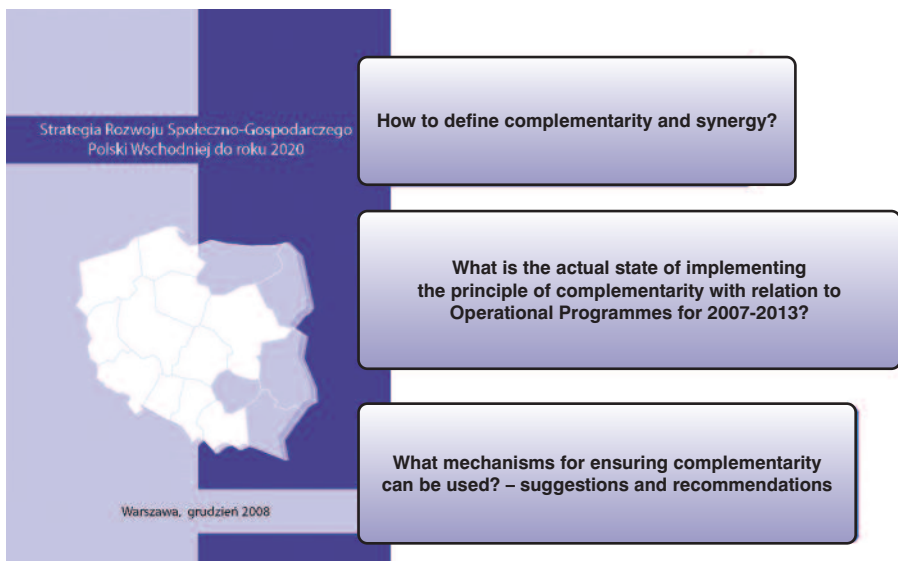


The aim of the evaluation study *Complementarity and synergy of projects implemented on the territory of Eastern Poland under Operational Programmes of the Cohesion Policy and the Rural Development Programme 2007-2013 in the context of priorities of the Strategy for socio-economic development of Eastern Poland until 2020* was to find answers to **three key research questions**:



I. How to define complementarity and synergy?

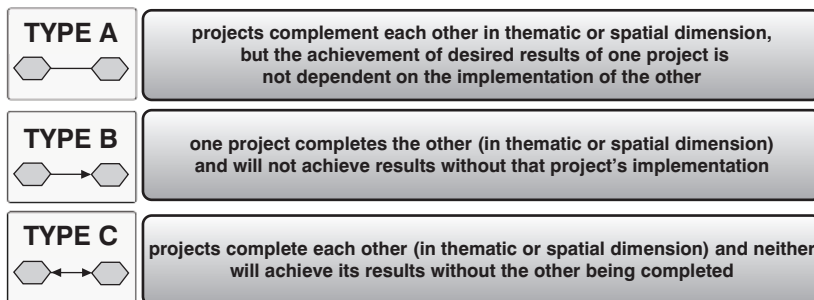
Definitions were formulated on the basis of conclusions drawn from a review of domestic and foreign literature, as well as thematically similar studies and analyses, which were then verified by regional policy experts, representatives of Managing Authorities of Operational Programmes, as well as by a group of beneficiaries.

Complementarity means mutual complementing or completing of types of projects or projects

1. Projects can be considered complementary on condition that there are no discrepancies in assumed measures and that they do not overlap.
2. Complementarity of projects may be assessed by taking into consideration their objectives and analysing the following features:
 - > location, e.g. road projects being part of a bigger transport corridor (**spatial complementarity**)

- > thematic scope, e.g. projects related to the development of telecommunication infrastructure are supplemented by training projects related to the use of the Internet (**thematic complementarity**)
- > taking into account the processes of their preparation and implementation - by analysing whether mutual complementing of projects results from cooperation of institutions and coordination of measures (**process/institutional complementarity**)

3. The following types of links between projects can be listed:



Improving complementarity may contribute to the emergence of synergy effect between projects.

Synergy means mutual intensifying of effects of public intervention

Synergy concerns the outcomes of intervention, therefore it is difficult to assess it before the actual completion of a project. That is why, synergy should be assessed in terms of the probability of its occurrence: conditional and unconditional.

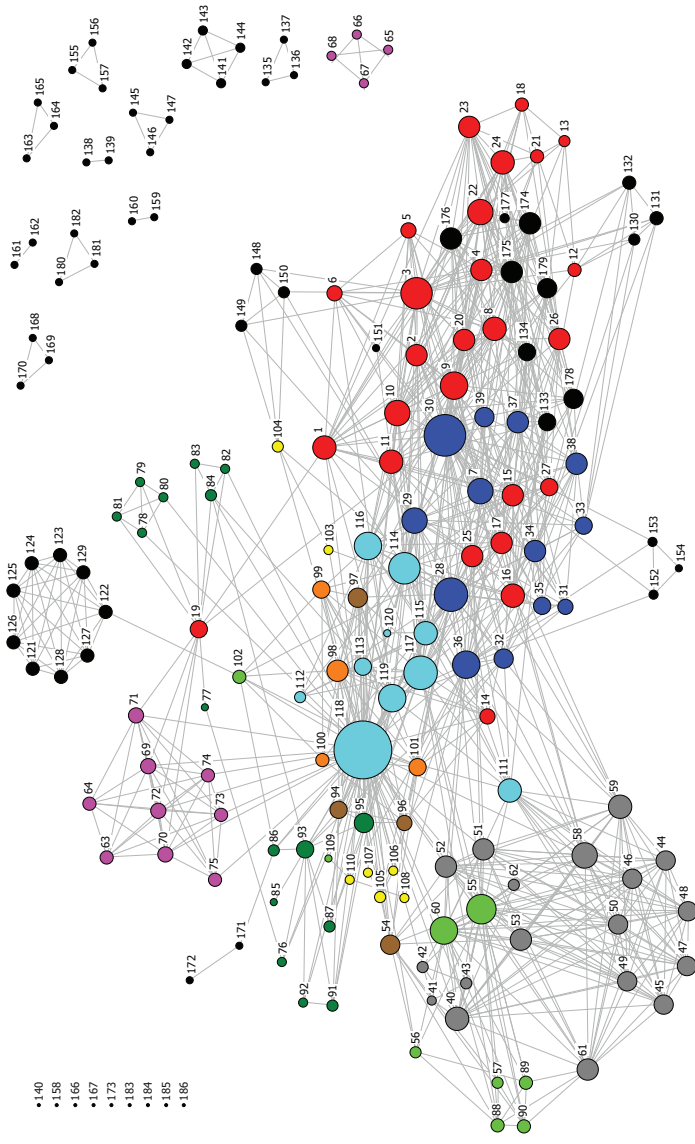
II. What is the actual state of implementing the principle of complementarity with relation to Operational Programmes for 2007-2013?

The actual state of implementation of complementarity was assessed at three levels relating to: specific provisions provided for in Operational Programmes' documents, organisation of the implementation system and implementation in the context of priorities of the Strategy.

1. Provisions of programme documents

Analysis of potential links between different types of projects which may be financed from Operational Programmes implemented in the macroregion of Eastern Poland shows that those interventions are complementary and make up a coherent system. Projects from the area of information society are central to the network as they are often linked with other types of projects. It is due to the increasing importance of information technology in the social and economic life.

Network of links between types of projects financed under Operational Programmes for 2007-2013



- 140
- 158
- 166
- 167
- 173
- 183
- 184
- 185
- 186

SECTORS:

- Energy production
- Agglomerations
- Transport
- Human capital
- Culture
- Environment protection
- Information society
- Cross-border dimension

- Tourism
- Development and innovativeness of enterprises
- Social infrastructure, purchase of devices and equipment

18 – serial numbers given to individual types of projects

Undertakings related to innovation constitute another group of projects with substantial potential to integrate the complementarity network. It results from the fact that strategic documents are based on an assumption that regions develop through innovation which is supposed to crown other measures, e.g. in the area of supporting technical, scientific or information infrastructure. Also projects related to transport infrastructure are closely linked to other types of projects, as they constitute the basis of the regions' development.

Projects from the domain of human capital development are weakly linked with other types of projects. It may be assumed, however, that they are indirectly connected to other types of projects.

II. Organisation of the implementation system

Analysis of project selection criteria in individual Operational Programmes, as well as results of individual in-depth interviews with the representatives of Managing Authorities of Operational Programmes have shown:

a) differences in approach at the level of Operational Programmes:

- in all programmes the direct complementarity is assessed most often (i.e. both in the spatial and material dimension as a continuation of an existing project)
- **thematic complementarity** occurs only in the case of Human Capital Operational Programme and Development of Eastern Programme Operational Programme
- **spatial complementarity** occurs together with direct complementarity
- **institutional complementarity** was identified only in the case of Innovative Economy Operational Programme and Regional Operational Programmes of Warmińsko-Mazurskie and Podlaskie Voivodeships.

b) differences in approach at the level of measures and types of projects:

- in the case of **technical infrastructure** – except for the one related to the protection of environment – direct complementarity occurs most often;
- undertakings from the area of environment protection infrastructure are not assessed in terms of complementarity, what is more, practice in this respect is unified;
- investments in **R&D sector** and **innovation** are characterised by institutional complementarity, whereas investments supporting economy and **enterprises** - by direct complementarity;
- support for measures from the domain of human capital, especially those related to the development of competencies and education in the regions, is treated as a supplement to “hard measures” and assessed as direct complementarity.

- c) most significant problems related to the introduction of complementarity to project selection criteria are::
- considering the criterion of cohesion with strategic documents as the complementarity criterion
 - combining the complementarity criterion with the comprehensiveness criterion
 - lack of gradation (division into points) of complementarity assessment
 - adopting a single approach to assessing the complementarity of different types of projects
- d) analysis of importance of complementarity criteria in individual types of projects leads to a conclusion that the greatest relevance, i.e. **over 10% or even 20%** (depending on the Operational Programme) is attributed to the complementarity criteria in the case of investments related to transport infrastructure and the development of competences and education in the regions.

III. Verification of implementation of the principle of complementarity in the context of priorities set in the Strategy for Socio-economic Development of Eastern Poland until 2020

As part of the evaluation study, complementarity trails have been suggested, understood as networks of links between specific complementary projects and types of projects which to the greatest extent contribute to the implementation of individual priorities of the Strategy.

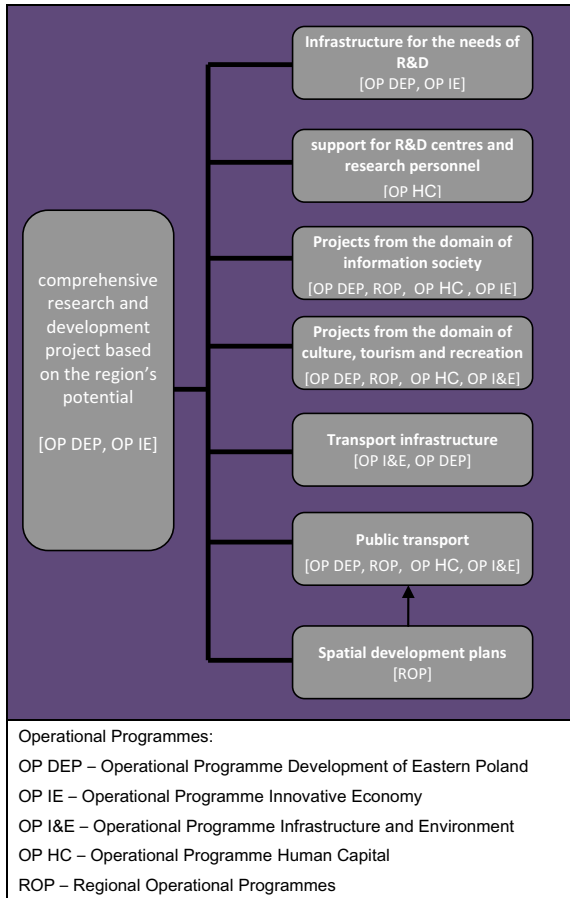
Priorities of the Strategy for Socio-economic Development of Eastern Poland until 2020:

1. Influencing the improvement of the quality of human capital
2. Creating an information society, based on knowledge
3. Supporting the economy, supporting the functioning of SMEs
4. Increasing the transport accessibility of Eastern Poland
5. Benefiting from the position near the Eastern border of the EU, developing the cross-border cooperation
6. Supporting the metropolitan functions of the cities in Eastern Poland
7. Preserving and using natural resources and protecting biological diversity

The formulation of complementarity trails enabled the identification of projects and types of projects - significant from the point of view of implementing the principle of complementarity and synergy - which still have not been guaranteed financing.

Results of the analysis of complementarity trails and potential links between types of projects in Eastern Poland have also shown that the notion of complementarity differs depending on the detailed scope of the conducted analysis - **it will be defined differently at the level of a single project** (from the point of view of its objectives) **and differently at the level of the Strategy's priorities**, which objectives are much broader and require a more comprehensive approach.

Example of a complementarity trail for priority VI of the Strategy - *Supporting the metropolitan functions of the cities in Eastern Poland*



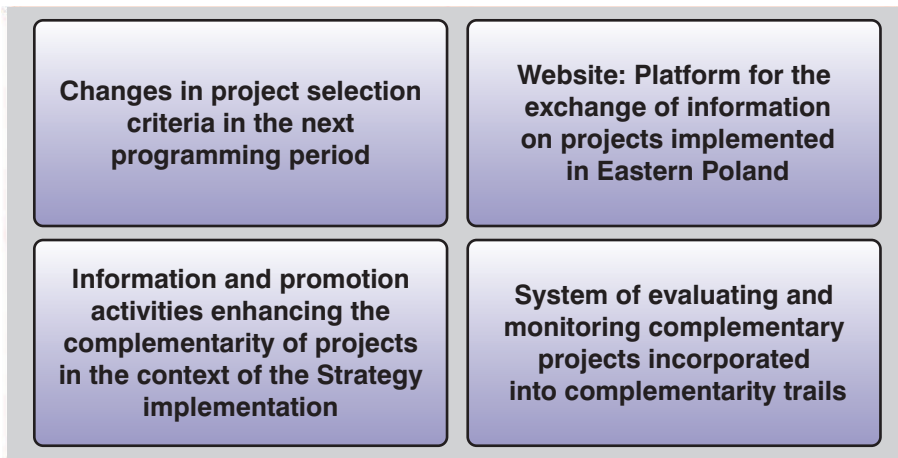
According to the assumption formulated in the Strategy, in capital cities of Eastern Poland's voivodeships the focus should be on the development of functions of higher education centres and scientific and research centres, which are most directly translated into a broadly understood innovativeness which, in turn, contributes to the creation of metropolitan functions. That is why, the complementarity trail is initiated by **comprehensive R&D measures based on the existing potential of the region**. They support specific university departments and faculties. The following projects were identified as complementary

- projects related to supplementing the education and research offer, aiming at supporting other scientific institutions, in particular with relation to the **science and research infrastructure** (university laboratories, science and technology parks)
- soft projects **supporting research and development centres and their personnel** (scientific grants, scholarship projects, commercialisation of research)

- projects from the area of **information society development**, supporting the creation of workforce, in particular by developing cooperation networks and providing the possibility of remote communication
- projects related to **culture, tourism and recreation** contributing to the development of human capital through: preparing offer of ways of spending free time, improving the quality of urban space, as well as the prestige and attractiveness of a given metropolitan
- projects improving **transport accessibility** of academic centres – better transport accessibility will improve organisation of international scientific meetings, as well as allow the employees of an academic centre to attend such meetings outside the region and abroad more easily, which in turn will contribute to the improvement of quality of conducted research and the level of education offer
- projects related to the improvement of the quality of functioning of metropolitan **public transport systems and the preparation of spatial development plans** will contribute to the improvement of the quality of life, which will constitute an additional factor increasing the attractiveness of studying and working in emerging metropolitanises which currently struggle with demographic problems

III. Suggestions and recommendations for the future

Suggested set of measures supporting the implementation of the principle of complementarity and synergy in Eastern Poland:



A report from the study is available at the OP DEP website:

<http://www.polskawschodnia.gov.pl/AnalizyRaportyPodsumowania/Strony/default.aspx#zakladka=3>.

The Internet **Platform for the exchange of information on projects in Eastern Poland** is a practical instrument for supporting and monitoring complementarity. It is available at:

<http://www.komplementarnosc.eu>

The website includes:

- definitions of complementarity, complementarity matrix,
- data base of projects implemented in Eastern Poland in 2007-2013,
- examples of complementarity trails.

