


Type of evaluation	Ex-ante evaluation	
Object of evaluation	Cross-Border Cooperation Programme Slovakia – Poland 2007-2013, 27.9.2006	
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Date of issue	Elaborated : November 2006 Pavol Kárász 	approved:

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2. Methodology

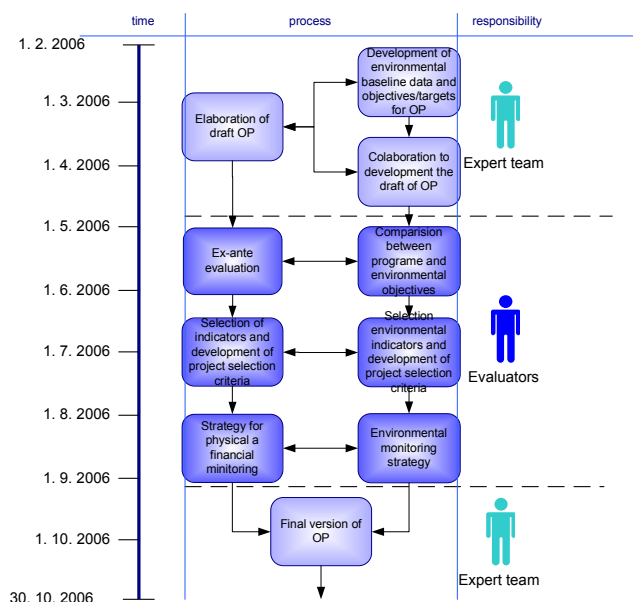
2.1. Design of evaluation

Ex-ante evaluation procedures respects open standards for evaluation published by European evaluation society: <http://www.europeanevaluation.org>.

Ex-ante evaluation emanate from:

- the Draft Working paper No. 1 on Ex-ante evaluation (October 2005) on the basis of the current state of the Council Regulation on ERDF, ESF and Cohesion fund,
- Working paper (x) for Indicators for monitoring and evaluation..

EX-ante analysis is based on *Delphi* methodology, which improve the cross evaluation of single experts and subsequent aggregation of crosscutting analytical results.



2.2. Programme context

- LEADER+
- Rural Development Programme (EAGGF)
- Community Strategic Guidelines on Cohesion 2007 – 2013
- Competitiveness and Innovation Programme - CIP
- i2010
- National Reform Programme for Growth and Jobs 2005-2008 (NRP)
- Territorial Employment Pacts (TEP)
- National Strategic Reference Framework of the Poland/Slovak Republic
- Strategic Framework for Rural Development in the Poland/Slovak Republic
- Actualized convergence programme of Slovakia for 2004 - 2010,
- Competitiveness strategy for Slovakia 2010

2.3. Mission, main objectives and questions of evaluation

Mission of evaluation:

- To be helpful to work out valuable programme as soon as possible.
- To be helpful to simplify, speed up, increase the quality of programme implementation.

The mission will be achieved through performing of following evaluation objectives:

Objectives of evaluation:

1. Appraisal of the socio-economic analysis and the **relevance** of the strategy to the needs identified, including:
 - Appraisal of the socio-economic analysis and assessment of the needs resulting of it;
 - Assessment of the relevance of the strategy to the identified needs.
2. Evaluation of the rationale of the strategy and its **consistency**, including:
 - In-depth analysis of the objectives and priorities of the programme;
 - Evaluation of the consistency of the strategy, including the sufficiency of the allocated financial resources to the strategy proposed;
 - Assessment of policy risk in the choice of priorities.
3. Appraisal of the **coherence** of the strategy with regional, national and supra-national (pan-Baltic) policies and the Community Strategic

Guidelines, including:

- Appraisal of the coherence of the strategy proposed with regional and national policies with relevance for the future development of AT-SK CB Region and the Community policies outlined in the Community Strategic Guidelines, e.g. Lisbon objectives;
 - Assessment whether equality between men and women and non-discrimination issues has been appropriately taken into account.
4. Evaluation of expected **results and impacts**
- Assessment of the appropriateness of the structure and hierarchy of the objectives and the indicators identified as well as the proposed quantification of the indicators, on the basis of past experience and appropriate benchmarks;
 - Evaluation on whether the proposed system of indicators is manageable and usable.
5. Appraisal of the proposed **implementation systems**
- Assessment of the implementing provisions proposed for managing, monitoring and evaluating the programme, including an examination of previous experience and an appraisal of possible bottlenecks. The evaluator should take into account the experiences of the implementation of the INTERREG III A in the framework of a Neighborhood Programme and its relevance for programming of transnational programmes at EU external borders;
 - Evaluation of the quality and extent of partnership arrangements.

On the key components of the ex-ante evaluation (points 1 – 5 above) the question of the Community added value should also be kept in mind when carrying out the evaluation. On all the points for evaluation, the work should be reflected to the level of financing of the programme.

Evaluation questions:

Id.	title
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1. relevance

- 1.1 Does the analysis adequately respond to the socio-economical needs of CB region? ✓
- 1.2 Does the strategy adequately respond to needs of CB region? ✓
- 1.3 Does the objectives adequately respond to needs and strategy of CB region? ✓

2. consistency

- 2.1 Are analysis, needs and objectives consistent? ✓
- 2.2 What are the policy risks (critical success factors of programme)? ✓
- 2.3 Are allocated financial resources adequate to the strategy? ✓

3. coherence

- 3.1 Is the proposed CB region strategy coherent with regional and national policies?
- 3.2 Are the cross cutting themes coherent with proposed CB region strategy?

4. results and impacts

- 4.1 Is the hierarchy of the objectives and the indicators logically, valid and coherent? ✓
- 4.2 What are the expected quantificated results and impacts of programme implementation?
- 4.3 Is the proposed system of indicators manageable and usable for all users?

5. implementation systems

- 5.1 What are the programming process bottlenecks?
- 5.2 What are the implementation process bottlenecks?
- 5.3 What are the monitoring and evaluation process bottlenecks?

Legend: ✓ - is subject of this report,

3. Summary

Main findings during the evaluation process

In generally, the presented analysis correspondent to prevailing needs, that was identified by evaluator. Bottlenecks were identified mainly by analysis of economic performance and competitiveness.

In the strategic part of the programme draft, from evaluator's point of view, there was no clear vision (or general objective) and mission (specific objectives) drew out, which would be achieved through implementation of the programme. The vision of programme strategy is adumbrated in New challenges for cross-border regional development.

Suggested measures (subjects) were described generally. In more cases (subject 2.1 and 2.2) was the strip lines between some measures not clear enough.

In generally, the presented analysis and strategy in evaluated programme draft are consistent. Suggested strategy enabled the achievement of needs and objectives and intermediate increasing of attractiveness of CB region for investors, citizens and tourist. But, possible expected effect on intervention's added value of suggested programme strategy are weaken, that was identified by evaluator, through overlapping and low level of concentration of (less demand attractive in 04-06 programming period) priorities on clustering of knowledge intensive industries and services.

Main recommendations

- Complete the analysis especially in Economic structure and performance (in relation to high-tech industries, services and innovation performance), human resources (employment) and tourism.
- Re-fine objectives
- Split subject 2.1 and 2.2 under priority axis 2
- Complete description of indicative activities

4. Preface

Presented evaluation report describes first results of evaluation in form findings and recommendations according relevance, consistency, results and impacts of programme draft. This report contains main results from ex-ante evaluation.

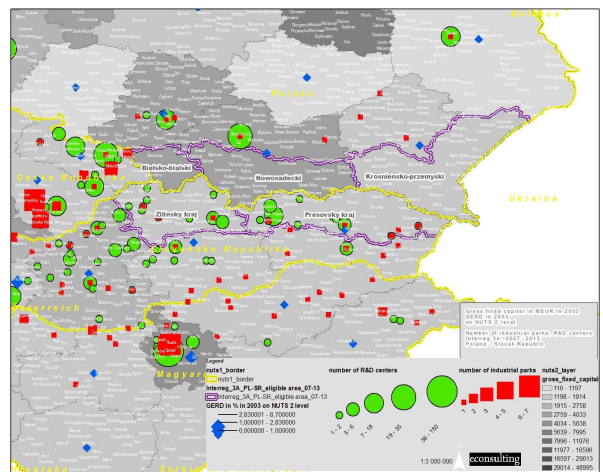
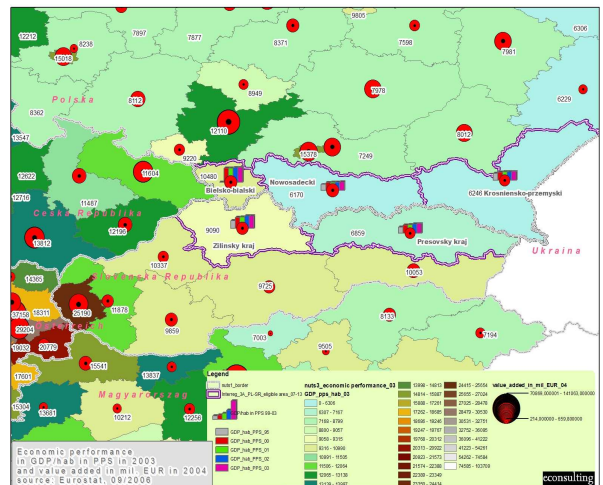
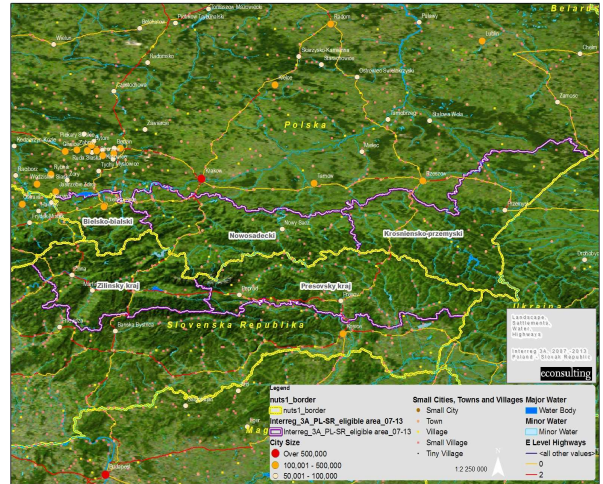
4.1. Programme description in form of needs and objectives

Programme draft defined main challenge for cross-border regional development between PL and SK as: “The intensifying of Polish-Slovak co-operation based on the partnership in the interest of the sustainable development of border region”, which should be achieved through the investments in infrastructure, clustering in tourism, culture, labor market and entrepreneurship. The programme strategy is based on 3 development axis (infrastructure, networking, micro projects) and one horizontal axis for technical assistance.

Programme area is characterized by developed polycentric settlement structure with heterogeneous natural conditions, from rural areas to unsettled high mountains areas in both countries. CB region area is characterized, especially in eastern and Polish part by low accessibility of transport infrastructure of higher importance. This disparity is one of important elements, responsible for settlement structure and performance and competitiveness of NUTS 3 regions.

Programme context of CB region is characterized by low economic performance and effectiveness, especially in eastern part of region. In general, the CB region belongs to the less developed and to the most by conversion affected regions in EU25. CB region belongs to regions with relatively high unemployment in both countries. Specific problem of CB region, especially in Nowosadecki NUTS3 region, is relatively high young unemployment (15-25). Level of value added dynamics in past 4 years was in CB region under average level in both countries. Produced value added is mostly based on comparative advantage in lower wage level. High potential of sustainable economic growth in CB region, based on increase of value added and employment, is observed above in completion of restructuring (especially in machinery industry and services) of medium and big enterprises, allocated in region. Highest potential of dynamic and sustainable economic growth in CB region is generated by foreign direct investments, they are most significant allocated in automotive (Fiat, Opel, Isuzu, Kia), high-tech, chemistry, aviation, food and wood sectors. Very high growth potential is allocated in all sectors of tourism. Even though the increasing capacity of tourism infrastructure is the number of overnights in CB region (in average) decreasing or stagnating (exclude Nowosadecki sub region).

Main challenge for development of CB region in programming period 2007-2013 is, by evaluators' opinion, increase of conversion in eastern part of CB area, and to speed up of competitiveness in all CB area through efficient CB cooperation supporting regional clustering of technological industries and services (inc. tourism) and their better performance and effectiveness. CB region needs more direct investments, they can be promoted by better accessibility of public cross border infrastructure (transport, tourism, environment) and public services



(education, health, labour market, tourism, culture, e-services, governance, ...).

In context of evaluated programme draft and coherent strategies has evaluator identified following needs, inform of main disparities and key development factors, of CB region. Their satisfaction would, by opinion of evaluator, induce to maximum added value of ERDF interventions in programme period 2007-2013.

Main disparities:	Key development factors:
1. Low economic performance and competitiveness, especially in eastern part of CB region (PL322, PL312, SK041)	◀ Similarity of languages, cultures and social traditions
2. Low performance and efficiency of tourism services	◀ High economic potential in tourism
3. high unemployment, low employment growth relatively low wages, mainly in eastern part of CB region (PL322, PL312, SK041)	◀ Positive natural increase of population
4. Negative net migration rate of population and its pauperization in certain areas	◀ Significant FDI investments and growing industrial regional clusters
5. Insufficient development of infrastructure lowering accessibility and jeopardize environment	◀ Additionally to interventions fetched investments in CB region
6. low broadband penetration rate in both countries	◀ Increase of attractiveness of CB area for inhabitants, tourists and investors through infrastructure investments and better services
	◀ Development cooperation networks and clusters especially in public services, tourism, education, automotive industry, transport, R&D
	◀ Development of new tourism products and better tourism marketing
	◀ Increase of accessibility of new e-services in CB area

5. Ex-ante evaluation results

5.1. Findings and recommendations

A. Relevance

1. relevance

- 1.1 What are the social, economic and environmental needs of CB region?
- 1.2 Does the analysis adequately respond to the socio-economical needs of CB region?
- 1.3 Does the strategy adequately respond to needs of CB region?
- 1.4 Does the objectives adequately respond to needs and strategy of CB region?

1.1) What are the social, economic and environmental needs of CB region?

- CB networking of major business and policy stakeholders
- Better utilization of growth potential of CB region, especially in tourism and other knowledge intensive industries and services
- Increase of performance and productivity in industry and services through clustering and innovation
- Development of CB tourist infrastructure and better destination management of CB region
- Development and implementation of CB e-services
- Investment in CB transport and environmental infrastructure and their better management
- Accessible and quality infrastructure, which perform higher attractiveness of CB area for FDI, inhabitants and visitors
- Educated, skilled and mobile young (15-24) labour force, especially in middle and eastern part of CB

1.2) Does the analysis adequately respond to the socio-economical needs of CB region?

- In generally yes. Analysis described correct the main socio-economic and environmental needs of CB region according to possibilities and priorities in programming period 2007-2013.
- Bottlenecks were identified by previous versions of programme draft mainly in insufficient usage of relevant information resources and missing, or incorrect formulated analytical results.
- Some failures were identified in SWOT analysis.
- All evaluator's findings and recommendations were incorporated into programme document. The evaluated version of programme draft adequately respond in analytical part (chapter 2 and 3) to the socio-economic analysis, their results and needs in field of sustainable social, economic and environmental needs of CB region, that was identified by evaluator.

Findings to the previous versions of programme draft ☹

Chapter: 2. SOCIAL AND ECONOMIC ANALYSIS

- Analysis was heterogeneous, especially in part tourism and human resources. Tourism, in context of interventions, is, in evaluators opinion, integrated part of analysis of economy (part 2.3) and education is integrated part of theme human resources, which are described in more parts of analysis.
- We understood, that in the analysis are described main context indicators, and they are included in last chapter (2.7) of analysis.

Recommendation ①

Level of incorporated recommendations

100%

We suggest to complete following correction:

- 2.1 Context indicators
- 2.2 Natural environment
- 2.3 Transport and communication infrastructure
- 2.4 Economy
 - 2.4.1 Structural convergence
 - 2.4.2 Tourism, cultural and natural heritage
- 2.5 Human resources

Legend:

Identified findings:

Costs for elimination of identified findings:

☉remarkable ☉ considerable ☉ deep-going ①low ②middle③high

Findings to the previous versions of programme draft ☉ **Chapter: 2.1 Natural environment**

- Missing analysis of impacts of tourism on environment

Recommendation ① Level of incorporated recommendations 100%

- To complete the analysis of consequences according the impacts of development of tourism on sustainable natural environment
- To complete the description of supported activities in field of tourism and environmental and natural protection (explicit to explore the link between tourism support and natural protection activities).

Findings to the previous versions of programme draft ☉ **Chapter: 2.2 Transport and communication infrastructure**

- In analysis are described only penetration rates of ICT in CB, more detailed context is missing

Recommendation ① Level of incorporated recommendations 100%

We suggest to add following formulation:

- Reasons of low penetration rates in CB region are inaccessibility of broadband infrastructure, especially in mountain areas and low purchasing power of habitants in CB region. In almost the same important factor is the inaccessibility of e-services and digital content, they are for users ready to pay.

Findings to the previous versions of programme draft ☉ **Chapter: 2.3 Economy**

- Incorrect, or missing some figures of economic performance
- Analysis suggested that: "Cross border areas of Poland and Slovakia belong to the least developed regions of these countries (except for NUTS 3 bielsko-bialski sub region)". Incorrect analytical result, that the whole CB (except for NUTS 3 bielsko-bialski sub region) region belongs to the least developed regions in both countries
- Missing more detailed description of economic structure according employment in manufacture and services and their structure
- Missing analysis of R&D potential; GERD, missing patent statistics (data available only on NUTS II level)
- "In 2003, in the Slovak part of border region, GDP per capita in the Žilina County was equal to 178 037 SKK (4 753 EUR, 1 EUR = 37,455 SKK average exchange rate of March 2006) and exceeded the value of 2002 by 14 554 SKK (388 EUR). In the Prešov County GDP per capita was equal to 134 858 SKK (3 601 EUR) in 2003, and was higher than in 2002 by 9 830 SKK (262 EUR). Both in the Žilina County and Prešov County the GDP value was lower than average in Slovak Republic, i.e. 223 564 SKK (5 969 EUR) in 2003. Žilina and Prešov County are counties with the lowest GDP value of all counties of Slovak Republic."

Recommendation ② Level of incorporated recommendations 100%

We suggest to complete following correction:

GDP/cap. in PPS, eurostat_08/06				
NUTS3	2003	2002	2001	2000
Nowosadecki	6 169,7	5 941,5	5 812,5	5 456,0
Bielsko-bialski	10 479,7	10 230,3	9 925,5	10 050,7
Krosniensko-przemyski	6 246,3	6 123,5	6 100,8	5 914,6
Žilinský kraj	9 090,0	8 977,5	8 328,8	7 820,2
Prešovský kraj	6 858,5	6 791,4	6 121,5	5 791,8

- According to economic performance (GDP/hab in PPS), productivity (value added) and investments (brutto fixed capital), western part of region (BB (PL) and ZA (SK)) sub region belongs in past 2 years to the fast growing regions in both countries. Less development regions with deeper disparities are situated in eastern part of CB region. Nowo-sądecki, Krośnieńsko-Przemyski and Presovsky sub region on Slovak side belongs to the less developed regions (in view of economic performance, tm. GDP/cap in PPS) in both countries. This part of region is more affected with conversion, which is significant with higher unemployment (especially of long term unemployed, or young people), lower accessibility of TEN

and regional infrastructure, lower competitiveness, performance of production and lower live quality standard for inhabitants (especially in rural areas).

- CB region is characteristic by relative high share of employment in manufactory and lower share of services. Employers in high-tech and medium high-tech manufactory and knowledge intensive services are more concentrated in western part of CB region (Malopolskie, Zilinsky and partly Bielskobialski NUTS III region). For example, Malopolskie NUTS II region belongs to the largest R&D centers, with high scientific-research potential of tertiary education (employment in the R&D sector - 13.4% of the national employment, high share of people with tertiary education (10.1%), 2. place in the country, 3. position in the country in terms of the number of students - over 190,000 on an annual basis with an increasing trend, almost 30,000 graduates annually, out of whom over 6,000 graduate of technical universities, large number of scientists, 2. place in the country in terms of the number of academics, tertiary education base growing on the territory of the whole voivodship, proper scientific base, 32 universities and academies).
- Efficiency of science and research, measured on patent applications to the EPO (2003¹) is in target region (excluding Bielsko-bialski sub region) very low. In year 2003 was registered in average no more than 25 applications per million labour forces. Average value in EU25 was in year 2003 more than 416 patent applications. Significant gap is characteristic for all new member states and is generally affected by low level of R&D expenditure (GERD) in whole CB region and insufficient innovative performance (measured by value added, patent applications, gross fixed capital) of enterprises in CB region. The most efficient region in this point of view is Bielsko-bialski sub region. According to human resources in science and technology industries², Nowosadecki, Bielsko-bialski and partly Zilinsky NUTS III region, obtain higher employment in high-tech, medium-high-tech manufactory and knowledge intensive services over average value in both countries. In whole region, but especially in Zilinsky and Bielsko-bialsky sub region are allocated rich, well skilled and qualified human resources in medium tech manufacture, which are still attractive for FDI, especially in automotive (Fiat, Opel, Isuzu, Kia), high-tech industry (ITC Technologies, Electronics, including optoelectronics and microelectronics, Materials' engineering, Life sciences, medical sciences, health care sciences, Biotechnologies and genetic engineering, Environmental protection, recycling sciences and unconventional energy sources, Design and manufacturing of measurement and research equipment), chemistry, aviation, food and wood industry clusters.

Findings to the previous versions of programme draft ☹

Chapter: 2.4 Tourism and education

- Missing analysis of performance and efficiency in tourism

Recommendation ①

Level of incorporated recommendations

100%

We suggest to complete following correction:

- In long term perspective belong tourism industries with positive balance of services surplus on both sides of CB region. Joint problem of tourism services is decreasing performance and efficiency of tourism (excl. Nowosadecki NUTS 3 region), especially in Slovak part of region. Since 2002 is balance of tourism characteristic with decreasing or stagnating numbers of tourists in accommodation. Numbers of tourists in accommodation grew in past 3 years more significantly only in Nowosadecki and Bielsko-bialsky sub region³. Serious long-term problem also for region, that report best performance in tourism, is the low efficiency of offered services. By increasing tourism capacity (number of establishments and bed places) is softly growing the rooms occupancy rate in past two years only in Nowosadecki sub region. But for all tourism destination is in comparison with EU average characteristic very low rooms occupancy rate on Slovak side in average about 30% and in Poland side of CB region to 40% in Nowosadecki sub region. Unsatisfied used high tourism potential in CB region, especially in mountain destinations, reflects beside inaccessibility of quality infrastructure most notably the quality of destination management.

Findings to the previous versions of programme draft ☹

Chapter: 2.5 Population

¹ Patent applications to the EPO by priority year at the regional level

² Annual data on employment in technology and knowledge-intensive sectors at the regional level (htec_emp_reg)

³ source: <http://www.intur.com.pl/>, <http://www.economy.gov.sk/index/go.php?id=57>

- Analysis researched only development in past two years, and doesn't explore longer demography trends, based on long term demography projection in CB region. Analysis otherwise correct describes the long term trends, but they are only based on short term time period.
- In analysis are used incorrect figures
- missing analysis of unemployment according to age and sex structure
- missing analysis of employment

Recommendation ①	Level of incorporated recommendations	100%
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- To use the prognosis of inhabitants to 2025 of ŠO SR, Population projection of Poland 2003-2030 (source: http://www.stat.gov.pl/english/dane_spol-gosp/ludnosc/prognoza_lud/index.htm, <http://www.infostat.sk/vdc/sk/index.html>) and to complete following trends:

We suggest to complete following trends:

- According to demographic projection on NUTS III level to 2025 (SR) or. 2030 (PL) was identified significant trend of ageing of population, during the whole programming period in all NUTS target regions (excl. Nowosadecki⁴ NUTS 3 region). In every NUTS III region will increase the share of post-productive part (65+), decrease share of pre-productive (0-14) and rapidly decrease the productive (15-64) part (especially in SR) of population. There are not significant disparities, or differences in structure of mid-term demographic development between NUTS III regions in Interreg target area.
- In demographic development characterized proportions for SK are not correct. The correct figures for economic activity rate are: 2005 - SK 59,5%, Prešov region 59,5%, Žilina region 58,8%; 2004 - SK 60,1%, Prešov region 60,1%, Žilina region 59,4%.
- Other big problem of labour market, especially in Nowosadecki and Presovsky sub region, part of CB region is high share of young people (15-24) on total registered unemployment in comparison to average of EU and average level in both countries. This disparity depends on labour supply side on low efficiency of education systems in CB region and low mobility of labour forces. On demand side the high share of young unemployments depends on quality of available alumnus and insufficient performance of SMEs in region (especially in eastern part of CB region).

Findings to the previous versions of programme draft ☹

Chapter: 1.11. Context indicators

- missing sources and some figures (in demography, R&D, tourism performance)
- some figures are incorrect

Recommendation ①	Level of incorporated recommendations	100%
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We suggest to complete following correction:

GDP/hab in PPS, eurostat_08/06				
NUTS3	2003	2002	2001	2000
Nowosadecki	6 169,7	5 941,5	5 812,5	5 456,0
Bielsko-bialski	10 479,7	10 230,3	9 925,5	10 050,7
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Prešovský kraj	6 858,5	6 791,4	6 121,5	5 791,8

Findings to the previous versions of programme draft ☹

Chapter: 1.12. SWOT analysis

- some expressions are not correct or enough clear

Recommendation ①	Level of incorporated recommendations	85%
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We suggest to complete following correction:

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Field	Strengths	Weaknesses
Natural environment	Well condition of natural environment in CB region	Underdeveloped sewage system and sewage treatment plant

⁴ young population (larger number of people in pre-productive age than nation's average, smaller share in working age), favourable birth rate, 2. place in Poland in terms of positive migration balance

Field	Strengths	Weaknesses
	Protected areas of the international significance and attractiveness (national and landscape parks, NATURA 2000 areas) Diverse and rich mineral resources and resources for bio-energy Abundant medicinal, mineral and thermal water resources	Emission of dust and gas pollutants High price of alternative and renewable sources of energy Low level of ecological awareness
Transport and communication infrastructure	Advantageous geographical position (closeness of the European transport corridors) Good accessibility of border crossings Relatively high road density (regional and local)	Low quality of the existing transportation infrastructure Low traffic safety Low accessibility of higher level transport infrastructure, especially in north-eastern part of CB region
Economy	Rich local resources of raw materials mainly for construction Relatively high cost effectiveness (labour costs, costs of living, real estate) Significant direct investments in high-tech and medium-high tech industries allocated especially in western part of CB region	Low economic performance and competitiveness, especially in eastern part of CB region Not diversified economic structure (low share of services, esp. of knowledge intensive services; low share of high-tech and medium-high tech sectors on economic performance and employment) Low penetration rate of broadband technologies Low population density
Tourism, natural, cultural and historical heritage	High attractiveness and favorable condition of natural environment and landscape Well-developed network of accommodations for tourists (esp. in NS NUTS III region) Numerous spas, cultural and historical objects, and other tourism attractions Persistence of local traditions	Decreasing or stagnating performance in tourism, especially in Slovak side Insufficient quality of tourism infrastructure and of many historical and cultural objects Missing marketing and low level management Insufficient utilization of existing historical, cultural and natural regional heritage to the tourism advantage Gradual decrease of interest of inhabitants in cultural and generally educational activities
Human resources (population, education)	Inhabitants bound with the region in which live Similarity of the Polish and Slovakian languages Disposable, well skilled and qualified labour forces Increase of number of students (secondary and higher education)	High unemployment rate, especially in in Nowosadecki and Presovsky NUTS III region Negative net migration Aging of population

Field	Opportunities	Threats
Natural environment	Extensive usage of renewable energy sources Better accessibility and quality of public transport	Conflict between development of tourism, transport, industrial production and natural environment Occurrence of natural disasters and environmental disasters Degradation of natural resources as a result of urbanization process as well as agricultural and industrial production
Transport and communication infrastructure	Development of European corridors, regional transport network and multimodal platforms Accessibility and free capacity of bone broadband infrastructure Implementation of e-government and e-business services	Negative impact of transport on the natural environment, nature reserves and protected areas Digital divide High spread of fuel price level
Economy	FDI, especially in high-tech and medium high-tech manufactures and services Disposable (graduates) well skilled and qualified labour forces Development of regional industrial clusters between both countries Handicraft and industry tradition that can be base for the development of local entrepreneurship Development of small and medium enterprises and also micro-enterprises creating alternative source of income for local population	Increase of labour and living costs Problems with restructuring of industry and especially agriculture Insufficient number of investors interested in the area Emigration of the younger generation (particularly with higher education) and brain drain
Tourism, natural, cultural and historical heritage	Integration of tourism market of CB region Better accessibility of tourism destinations through Investments in transport and environmental infrastructure	Aggravation of the state of historical objects, historical municipal zones, nature reserves and landscape Low competency and innovativeness of entrepreneurs in tourism sector
Human resources (population, education)	Strengthening of the regional identity Using the regional identity, tradition and history for promoting the region and formation of services and tourist products intended at the European market Increase of attractiveness of regions for citizens, as result of investment activities in target area	Diminishing socio-economic activity of population, increasing passiveness and apathy Migration of younger generation to other regions offering better conditions Growth of socially marginalized groups

1.3) Does the strategy adequately respond to needs of CB region?

- In generally yes. In evaluator's opinion designed strategy solves satisfied identified needs of CB region. The vision of strategy is to promote the supporting conditions of sustainable development in CB region. Instrument for achievement of vision is development of well functionally network of cooperating business, social, environmental and policy stakeholders. Intervention logic is based on 3 thematic priority axis. Through interventions into priority axis 1 should be promoted better accessibility of CB infrastructure of transport, tourism and environment in such areas, where are missing basic physical conditions for intensive CB cooperation. Through priority axis 2 should be supported sustainability and dynamics of economic growth and social development. Priority axis 3 is concentrated on promotion of intensity and quality of people to people actions.
- Regarding to the top level national strategies (NSRF) of both countries, the strategy of the programme could be concentrated more in detail on competitiveness and employment objectives. Biggest growth potential for increasing of competitiveness, through development of knowledge intensive sectors, is allocated in mainly in Nowosadecki, Zilinsky and Bielskobialski region. In this part of region is allocated more of knowledge oriented economic growth factors (more FDI, more high-tech manufactory and services, more fixed capital, especially in automotive cluster, etc.).
- From the analysis of the programme draft and coherent mainstream strategies (NSRF 2007-2013 of PL and SR) it follows that the Prešovský, Nowosadecki and Krošniensko-Przemyski region is according to economic performance, productivity and social situation, in worse condition in compare with the rest part of CB region. In European context are these regions in group of most affected by conversion. In midterm period therefore is requested more to speed up the achievement of Gothenburg objectives. Rest part of CB region interventions could be more concentrated on Lisbon objectives. Bieskobialski and Zilinsky sub region are in better economic condition, which allowed creation of more significant resources for development of knowledge market. Development of CB cooperation management could be one very efficient driver to promote clustering of knowledge oriented industry sectors, allocated in target area. 3.1 Contribute to strengthening social and economic relationships between the inhabitants of the border area. 3.2 Find common solutions for problems of the local communities. 3.3 Develop a basis in the future for large projects.
- The fundamental type of priority activities in drafted strategy is networking. In evaluator's opinion is it clear cross cutting activity. Well functionally and good managed of CB cooperation between key private and public stakeholders by planning an implementation of Interreg and other development projects in all priority areas, can bring significant additional private or public investments, higher synergy and added value of SF interventions.

1.3) Does the objectives adequately respond to needs and strategy of CB region?

- In generally yes. Formulated objectives are coherent with needs of development in CB region in intervention area for convergence (which is needed more in eastern part of CB region) and competitiveness too. First two levels of objectives, tm global and specific objectives are in evaluator's opinion well formulated. These objectives are clear good measurable through the context and project indicators. Fulfillment of strategic objectives will increase accessibility and quality of infrastructure and clustering in business, policy and public sectors, which was identified by evaluator as main drivers for sustainable growth of CB region.
- Good management of synergy effects and added value of supported CB projects, through networking, can significant affect organization of CB activities between major stakeholders in region, with high influence on sustainable growth of region.
- Operational objectives are in evaluators point of view not clear or complete in some formulations.

Global objective	Priority axis	Priority axis objective	Operational aims
The intensifying of Polish-Slovak co-operation based on the partnership in the interest of the sustainable development of border region	1. Development of cross-border infrastructure	The development of Polish-Slovak partnership co-operation within the range of improvement of the cross border infrastructure condition oriented towards spatial integration, better accessibility and attractiveness for inhabitants,	Improvement of direct connections in the field of transport and communication between Polish and Slovak side of border area.
			Improvement of condition of environmental protection infrastructure in the border area
			Improvement of condition of cross-border infrastructure within the range of protection against natural disasters
			Utilization of renewable energy sources
			Development of information community
			Support of direct investments to the infrastructure in the border areas

	investors and tourists	
2. Social and economic development	To promote Polish-Slovak partnership co-operation for sustainable social-economic, environmental and cultural development of the Polish – Slovak border region	Growth of tourist attractiveness of border region
		Preservation of regional cultural heritage
		Protection of nature's biodiversity
		Creation of thematic networks of partnership co-operation and thematic clusters
		Development of human resources and education
3. Supporting local initiatives (micro projects)	To promote local initiatives and establish cross-border contacts through implementation of microprojects based on people to people actions.	Establishing and strengthening of direct contacts between Polish and Slovak communities of the border area
		Developing a basis for further projects in the future
4. Technical assistance	Assuring the implementation, management, promotion, monitoring and control of the program	management support
		programme realization
		programme control
		programme promotion
		programme monitoring
		programme evaluation

Findings to the previous versions of programme draft ☹

Chapter: 5.1 Priority axis and subjects description

- **Global objective:** „The intensifying of Polish-Slovakian cooperation based on the partnership in the interest of the sustainable development of border region”. In evaluators opinion the expression “...sustainable development of border region...” is too generally. Sustainable development can be achieved by lower growth dynamic too. In context with results of analysis, is the main challenge of programme to improve economic performance and competitiveness of CB region. That means, that sustainable development should be achieved by high economic growth. Therefore, in evaluators opinion, is needed more explicit formulation.
- In operational objectives under priority axis 1 (Operational aims of priority axis) is, in evaluator's opinion, missing one important goal – increase of investment activity, that should be achieved through the programme interventions.
- In operational objectives under priority axis 2 is in, in evaluator's opinion, not sufficient clear formulation of objective: “improve the cross-border development activities in the economy area”. In evaluator's opinion, the main challenge of structural conversion of CB region, to support of development of industrial and services clusters (automotive, R&D, IT, etc.) and improvement of quality in CB (mostly public) services. In this context is the formulation of objective too generally and low powerful.
- According to support of activities in field of tourism, transport, energy, information society and especially clustering between private or/and public institutions, will be, in evaluators opinion, state aid schemes needed.

Recommendation ①

Level of incorporated recommendations

90%

We suggest to add following specification:

- ...The priorities and measures of this programme seek to use the strengths and opportunities of the cross-border region for common solving of main problems.... “Sustainable development will be stimulated by interventions concentrated on support of high and sustainable economic growth, well balanced social and environmental development.”
- “The development of Polish-Slovakian partnership cooperation within the range of improvement of the cross border infrastructure condition oriented towards spatial integration, better accessibility and attractiveness for citizens, investors and tourists”
- “1.4 Increase of direct investments to the infrastructure in CB areas”
- “2.4 Improvement of conditions for development of regional industry and services clusters”
- To work out the state aid schemes.

Legend:

Identified findings:

☺remarkable ☹considerable ☹deep-going

Costs for elimination of identified findings:

①low ②middle③high

B. Consistency

2. consistency

2.1 Are analysis, needs and objectives (measures) consistent?

2.2 Which are the policy risks associated with strategy?

2.3 Are allocated financial resources adequate to the strategy?

Findings:

2.1) Are analysis, needs, objectives and activities consistent?

In generally yes. Analysis describe correct the needs of region (detailed in chapter A of this evaluation report), which are necessary to support through interventions of Interreg programme. SWOT analysis has in generally well identified main disparities and development factors of development in CB region.

Suggested strategy is in this point of view consistent with results of analysis and strategies of coherent documents on EU, national and regional level. Programme concentrates interventions correct on most eligible themes, which will by, in evaluator's opinion, the most powerful drivers of high and sustainable growth of CB region. By the implementation phases of the programme and by the following programming process, is coordination between relevant coherent strategies necessary (see tab. 1).

Considering the consistency has evaluator some recommendations to the SWOT analysis and re-formulation of some objectives (detailed in chapter A of this evaluation report). Other findings and recommendations were formulated according to suggested indicative activities and subjects (measures) and their possible.

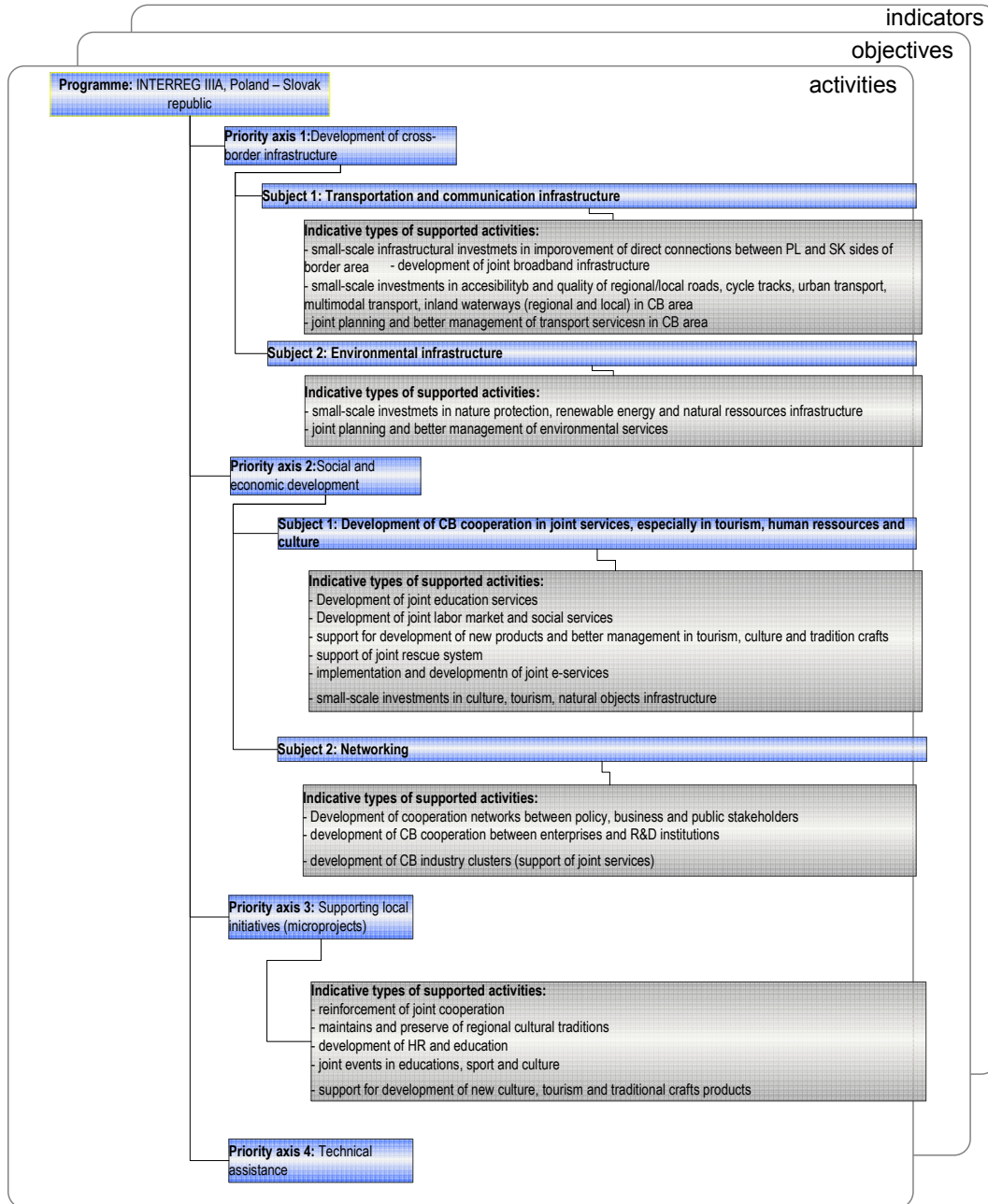
Findings to the previous versions
of programme draft ☺

Chapter: 5.1.2 Priority axis II. Social and economic development

- In evaluators opinion, in subject 1 (transport infrastructure) and partly subject 2 (environmental infrastructure) are included not all possible activities. In transport are missing local and regional waterways. And in environment are missing other joint management activities, than only protection before natural disasters. In evaluator's opinion, info society interventions are more about services, less the scope of infrastructure support. Otherwise, the broadband infrastructure will be supported by national, mainstreams ERDF operational programmes. Crossbred cooperation of local broadband providers is hardly thinkable.
- Problematically by evaluators point of view is diversification of activities in to subject 2.1 and 2.2 (development of CB cooperation in tourism and education, Protection of cultural and natural heritage). There is overlapping of activities in field tourism, culture and natural heritage. For example in subject 2: "In order to preserve the cultural heritage of the region it is necessary to prepare joint projects enabling the local communities to preserve their identity, for example, through integrated cultural and tourist products." In evaluators point of view, are their successfully implementation concentrated in one concept – tourism. More flexibility by implementation and more clear line between supported activities will bring the reduction of subject 1 and 2 into one under priority axis II. In included indicative activities are, in evaluators opinion, missing following themes:
 - Technology transfer and improvement of cooperation networks between small businesses (SMEs), between these and other businesses and universities, post-secondary education establishments of all kinds, regional authorities, research centres and scientific and technological poles (scientific and technological parks, technopoles, etc.)
 - Information and communication technologies (access, security, interoperability, risk-prevention, research, innovation, e-content, etc.), services and applications for the citizen (e-health, e-government, e-learning, e-inclusion, etc.),
 - Services and applications for SMEs (e-commerce, education and training, networking, etc.)
 - assistance to improve tourist services
 - Protection and preservation of the cultural heritage
 - Development of cultural infrastructure
 - assistance to improve cultural services
 - Measures to increase participation in education and training throughout the life-cycle, including through action to achieve a reduction in early school leaving, gender-based segregation of subjects and increased access to and quality of initial vocational and tertiary education and training
- Priority axis 3 (micro projects) included following indicative activities "strengthen the mutual cooperation, renewal and, maintenance of the regional cultural traditions, development of human resources and education". These are, by evaluators' point of view, more objectives, than activities.

Recommendation ①	Level of incorporated recommendations	90%
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We suggest following correction:



tab. 1 Linkages between the CBC program PR-ST 2007 –2013 and other relevant strategic documents

Legenda: xxx silná priama väzba xx priama väzba x nepriama väzba - žiadna väzba ! potreba koordinácia		Program interreg IIIA PR-SR 2007-2013		
		Prioritná os I: rozvoj cezhraničnej infraštruktúry	Prioritná os II: sociálny a ekonomický rozvoj	Prioritná os III: mikroprojekty
Poland	National level :			
	National strategic reference framework of PR 2007 – 2013 (draft),	xx	xx	x
	Concept of national strategic planning	xx!	xxx!	x
	Convergence programme of PR	Xx	xx	x
	Regional level:			
	Relevant regional operational programmes	xx!	xxx!	xx!
	Strategy of relevant Vojvodships	xxx!	xxx!	xxx!
Slovak republic	Joint development programmes of euro regions	xxx!	xxx!	xxx!
	Development plans of micro regions	xx!	xx!	xxx!
	National level:			
	National strategic reference framework of SR 2007-2013 (draft)	xx!	xxx!	x
	National strategy of sustainable development	x	xx!	x
	Conception of spatial development 2001	xxx!	x	x
	Strategy of development of competitiveness of SR to 2010.	x	xxx!	x
	National reform program of Slovak republic 2006-2008.	x	xx!	x
	Convergence programme of SR 2005-2010	x	xx	x
	Regional level:			
EU	Regional operational programme 2007-2013 (draft)	xx!	x	x
	Programme of social and economic development of region Trnava	xxx!	xxx!	xxx!
	Programme of social and economic development of region Trenčín	xxx!	xxx!	xxx!
	Programme of social and economic development of region Žilina	xxx!	xxx!	xxx!
	Joint development programmes of euro regions	xxx!	xxx!	xxx!
	Development plans of micro regions	xx!	xx!	
	Natura 2000	xx!	xxx!	x
EU Communitarian programs ⁵	xx!	xx!	X	
Competitiveness and innovation program	x	xx!	x	
7th Framework program	x	xx!	x	

2.2) Which are the policy risks associated with strategy?

Critical success factors of suggested strategy are:

1. Low effectiveness of interventions if:

- will be supported only demand oriented activities (with good absorption in 04-06), because leas attractive, in generally for SF in 04-06 in SK and PL, are more sophisticated, innovative oriented projects. But this kind of projects can bring the highest added value by implementation of strategy. Therefore is needed to support even activities in field, clustering (joint management structures and flows btw. enterprises and/or public sector), information-technologies, joint business services etc..
- The CB cooperation structure of key stakeholders will be fragmented in to many isolated cooperation platforms instead of cooperation network as one entity.
- Key project selection criteria will be not the added value (sustainability) of projects

2. Low information quality from monitoring

- Especially project performance data are according better performance oriented management of SF key factor for management of programme impacts. Level of utility of project data and their aggregations for management structures are depending on quality and structure of measurable data, flexibility and interoperability of IT monitoring systems and quality management in implementation or monitoring processes. Low quality, or insufficient coordination of these factors, can seriously terminate operability and efficiency of whole programme. Good data quality is also significant condition for transparent programme management.

⁵for areas: - education, - culture, youth, research and development, energetics, environment, SMEs, public health.

C. Results and impacts

4. results and impacts

- 4.1 Is the hierarchy of the objectives and the indicators logically, valid and coherent?
 4.2 What are the expected quantified results and impacts of programme implementation?
 4.3 Is the proposed system of indicators manageable and usable for all users?

4.1) Is the hierarchy of the objectives and the indicators logically, valid and coherent?

In suggested structure of indicators are missing context indicators with baseline and target value, which should be achieved through interventions. In suggested list of indicators are only project (core) indicators of result or output ("výrobku" a "výsledku"). Some of them would be problematically to monitor, but generally selected list of indicators doesn't cover whole expected performance of projects and impact of programme.

priority	indicator type	indicator	unit	baseline value		target value		source
				year	value	year	value	
1-4	context	GDP per capita in the target region PPS (EU25=100)	%	2003		2013		SO SR/SO PL
1-4	context	Registered unemployment rate in the target region	%	2005		2013		SO SR/SO PL
1-4	context	Expenditure on RaD as GDP (GERD) in the target region	%	2003		2013		SO SR/SO PL
1-4	context	Balance of tourism in the target region	EUR	2005		2013		SO SR/SO PL
1-4	output	Number of projects by priority theme dimension	count	2007		2013		ITMS/SIMIK
1-4	output	Number of projects by finance form dimension	count	2007		2013		ITMS/SIMIK
1-4	output	Number of projects by economic activity dimension	count	2007		2013		ITMS/SIMIK
1-4	result	Number of projects by form of CB cooperation	count	2007		2013		ITMS/SIMIK
1-4	result	joint preparation	count	2007		2013		ITMS/SIMIK
1-4	result	joint realization	count	2007		2013		ITMS/SIMIK
1-4	result	joint financing	count	2007		2013		ITMS/SIMIK
1-4	result	joint utilization after project realization	count	2007		2013		ITMS/SIMIK
1-3	impact	economic net preset value	EUR	2007		2013		ITMS/SIMIK
1-3	impact	new jobs created (net employment)	count	2007		2013		ITMS/SIMIK
1-3	impact	additional (fetched by interventions) private investments	EUR	2007		2013		ITMS/SIMIK
4	result	Number of administrated projects	count	2007		2013		ITMS/SIMIK
4	result	Volume of provided consultancy services (pers.*hours.)	count	2007		2013		ITMS/SIMIK
4	impact	average duration of applications execution (from submission to contract)	days	2007		2013		ITMS/SIMIK
4	impact	average rate of effectiveness of implemented projects (real/planned values of indicators)	%	2007		2013		ITMS/SIMIK

Annex

1. Recommended mapping of Programme strategy by priority theme dimension

Code	Priority theme	Priority axis			
		I.	II.	III.	IV.
	Research and technological development (R&TD), innovation and entrepreneurship				
1	R&TD activities in research centres				
2	R&TD infrastructure (<i>including physical plant, instrumentation and high-speed computer networks linking research centres</i>) and centres of competence in a specific technology				
3	Technology transfer and improvement of cooperation networks between small businesses (SMEs), between these and other businesses and universities, post-secondary education establishments of all kinds, regional authorities, research centres and scientific and technological poles (<i>scientific and technological parks, technopoles, etc.</i>)		X		
4	Assistance to R&TD, particularly in SMEs (<i>including access to R&TD services in research centres</i>)				
5	Advanced support services for firms and groups of firms				
6	Assistance to SMEs for the promotion of environmentally-friendly products and production processes (<i>introduction of effective environment managing system, adoption and use of pollution prevention technologies, integration of clean technologies into firm production</i>)				
7	Investment in firms directly linked to research and innovation (<i>innovative technologies, establishment of new firms by universities, existing R&TD centres and firms, etc.</i>)				
8	Other investment in firms				
9	Other measures to stimulate research and innovation and entrepreneurship in SMEs				
	Information society				
10	Telephone infrastructures (<i>including broadband networks</i>)				
11	Information and communication technologies (<i>access, security, interoperability, risk-prevention, research, innovation, e-content, etc.</i>)		X	X	
12	Information and communication technologies (TEN-ICT)				
13	Services and applications for the citizen (<i>e-health, e-government, e-learning, e-inclusion, etc.</i>)		X		
14	Services and applications for SMEs (<i>e-commerce, education and training, networking, etc.</i>)		X		
15	Other measures for improving access to and efficient use of ICT by SMEs				
	Transport				
16	Railways				
17	Railways (TEN-T)				
18	Mobile rail assets				
19	Mobile rail assets (TEN-T)				
20	Motorways				
21	Motorways (TEN-T)				
22	National roads				
23	Regional/local roads		X		
24	Cycle tracks		X		
25	Urban transport		X		
26	Multimodal transport		X		
27	Multimodal transport (TEN-T)				
28	Intelligent transport systems				
29	Airports				
30	Ports				
31	Inland waterways (<i>regional and local</i>)		X		
32	Inland waterways (TEN-T)				
	Energy				
33	Electricity				
34	Electricity (TEN-E)				
35	Natural gas				
36	Natural gas (TEN-E)				
37	Petroleum products				
38	Petroleum products (TEN-E)				
39	Renewable energy: wind		X		
40	Renewable energy: solar		X		
41	Renewable energy: biomass		X		

42	Renewable energy: hydroelectric, geothermal and other	X			
43	Energy efficiency, co-generation, energy management				
Environmental protection and risk prevention					
44	Management of household and industrial waste	X			
45	Management and distribution of water (<i>drink water</i>)	X			
46	Water treatment (<i>waste water</i>)	X			
47	Air quality	X			
48	Integrated prevention and pollution control	X			
49	Mitigation and adaptation to climate change				
50	Rehabilitation of industrial sites and contaminated land	X			
51	Promotion of biodiversity and nature protection (<i>including Natura 2000</i>)	X			
52	Promotion of clean urban transport	X			
53	Risk prevention (<i>including the drafting and implementation of plans and measures to prevent and manage natural and technological risks</i>)	X			
54	Other measures to preserve the environment and prevent risks			X	
Tourism					
55	Promotion of natural assets		X		
56	Protection and development of natural heritage		X		
57	Other assistance to improve tourist services		X	X	
Culture					
58	Protection and preservation of the cultural heritage		X		
59	Development of cultural infrastructure		X		
60	Other assistance to improve cultural services		X	X	
Urban and rural regeneration					
61	Integrated projects for urban and rural regeneration		X	X	
Increasing the adaptability of workers and firms, enterprises and entrepreneurs					
62	Development of life-long learning systems and strategies in firms; training and services for employees to step up their adaptability to change; promoting entrepreneurship and innovation				
63	Design and dissemination of innovative and more productive ways of organising work				
64	Development of specific services for employment, training and support in connection with restructuring of sectors and firms, and development of systems for anticipating economic changes and future requirements in terms of jobs and skills				
Improving access to employment and sustainability					
65	Modernisation and strengthening labour market institutions				
66	Implementing active and preventive measures on the labour market				
67	Measures encouraging active ageing and prolonging working lives				
68	Support for self-employment and business start-up				
69	Measures to improve access to employment and increase sustainable participation and progress of women in employment to reduce gender-based segregation in the labour market, and to reconcile work and private life, such as facilitating access to childcare and care for dependent persons				
70	Specific action to increase migrants' participation in employment and thereby strengthen their social integration				
Improving the social inclusion of less-favoured persons					
71	Pathways to integration and re-entry into employment for disadvantaged people; combating discrimination in accessing and progressing in the labour market and promoting acceptance of diversity at the workplace				
Improving human capital					
72	Design, introduction and implementation of reforms in education and training systems in order to develop employability, improving the labour market relevance of initial and vocational education and training, updating skills of training personnel with a view to innovation and a knowledge based economy				
73	Measures to increase participation in education and training throughout the life-cycle, including through action to achieve a reduction in early school leaving, gender-based segregation of subjects and increased access to and quality of initial vocational and tertiary education and training			X	
74	Developing human potential in the field of research and innovation, in particular through post-graduate studies and training of researchers, and networking activities between universities, research centres and businesses		X	X	
Investment in social infrastructure					
75	Education infrastructure				
76	Health infrastructure				
77	Childcare infrastructure				
78	Housing infrastructures				
79	Other social infrastructure				

Mobilisation for reforms in the fields of employment and inclusion					
80	Promoting partnerships, pacts and initiatives through the networking of relevant stakeholders		X	X	
Strengthening institutional capacity at national, regional and local level					
81	Mechanisms for improving good policy and programme design, monitoring and evaluation at national, regional and local level, capacity building in the delivery of policies and programmes.		X	X	
Reduction of additional costs hindering the outermost regions development					
82	Compensation of any additional costs due to accessibility deficit and territorial fragmentation				
83	Specific action addressed to compensate additional costs due to size market factors				
84	Support to compensate additional costs due to climate conditions and relief difficulties				
Technical assistance					
85	Preparation, implementation, monitoring and inspection				X
86	Evaluation and studies; information and communication				X

2. Recommended mapping of Programme strategy by form of finance dimension

Code	Form of finance	Priority axis			
		I.	II.	III.	IV.
1	Non-repayable aid	X	X	X	X
2	Aid (loan, interest subsidy, guarantees)	X	X		
3	Venture capital (participation, venture-capital fund)				
4	Other forms of finance				

3. Recommended mapping of Programme strategy by territorial dimension

Code	Territorial dimension	Priority axis			
		I.	II.	III.	IV.
1	Urban	X	X	X	X
2	Mountains	X	X		
3	Islands				
4	Sparsely and very sparsely populated areas	X	X	X	
5	Rural areas (other than mountains, islands or sparsely and very sparsely populated areas)	X	X	X	
6	Former EU external borders (after 30.04.2004)				
7	Outermost region				
8	Cross-border cooperation area	X	X	X	
9	Transnational cooperation area				
10	Inter-regional cooperation area				
0	Not applicable				

4. Recommended mapping of Programme strategy by economic activity dimension

Code	Economic activity	Priority axis			
		I.	II.	III.	IV.
1	Agriculture, hunting and forestry				
2	Fishing				
3	Manufacture of food products and beverages				
4	Manufacture of textiles and textile products				
5	Manufacture of transport equipment				
6	Unspecified manufacturing industries				
7	Mining and quarrying of energy producing materials	X			
8	Electricity, gas, steam and hot water supply	X			

9	Collection, purification and distribution of water				
10	Post and telecommunications		X		
11	Transport	X			
12	Construction				
13	Wholesale and retail trade				
14	Hotels and restaurants		X		
15	Financial intermediation				
16	Real estate, renting and business activities				
17	Public administration	X	X	X	X
18	Education		X		
19	Human health activities		X		
20	Social work, community, social and personal services		X		
21	Activities linked to the environment	X			
22	Other unspecified services			X	
0	Not applicable				