
- Step 2 – identification of internal and external factors strengthening factors and weakening impact.

The analysis is based on the data coming from a CAWI survey among beneficiaries and partners, on desk research and results of qualitative research.

### *Instruments to strengthen bilateral relations within the EEA FM and the NFM*

The following instruments served to reinforce bilateral cooperation with donor countries (Iceland, Liechtenstein, Norway):

- partner programmes;
- Bilateral Fund at National Level (BFNL) and Bilateral Funds (BF) at the level of individual Programmes;
- promoting partnership at project level.

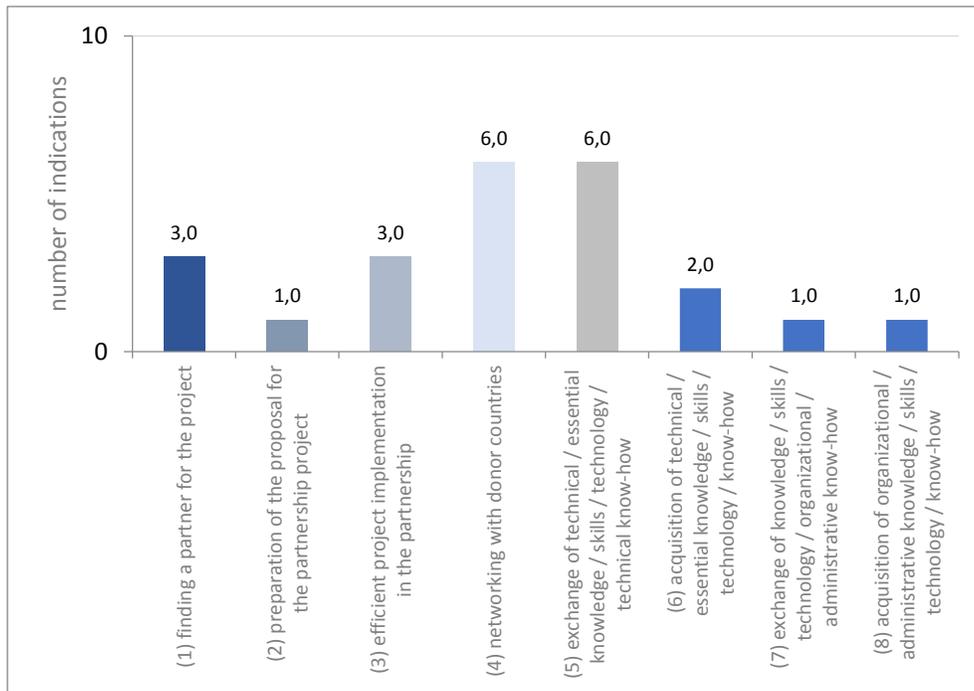
7 programs were implemented in partnership with donors, i.e.:

- Promoting cultural and artistic diversity within the European cultural heritage;
- Norwegian-Polish Research Cooperation;
- Scholarship and Training Fund;
- Strengthening environmental monitoring and control activities;
- Building institutional capacity and cooperation in the area of justice / Improving the effectiveness of justice;
- Support of the prison service, including non-prisoner sanctions;
- Reducing social inequalities in health.

This formula, which envisaged the creation of Programmes in partnership with partner institutions from donor countries, and then facilitating the development of partnerships at the project level has been positively evaluated. It was emphasized that even if initially, there were difficulties due to mutual ignorance about the partner, his needs and possibilities; then cooperation gave mutual benefits.

The amount of the Bilateral Fund at National Level was 0.5% of total allocation for Poland, that is 2 890 500 euros. BF at national level has been positively evaluated in qualitative research. The implementation of predefined projects contributed to the exchange of knowledge and experience between Poland and Donor countries in the areas of strategic interest. The beneficiaries indicated in the quantitative study the creation of cooperation networks and the exchange of knowledge as the most frequent effects of BF projects at national level.

Chart 34 Effects of the Bilateral Fund at National Level



Source: CAWI survey among beneficiaries of BFNL projects, n=23

In order to develop a partnership in each Programme, a bilateral fund was set up at programme level. The fund was intended to facilitate development of such partnerships, networking, exchange, sharing and transfer of knowledge, technology, experience and best practices between the beneficiaries and the donor countries. The amount of the fund is about 1.5 percent of eligible expenditure of a given Programme.

There is no obligation to implement projects with partners from donor countries. Only some Programmes assumed the implementation of only bilateral projects:

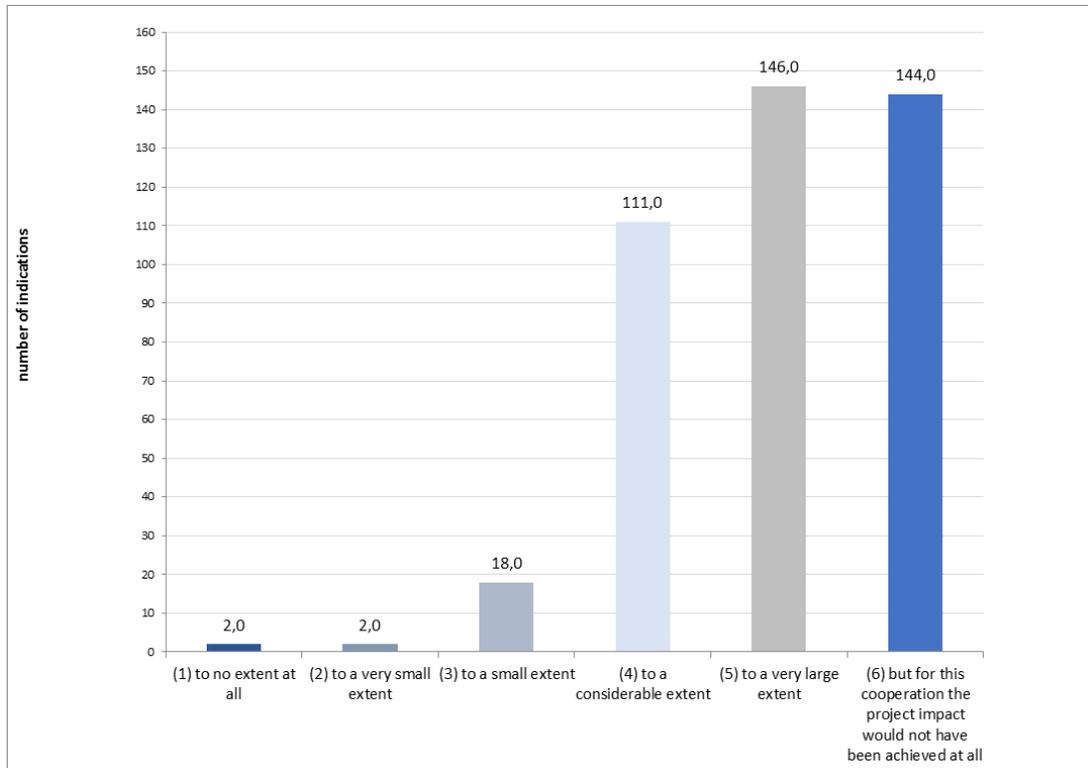
- Polish-Norwegian Research Programme;
- Promoting cultural and artistic diversity;
- most of the activities under the Scholarship and Training Fund.

*Identification of effects and assessment of the impact of cooperation on bilateral relations with donor states (perspective of the Beneficiaries and partners of projects implemented in partnership)*

It is necessary to start a description of the effects of the cooperation with presenting a very positive assessment of possibilities to establish partnerships with entities from donor states and of increased mutual understanding and respect between partners at the level of Programmes and projects as well as mutual benefits in form of knowledge and skills transfer, which was revealed in the qualitative research. Such an assessment is also confirmed by the results of the quantitative research. Also, beneficiaries implementing projects and partners from donor states were asked to what extent the cooperation has

contributed to obtaining the project effects. 95% of the beneficiaries declare that the partnership contributed to obtaining the effects.

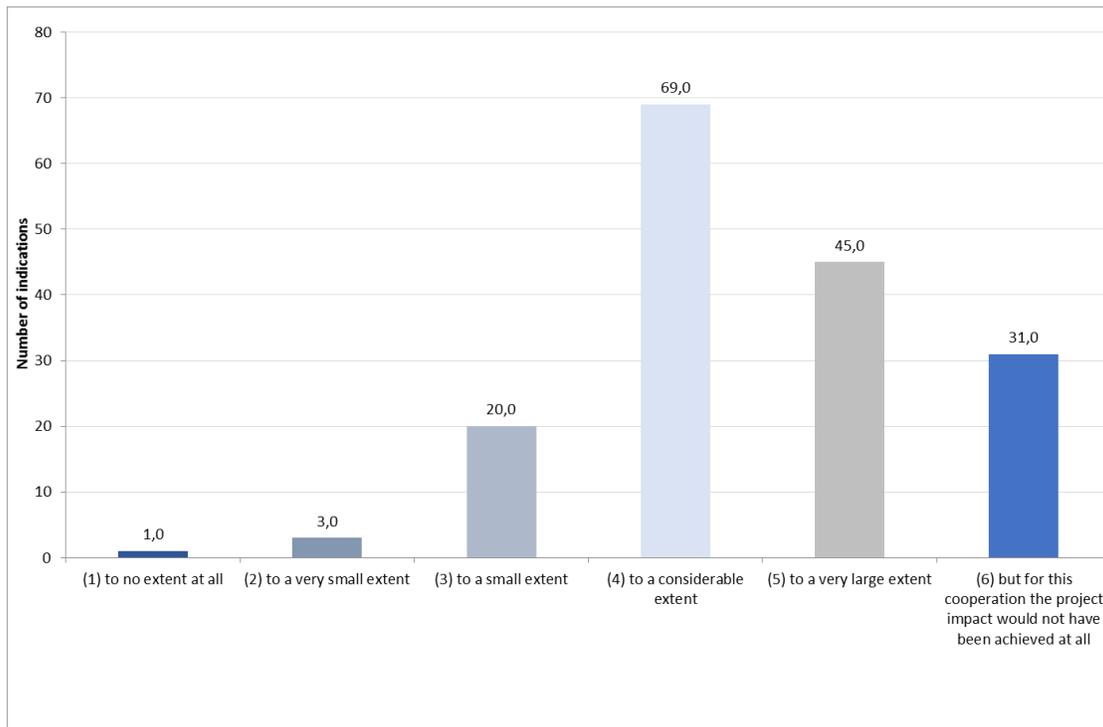
Chart 35 Assessment of the impact of cooperation on obtaining the effects of EEA FM/NFM project according to beneficiaries



Source: CAWI survey among beneficiaries of projects implemented in partnerships, n=423

A slightly smaller percentage (almost 86%) of partners from donor states indicate that the cooperation has contributed to the achievement of project objectives. The assessments of partners in this respect are a little bit more careful. As for beneficiaries, the opinions that cooperation has contributed to the achievement of project objectives to a very large extent and that without cooperation, there would not be the effects prevailed, whereas most partners declare that cooperation has contributed to the achievement of project objectives to a considerable extent.

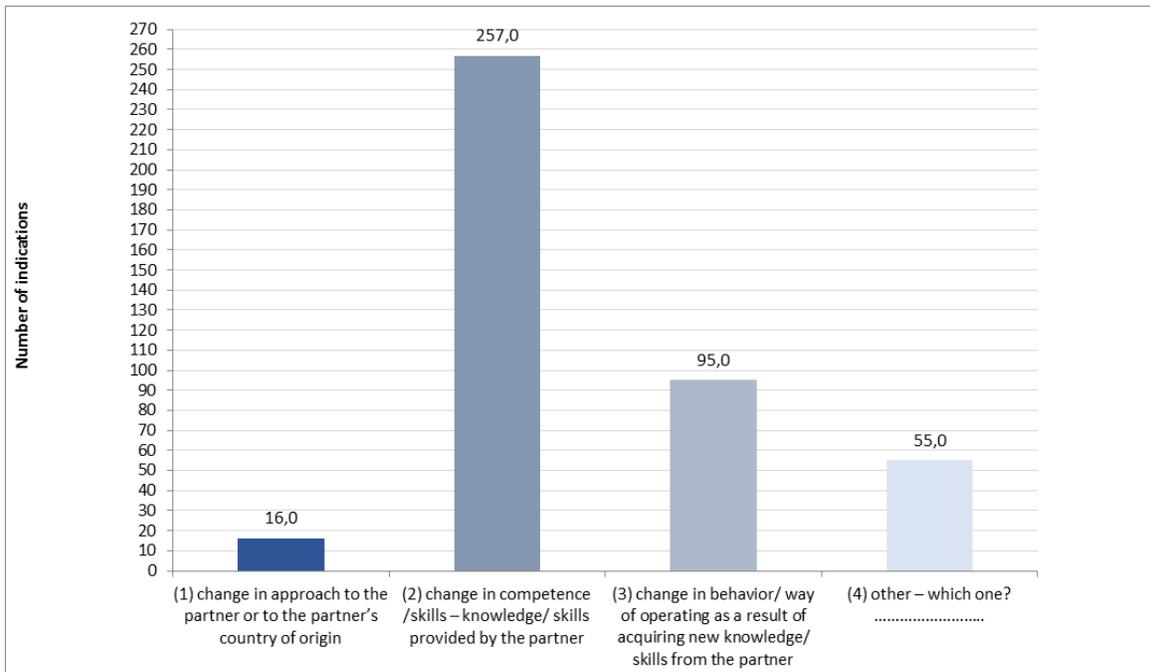
Chart 36 Assessment of the impact of cooperation on obtaining the effects of EEA FM/NFM project according to partners from donor states



Source: CAWI survey among partners from donor states, n=169

As for the cooperation effects, beneficiaries have pointed mainly at a change in the level of knowledge and competence, then at a change in behaviour or the way of acting as a result of gaining new knowledge or skills from the partner. The fewest indications concern a change in approach to the partner's country of origin.

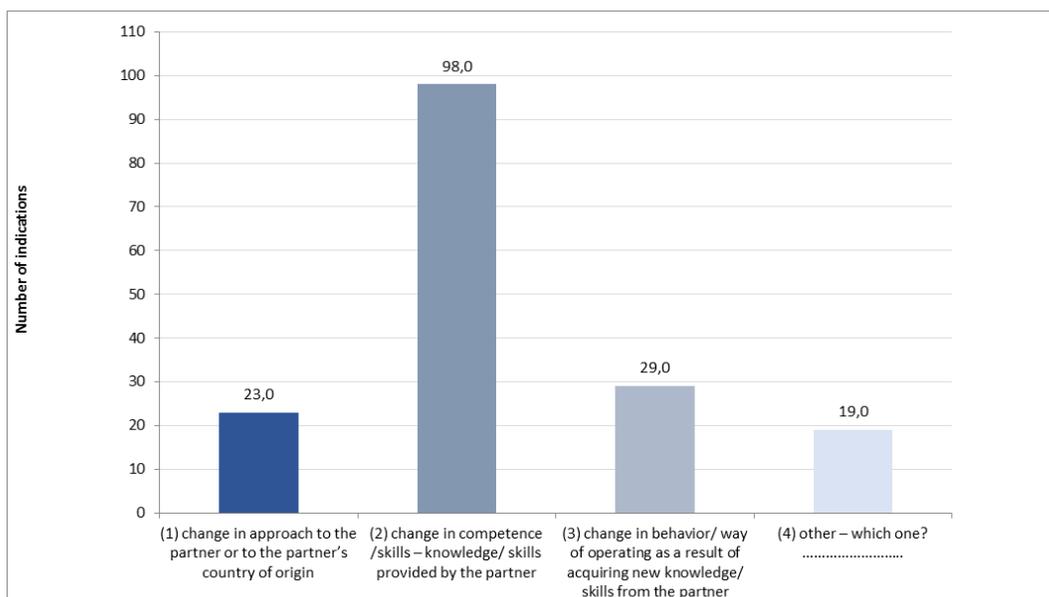
Chart 37 Effects of EEA FM/NFM projects according to beneficiaries



Source: CAWI survey among beneficiaries of projects implemented in partnership, n=423

In the case of partners from donor states, the question was split into the assessment from the point of views of beneficiaries and partners. In the former, according to beneficiaries, a change in knowledge or competence had the most indications. The percentage of partners' answers indicating a change in approach to the partner or their country of origin was higher among partners (14%) as compared to beneficiaries (4%).

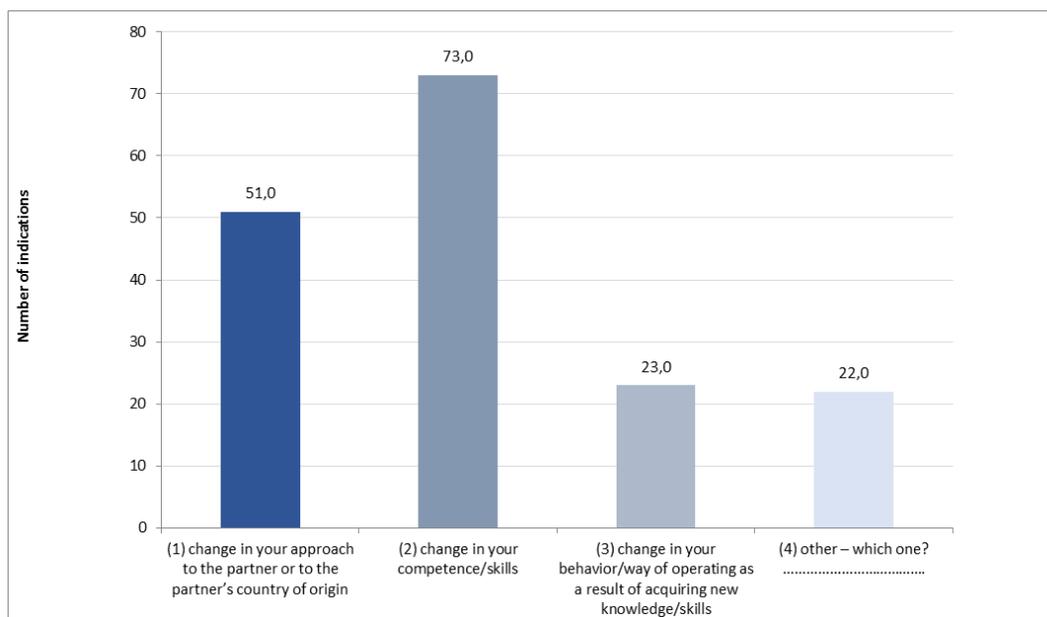
Chart 38 Effects of EEA FM/NFM projects from the point of view of beneficiaries according to partners from donor states



Source: CAWI survey among partners from donor states, n=169

As for the assessment of the effects from the point of view of partners, a change in the level of knowledge and competence prevails, whereas a change in approach to the partner's country of origin is in the second place.

Chart 39 Effects of EEA FM/NFM projects according to partners from donor states from their point of view



Source: CAWI survey among partners from donor states, n=169

The results show a few tendencies, i.e.:

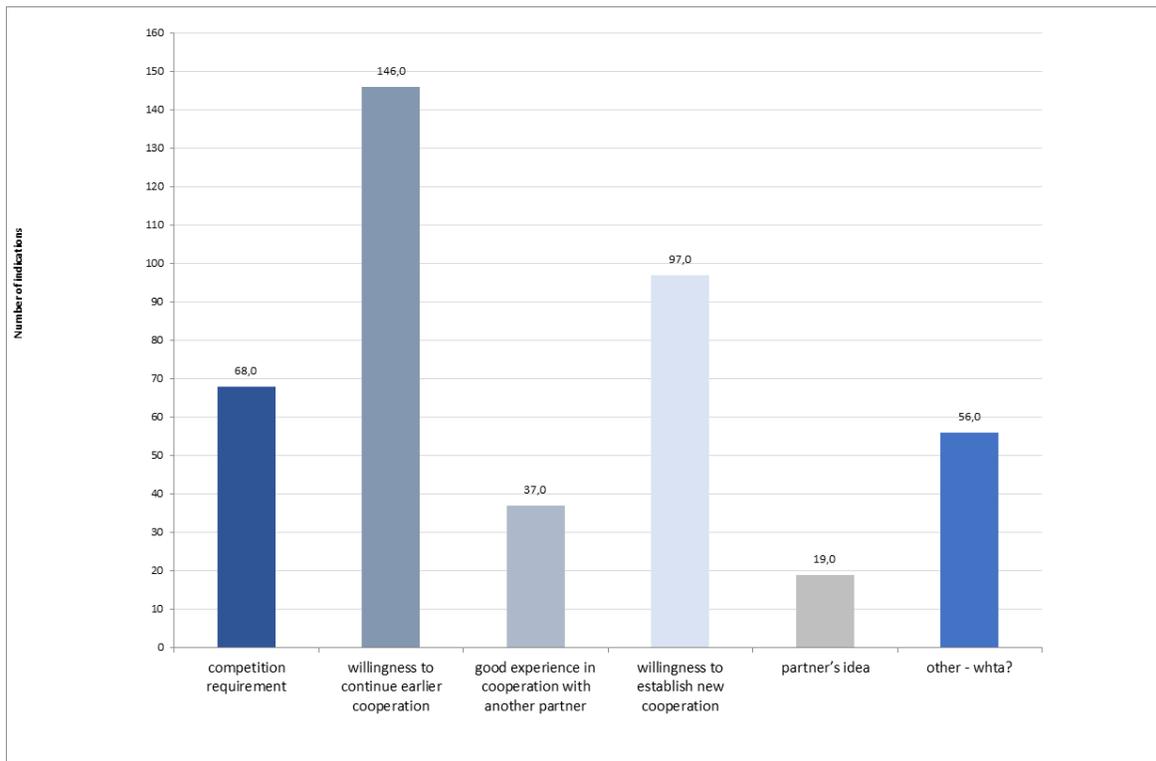
- beneficiaries implementing projects in Poland put less emphasis on changing their approach to the partner or their country of origin (4%) than partners from donor states (30%);
- change in the level of knowledge or competence is quite a symmetrical effect and it is indicated as the most important effect by both entities implementing projects from Poland (61%) and partners from donor states (43%);
- assessment of the effects from the point of view of beneficiaries expressed by themselves and by partners is very similar. The only difference involves a larger number of indications for a change in approach to the partner or to the partner's country of origin made by partners (14% in relations to 4% of the indications made by beneficiaries themselves).

87% of beneficiaries have pointed out that they will continue cooperation after the completion of project implementation. Such a declaration has been made by fewer partners from donor states (69%). On the one hand, the answers confirm relatively high project sustainability, on the other hand they reveal a small gap between entities implementing projects in Poland and prospective partners from donor states. It might result from disproportion in number and hence excessive burden on partners from donor states.

### *Factors strengthening and weakening cooperation and its impact on bilateral relations*

The main motivation for establishing partnership within projects, in the opinion of beneficiaries, was willingness to continue earlier cooperation and then willingness to establish new cooperation. The third most important motivation was competition requirement.

*Chart 40 Main motivation for establishing cooperation within EEA FM/NFM projects according to beneficiaries*



*Source: CAWI survey among beneficiaries of projects implemented in partnership, n=423*

Both beneficiaries and partners from donor states have assessed cooperation positively.

Chart 41 Assessment of cooperation according to beneficiaries

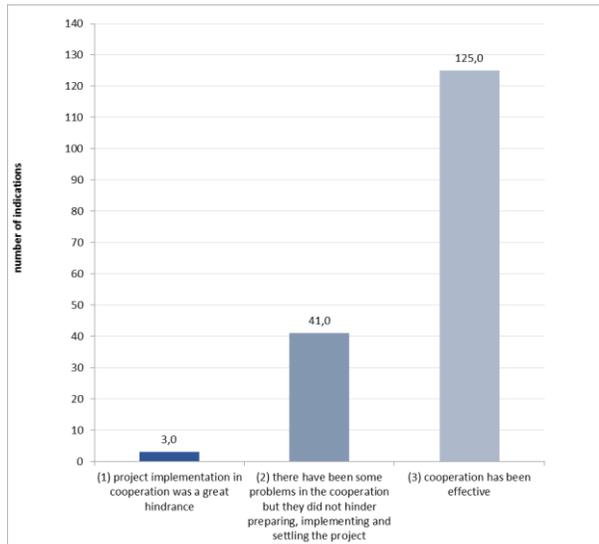
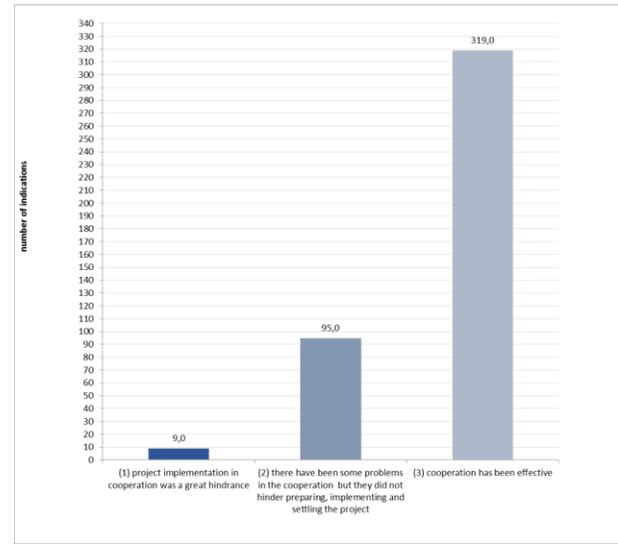


Chart 42 Assessment of cooperation according to partners from donor states



Source: CAWI survey among beneficiaries of projects implemented in partnership, n=423

Source: CAWI survey among partners from donor states, n=169

As the results of the qualitative research show, a hindrance was a limited number of prospective partners from donor states. Partners also found reporting requirements problematic and too bureaucratic. Furthermore, it was indicated that bottom-up cooperation, often informal but really necessary, brought better effects than obligatory cooperation, which proved to be sometimes seeming and burdensome.

As little as 10% of beneficiaries questioned in the CAWI survey participated in initiatives financed within the Bilateral Fund. 54 of them took part in ventures aimed at creating cooperation networking, exchanging and sharing knowledge, technologies, experiences and the best practices between beneficiaries and entities from donor states. 24 beneficiaries, by contrast, took part in initiatives involving searching for partners. They all positively assessed the quality of cooperation within the BF.

To sum up, it can be stated that the solutions worked out so far in the scope of cooperation, expanding networking of contacts and greater understanding of mutual needs, conditioning (especially legal and cultural) as well as opportunities (capacity, competence) will facilitate preparation and implementation of programmes and projects in partnership in the next programming period.

## 6. SWOT/TOWS analysis

The study results have been summarized in the form of SWOT analysis presented in the table below. Statements on strengths and weaknesses of the EEA and Norway Grants have been articulated. Also, chances and threats to the Programmes implemented within the funds have been identified. Elements of the SWOT analysis identified as most important during the expert panel are bolded in the table below.

Table 65 SWOT analysis

Strengths	Weaknesses
(1) <b>Great visibility of the effects and relatively great significance of the EEA/Norway Grants at the local level, in selected support areas and for selected target groups</b>	(1) <b>Relatively small scale of the funds, which results in poor visibility of the effects at the national level</b>
(2) <b>Programming based on an analysis of experiences from the previous edition of the funds</b>	(2) <b>Duplication of some support areas financed also from other sources (EU funds in particular) without clearly distinguished characteristics of support within EEA /Norway Grants</b>
(3) <b>Possibility of taking 'soft' and 'hard' initiatives within one project</b>	(3) <b>No possibility of reallocation of funds among Programmes in the whole period of their implementation</b>
(4) <b>Possibility of implementing large nationwide predefined projects in Poland</b>	(4) <b>Not always relevantly defined outcome indicators (e.g. their target values estimated too cautiously or indicators mismatched to the support scale and character)</b>
(5) <b>High relevance of selection of support areas (health, violence counteracting, scientific research, culture)</b>	(5) <b>Partial functionality of the DORIS system as a tool of reporting and monitoring; lack of a homogeneous reporting-monitoring system based on an IT tool</b>
(6) <b>Flexibility of programming documentation (it was not unnecessarily detailed, which left some margin of flexibility to Programme Operators while defining detailed solutions)</b>	(6) <b>Too long time of conducting some procedures (especially as for defining/agreeing on the Programme substantive contents)</b>
(7) <b>High effectiveness of the system of project assessment and selection, which leads to selecting high quality ventures ensuring that Programme objectives are achieved</b>	(7) Thematic dispersion of interventions, which results in insignificant socio-economic effects at the national level
(8) <b>Well-functioning, in general, channels of circulating information among particular participants of the system of Programme management and implementation</b>	(8) Incomprehensible reporting and settling of expenditures, which is too much a burden on partners from donor states
(9) Relevant identification of the ultimate recipients of the support	(9) Two-level review procedures, which considerably lengthen the process of beneficiary selection (in Programmes within which competition projects were implemented)
(10) High effectiveness of the Programmes (measured by the level of achieved indicators)	
(11) Programming based on an in-depth analysis of needs	
(12) Flexibility of donor states at the stage of implementation of the Programmes	

<ul style="list-style-type: none"> <li>(13) Substantive capacity of partners from donor states</li> <li>(14) Implementation of projects in partnerships – strengthened cooperation at the local and regional levels</li> <li>(15) Thematic concentration in some areas (e.g. energy efficiency)</li> <li>(16) Clear and transparent layout and contents of programming documentation</li> <li>(17) Clear, transparent and comprehensible criteria for project assessment and selection reaffirmed fairness of the selection</li> <li>(18) Useful and effective system of supporting beneficiaries by Programme Operators (support at the stage of project implementation, which increases the effectiveness of supported ventures)</li> <li>(19) Correct structure, procedural solutions and proper volume of the Technical Assistance Fund</li> </ul>	<ul style="list-style-type: none"> <li>(10) Sometimes problematic definitions of indicators and quite unrealistic estimation of their target values</li> <li>(11) Some rather minor limitations of the informative-promotional system</li> </ul>
Chances	Threats

<ul style="list-style-type: none"> <li>(1) Possibility of using experiences from previous editions of EEA/Norway Grants</li> <li>(2) Current experience in cooperation with partners from donor states (developed solutions) and a network of contacts facilitating further cooperation within partnerships based on high capacity and substantive quality of EEA/Norwegian partners</li> <li>(3) Preparation of further editions of Programmes with the assumption of filling up gaps as well as support concentration</li> <li>(4) Development of competence among institutions with reference to skills of managing organizationally complicated, large-scale ventures with the participation of many partners, based on solutions used in the projects</li> <li>(5) Experiences gained by Programme Operators, which enable them to implement ventures in the future (similarly, experiences of beneficiaries and 'central' institutions of the management and implementation of the Programme)</li> <li>(6) Persisting belief on positive effects of bilateral partnership cooperation and increasing understanding of the effects in respect of management and implementation in different cultures</li> <li>(7) Highly positive image of Norway Grants (accessible and unformalised) increasing interest in EEA FM/NFM support</li> <li>(8) Possibility of using solutions developed within the Programmes for public policies financed from national sources (vide: health care)</li> <li>(9) Foreign exchange rate adjustments</li> </ul>	<ul style="list-style-type: none"> <li>(1) Lengthening period of settlements concerning conditions and rules of Programme implementation, which results in limiting project durations (long procedure of preparing and approving of the Programmes)</li> <li>(2) Small number of perspective partners from donor states</li> <li>(3) Cultural differences and divergence of schemes and standards for managing programmes and policies among donor states</li> <li>(4) Unification tendencies – standards and solutions for UE funds are transferred to EEA FM/NFM Programmes (often inadequately)</li> <li>(5) Challenges related to establishing a homogeneous system of reporting and monitoring based on an IT tool; abandoning the idea of building such a system</li> <li>(6) Foreign exchange rate risk</li> </ul>
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*Source: Own work based on study*

Due to domination of strengths and opportunities future an aggressive strategy (maxi-maxi) should be recommended (maximum use of strengths and opportunities).

## 7. Conclusions and recommendations

### 7.1. Summary and main conclusions

When summarising the analysis of implementation of the EEA and Norway Grants, it should be highlighted that this evaluation allows to give a high assessment of the effectiveness, efficiency, utility and sustainability of the implemented Programmes and projects.

Below are the main general conclusions of the study:

- The Programmes implemented within the EEA and Norway Grants display a high level of effectiveness.

Target values are mostly obtained or exceeded. This is due to analysis of monitoring data as well as survey results.

- The highest significance, and thus the largest impact of funds, is noted in areas where funding for similar activities is not available within the cohesion policy or other sources.

This applies particular areas such cultural heritage, domestic violence prevention and initiatives dedicated to planning and developing cooperation between local government units.

- High effectiveness was noted in the case of projects implemented in cooperation with international partners as well as integrated projects combining infrastructural investments with soft activities.

In this context projects combining „hard” and „soft” elements in the health protection area (PL07) should be underlined.

- The EEA FM and the NFM interventions display a minor socio-economic impact on macro-scale.

Considering the low level of allocation, we can speak of a minor impact of the EEA and Norway Grants on the economy in the macroeconomic dimension (GDP, employment, unemployment etc.).

- The EEA and Norway Grants have a relatively high significance for the socio-economic situation on the local level in selected support areas and for selected target groups.

The EEA and Norway Grants intervention have a marked socio-economic significance on the local level (positive changes of more social than economic nature) and in selected support areas such as energy efficiency, health protection (system effects), cultural heritage, domestic violence prevention, science and research (international cooperation as an added value of the

intervention) and initiatives dedicated to planning and developing cooperation between local government units.

Based on the general conclusions formulated below, the main success factors of the EEA FM and the NFM include the high level of involvement of all institutions both on the Polish side and the side of the donor states, the use of experience of international partners, the appropriate formulation of programmes based on accurate diagnosis and accurate selection of target groups, while maintaining a flexible approach and the possibility to implement "hard" and "soft" initiatives at the same time.

Factors decreasing the relevance and efficiency are:

- Duplication of some support areas with other sources of funding, including in particular EU funding.
- A large number of support areas and programmes, resulting in a dispersion of resources.
- Small number of partners from donor states.

Below is a presentation of detailed conclusions, horizontal recommendations as well as recommendations for specific areas and Programmes.

## 7.2. Recommendations

### 7.2.1. Horizontal recommendations

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
1.	<p>Due to limited EEA FM and NFM funds, socio-economic effects of the support are mostly visible at the local level, in selected areas and for selected target groups.</p> <p><i>(detailed information in chapter 3.2)</i></p>	<p>Concentration on a smaller number of selected support areas and programmes, in which the support impact will be more significant and visible and priority treatment of lagging regions</p>	horizontal	<p>In the course of negotiating a subsequent EEA FM and NFM edition, identification of such support areas for which the support impact will be visible and significant (e.g. based on the results of this evaluation) or identification of complementary areas and concentration of support on regions with lower level of economic development (i.a. GDP level)</p>	National Focal Point (NFP), donors	At the time of planning new Programmes	Difficulties with negotiating a catalogue of areas of thematic concentration	Negotiations taking account of evidence-based approach

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
2.	<p>No possibility of reallocating funds in the whole period of Programmes implementation, which makes it impossible to use more flexible and efficient support management at all levels of the intervention.</p> <p><i>(detailed information in chapter 6)</i></p>	<p>Introduction of a mechanism facilitating reallocation of funds among Programmes in the whole period of their implementation (reallocations after the contracting period is over)</p>	horizontal	<p>Designing formal and organisational solutions making it possible to reallocate funds among Programmes in the course of their implementation</p>	NFP, donors	At the time of planning new Programmes	<p>Difficulties with negotiating possibilities of using mechanisms of reallocation</p>	<p>Negotiations taking account of evidence-based approach (including proposals of reallocation process based on evidence from monitoring and evaluation research)</p>

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
3.	<p>Bottom-up cooperation, really necessary and frequently informal, has brought better effects than obligatory cooperation, which was sometimes seeming and burdensome.</p> <p><i>(detailed information in chapter 5)</i></p>	<p>Limitation of areas with obligatory cooperation; Inclusion of the issue of cooperation in the project assessment system as for other areas</p>	horizontal	<p>1. Limitation of areas with obligatory cooperation to soft initiatives</p> <p>2. As for the other areas, addition of assessment criteria for projects promoting cooperation or an increase in their weight (ca. 10-30%, depending on a set of criteria)</p>	NFP, donors	At the time of planning new Programmes	<p>Due to the fact that the objective of strengthening cooperation and bilateral relations is an EEA FM and NFM objective, donors will strive for increasing a number of areas, in which cooperation is obligatory.</p>	Reference to the results of this evaluation

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
4.	<p>Positive assessment of the Bilateral Fund at national and at programme level – in case of the BF at programme level there are more projects aiming at exchange of experience than networking and preparatory projects</p> <p><i>(detailed information in chapter 5)</i></p>	<p>Within BF at programme level emphasis on cooperation at the conceptual, strategic and preparatory levels, not at the level of project implementation</p>	horizontal	<p>Increased funds for networking and preparing projects in cooperation within the BF at programme level</p>	NFP, Programme Operators (PO)	At the time of implementing new Programmes	<p>Late start of the FMs in Poland, which will shorten the time of preparatory and conceptual phases</p>	<p>Putting the BF into operation soon after signing the memorandum</p>

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
5.	Limited number of entities from donor states for prospective cooperation within EEA FM and NFM projects  <i>(detailed information in chapter 5)</i>	1. Extension of the category of partner to other EEA countries, not only to donors  2. Creation of a contact base of sectoral entities in donor states, which could possibly implement projects in partnership	horizontal	1. n/a  2. Preparation of the base by the Financial Mechanism Office (FMO) [or with the participation of FMO], using BF funds. The base is to be prepared at the central level, not in the bottom-up way. The base is to be updated.	NFP, donors, PO, partners	At the time of planning new Programmes	1. Lack of consent of the donor states  2. Lack of capacity (funds, human resources, time) for preparing and updating the base	1. Joint negotiations with other countries  2. Allocation of significant BF funds for preparing the base

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
6.	<p>Programmes, in which projects were selected in competition mode, had a two-level review procedure allowing to appeal against the decision of application rejection (at the stage of formal and substantive assessments). This solution resulted in the lengthened process of application selection, and consequently in limited time for their implementation.</p> <p><i>(detailed information in chapter 4)</i></p>	<p>With reference to the identified problem, new and simplified solution should be adopted, based on one-instance appeal solution.</p>	horizontal	<p>To adopt the new solution by implementing regulation on one-instance appeal solution, including provisions defining time for submitting and considering an appeal</p>	Donors, NFP	At the time of planning new Programmes	None	None

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
7.	<p>The DORIS reporting system has been used in the Programmes. However, its functionality was limited in many cases. Although the system fulfilled some defined tasks, it was not fully sufficient as an efficient reporting-monitoring mechanism.</p> <p><i>(detailed information in chapter 5)</i></p>	<p>It is advisable to improve this system or to design a new solution based on an IT tool. It should be a multi-user (accessible to all participants of the management and implementation system of the Programme) reporting-monitoring tool facilitating registration and watching progress in Programme implementation.</p>	horizontal	<p>Conduct of detailed audit on functionality of the present system in view of introducing proper modification (designing/implementing the new system); development of a new IT tool.</p>	NFP, donors	At the time prior to starting new Programmes	<p>Development of a new tool is a complicated process both at the stage of identifying gap/main imperfections and at the stage of working out new solutions. It is bound to require external support.</p>	<p>Starting coordinated initiatives aimed at identifying necessary changes – management initiatives leading to modification/development of a new system (establishing a working group in charge of identification of necessary improvements).</p>

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
8.	<p>Within the Programmes a coordinated exchange of experiences between institutions of the management and implementation system occurred only to a limited extent. On the other hand, it seems, that such an exchange of experiences could be very favourable for the Programme implementation (in Poland and in other countries).</p> <p><i>(detailed information in chapter 5)</i></p>	Introduction of new solutions allowing to organize regular meetings for institutions engaged in the management and implementation system (at the 'central' level and at the level of Programme Operators) in particular countries, in order to exchange implementation and identify key problems.	horizontal	Taking account of a proper allocation and regulation of a formal mechanism that concerns organizing meetings among institutions of the management and implementation system of the Programme in different countries and among Programme Operators in Poland	Donors, NFP	At the time of planning new projects	Limited readiness for participating in meetings and information exchange. The solution can be perceived as a kind of additional bureaucratic burden.	Defining an interesting and detailed subject of meetings and developing their schedule, taking account of a proposal of recurrence

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
9.	<p>The Programmes revealed some problems related to unambiguous definitions of indicators of monitoring Programmes/ projects (especially at the level of projects) and to estimation of realistic target values.</p> <p><i>(detailed information in chapter 5)</i></p>	<p>Taking initiatives aimed at strengthening the capacity and the use of improved methodology of defining indicators and estimating their target values</p> <p>Elaboration of a list of key indicators and project indicators, putting particular emphasis on outcome indicators</p>	horizontal	<p>Elaboration of a list of key indicators along with a methodology handbook and guidelines for defining target values and calculating the indicators</p> <p>Conducting workshops on constructing indicators at the stage of preparing projects.</p> <p>Thorough verification and correction of indicators at the stage of project approval</p>	Donors, NFP and PO	At the time of planning new projects	<p>Tendency to use already existing solutions despite the fact that they have proven not to be very efficient.</p> <p>Time pressure during preparation of projects (with reference to workshops for beneficiaries)</p>	Ascribing properly great significance to correctly constructed indicators and to initiatives taken for ensuring it

No.	Conclusion based on the study	Recommendation	Recommendation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
10.	Changes in the Programmes every time required donors' consent, which lengthened the whole process.  <i>(detailed information in chapter 3.1)</i>	Simplification of the process of introducing changes into the Programmes.	horizontal	Introduction of adequate provisions at the stage of creating rules for changing the Programmes	NFP, donors	At the stage of planning new Programmes	None	None

### 7.2.2. Sectoral recommendations

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
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No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
1.	PL02	Broadly defining support areas, a large number of areas and indicators that hindered the implementation of the Programme  <i>(detailed information in chapter 3.1.1.1)</i>	At the stage of programming of the next edition of the EEA FM and NFM, focus should be put on several key areas, so as to avoid distraction of funds	sectoral	The needs and available sources of funding should be analyzed due to identify the greatest needs and introduce a thematic focus	NFP, donors	At the time of planning a new Programme	Lack of detailed analysis of documents	Organizing meetings with institutions financing various projects in this area and agreeing on a support area in the next perspective

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
2.	PL02	<p>A small share of projects implemented in partnership</p> <p><i>(detailed information in chapter 3.1.1.1)</i></p>	<p>It is advisable to strengthen the mechanism of establishing partnerships with both representatives of donor states and national partners.</p>	sectoral	<p>Facilitation of establishing cooperation by financing meetings aimed at starting cooperation between prospective partners</p>	NFP, donors	<p>At the time of planning a new Programme</p>	<p>Lack of time and funds for financing initiatives of this kind</p>	<p>Budgeting suitable funds for this purpose and enabling applicants to establish cooperation prior to announcing a call for applications</p>

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
3.	PL03	In the process of conducting competitions the list of beneficiaries has been limited to the units of the public finance sector  <i>(detailed information in chapter 3.1.1.2)</i>	In the next perspective of the EEA FM and the NFM implementation of projects should be possible also for scientific-research units	sectoral	Expansion of the catalogue of beneficiaries	NFP, donors	At the time of planning a new Programme	n/a	n/a
4.	PL03	The Program used a large number of indicators that were appropriate for predefined projects, but did not quite fit into the competition projects.  <i>(detailed information in chapter 3.1.1.2)</i>	Verification of the system of indicators and methodologies for their calculation and limitation the number of indicators	sectoral	At the stage of creating the Programme, identify indicators and work out their methodologies	NFP, donors	At the time of planning a new Programme	n/a	n/a

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
5.	PL04	At the stage of programming support within the next perspective, it is possible to use experiences of Norwegian and Icelandic partners and to include in the Programme a broader range of initiatives aimed at improving the air quality, i.e. adaptation initiatives towards climatic changes.  <i>(detailed information in chapter 3.1.1.3)</i>	Expansion of a catalogue of initiatives in the area of energy saving and promoting RES to e.g. initiatives aimed at adaptation to climatic changes.	sectoral	Analysis of possible programme areas and construction of a programme, which does not overlap with the scope of other programmes available within other national or foreign funds, but which fills gaps in financing or complements resources within cohesion policy	NFP, donors	At the time of planning a new Programme	Risk of duplication of funding for the same projects	Organizing meetings with institutions financing various projects in this area and agreeing on a support area in the next perspective
6.	PL06	The support provided within the ZMP predefined project has positively influenced obtaining effects of many competition projects.  <i>(detailed information in chapter 3.1.2)</i>	Continuation of support for beneficiaries of competition projects in form of predefined project based on ZMP experiences	sectoral	Envisaged possibility of implementing a predefined project	NFP, donors	At the stage of planning a new Programme	None	None

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
7.	PL06	It turned out to be problematic to find partners from donor states at the level of projects.  <i>(detailed information in chapter 3.1.2)</i>	Planning of initiatives aimed at promoting partnerships with representatives of donor states	sectoral	Organization of networking meetings, elaboration of materials promoting establishing partnerships  Presentation of benefits from taking initiatives in partnership	NFP, donors	At the stage of planning a new Programme	Persisting lack of interest of partners from donor states	Attempt of creating incentives for establishing partnership at the level of donor

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
8.	PL07	<p>The PL07 Programme impact is insignificant at the national level due to the amount of funds (0.04% of outlays for health care), but at the same time this sector is still underfinanced in Poland (6.5% of GDP, whereas in other OECD countries ca. 10%).</p> <p><i>(detailed information in chapter 3.1.3.1)</i></p>	Increased thematic or geographical concentration in case funding allocated for the area of adapting health protection to demographical-epidemiological trends is maintained	sectoral	Definition of a priority area based on available analyses and NHP in the course of negotiating the Programme scope	NFP, donors	At the stage of planning a new Programme	Pressure of different groups on funding various areas	Basing on available analyses and NHP

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
9.	PL07	Lack of coordinated preventive health programmes at the regional/local level  <i>(detailed information in chapter 3.1.3.1)</i>	Provision of a mechanism of coordinating and implementing preventive health programmes at the regional/local level in case funding allocated for the area of adapting health protection to demographical-epidemiological trends is maintained	sectoral	Establishing in the Ministry of Health (MH) a department coordinating development and implementation of preventive health programmes at the regional/local level	MH	At the time of planning and implementing a new Programme	Lack of capacity (financial and human resources) for coordination of works	Allocation of some funds for coordination initiatives within regional/local preventive programmes in case funding allocated for the area of adapting health protection to demographical-epidemiological trends is maintained

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
10.	PL08	<p>The Programme offered very attractive support (277 applications submitted, 22 investments supported) and its continuation is expected. The implemented ventures had a very positive impact on the infrastructural strengthening of financed institutions: conservation of valuable monuments, improvement of conditions for cultural activity.</p> <p><i>(detailed information in chapter 3.1.4.1)</i></p>	Continuation of the support under the same conditions.	sectoral	Guarantee of possible support provided in subsequent programmes of this kind for ventures such as those implemented under PL08	NFP, donors	At the stage of planning a new Programme	None	None

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
11.	PL09	Partners from donor states focused rather on a substantive aspect of the projects, while they had difficulty with understanding and fulfilling formal requirements related particularly to financial settlements. Some partners eventually covered their costs themselves.  <i>(detailed information in chapter 3.1.4.2)</i>	Introduction of flat rate settlements within projects – for both partners and beneficiaries	sectoral	Envisaged possibility of settling costs incurred by beneficiaries and partners in the projects on the base of flat rate	NFP, donors	At the time of planning and implementing a new Programme	None	None

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
12.	PL10	<p>The advantage of the Programme results from the possibility of implementing various, differentiated and complex projects, resulting in rise of educational, organizational and administrative potential and also resulting in internationalization of Polish educational institutions.</p> <p><i>(detailed information in chapter 3.1.5.1)</i></p>	Continuation of the support of a similar scope is recommended in the future	sectoral	Maintenance of a broad range of projects, including continuation of the support targeted also at institutions at a lower educational level	NFP, donors	At the time of planning a new Programme	None	None

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
13.	PL12	<p>The Programme (components/ instruments aimed at financing research projects) involved selecting science and research projects eligible for funding within one call. On the other hand, submitting applications within a greater number of calls provides an opportunity to improve applications (interesting but regarded as ineligible for some reasons within a previous call); moreover, usually a larger number of applicants appear.</p> <p><i>(detailed information in chapter 3.1.5.2)</i></p>	Each of granting instruments should be offered within more calls than one (using this recommendation should take account of schedule realities as for Programme implementation).	sectoral	The plan of Programme implementation should take account of at last two calls for each granting instrument. Each call should have an amount of allocation assigned to the support; in the case of great interest within the first call, the allocation might be increased at the expense of allocation for the second call.	NFP, PO	At the time of planning a new Programme	Limitations resulting from the schedule of Programme implementation – lack of time for organizing more than one call	More efficient/ faster implementation of processes at the stage of developing new Programme and the scope of its thematic areas.

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
14.	PL12	<p>Supporting processes of planning scientific-research cooperation (e.g. arrangements on research projects and bilateral cooperation) provided a number of positive outcomes, at the stage of both applying for the support and implementing projects.</p> <p><i>(detailed information in chapter 3.1.5.2)</i></p>	<p>Provision of networking component for prospective project promoters in the scope of planning cooperation at as early stage of programme implementation as possible.</p> <p>The component targeted at scientific centres/research teams establishing new bilateral cooperation</p>	sectoral	Inclusion of the instrument in a detailed Programme implementation plan at as early stage of implementation as possible	NFP, PO	At the time of planning a new Programme	Limitations resulting from the schedule of Programme implementation (this instrument should proceed the first call for projects, which means that the first call should be shifted in time)	Well prepared and fast implementation of mobility instrument, which postpones implementing the first call to possible smallest extent

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
15.	PL12	<p>The study points at a number of positive effects resulting from implementing scientific-research projects in bilateral partnership (with scientific centres from Norway).</p> <p><i>(detailed information in chapter 3.1.5.2)</i></p>	<p>Implementation of scientific-research projects in partnership should be extended to all granting instruments (also Small Grants Scheme, if such an instrument is taken into account in the next edition of the Programme)</p>	sectoral	<p>Inclusion of obligatory partnership in competition documentation concerning calls for particular granting instruments</p>	NFP, PO	At the time of planning a new Programme	<p>Increase in formal complications at the stage of preparing applications for research projects of small value, which results in limiting interest in such projects.</p>	<p>Improved mechanism of identifying partners (independent scientists and research teams in Norwegian scientific centres)</p>

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
16.	PL13	One of strengths of the PL13 Programme is relevance of the initiatives taken – it is the first programme of this kind in Poland.  <i>(detailed information in chapter 3.1.3.2)</i>	Maintenance of funding for the Programme of reducing social inequalities in health and continuation of initiatives assessing the efficiency of implemented solutions	sectoral	n/o	NFP, donors, MH	At the time of planning and implementing a new Programme	n/a	n/a
17.	PL14	High relevance of support in the area of counteracting domestic violence and gender-related violence  <i>(detailed information in chapter 3.1.6.1)</i>	Maintenance of funding for the area of counteracting domestic violence and gender-based violence	sectoral	n/o	NFP, donors	At the time of planning a new Programme	n/a	n/a

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
18.	PL14	<p>In the case of 3 out of 10 projects implemented by non-governmental organizations, the sustainability of effects seems to be dubious (there is no website of the project and the website of the entity reveals a completely different profile of activity, e.g. counselling services and rental of office space; the website lacks in any information on the project or its effects).</p> <p><i>(detailed information in chapter 3.1.6.1)</i></p>	<p>In the case of maintained funding for the area – requirement of partnership with local self-governmental institutions or institutions included in an integrated system of counteracting violence, if projects are implemented by NGOs.</p>	sectoral	<p>Introduction of required partnership with local self-governmental institutions or other institutions included in an integrated system of counter-acting violence (social aid, police, probation officers, education, health care), if projects are implemented by NGOs.</p> <p>Option: Requirement of enclosing to the application a positive opinion on a project applicant expressed by self-governmental institutions or other institutions included in an integrated system of counter-acting violence (social aid, police, probation officers, education, health care) or by local interdisciplinary teams for counter-acting violence</p>	Ministry of Family, Labour and Social Policy (MRPiPS)	At the time of implementing a new Programme	n/a	n/a

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
19.	PL15	<p>Quite limited, although strongly justified by the Programme specificity, participation of local and regional self-governments and NGOs in projects.</p> <p><i>(detailed information in chapter 3.1.6.2)</i></p>	<p>In the future it is worth considering a little greater participation (although now it is already visible) of local and regional self-governments and NGOs in project implementation as project promoters or also partners, if support within the Programme would concern the area of human trafficking or the other areas in which such institutions can play an important role. Additionally, in the area of counteracting human trafficking it is worth considering cooperation with associations of employers.</p>	sectoral	<p>Designing proper criteria for project selection or even dedicated calls leading to considerable participation of local and regional self-governments and NGOs as well as associations of employers</p>	NFP, donors	At the time of planning a new Programme	<p>Emphasis of the services on concentrating support within governmental sector</p>	<p>Putting emphasis on the role of cooperation with the third sector and with local self-governments also in order to increase the sustainability of project outcomes</p>

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
20.	PL15	<p>A weakness of the Programme is very low interest and level of using resources within the Bilateral Fund</p> <p><i>(detailed information in chapter 3.1.6.2)</i></p>	<p>Greater emphasis should be placed on suitable preparation of prospective project promoters for efficient and useful cooperation with the Norwegian party, for example, by facilitating financing meetings among similar organizations from both countries even at the stage prior to submitting projects. Such a possibility should be also promoted.</p> <p>Grant competitions for the Bilateral Fund should be launched not only parallel, but also/or particularly separately, in a time period after the selection of grant-projects.</p>	sectoral	<p>Facilitation of establishing cooperation by financing meetings aimed at establishing cooperation among potential partners.</p> <p>Guarantee of separate grant competitions for the BF</p>	NFP, donors	At the time of planning a new Programme	Lack of time and funds for initiatives of this kind	Budgeting suitable funds for this purpose and postponing competitions for project implementation until the right moment

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
21.	PL16	<p>Despite the fact that implemented projects referred basically to different spheres, they altogether contributed to improved functioning of courts and to their reception in various areas. Particularly actions aimed at support for victims and witnesses should be appreciated.</p> <p><i>(detailed information in chapter 3.1.6.3)</i></p>	<p>It is worth continuing a combination of informative and promotional initiatives (e.g. promoting mediation), as well as improvement of infrastructure of judicial system.</p> <p>Moreover, apart from initiatives aimed at better deciding cases, it is definitely worth continuing initiatives aimed at proper treatment of victims and witnesses.</p>	sectoral	Maintenance of a broad range of projects supporting judicial system and implementation of both soft projects and projects strengthening court infrastructure	NFP, donors	At the time of planning a new Programme	Significant changes in Polish judicial system and increased role of the Minister of Justice could result in limited propensity of courts to engage in implementing projects of this kind	Basically, none, apart from indicating the apolitical and everlasting role of objectives of implemented projects.

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
22.	PL17	<p>Implemented projects ensured a complex approach to the improvement of Polish prison service, taking account of various needs of both convicts and staff of particular levels of Prison Service.</p> <p><i>(detailed information in chapter 3.1.6.4)</i></p>	<p>In the future it is recommended to continue the support of similar scope within out-of-competition procedure (predefined projects)</p>	sectoral	<p>Maintenance of a broad range of projects in the area of prison service – training projects targeted at convicts, employees and officers of prison service as well as projects strengthening infrastructure of penitentiary units</p>	NFP, donors	At the time of planning a new Programme	None	None

No.	Pro-gramme	Conclusion based on the study	Recommendation	Recommen-dation type (sectoral, horizontal)	Mode of implementation	Addressee	Time	Threats to implementation	Limitation or elimination of the threat
23.	PL17	<p>Applying custodial punishments is beyond responsibility of the Programme Operator. Additionally, a certain organizational problem was implementation of the project by an institution, which in the hierarchy of the judicial system was above the Operator. Elimination of the hinderance could contribute to an increased level of efficiency with reference to an organizational aspect and to ultimate outcomes of initiatives taken.</p> <p><i>(detailed information in chapter 3.1.6.4)</i></p>	<p>As for the future Programme, it is recommended to separate issues related to supporting prison service from applying custodial punishments – with taking account of dividing competences and responsibility and of hierarchical relations of institutions obliged to take initiatives in both areas.</p>	sectoral	<p>The area related to applying custodial punishments should be excluded from the responsibility of the Central Board of Prison Service, including it at the same time in the Programme implemented by the Ministry of Justice.</p>	NFP, donors	At the time of planning a new Programme	<p>Difficulties with negotiating a change in the Programme scope related to variable structural solutions in different countries.</p>	<p>Presenting (during negotiations) the specificity of functioning of the judicial system in Poland, where issues related to prison service, and application of custodial punishments remain within responsibility of different institutions, which are hierarchically dependent; additionally, exposing of possible benefits resulting from raising efficiency of the Programme implementation</p>

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## Appendix

### PL02

Support objectives	Biodiversity and ecosystem services
<b>Programme Operator</b>	Ministry of Environment supported by the National Fund for Environmental Protection and Water Management
<b>Value of allocation</b>	Estimated total value of the Programme: EUR 24,804,706 Value of the EEA FM grant: EUR 21,084,000
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• One predefined project: “Biodiversity and support for ecosystems: nationwide information campaign to raise awareness of biodiversity”, managed by the Ministry of Environment;</li> <li>• Competition projects of the Small Grant Scheme;</li> <li>• Competition projects under the main call for proposals;</li> <li>• Competition projects of the Bilateral Fund.</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• For open calls for proposals: all entities, private or public, including but not limited to local self-government units and state organisational units, including the State Forests National Forest Holding (Państwowe Gospodarstwo Leśne “Lasy Państwowe”, PGL LP), etc.;</li> <li>• For the Small Grant Scheme: non-governmental organisations;</li> <li>• For the Bilateral Fund: Polish beneficiaries who executed the project agreement with the Programme Operator and implement projects with project partners from the donor states, Polish organisations interested in cooperation, exchange of experience and information with project partners from the donor states.</li> </ul>
<b>Target groups</b>	Civil servants / public administration officials, non-governmental organisations, government authorities supervising the Natura 2000 sites, local community living within the Natura 2000 sites, preschool and school-age children and young people, including parents and teachers, tourists visiting nature trails and environmental education centres at the Natura 2000 sites, individuals interested in non-governmental organisations in charge of education and promotion of protection of biodiversity
<b>Value of projects</b>	Small Grant Scheme – from EUR 50,000 to EUR 250,000 Main call for proposals – from EUR 170,000 to EUR 800,000 Bilateral Fund – first call for proposals: from EUR 2,000 to EUR 10,000 EUR Bilateral Fund – second call for proposals: from EUR 1,000 to EUR 20,000 EUR Bilateral Fund – third call for proposals: from EUR 1,000 to EUR 20,000 EUR

## PL03

Support objectives	Environmental monitoring and integrated planning and control
<b>Programme Operator</b>	Ministry of Environment supported by the National Fund for Environmental Protection and Water Management
<b>Value of allocation</b>	Value of the EEA FM grant: EUR 15,000,000
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• 4 predefined projects:               <ul style="list-style-type: none"> <li>• <i>“Strengthening the air quality assessment system in Poland based on the Norwegian experience”</i>, implemented by the Chief Inspectorate of Environmental Protection (CIEP) in cooperation with the Norwegian Institute for Air Research (NILU)</li> <li>• <i>“Strengthening the technical capacity of the Chief Inspectorate for Environmental Protection through the purchase of the measurement devices, laboratory equipment and IT tools”</i>, implemented by the Chief Environmental Protection Inspectorate in cooperation with the Norwegian Institute for Air Research (NILU)</li> <li>• <i>“Monitoring of the implementation of the project PL0100 “Increase of the efficiency of activity of the Chief Inspectorate of Environmental Protection based on Norwegian experience”</i>, implemented by the Chief Inspectorate of Environmental Protection in cooperation with the Norwegian Environment Agency</li> <li>• <i>“Data model and database management system with spatial information on natural environment in aspect of thematic mapping”</i>, implemented by the Head Office of Geodesy and Cartography in cooperation with the Norwegian Mapping Authority – Kartverket and the National Water Management Authority</li> </ul> </li> <li>• 5 competition projects</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• For predefined projects: state administrative entities;</li> <li>• For the open call for proposals: public finance entities that are actively engaged for environmental protection</li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• For predefined projects: researchers, scientists;</li> <li>• For competition projects: students, schools and other institutions providing education and/or training on any level, teachers, trainers, managers, leaders and other personnel of universities, public administration officials / personnel, scientists and researchers</li> </ul>
<b>Value of projects</b>	In the competition recruitment, the minimum amount of financial support was EUR 170,000 and the maximum amount of financial support was EUR 897,625

## PL04

Support objectives	Saving energy and promoting renewable energy source
<b>Programme Operator</b>	Ministry of Environment supported by the National Fund for Environmental Protection and Water Management
<b>Value of allocation</b>	EEA FM and NFM, total value: EUR 144,150,000
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>○ 1 predefined project implemented by the Ministry of Environment, called <i>Educational and promotional activities for energy efficiency and use of renewable energy sources, including the idea of environmentally friendly homes</i></li> <li>• 23 predefined projects, competition projects under an open call for proposals</li> <li>• Competition projects of the Bilateral Fund</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• NFM: small, medium and large enterprises</li> <li>• EEA FM: public finance entities or non-state actors providing public services</li> <li>• Bilateral Cooperator Fund NFM: <ul style="list-style-type: none"> <li>• Self-regulating trade associations (chambers of commerce), the statutory activity of which includes issues related with improvement of energy efficiency in the industry, increase of the share of industrial enterprises in the production of energy from renewable energy sources, reduction of waste production and reduction of emission of contamination to air, water and soil, including reduction of emission or avoiding emission of CO<sub>2</sub> by industrial enterprises;</li> <li>• Umbrella organisations or organisations active for local self-government units, as well as unions and partnerships of towns, cities, communes, counties and regions, striving at: improvement of energy efficiency in the public utility sector, use of renewable energy in heating systems for the public sector, development of infrastructure for the use of renewable energy sources in the public sector, improvement of the quality of energy planning in communes/regions (the energy-production-consumption system), cooperation between centres for energy efficiency and/or renewable energy (cooperation platforms);</li> <li>• State organisational units<sup>105</sup>;</li> <li>• Non-governmental organisations.</li> </ul> </li> </ul>
<b>Target groups</b>	Public administration officials / personnel, staff of companies providing training, the elderly, patients with cancer, schools and other institutions providing education and/or training at any level, small and medium

<sup>105</sup> A state organisational unit is a unit established by a state authority for the purpose of performing tasks and goals of the state, the status, coverage and competence of which are stipulated by the Act, and its activity is financed from the state budget. This includes but is not limited to units that function as state-financed units and entities, which means: research and development entities, the Polish Academy of Sciences and scientific institutes at universities, subject to special regulations, legal entities established by the state (sometimes, with the state's majority share) in form of corporations (commercial law companies) and foundations, or, more commonly, state foundation entities, the National Bank of Poland, public schools and educational institutions, government administration offices, etc.

Support objectives	Saving energy and promoting renewable energy source
	enterprises, entrepreneurs, individuals with mental disorders, the sick, students and interns in all forms of education at a higher level, teachers, trainers, managers, leaders and other personnel of higher education institutions, children, youth, people at risk of poverty, the disabled, people with rare diseases, public and private organisations, including non-governmental and non-profit organisations, organising and providing education and training services at the local, regional and national level, social partners and other professional representatives cooperating with accredited educational institutions, victims of conflicts/catastrophes, prisoners, the addicted,
<b>Value of projects</b>	<p>EEA FM: 1. Call for proposals: minimum project value – EUR 170,000, maximum project value – EUR 3,000,000</p> <p>EEA FM: 2. Call for proposals: minimum project value – EUR 170,000, maximum project value – EUR 3,000,000</p> <p>NFM: 1. Call for proposals: minimum project value – EUR 600,000, maximum project value – EUR 5,000,000</p> <p>NFM: 2. Call for proposals: minimum project value – EUR 600,000, maximum project value – EUR 5,000,000</p> <p>BF: 1<sup>st</sup> and 2<sup>nd</sup> call for proposals: minimum project value – EUR 183,823.75, maximum project value – EUR 367,647.50</p> <p>BF: 3<sup>rd</sup> call for proposals: minimum project value – EUR 20,000, maximum project value – EUR 50,000 EUR</p>

## PL06

Support objectives	Urban development by strengthening the competence of self-government units, social dialogue and cooperation with civil society representatives
<b>Programme Operator</b>	Ministry of Economic Development (formerly: Ministry of Infrastructure and Development)
<b>Value of allocation</b>	EUR 9,835,000
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• Predefined project: <ul style="list-style-type: none"> <li>✓ <i>Building competences for inter-municipal and inter-sectoral cooperation as tools for local and regional development</i>, implemented by the <i>Union of Polish Cities and the Norwegian Association of Local and Regional Authorities</i></li> </ul> </li> <li>• Competition projects</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Local self-government units</li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• Representatives/personnel of SGU at various levels (commune, county, voivodeship)</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• 46-54 months</li> </ul> <p>The end of eligibility date was specified as 30 April 2017 [initially, 30 April 2016]</p>
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• EUR 350,000-550,000</li> </ul>

## PL07

Support objectives	Development and improved adaptation of healthcare to demographic and epidemiological trends
<b>Programme Operator</b>	Ministry of Health
<b>Value of allocation</b>	EUR 58,000,000
<b>Types of projects</b>	<p>Competition projects</p> <p><b>Mother and child care – prevention, diagnostics and treatment with a view to increase the birth rate:</b></p> <ul style="list-style-type: none"> <li>• Collective health education for pregnant women</li> <li>• Professional training for medical personnel on methods for early detection of fetal abnormalities and neonatal intensive care</li> <li>• Development of institutions providing comprehensive diagnostic services and fetal intrauterine therapy through purchase of equipment, implementation of new medical technologies and extension, rebuilding or refurbishment (upgrade) of infrastructure</li> <li>• Development of institutions providing neonatal intensive care (through purchase of equipment, implementation of new medical technologies and extension, rebuilding or refurbishment (upgrade) of infrastructure)</li> <li>• Development of a system for quality assessment and supervision of three reference levels of perinatal care</li> <li>• Preventive dentistry for pregnant women</li> </ul> <p><b>Better adaptation of healthcare to address the needs of the rapidly growing population of the chronically ill and dependant as well as the elderly:</b></p> <ul style="list-style-type: none"> <li>• Telecare centres, i.e. teleadvice and direct assistance from nurses and other medical personnel on demand</li> <li>• Rental of equipment needed by patients and nurses, advisory on the choice of equipment, training on operation of the equipment and preparation of conditions for home care</li> <li>• Purchase of diagnostic and therapy equipment for healthcare institutions, including long-term care institutions</li> <li>• Extension, rebuilding or refurbishment (upgrade) of healthcare institutions, including long-term care institutions</li> <li>• Training for nurses and other medical personnel in providing care for the elderly</li> <li>• Publications on standards for long-term care</li> </ul> <p><b>Cancer prevention with a view to reducing the cancer morbidity and mortality rates in Poland:</b></p> <ul style="list-style-type: none"> <li>• Preventive programmes with screening tests and training for medical personnel performing screening tests</li> <li>• Health education and health promotion in terms of preventive tests and healthy lifestyle</li> <li>• Extension, rebuilding or refurbishment (upgrade) and purchase of equipment for radiotherapy units</li> <li>• Purchase of equipment for early detection of cancer for healthcare institutions</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Healthcare institutions providing healthcare services financed from public funds and their founding institutions, including healthcare institutions transformed into capital companies providing healthcare services financed from public funds</li> <li>• Research institutions operating in the healthcare sector</li> <li>• Medical universities or public universities providing education and research in medical science</li> <li>• Long-term care centres financed from public funds and their founding</li> </ul>

Support objectives	Development and improved adaptation of healthcare to demographic and epidemiological trends
	<p>institutions</p> <ul style="list-style-type: none"> <li>• Non-governmental organisations operating in the healthcare sector</li> </ul> <p>For healthcare institutions, it is necessary to operate within the public healthcare system, i.e. to have a contract with the National Health Fund or any other basis for providing services (e.g., a contract for provision of tertiary care, signed with the Minister of Health).</p> <p>Medical universities, public universities providing education and research in medical science and research institutes are authorised to participate in the Programme, provided that their statutory and economic activities are clearly separated, if the project corresponds with the university's statutory activity.</p> <p>In order to meet the eligibility criterion, non-governmental organisations have to operate in the healthcare sector and be able to prove this kind of activity in their constitutive documents (e.g., articles of association). Support from the project will be granted only for the organisation's activity of non-economic nature.</p> <p>In order to meet the eligibility criterion, long-term care centres have to operate within the social care system, i.e. they have to be managed by a local self-government unit or perform activities ordered by local self-government units.</p>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• General public, including in particular: <ul style="list-style-type: none"> <li>✓ Pregnant women, newborns</li> <li>✓ The elderly (age: 60+), the dependent and chronically ill</li> <li>✓ Cancer risk groups, cancer patients</li> </ul> </li> <li>• Medical personnel, medical staff</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• Until 30 April 2016 (some projects until 30 April 2017)</li> </ul>
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• From EUR 375,000 (PLN 1,552,950) to EUR 7,500,000 (PLN 31,059,000)</li> </ul>

## PL08

Support objectives	Conservation and revitalisation of cultural and natural heritage
<b>Programme Operator</b>	Ministry of Culture and National Heritage
<b>Value of allocation</b>	EUR 70,200,000 (funds from the Financial Mechanisms, under consideration of national funds – EUR 82,588,235)
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• 1 predefined project: <ul style="list-style-type: none"> <li>✓ <i>Jewish Cultural Heritage</i>, implemented by the Museum of the History of Polish Jews (POLIN) in cooperation with the Norwegian partners: the Center for Studies of Holocaust and Religious Minorities, the European Wergeland Center, Falstad Center, and the Jewish museums of Oslo and Trondheim</li> </ul> </li> <li>• 22 competition projects</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• state-owned and self-government cultural institutions (the National Heritage Board, museums, theatres)</li> <li>• public art schools (academies of music)</li> <li>• local government units (communes)</li> <li>• churches and religious associations</li> <li>• the National Library</li> <li>• the National Ossoliński Institute</li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• visitors and cultural institutions</li> </ul>

Support objectives	Conservation and revitalisation of cultural and natural heritage
	<ul style="list-style-type: none"> <li>• personnel of the cultural institutions</li> <li>• participants of cultural events</li> <li>• general public</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• Predefined project – nearly 44 months</li> <li>• Competition project – 12-35 months</li> </ul>
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• From PLN 6.50 million to PLN 53.41 million</li> </ul>

## PL09

Support objectives	<i>Promotion of diversity in culture and arts within European cultural heritage</i>
<b>Programme Operator</b>	Ministry of Culture and National Heritage
<b>Value of allocation</b>	EUR 11,000,000 (funds from the Financial Mechanisms, under consideration of national funds – EUR 12,222,222)
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• 62 competition projects</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Local self-government units</li> <li>• cultural institutions</li> <li>• art schools and higher education institutions</li> <li>• state archives</li> <li>• non-governmental organisations in the field of culture</li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• cultural institutions visitors</li> <li>• cultural events viewers</li> <li>• artists participating in training sessions and workshops</li> <li>• the media and general public (participants of project summary conferences, readers of issued books and publications)</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• Competition project – 6-36 months</li> </ul>
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• “Small” projects (approx. 30% of allocation) – support granted: EUR 50,000 – 150,000, “large” projects (approx. 70% of allocation) – support granted: EUR 150,000 – 1,000,000.</li> </ul>

## PL10

Support objectives	Scholarship and Training Fund
<b>Programme Operator</b>	Foundation for the Development of the Education System
<b>Programme Partners</b>	Norwegian Centre for International Cooperation in Education Icelandic Centre for Research National Agency for International Education Affairs
<b>Value of allocation</b>	Total: EUR 16,666,667.00 Grant from EEA MF/NFM: EUR 15,000,000.00
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• Competition projects under the Mobility of Students and University Staff activity</li> </ul>

Support objectives	Scholarship and Training Fund
	<ul style="list-style-type: none"> <li>• Competition project under the Development of Polish Universities activity</li> <li>• Competition projects under the Institutional Collaboration activity</li> <li>• Projects under the Bilateral Fund (Preparatory Visits and Study Visits)</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Primary, secondary, upper-secondary, vocational, technical schools</li> <li>• Public and non-public universities</li> <li>• Public centres for adult and practical education</li> <li>• Institutions providing third-cycle studies resulting in obtaining third-degree qualifications: universities, branches of the Polish Academy of Sciences, research institutes, scientific institutes</li> <li>• Polish universities (for the Mobility of Students and University Staff activity, universities holding the Erasmus University Charter)</li> <li>• Educational institutions from the donor states</li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• Students from Poland and the donor states</li> <li>• University staff from Poland and the donor states</li> <li>• Pupils, teachers and staff of educational institutions from Poland and the donor states</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• Up to 15 months (the activity: Mobility of Students and University Staff)</li> <li>• From 6 months to approx. 2 years (the activity: Institutional Collaboration)</li> <li>• From 1 year to approx. 2 years (the activity: Development of Polish Universities)</li> <li>• From 1 to 10 working days + up to two days for travel (the activity: Study Visit)</li> <li>• From 1 to 5 working days + up to two days for travel (the activity: Preparatory Visit)</li> </ul>
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• For the Preparatory Visits activity, the total costs of the project are equal with the total costs of travel and insurance (max. € 500), living (€ 250 per working day) and additional expenses related with special needs of the individual participant, according to the rates specified in the programme documentation</li> <li>• For the Mobility of Students and University Staff activity, the total costs of the project are equal with the total costs of living, travel and insurance: <ul style="list-style-type: none"> <li>○ Costs of living of Polish students visiting donor states for study or practice (€ 800), costs of living of students from donor states visiting Poland for study or practice (€ 600), the total costs of travel and insurance (€ 500 per person)</li> <li>⊖ co-financing for Polish university staff visiting donor states (€ 250 per day / € 1250 per week / € 2100 per month); co-financing for university staff from donor state – visiting Poland (€ 150 per day / € 750 per week / € 1250 per month), the total costs of travel and insurance costs: € 500 per person)</li> </ul> </li> <li>• For the Development of Polish Universities activity: from EUR 20,000 to EUR 250,000</li> <li>• For the Institutional Collaboration activity: from EUR 20,000 to EUR 100,000 EUR</li> <li>• For the Study Visits activity, the total costs of the project are equal with the total costs of travel and insurance (€ 150 per person), living (€ 250 per day for one person) and additional expenses related with special needs of the participants and the costs of organisation of the visit (€ 50 per person).</li> </ul>

## PL12

Support objectives	<i>Polish-Norwegian Research Cooperation</i>
<b>Programme Operator</b>	National Centre for Research and Development
<b>Value of allocation</b>	EUR 74,330,000 (including EUR 63,180,500 for grants)
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• Projects in the core call for proposals, covering:               <ul style="list-style-type: none"> <li>✓ Environmental protection</li> <li>✓ Climate change, including polar research</li> <li>✓ Health</li> <li>✓ Social sciences and bilateral relations, including the issues of migration, social cohesion, the role of minorities and the social dimension of sustainable development</li> <li>✓ Gender equality and work-life balance</li> </ul> </li> <li>• CCS projects (carbon capture and storage technologies), covering:               <ul style="list-style-type: none"> <li>✓ Storage pilots</li> <li>✓ New innovative solutions for CO<sub>2</sub> capture</li> <li>✓ New knowledge that facilitates large-scale CO<sub>2</sub> storage</li> <li>✓ Environmental impact</li> <li>✓ Enhancing public and political awareness of CCS</li> </ul> </li> <li>• Projects under the Small Grant Scheme (SGS), covering support for research projects implemented by female researchers in technical sciences (in the least feminized areas of science)</li> <li>• Mobility component: grants for supporting bilateral activities, i.e. visits of representatives of the Polish entity in Norway or visits of representatives of the Norwegian entity/entities in Poland, for the purpose of sharing experience in terms of:               <ul style="list-style-type: none"> <li>✓ Research project management and</li> <li>✓ Planning of joint research measures – preparation of a joint application proposals to be submitted in the Horizon 2020 programme, as well as other international programmes</li> </ul> </li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Research organisations – as defined by the <i>Community Framework for State Aid and for Research and Development and Innovation, 2006/C 323/01</i></li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• Polish-Norwegian researcher teams working on joint research projects (teams working on projects in the basic areas and projects related to carbon capture and storage technologies)</li> <li>• Female researchers working on research projects in the least feminized technical sciences</li> <li>• Staff of higher education organisational structures, in charge of preparation and management of projects supported from various programmes / sources of support (project management offices, technology transfer offices) and</li> <li>• Staff and researchers (Polish-Norwegian teams) planning implementation of joint research measures and therefore, planning preparation of applications for support for research from the HORIZON 2020 Programme and international programmes</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• Projects in the basic areas: up to 3 years</li> <li>• Projects for carbon capture and storage: the start and end date of implementation of the project was specified in the support agreement – as a matter of principle, those were projects with an implementation period of up to 3 years</li> <li>• Small Grant Scheme projects: 12-24 months</li> </ul> <p>For all projects, the deadline for eligibility of expenditures was set by 30 April 2017.</p>

Support objectives	<i>Polish-Norwegian Research Cooperation</i>
<b>Minimum/maximum value of support for projects</b>	<p>The level of financial support for projects can cover up to 100% of eligible expenditures (own contribution is not required) The threshold values for the amounts of financial support under the individual types of grants are set as follows:</p> <ul style="list-style-type: none"> <li>• Projects in the core call for proposals (value of financial support): from EUR 150,000 to EUR 1 million</li> <li>• Projects for carbon capture and storage technologies (value of financial support): from EUR 150,000 to EUR 10 million</li> <li>• Small Grant Scheme projects (value of financial support): from EUR 50,000 to EUR 100,000 EUR</li> </ul>

## PL13

Support objectives	Reducing social inequalities in health
<b>Programme Operator</b>	Ministry of Health
<b>Value of allocation</b>	EUR 18,000,000
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• Predefined project <i>Reducing social inequalities in health</i>, implemented by the Ministry of Health in collaboration with the Norwegian Directorate of Health (EUR 2,884,000<sup>106</sup>)</li> <li>• Competition projects – comprehensive programmes covering social and environmental aspects of health promotion / prevention (i.e. related to health risk factors, such as: tobacco smoking, physical activity, mental health, accidents, etc., depending on the results of the assessment of healthcare demand) at the county level (EUR 15,900,313<sup>107</sup>)</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Ministry of Health</li> <li>• Counties with the highest standardized mortality ratio (SMR) in a period of three years from 2009 to 2011 in the following categories: total mortality, total malignant neoplasms, cardiovascular diseases, respiratory tract diseases, digestive system diseases, external factors</li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• General public</li> <li>• Entities which should be involved in development and implementation of multi-sectoral, comprehensive strategies focused on reducing social inequalities in health</li> </ul>
<b>Duration of the projects</b>	Until 30 April 2016 (some projects have been extended until 30 April 2017)
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• From EUR 300,000 (PLN 1,263,240) to EUR 1,000,000 (PLN 4,210,800)</li> </ul>

## PL14

Support objectives	Domestic and gender-based violence
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<sup>106</sup> The value complies with Addendum 6 to the Programme Agreement.

<sup>107</sup> The value complies with Addendum 6 to the Programme Agreement.

Support objectives	Domestic and gender-based violence
<b>Programme Operator</b>	Ministry of Family, Labour and Social Policy
<b>Value of allocation</b>	EUR 3,625,000
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• 3 predefined projects: <ul style="list-style-type: none"> <li>✓ <i>Polish family – free from violence</i>, implemented by the Ministry of Family, Labour and Social Policy in partnership with the Council of Europe</li> <li>✓ <i>Strengthening measures to support victims of domestic violence</i>, implemented by the Ministry of Justice</li> <li>✓ <i>Stop violence – second chance</i>, implemented by the Central Board of Prison Service</li> </ul> </li> <li>• Competition projects under the Small Grant Scheme (EUR 600,000)</li> </ul>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Ministry of Family, Labour and Social Policy, Ministry of Justice, Prison Service</li> <li>• Local self-government units</li> <li>• Non-governmental organisations</li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• Individuals and families at risk of violence</li> <li>• Individuals and families affected by violence</li> <li>• Perpetrators of domestic and gender-based violence</li> <li>• Services in charge of domestic and gender-based violence</li> <li>• General public</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• SGS: 12-18 months</li> </ul>
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• SGS: from EUR 5,000 (PLN 20,853) to EUR 50,000 (PLN 208,530)</li> </ul>

## PL15

Support objectives	Schengen Cooperation and Combating Cross-border and Organised Crime
<b>Programme Operator</b>	Ministry of the Interior and Administration
<b>Value of allocation</b>	EUR 10,000,000
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• 2 predefined projects: <ul style="list-style-type: none"> <li>✓ “Improved national cooperation structures to prevent trafficking in human beings”. The ultimate value of the entire project amounted to EUR 219,768, including EUR 177,044 as support from the Norwegian Financial Mechanism. The project was implemented by the Team for Counteracting Human Trafficking in the Department of Migration Policy in the Ministry of the Interior and Administration and by the International Organization for Migration (IOM) as the partner of the project.</li> <li>✓ “Improving Poland’s capacity to prevent trafficking in human beings”. The budget for the project amounted to EUR 253,295, including EUR 199,493 funded from the NFM. The project was implemented by the Department of Migration Policy in the Ministry of the Interior and Administration in partnership with the Council of Europe.</li> </ul> </li> <li>• Competition projects.</li> </ul> <p>Competition projects were selected in two calls for proposals organised by the</p>

Support objectives	Schengen Cooperation and Combating Cross-border and Organised Crime
	<p>Ministry of the Interior and Administration.</p> <p>In the first call for proposals, the minimum value of financial support for a single project was EUR 170,000, and the maximum – EUR 2,000,000. The financial support amounted to maximum 85% of the eligible costs of the project. The allocation for the competition amounted to EUR 8,053,751, equal to PLN 34,010,185.</p> <p>The call for proposals was active from 30 September 2013, and the final deadline (prolonged upon requests from applicant) for submitting projects was set as 17 January 2014. By that date, 25 project applications were submitted.</p> <p>Following formal, technical and substantive evaluation, the experts recommended 14 projects for financial support. Following modifications, upon a decision made by the Project Selection Committee and as a result of the appeal procedure, agreements were finally signed for 16 projects, where the agreement with one beneficiary was terminated even before launching of the project implementation. To sum up, 15 projects were implemented in the first call for proposals.</p> <p>In the period from 15 July to 15 September 2014, a second call for proposals was organised with an allocation of EUR 1,189,460, i.e. PLN 4,974,444 and the maximum amount of financial support from EUR 170,000 to EUR 1,189,460. The maximum share of financial support from the NFM represented, similarly as in the first competition, 85% of the eligible costs of the project.</p> <p>In the call for proposals, 24 project applications were submitted. After the end of the process of evaluation, 5 projects were recommended for financial support, and 11 projects were put on the standby list, of which three other projects ultimately received financial support. In total, as a result of this call for proposals, 8 projects were qualified for implementation.</p> <p>Therefore, the final count of projects implemented includes 26 projects, of which 23 projects are implemented as a result of competitions, other 2 are predefined projects, and one project involved bilateral cooperation.</p>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Institutions in the public finance sector, such as units reporting to the Ministry of the Interior and the Ministry of Finance (including the Police, the Border Guard and the Customs Service).</li> <li>• Non-governmental organisations and international organisations engaged in activities related with preventing, investigating and combating crime, public safety or counteracting human trafficking as well as assistance for victims of human trafficking.</li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• Public administration staff.</li> <li>• Uniformed services in charge of combating crime.</li> <li>• Groups at risk from the individual types of crime.</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• From signing of the funding decision to 30 April 2016. However, the implementation of 10 projects has been extended, up to 30 April 2017.</li> </ul>
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• The total value of projects implemented (except for the Bilateral Fund) (amount of eligible costs) amounts to EUR 11,091,645, and the value of the NFM support amounts to EUR 9,428,136 (in the Polish currency: PLN 37,952,005.66).</li> </ul>

## PL16

Support objectives	Judicial capacity-building and cooperation
<b>Programme Operator</b>	Ministry of Justice
<b>Value of allocation</b>	EUR 14,000,000
<b>Types of projects</b>	<p>The PL16 Programme involves implementation of 6 predefined projects, 3 of which are implemented in cooperation with the Norwegian Court Administration. No competition projects were implemented under the programme.</p> <ul style="list-style-type: none"> <li>• <b>Project 1:</b> “Improving administrative capacities of courts, including computer systems”. The beneficiary is the Department of Information Technology and Court Registers at the Ministry of Justice. The financial support for the project from the Norway Grants amounted to EUR 6,140,000<sup>108</sup>. The objective of the project was to facilitate and improve access to justice, to accelerate access to court registers, to introduce electronic communication of parties with the court and promotion of electronic submissions and court documentation through development of a central identity management system.</li> <li>• <b>Project 2:</b> “IT-archive centres for common courts – development of a court files management system”. The beneficiary of the project was the Department of Information Technology and Court Registers at the Ministry of Justice. The financial support for the project from the Norway Grants amounted to EUR 2,700,000. The objective of the project was to improve the efficiency of the judicial systems, including development of systems related with court proceedings.</li> <li>• <b>Project 3:</b> “Modern methods of court management (the implementation)”. The beneficiary was the Department of Courts, Organisation and Analysis of Judicial System at the Ministry of Justice. The project will be implemented in partnership with the Norwegian Court Administration. The financial support for the project from the Norway Grants amounted to EUR 4,000,000. The objective of the project was to improve the efficiency of the judicial systems and to increase the competence of judicial staff.</li> <li>• <b>Project 4:</b> “Strengthening the position of crime victims and support for witnesses in criminal proceedings”. The beneficiary was the Department for International Cooperation and Human Rights at the Ministry of Justice. The project was also implemented in partnership with the Norwegian Court Administration. The financial support for the project from the Norway Grants amounted to EUR 790,000. The objective of the project was to improve access to justice, including for vulnerable persons (e.g. victims, minors, minorities).</li> <li>• <b>Project 5:</b> “School education against legal exclusion”. The beneficiary was the Department for International Cooperation and Human Rights at the Ministry of Justice. The financial support for the project from the Norway Grants amounted to EUR 540,000. The objective of the project was to improve access to justice, including for vulnerable persons (e.g. victims, minors, minorities).</li> <li>• <b>Project 6:</b> “Promoting alternative methods of dispute resolution”. The beneficiary of the project was the Department for International Cooperation and Human Rights at the Ministry of Justice. The project was implemented in partnership with the Norwegian Court Administration. The financial support for</li> </ul>

<sup>108</sup> Maximum amounts of financial support from the NFM based on Annex II to the Norwegian Financial Mechanism Programme Agreement for the financing of the Programme PL16 “Judicial Capacity Building and Cooperation/Improvement of the efficiency of justice”. The sum of these amounts exceeds the total allocation for PL16.

Support objectives	Judicial capacity-building and cooperation
	the project amounted to EUR 667,000. The objective of the project was to promote alternative methods of dispute resolution.
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Public administration (Ministry of Justice)</li> <li>• Judicial system</li> </ul>
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• Judges and other judicial staff</li> <li>• Professionals involved in functioning of the judicial system (attorneys at law, legal counsellors)</li> <li>• Natural and legal persons subject to court proceedings</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• From signing of the funding decision to 30 April 2016. However, the implementation of three projects has been extended: for project 2, until 31 December 2016, and for projects 1 and 3, until 30 April 2017.</li> </ul>
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• EUR 12,648,000</li> </ul>

## PL17

Support objectives	Correctional services, including non-custodial sanctions
<b>Programme Operator</b>	Central Board of Prison Service
<b>Value of allocation</b>	EUR 13,000,000
<b>Types of projects</b>	<ul style="list-style-type: none"> <li>• 7 predefined projects: <ul style="list-style-type: none"> <li>✓ Project 1: <i>Implementation of training programmes raising social and professional competences of convicts and creation of conditions sustaining the convicts' family bonds for the purpose of raising the effectiveness of their return to the society after the completion of the term</i>, implemented by the Penitentiary Office of the Central Board of Prison Service; financial support for the project from the Norway Grants: EUR 2,464,576; the objective of the project is to improve the competence of convicts near the end of term, which will help them function in an open environment in compliance with the social norms, for example, by preparing them to return to the labour market (vocational training and employment support), by developing proper prosocial behaviours (dog therapy) and through creation of friendly conditions helping sustain close family relationships, through adaptation of the meeting rooms in order to facilitate contacts of convicts with their children</li> <li>✓ Project 2: <i>Implementation of training programmes dedicated to Prison Staff, raising their professional qualifications for the purpose of ensuring proper level of imprisonment enforcement subject to international human rights standards</i>, implemented by the HR and Training Office of the Central Board of Prison Service in partnership with the Norwegian Prison Service – Staff Training Centre; financial support for the project from the Norway Grants: EUR 2,966,584; through the activities included in the projects, officers working directly with convicts could help them improve their professional qualifications, including competence useful for preparing convicts to return to the labour market, language competence in order to remove barriers in contacts between the Prison Service staff and convicted foreigners, as well as strengthening competence for methods of working with special groups of convicts (young offenders, dangerous convicts, those who are serving long imprisonment sentence), subject to international human rights standards</li> </ul> </li> </ul>

Support objectives	Correctional services, including non-custodial sanctions
	<p>✓ Project 3: <i>Implementation of training programmes dedicated to Prison Staff directed at raising their abilities for proper execution of official duties</i>, implemented by the HR and Training Office of the Central Board of Prison Service; financial support for the project from the Norway Grants: EUR 766,587; the objective of the project was to provide professional improvement for Prison Service staff in forms of training, courses and post-graduate studies, facilitating performance of their professional tasks, such as those related with safety (fire safety), healthcare, correct management of systems and IT projects. The activities covered by the project were also focused on strengthening the ability to deal with difficult situations, improvement of language competence and improvement of Prison Service staff's knowledge in terms of issues related with legislative processes in Poland and the European Union.</p> <p>✓ Project 4: <i>Reinforcement of security systems and equipment of Prison Service Intervention Groups and Convoy Groups and development of professional qualifications of security department officers</i>, implemented by the Security and Defence Office of the Central Board of Prison Service, financial support for the project from the Norway Grants: EUR 1,246,833; the objective of the project was to improve the competence of Prison Service staff through implementation of specialist training (convoying, paramedical, first aid, training on preventive activities) and purchase of special equipment to facilitate performance of their professional tasks</p> <p>✓ Project 5: <i>Creation and implementation of IT and telecommunication systems improving the management of correctional facilities</i>, implemented by the IT and Communication Office of the Central Board of Prison Service, financial support for the project from the Norway Grants: EUR 3,925,187; the objective of the project was to improve the management in Prison Service units/facilities/branches through upgrade of the systems for data collecting and exchange.</p> <p>✓ Project 6: <i>Purchase of equipment and modernization of the system of Prison Staff training in departmental schools</i>, implemented by the Central Training Centre for Prison Service in Kalisz in partnership with the Norwegian Prison Service – Staff Training Centre; financial support for the project from the Norway Grants: EUR 586,035; the objective of the project was to provide for professional development for the Prison Service staff through activities improving the education process, i.e. through expansion and modernisation of the system for education for Prison Service officers as well as implementation of remote learning systems (<i>e-learning and blended learning</i>).</p> <p>✓ Project 7: <i>Popularization of the enforcement of non-isolative penalties and probation in the penitentiary system</i>, implemented by the Department for the Execution of Judgements and Probation in the Ministry of Justice; financial support for the project from the Norway Grants: EUR 2,507,857; the objective of the project was to increase application of alternatives to prison. As a measure applied for the purpose of achieving this objective, training sessions were organised, dedicated for judges, prosecutors, professional probation officers as well as Police and Prison Service officers, to increase their awareness and capacities in terms of possibilities and advantages of applying non-custodial and probation measures, as well as exchange of experience with the partner of the project, <i>Akershus Probation Office</i>.</p>
<b>Beneficiaries</b>	<ul style="list-style-type: none"> <li>• Prison Service</li> <li>• Ministry of Justice</li> </ul>

Support objectives	Correctional services, including non-custodial sanctions
<b>Target groups</b>	<ul style="list-style-type: none"> <li>• Prison Service staff and officers</li> <li>• Convicts and their families</li> <li>• Judges, prosecutors, professional probation officers, Police officers</li> <li>• Self-government officials</li> </ul>
<b>Duration of the projects</b>	<ul style="list-style-type: none"> <li>• 2013-2015 (pr. 1,2,3,4,6)</li> <li>• 2013-2016 (pr. 5)</li> <li>• 2014-2017 (pr. 7)</li> </ul>
<b>Value of projects</b>	<ul style="list-style-type: none"> <li>• The total value of implemented projects (except for the Bilateral Fund and the costs of programme management) amounts to EUR 14,463,659.</li> </ul>