REGIONAL OPERATIONAL PROGRAMMES
IN THE LIGHT OF SELECTED EX-ANTE
EVALUATION CRITERIA

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Abstract: This paper addresses the issue of ex-ante evaluation of regional operational programmes 2007-2013 in Poland. In the first section regional operational programmes (ROPs) on the background of cohesion policy in Poland are described. The second section focuses on the key issues of the ROPs’ ex-ante evaluation process and method. In the last section, criteria of expected effectiveness and efficiency of ROPs are discussed.

Introduction

In the years 2007-2013 Poland will become the main beneficiary of the EU structural Funds. In this programming period, EUR 67 billion of support for Polish economy\(^1\) will be available only under regional (structural, cohesion)\(^2\) policy EU subsidies are likely to be the most important instruments of economic policy in Poland\(^3\).

Regional policy funds are particularly important when intraregional policy implemented by voivodships is considered\(^4\). To stress the significance of this statement it should be compared that Polish regions (voivodships) will obtain on average about EUR 1 billion from the European Regional Development Fund, while the yearly average budget of a voivodship in 2008 is around PLN 800 million.

The absorption of such great resources by voivodships is an enormous challenge. Voivodships (self-governments at the voivodship level) have a relatively low experience in this kind of venture. Obviously, Poland possesses a certain amount of knowledge connected with the implementation of the programmes financed by the European Union, such as

\(^1\) Ca. PLN 12 billion Poland pays to the EU budget. The total value of funds earmarked for development activities in Poland will amount to over EUR 107.9 billion, of which EUR 85.4 billion will come from the EU funding.

\(^2\) These concepts are used interchangeably (see Szlachta, Zaleski 2008).

\(^3\) PLN 250 billion was yearly central budget expenditures in Poland (2008); yearly average exchange rate in 2008 was 3.5 PLN/EUR.

\(^4\) Voivodship is a level of territorial division of Poland with both self-government authority (with a voivodship board as a managing authority) and government authority resident (wojewoda). It answers the NUTS II region in the EU nomenclature. There is 16 voivodhips in Poland. Voivodships (self-government of voivodship) are responsible for regional development policy, in period 2007-2013 inter alia for RPOs (voivodship board is so called “managing authority” of the programme).
absorption of pre-accession funds and the funds received during the 2004-2006 programming period (Szlachta 2007). However, the experience of the voivodships in his subject is much smaller, because:

- self-governments of voivodships were formed only ten years ago;
- so far voivodships were in charge of allocating relatively small amounts of resources;
- in the years 2004-2006 voivodships participated in the process of fund allocation planning but only as partners of the central government.

The statements above present the background of the realization of the regional operational programmes’ (ROPs) *ex-ante* evaluation which in these circumstances has become of a great importance. The authors of this study participated in the process of establishing the procedures of these evaluations\(^5\).

The main aim of this analysis is to present the process and methodology of the ex-ante evaluation of ROPs and to analyze the outcomes of the evaluation with respect to some selected evaluation criteria, namely: expected efficiency and effectiveness. The authors have chosen these criteria due to the relatively highest possibility of synthetic presentation of the results. The remaining criteria were treated in a more general way not because of their low significance but because presentation of the results would be too complex. It should be stressed that due to the long period of time possible to be subjected to evaluation (3 years) the authors have decided to use the sources and information made accessible after the return of evaluation reports.

Setting the goals of the article, the authors have taken into account the target group of mostly foreign readers. Therefore, broad description of the regional programmes and showing them in the light of the overall regional policy in the years 2007-2013 should also be presented.

The analysis carried out in this study is based on the following research material:

- 16 regional operational programmes,
- 16 reports of ex-ante evaluation of these regional operational programmes,
- Simulations of econometric models: HERMIN and MaMoR2,
- Selected data from the Regional Data Bank (RDB, organized by Central Statistical Office).

\(^5\) The *ex-ante* evaluation of RPOs was prepared by WYG International Sp. z o.o. The Authors were members of an evaluation team.
The Authors referred also to the literature connected with the regional policy, e.g. to the documents and legal acts concerning regional policy at the European Union level and at the level of entire Poland and of voivodships.

The structure of this article is as follows. In the first part the Regional Operational Programmes are presented. The second part concerns the ex-ante evaluation. The third part comprises the analysis of the expected efficiency and effectiveness of programmes on the basis of the comparison of the main programmes’ aims. The last part presents our conclusions.

1. Regional Operational Programmes

The directions and the structure of the Cohesion policy support were outlined in the document: *Poland. National Strategic Reference Framework 2007–2013 in support of growth and jobs. National Cohesion Strategy (NSRF).*

*Figure 1.* The relation between the main policy documents of Poland and European Union in the years 2007–2013
Apart from the resources engaged in the realization of the NSRF, there are others coming from the EU budget, which support the transformation of socio-economic order in Poland. Considerable funds are connected with the implementation of the Common Agricultural Policy (CAP) and Common Fisheries Policy (CFP). Figure 1 shows the structure of operations aimed at the use of the EU funds in the coming years and outlines the relations between the most important Polish and EU policies. ROPs are an integral part of the National Strategic Reference Framework.

The amount of NSRF funds available for the realization of the cohesion policy objective (Convergence and European Territorial Co-operation) is EUR 67.3 billion. European
Regional Development Fund (ERDF) contribution accounts for 52% of this sum, European Social Fund (ESF) – 15% and Cohesion Fund – 33%. Apart from the amounts mentioned above, national public funds, estimated at EUR 11.9 billion, and private funds assessed at EUR 6.4 billion should be added (NSRF, p. 116 brak w literaturze - uzupełniono). Figure 1 shows that ERDF funds provided for the regional operational programmes are second in size (with performance reserve funds not taken into account).

Figure 2. ERDF resources allocation between operational programmes, billions of EUR

Source: Own elaborations based on data from the NSRF, p. 116-117.

The method of allocation of the funds between voivodships was elaborated at the beginning of this decade (it was also used for preparing the Integrated Regional Operational Programme (IROP)). The applied criteria are as follows (NSRF, p. 118-119 strony się zgadzają):

- criterion I: 80% of the funds were divided proportionally to the number of inhabitants in a particular voivodship (the reason for this is that all voivodships are eligible for funding under the Convergence objective);
- criterion II: 10% of the funds were distributed proportionally to the number of inhabitants in those voivodships in which average GDP per capita in the years 2001-2003 was lower than 80% of the average GDP level in Poland (this criterion stresses the divergence of the economic development in regions),
– criterion III: 10% of the funds were reserved for those poviats which had in years 2003-2005 average unemployment rate higher than 150% of the average for Poland (this criterion concerns the marginalization of social groups).

Figures 3 and 4 illustrate the ERDF (only ROPs) distribution between voivodships and the amount of the funds per one inhabitant. The highest amount of funds will be transferred to the Mazowieckie and Śląskie Voivodships, the smallest to Opolskie and Lubuskie. The highest support per capita was granted to the Warmińsko-Mazurskie voivodship, the least - to Mazowieckie.

Figure 3. ERDF funds allocation for Regional Operational Programmes in voivodships (EUR million, additionally the voivodship share in gross domestic product is shown)

Source: Original analysis, based on data from NSRF and RDB.

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Poviats correspond with the local administrative units level 1 in NUTS nomenclature (previous NUTS 4 units). The Nomenclature of Territorial Units for Statistics (NUTS) was established by Eurostat in order to provide a single uniform breakdown of territorial units for the production of regional statistics for the European Union.
The criteria II and III emphasize the equalization orientation of the interregional policy in Poland. It could be shown by the analysis of the correlation coefficients between the ROP fund spending (allocation of ERDF) per capita and the characteristics describing the level of regional economic development per capita, namely: private investments (-0.511, p < 0.05) and GDP (-0.633, p < 0.01). In both cases the correlation coefficients are negative, which indicates a negative relationship (Sokołowska-Woźniak, Woźniak 2008, p. 126). The pattern of allocation of funds under the Eastern Poland Development Operational Programme to the poorest regions, with the lowest GDP per capita (Warmińsko-Mazurskie, Lubelskie, Świętokrzyskie, Podkarpackie i Podlaskie), seems to confirm the equalization objective of the interregional policy.

Operations set under the ROP are in compliance with regional development strategies but the starting point for their formulation were the provisions laid down in the Article 4 Regulation (EC) 1080/2006. The structure of the expenditures under ROPs is presented in Figure 4. The criterion of the funds’ distribution was based on the priority theme dimensions set in the Annex to the Commission Regulation (EC) nr 1828/2006. It should be stressed that not all of the themes may be financed under ROPs. The highest levels of funding may be
allocated to the themes: Transport (26.65%), Research and technological development (R&TD), and Innovation and Entrepreneurship (23.88%).

Figure 5. Funds distribution for the realization of the particular theme dimensions in ROPs


2. Ex-ante evaluation of regional operational programmes

The objective of the ex-ante evaluation of socio-economic programmes is to optimize the allocation of funds and to improve the quality of the programmes. In the current programming period the requirement for conducting such evaluations for each operational programme under the cohesion policy convergence objective was introduced by Article 48 Regulation (EC) 1083/2006.

The guidelines for carrying out this type of evaluation are to be provided by the European Commission (European Commission 2005)^7. In general, ex-ante evaluation is described as an interactive process, whereby experts present their own evaluations and recommendations regarding the content of the programme, prepared by the bodies responsible for their formulating. This process is interactive in the sense that recommendations of the experts

should be taken into account by the bodies elaborating the subsequent versions of particular parts of the programming documents.

The guidelines are in compliance with the "Guide to the Evaluation of Socio-Economic Development" (European Commission 2004), which in turn was developed on the basis of the activities of the committee programme MEANS (Methodes d’Evaluation des Actions de Nature Structurelle).

According to this methodological approach the construction of the evaluation questions is subordinated to some judgment criteria. These criteria, connected with the programme and the settings are presented in the figure below:

- relevance, which describes the agreement between the aim of the policies and the needs and problems in a particular sector or region;
- effectiveness, which means the degree of fulfillment of the planned aims;
- efficiency, understood as the best proportion of the products or policy results to the inputs;
- utility, which informs how the policy effects meet the needs of the region;
- sustainability, which answers the question about the policy effects from a long-term perspective.

Figure 6. The main evaluation criteria


The most important criteria when ex-ante evaluation is concerned are: relevance, effectiveness and utility. In an ex-ante evaluation high attention is paid to the questions which take into account internal and external coherence, the quality of the implementation system.
and the potential risk connected with the programme’s implementation. Internal and external coherence relates to the structure of the strategy and its financial allocations and the connection between the strategy to other regional, national and Community policies.

The ex-ante evaluation of all regional operational programmes for the years 2007-2013 was carried out by one group of experts. The advantage of such a choice is the methodological uniformity of the conducted evaluations. The main difficulty faced by the evaluators was the problem of parallelism of the programming and the evaluation process. This parallelism concerned at least three dimensions: the process of setting up the legal basis for the operational programmes, the forming and modification of the operational programmes and finally their evaluation were all held simultaneously. These determinants constituted the crucial (but probably inevitable) limits both for the regions preparing regional programmes and for the group responsible for their evaluation. The problem of parallelism was intensified by the fact that the evaluating group was appointed only after the first versions of RPOs documents came out.

The organization of the evaluation process was determined in the following way. A principle that each evaluation task would be initially prepared by two experts was introduced. Next, the results of the evaluation were presented in the form of workshops before the entire evaluating group. During the panel discussion the evaluations were made more precise and/or the demands for further thorough analysis were formulated.

A very important element of the evaluation process were the consultations with the Programming Groups in Voivodships. These consultations were carried out directly or through the mediation of the Ministry of Regional Development. The Programming Groups could but did not have to agree with the comments of the Evaluating Group.

Due to the availability of indispensable data, the evaluation process of ROPs was carried out in two phases. The first reports were publicized in the autumn of 2006 and their updates were done in the spring of 2007. The update was focused mainly on the issues of the relevance of funds’ allocation with respect to the formulated programmes’ aims and to the evaluation system of the programme effects indicators. These reports are available on the www pages of the Ministry of Regional Development. The ex-ante evaluation of 16 ROPs was ordered by the Ministry of Regional Development and carried out by WYG International Sp. z o.o.

The range of ROPS ex-ante evaluations comprises five components/research tasks (Methodological Report 2006):
- appraisal of the socio-economic analysis and the relevance of the strategy to the identified needs (research task 1);
- evaluation of the rationale of the strategy and its consistency, (research task 2)
- appraisal of the coherence of the projection part of the programme with regional and national policies and the community strategic guidelines (research task 3);
- evaluation of expected results and impacts (research task 4);
- appraisal of the implementation systems proposed for a given operational programme (research task 5).

The relationships between the logic framework of the programme and evaluation are shown in Figure 7.

**Figure 7. Programme logic and ex-ante evaluation logic**

<table>
<thead>
<tr>
<th>Programming Phase</th>
<th>Research Area</th>
<th>Main Evaluation Criteria</th>
<th>Evaluation Stage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Diagnosis</td>
<td>Diagnosis, Beneficiary needs</td>
<td>Relevance (Vision of Development)</td>
<td>Verification of Diagnosis</td>
</tr>
<tr>
<td></td>
<td>Goals and Priorities of OPs</td>
<td>Relevance (Beneficiary Needs Identification)</td>
<td>Appraisal of Intervention Strategy</td>
</tr>
<tr>
<td>Setting Goals and Priorities</td>
<td>SWOT Analysis</td>
<td>Coherence (Internal and External)</td>
<td></td>
</tr>
<tr>
<td>Allocation of Resource</td>
<td>Financial Allocations</td>
<td>Effectiveness and Efficiency (Expected Effects, Assumed Scenarios)</td>
<td></td>
</tr>
<tr>
<td>Emerging Effects</td>
<td>Expected Effects</td>
<td>Relevance, Sustainability, Utility (Goals Indicators, Financial Allocations, Schedule, Assumptions, Risk)</td>
<td>Evaluations of Expected Effects</td>
</tr>
<tr>
<td>Methods of Implementation</td>
<td>Implementation and Monitoring System (Structures, Principles)</td>
<td>Effectiveness and Efficiency (Goals and Costs of Monitoring)</td>
<td>Implementation System Appraisal</td>
</tr>
</tbody>
</table>


Each research task was divided into problems which were solved by analyzing answers to several detailed questions. The developed methodological structure: tasks - problems (main questions in tasks 1 and 2) – detailed questions, was based on the evaluation criteria
mentioned above. The scope of a particular task together with problems and with question evaluation is described below (see: Methodological Report, p. 16).

**Research Task 1.**

The aim of this task was to carry out the analysis of the diagnostic part of the programme, mainly with respect to the adequacy of problem identification and the quality of the descriptions constituted the basis of aims’ formulation and the scope of intervention. The analysis of the socio-economic context conducted in operational programme was indispensable to state the economic development diversity and to select appropriate aims and priorities for planned intervention within the framework of a given operational programme. The task of the evaluators was to verify the analysis carried out by the region with respect to the propriety (correctness) and accuracy of identified challenges, needs and development problems, particularly the region-specific problems which stem from the particular geographic features of the areas.

The following questions adequate for this task could be specified:

1. Were the challenges, needs and problems of the region supported by the programmes? Were the needs and problems of the voivodship due to the geographic specificity of its area?
2. Was the diagnosis created for the voivodship relevant to identify and rank the aims of development and the scope of intervention?
3. Was the SWOT analysis adequate to bridge the diagnostic part with the programming part of the ROP?
4. Were the sources and formal aspects of diagnostic descriptions correct?
5. Were the elements of the OP diagnosis coherent?

**Research Task 2.**

The purpose of this part of the analysis was to evaluate the validity (legitimacy) of the proposed programmes with regard to:

- the aims of development and
- the scope of the intervention with reference to their accuracy, efficiency, effectiveness and maintenance of balance between those interventions, which promote the economic growth and those which concern social and territorial cohesion and sustainability in the long term.

1. Was it clearly identified in the programme: what (actions), what for (aims), how (using what kind of instruments), by whom and when would it be implemented?
2. Were the aims and priorities formulated in the programme relevant to the needs identified in the diagnostic descriptions and in the SWOT analysis, in particular – to the needs resulting from the geographic specificity of the region?

3. Were the justified economic and social means of solving problems identified in the diagnostic part presented in the ROP?

4. Is the achievement of the aims specified in the ROP feasible, assuming correct allocation of funds to particular priorities?

**Research Task 3.**

The purpose of the analysis of the external coherence of the regional operational programme was to evaluate the type and strength of the programme’s relationship (its diagnostic and projection part) to the most important community, national and regional policies. The research was based mainly on the analysis of plans and strategic documents at the above mentioned levels of programming. The documents and strategies that were taken into account, important for the regulation of the development process during the period starting after the year 2007, are the documents at the EU level (Strategic Community Guidelines), at the country level (*i.a.* National Strategic Reference Framework, National Development Strategy 2007-2015), and at the voivodship level (*i.a.* Voivodship development strategies and Spatial Management Plans). Realisation of Task 3 was based on the one basic criterion: the coherence criterion, which was expressed in the form of two questions:

1. Is the Programme contradictory? If it is, it should be precisely stated what is contradictory.

2. Does the Programme take into account matters arising from the compared programmes especially those which form the guidelines or are general programmes?

**Research Task 4.**

The aim of the analysis was to verify the legitimacy (validity) of the indicators proposed in operational programmes and to evaluate the chances of reaching their target values.

The research questions were formulated in the following way:

1. Are the indicators appropriate and reasonable?
2. Are the indicators connected with the aims and priorities in a logical way?
3. Were the cause-effect relationships between products, results and impacts properly defined?
4. Are the indicators coherent within the ROP and with indicators used in the NSRF?
5. Are the indicators measurable, accessible and the cost of their provision is not too high?
6. Do the indicators and their target values constitute the basis for developing the monitoring and evaluation systems of the implementation of future operational programmes?

7. Are the values of the indicators feasible? What is the possibility of reaching them, in agreement with the operational programme’s allocation of funds?

8. What would be the estimated influence of the programme on the realization of the Lisbon Strategy?

9. What would be the estimated influence of the programme on the territorial coherence of the region receiving the programme’s support.

**Research Task 5.**

The general scope of the evaluation of the implementation system regarding ROPs comprise the following issues: the institutional structure and organizational solutions, the material and non-material resources of the system, the system of evaluation and of project selection, community value added (partnerships, long-term planning, monitoring, financial management, the exchange of experience, building the networks at the international, domestic and regional levels).

1. Do the legal solutions comply with the standards of the operational programme co-financed by the structural funds with respect to the domestic and community regulations?

2. Is the projected implementation system designed in a way which enables effective realization of the programme and effective achievement of its aims?

3. Does the proposed financial system guarantee the maximum efficiency of the programme’s realization?

4. Does the implementation system reflect the partnership principle and the division of responsibility?

5. Is the competence division of implementation clear and accurate?

6. Does the proposed monitoring system guarantee the maximum efficiency of the programme realization?

7. Is the regional/central administration capable to implement the regional programme?

The following research techniques were used to elaborate the evaluations:

- Analysis of documentation,
- Extended individual interviews.
- Logic matrix,
- Interrelation matrix of aims and priorities,
- Expert panels,
- Benchmarking.

The results of strategic environmental impact of regional programmes analysis as well as the results of simulations, which concern the impact of cohesion policy funds on the main macroeconomic variables in voivodships, were also used. These simulations are based on multiequation econometric models of voivodship economies.

As it was mentioned above, the evaluation process was carried out in two stages. The second stage (beginning in 2007) may be seen as the update of the first stage. It was carried out by the group of members who participated in the first stage. This stage consisted of two tasks:

- The update of the funds allocation relevance with regard to the formulated aims of the programme (research task 1);
- The update of the programme core indicators appraisal (research task 2)

The second stage followed the same methodological structure: task – problem (the main question) – detailed questions.

The task 1 considered the following problems:

1. Is the structure of preliminary funds clear? Is the internal cohesion of tables maintained?
2. Does the proposed expenditure structure fit the aims of a given voivodship?
3. Does the size of funds exceed the voivodship’s possibilities of acquiring funds and co-financing?
4. What is the scope of the initiation of sustainable development process?

The realization of task 2 focused on answering the following questions:

1. Are the proposed indicators compatible with the monitoring standards of the realization of development aims?
2. Is the set of core indicators internally coherent?
3. Are the proposed indicators coherent with the indicators contained in other important ROP-related documents, inter alia the macroeconomic impact forecasts?

Analysis of documents (expertises) and an expert panel was used as the main research methods by the Group of Experts.

It should be noticed that ex-ante evaluation of the 16 Regional operational programmes was based on the coherent and complex methodological approach, which was set up with accordance to the Commission’s indications. Due to the limited length of this paper, the
results of all task listed above are not presented. As was mentioned above, the main aim of this article is to compare ROPs referring to the relatively difficult to verify ex-ante evaluation criteria, i.e. expected effectiveness and efficiency of ROPs’ funds allocation. This issue will be the subject of the following two parts.

3. Expected effectiveness and efficiency of ROPs’ funds allocation

Both criteria, the expected effectiveness and the efficiency of ROPs’ funds allocation constituted the subject of analysis by the Expert Group, both in the first and in the second stage (update) of research. The strongest attention to these criteria was paid in Tasks 2 and 4 of the first stage. These criteria were dominating in ex-ante evaluation update. In this study the main aims of regional operational programmes are analyzed in accordance with these criteria. The Expert Group, performing evaluation under these criteria, could use the results of the simulations of ROPs’ influence on the voivodships’ economies, carried out on the basis of two multiequation econometric models for voivodships economies:

- the HERMIN Model, developed by the Wrocław Regional Development Agency (Wrocławskia Agencja Rozwoju Regionalnego (WARR)),
- the MaMoR2 Model, developed by the Gdańsk Institute for Market Economies (Instytut Badań nad Gospodarką Rynkową).

The main problem of the programmes’ efficiency and effectiveness evaluation is to determine the programme indicators values. This task was the most controversial during the process of preparing and evaluating the programmes. The following comparison is based on the results of simulations developed with the use of the Hermin model, with respect to two impact indicators (Zaleski et al. 2007):

- The number of net jobs created (no gender split),
- The change in the level of GDP.

The planned indicators were the subject of negotiations between the European Commission, the Polish government and the representatives of regional self-governments (the meeting of DG Regio delegation with the representatives of 16 Marshal offices in the Ministry of Regional Development 21.06.2007). As a result of consultations with the representatives of Directorate General for Regional Policy (DG Regio) the indicators proposed by DG Regio: number of net jobs created and the change in the level of GDP, were

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8 Indicators proposed by European Commission in working papers (European Commission 2006) were starting points for consultation.
approved. It was also specified that these indicators should be generated with the usage of HERMIN regional models. The final definitions of these indicators, in the version recommended by DG Regio, were accepted as the result of consultation of the WARR Group with the Department of Structural Policy Coordination of the Ministry of Regional Development.

The authors of this study decided to use these indicators for comparison, although they were presented soon after the evaluation reports had been delivered to the Ministry. It should be stressed that in the evaluation reports the results of previous simulations of both mentioned models were taken into account.

The first step of the analysis is the presentation of the main aims of each 16 ROPs (see table below). As one may notice, the main aim in all voivodships is formulated in a similar way and it concerns improving competitiveness, employment and living standards. Some voivodships addressed directly the principle of sustainable development (8 out of 16 Voivodships, e.g. Dolnośląskie, Lubelskie). Nine out of 16 Voivodships pointed to the explicite cohesion issue (e.g. Kujawsko-Pomorskie, Zachodniopomorskie).

Apart from the described aims, the table contains also the indicators connected with the aim and the sources of indicators. There is quite a diversified array of indicators but common to all voivodships are the two indicator mentioned above. The values of these indicators are based on the HERMIN model simulations but as showed later they are not exactly the same as the values from simulations (in documents they are lower than in simulations).
## Table 1

**ROPs’ main goals and their indicators**

<table>
<thead>
<tr>
<th>Voivodship</th>
<th>Main/strategic goal</th>
<th>Indicators</th>
<th>Expected value in 2013</th>
<th>Source*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dolnośląskie</td>
<td>To improve the quality of life of the inhabitants of Dolnośląskie and to increase the region’s competitiveness while respecting principles of sustainable development.</td>
<td>The change in the level of GDP</td>
<td>1.51%</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of gross jobs created</td>
<td>6 700</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>3350</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>3350</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>5 240</td>
<td>Hermin</td>
</tr>
<tr>
<td>Kujawsko-Pomorskie</td>
<td>To increase the competitiveness of the voivodship and the social, economic and spatial coherence of its area, respecting the rules of sustainable development.</td>
<td>The number of gross jobs created</td>
<td>8388</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>4194</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>4194</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>2400</td>
<td>Hermin</td>
</tr>
<tr>
<td>Lubelskie</td>
<td>Increasing the competitiveness of the region leading to faster economic growth, and an increase in employment taking into consideration natural and cultural qualities of the Region.</td>
<td>The change in the level of GDP</td>
<td>2.2%</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>6 500</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of gross jobs created</td>
<td>7 380</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>3 780</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>3 600</td>
<td>MA</td>
</tr>
<tr>
<td>Lubuskie</td>
<td>To create opportunities to increase the competitiveness of the region and prevent the exclusion of certain areas (including rural areas).</td>
<td>The change in the level of GDP</td>
<td>3.7 %</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The change in the unemployment rate</td>
<td>-0.64 pp</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>3 220</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: on rural areas</td>
<td>6 50</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of gross jobs created</td>
<td>1 000</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: on rural areas</td>
<td>250</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>500</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>500</td>
<td>Monitoring</td>
</tr>
<tr>
<td>Łódzkie</td>
<td>The integration of the region with the European and global social and economic space as a central European development centre, favorable to living and economy, while aiming at the creation of its internal cohesion and maintenance of the variety of its areas.</td>
<td>The change in the level of GDP</td>
<td>2.1%</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of gross jobs created</td>
<td>20 000</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>10 000</td>
<td>Monitoring</td>
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<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>10 000</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: on rural areas</td>
<td>2 700</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>15 500</td>
<td>Hermin</td>
</tr>
<tr>
<td>Małopolskie</td>
<td>To create conditions facilitating economic growth and employment In particular, this objective will be achieved through infrastructure investments enhancing competitiveness, facilitating the development of innovation and the information society, improving the quality of.</td>
<td>The number of gross jobs created</td>
<td>3 100</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>1 550</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>1 550</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>9 324</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The change in the level of GDP</td>
<td>1.84%</td>
<td>Hermin</td>
</tr>
<tr>
<td>Voivodship</td>
<td>Main/strategic goal</td>
<td>Indicators</td>
<td>Expected value in 2013</td>
<td>Source*</td>
</tr>
<tr>
<td>------------</td>
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</tr>
<tr>
<td>Mazowiecie</td>
<td>The improvement of the region’s competitiveness and improvement of the social, economic, and territorial cohesion of the voivodship</td>
<td>The change in the level of GDP (current prices)</td>
<td>1.01%</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The change in the unemployment rate</td>
<td>-3.63 pp</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of gross jobs created</td>
<td>4 500</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>2 250</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>2 250</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>7 000</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The change in the level of GVA (current prices)</td>
<td>PLN 3 888 million</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The change in the level of household income</td>
<td>PLN 3 718 million</td>
<td>Hermin</td>
</tr>
<tr>
<td>Opolskie</td>
<td>To enhance competitiveness and ensure social, economic and spatial cohesion to strengthen the attractiveness of the Opolskie Voivodship as a place for investing, working and living.</td>
<td>The change in the level of GDP</td>
<td>1.51</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>2010</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of gross jobs created</td>
<td>2854</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>1427</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>1427</td>
<td>MA</td>
</tr>
<tr>
<td>Podkarpackie</td>
<td>To increase domestic and international economic competitiveness and to improve the accessibility of the Podkarpackie region</td>
<td>The number of gross jobs created</td>
<td>6 500</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>3 250</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>3 250</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The change in the level of GDP</td>
<td>2.7%</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>7 886</td>
<td>Hermin</td>
</tr>
<tr>
<td>Podlaskie</td>
<td>To boost the rate of economic growth and the creation of new jobs outside agriculture with consideration for and preservation of region’s natural and cultural heritage</td>
<td>The number of gross jobs created</td>
<td>6660</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>3 400</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>3 260</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
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<td>- of this: on rural areas</td>
<td>3 000</td>
<td>Monitoring</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>14 020</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The cost of net job creation</td>
<td>PLN 95 527</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The change in the level of GDP</td>
<td>2.88%</td>
<td>Hermin</td>
</tr>
<tr>
<td>Pomorskie</td>
<td>To improve the region’s competitiveness, social cohesion and accessibility and realize its unique economic and cultural potential and ensure a sustainable use of its environment</td>
<td>The number of gross jobs created</td>
<td>11 000</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>5 500</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>5 500</td>
<td>MA</td>
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<tr>
<td></td>
<td></td>
<td>The change in the level of GDP</td>
<td>3.4%</td>
<td>Hermin</td>
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<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>7 000</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The change in unemployment rate</td>
<td>- 0.7 pp</td>
<td>Hermin</td>
</tr>
<tr>
<td>Śląskie</td>
<td>The stimulation of rapid growth along with the strengthening of the social, economic and spatial cohesion of the region</td>
<td>The change in the level of GDP</td>
<td>2.91%</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of net jobs created</td>
<td>11 183</td>
<td>Hermin</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The number of gross jobs created</td>
<td>8 991</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for women</td>
<td>4 500</td>
<td>MA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>- of this: for men</td>
<td>4 491</td>
<td>MA</td>
</tr>
<tr>
<td>Voivodship</td>
<td>Main/strategic goal</td>
<td>Indicators</td>
<td>Expected value in 2013</td>
<td>Source*</td>
</tr>
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</tr>
<tr>
<td>Świętokrzyskie</td>
<td>To improve conditions for both developing a competitive regional economy and creating new jobs. It aims to improve the region’s competitiveness, social cohesion and accessibility, fully develop its unique economic and cultural potential, and ensure sustainable use of its environment.</td>
<td>The number of gross jobs created&lt;br&gt;- of this: for women 315&lt;br&gt;- of this: for men 636&lt;br&gt;The number of net jobs created 5285&lt;br&gt;The change in the level of GDP 2,15%</td>
<td>951&lt;br&gt;MA&lt;br&gt;MA&lt;br&gt;Hermin</td>
<td>MA&lt;br&gt;MA&lt;br&gt;Hermin</td>
</tr>
<tr>
<td>Warmińsko-Mazurskie</td>
<td>Is to improve the region’s competitiveness, social cohesion, accessibility and to release its economic, tourism and cultural potential while ensuring secure sustainable use of its environment.</td>
<td>The change in the level of GDP 2,6%&lt;br&gt;The level of GDP per capita relationship to the EU 27 average (PPS, context indicator) 315&lt;br&gt;The number of net jobs created 4 300&lt;br&gt;The number of gross jobs created&lt;br&gt;- of this: for women 2 355&lt;br&gt;- of this: for men 2 355</td>
<td>CSO/Eurostat&lt;br&gt;Hermin&lt;br&gt;MA&lt;br&gt;MA&lt;br&gt;MA</td>
<td>Hermin&lt;br&gt;Hermin&lt;br&gt;MA&lt;br&gt;MA&lt;br&gt;MA</td>
</tr>
<tr>
<td>Wielkopolskie</td>
<td>The strengthening of potential development of Wielkopolska for competitiveness and employment growth.</td>
<td>The change in the level of GDP 1,71%&lt;br&gt;The number of gross jobs created&lt;br&gt;- of this: for men 10 090&lt;br&gt;- of this: for women 5 822&lt;br&gt;The number of net jobs created 10 000&lt;br&gt;The change in trade balance 0,44 (% of GDP)&lt;br&gt;Employment 1709,9 thousand</td>
<td>CSO, Hermin&lt;br&gt;Monitoring&lt;br&gt;Monitoring&lt;br&gt;Hermin&lt;br&gt;CSO, Hermin&lt;br&gt;CSO, Hermin</td>
<td>CSO, Hermin&lt;br&gt;Monitoring&lt;br&gt;Monitoring&lt;br&gt;Hermin&lt;br&gt;CSO, Hermin&lt;br&gt;CSO, Hermin</td>
</tr>
<tr>
<td>Zachodniopomorskie</td>
<td>The development of the voivodship to promote greater economic competitiveness, spatial and social cohesion, and improvements in quality of life.</td>
<td>The number of gross jobs created&lt;br&gt;- of this: for men 891&lt;br&gt;- of this: for women 891&lt;br&gt;The number of net jobs created 4 554&lt;br&gt;The change in the level of GDP 1,77%</td>
<td>1 782&lt;br&gt;MA&lt;br&gt;MA&lt;br&gt;Hermin</td>
<td>MA&lt;br&gt;MA&lt;br&gt;Hermin&lt;br&gt;Hermin</td>
</tr>
</tbody>
</table>

* MA – Managing Authority, CSO – Central Statistical Office, monitoring is carried out by Managing Authority.

Source: RPOs, original nomenclature.
Figure 8 illustrates the expected effectiveness of ROPs with respect to the two analysed indicators. The data indicate effectiveness of RPOs impact in all voivodships. The comparison of Figure 3 and 4 shows that the highest production growth should be expected in the poorest voivodships (Podkarpackie, Warmińsko-Mazurskie). The indicators is also relatively high for the Łódzkie Voivodship. The lowest changes occur in the Mazowieckie and Opolskie Voivodships. It should be added that interpretation of the results may also be based on absolute values (see: Kudłacz, Woźniak 2009, analysis of NSRF impact on voivodships’ economy). In this case the highest benefits are achieved by the richest regions. It could also be confirmed by the results of the other indicator: the net employment. Its values are the highest in the more developed regions: Wielkopolskie, Śląskie and Łódzkie.

Figure 8. Expected effectiveness of ROPs

Source: Elaboration based on data from Zaleski et al. 2007 and RPOs.

Effectiveness and allocated funds are the determinants of expected ROPs efficiency. The figure below presents the relationships of the analyzed indicators to inputs. In the case of the additional change in GDP, the least efficient (relatively high inputs needed to increase GDP by 1%) are the richest regions – Mazowieckie, the most efficient on the other hand are the poorest regions. But again if we consider absolute (in PLN) values the results would be
opposite. When the efficiency of net jobs creation is considered, it can be concluded that the funds are used most efficiently in the Łódzkie and Wielkopolskie Voivodships (relatively richer) and the least efficiently in the Opolskie and Podlaskie Voivodships (relatively poorer).

Figure 9. Expected efficiency of ROPs

Source: Original calculations based on data from Zaleski et al. 2007 and RPOs.

Conclusions

1. The role and the place of Regional Operational Programmes in the overall interventions co-financed by EU means

Cohesion Policy funds and the other EU support funds will constitute a very eligible part of the development policy for the entire country in years 2007–2013. Self-governing Voivodships for the first time obtain a real instrument of influence on their own socio-economic development. EU funds are, with regard to the country level and the level of particular Voivodships, a chance but also a challenge of programming nature.

2. Ex ante evaluation of Regional Operational Programmes

The methodology of ROPs’ evaluation, described in part 2, has a relatively complex research apparatus, based on European Commission Guidelines. It seems that it could be a

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9 The relationship of change in GDP level to the NSRF allocations is estimated from 0,51 (Śląskie) to 0,31 (Podlaskie and Lubelskie) (Kudlacz, Woźniak 2009, p. 31) It should be stressed, that referring to so called “cumulative multiplier” as a measure of efficiency, Poland is placed in the middle of cohesion policy beneficiaries (e.g., Poland - 2.39, Ireland - 4.82, Portugal - 1.84) (see: Bradley et al. 2007, p.5).
standard for future *ex-ante* evaluations of regional operational programmes. The spheres which could be improved in the future programming period are as follows:

- The working period of the evaluators’ group should be more closely synchronized with the working period of the groups preparing the programmes;
- The subject of evaluation of the evaluators’ group. There are two variants to be considered: one group evaluates all 16 operational programmes or different groups are appointed to each programme. The complex subject of evaluations and requirement of frequent consultations are, in the authors’ opinion, the arguments for the second solution.

3. **Expected effectiveness and efficiency**
   The expected effectiveness and efficiency analysis was in the case of Poland carried out with the usage of simulations based on econometric models. Implementation of such models at the level of Voivodship economies are the milestones in the prognostic instruments. These models being improved in the nearest future are likely to be better instruments of ex-ante evaluation. When the simulated results of interventions’ impact on net job creations and changes in GDP are considered, expected effectiveness is observed. The scope of effectiveness differs among Voivodships. Generally speaking, the richest Voivodships would benefit the most regarding net jobs creation. Taking into account the changes in GDP (in %) the poorest would benefit the most. Efficiency assessment is far more complicated as it needs a well defined point of reference. In general, more effective in jobs creation would be the richest and the opposite conclusions could be drawn with regard to changes in GDP level (the poorest would gain the most).

**References**

16 Regional Operational Programmes, published on the Internet at official web sites of voivodships.


