

FINAL REPORT

Evaluation study titled:

**An assessment of the results and impacts of the projects co-financed by the
Norwegian Financial Mechanism 2009-2014,**

within the PL/15 Programme

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

A study conducted by the consortium of:

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SUMMARY

This report presents the results of an evaluation study titled “An assessment of the results and impacts of the projects co-financed by the Norwegian Financial Mechanism 2009-2014 within the PL/15 Programme *Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups*”.

The PL/15 Programme was one of the four evaluated programmes implemented as part of the thematic area *Schengen and home affairs* in the second edition of the Norwegian Financial Mechanism for the period 2009-2014. The PL/15 Programme was aimed at improving the capacity of Polish services in combating cross-border and organised crime, including trafficking in human beings. This objective was to be achieved through the implementation of projects in the following areas (referred to as “outcomes”):

- development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis;
- improved capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and itinerant criminal groups,
- improved cooperation between the authorities and relevant stakeholders, including non-governmental organisations, in assisting the victims of trafficking.

In the years 2014-2017, the beneficiaries that were selected in two calls for proposals completed twenty six projects (including two pre-defined projects), the basic activities of which were training courses, seminars, conferences and study visits. In addition, some of the projects focused on fostering the development of structures and systems.

The study was conducted as requested by the operator of the PL/15 Programme, European Projects Implementation Centre of the Ministry of the Interior and Administration (COPE), from July to late September 2017, with a view to assessing the effects of the 26 projects implemented within the PL/15 Programme, and evaluating the system for the management and implementation of that Programme, including the division of tasks and cooperation in this respect between the Programme Operator and the Supporting Institution for the purpose of devising guidelines for changes, where necessary, which will need to be introduced in the next NFM financial perspective 2014-2021.

The methodology for the study was developed in line with the Donor’s guidelines set out in “Evaluation Guideline – EEA and Norwegian Financial Mechanism 2009-2014”. Two basic methods were used as the foundation: the analysis of existing data (mostly programme documents and documents on all of the projects which had been implemented) as well as individual in-depth interviews with representatives of the institutions engaged in the implementation of the Programme and the beneficiaries (a total of 20 such interviews were conducted with the representatives of thirteen out of seventeen beneficiaries). This was in addition to measures such as an online survey with the beneficiaries’ representatives, a workshop session, and a non-participant observation during which the researcher attended

a meeting with the Programme's beneficiaries in Paprotnia near Warsaw, where some of them presented their projects. Case studies were also prepared for three projects.

The study's two main objectives were achieved on the basis of answers to a number of specific research questions across six areas:

- An assessment of the process of planning, deployment and implementation of the PL/15 Programme as set against the degree to which its results had been achieved
- The effectiveness and efficiency of the management and control systems, the call for and evaluation of proposals, and the financial settlement of the PL/15 projects
- The impact of the implemented projects on the development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis
- The impact of the implemented projects on improving the capacity of services to prevent and combat cross-border and organised crime, including trafficking in human beings and itinerant criminal groups
- The impact of implemented projects on improved cooperation between the authorities and relevant stakeholders, including non-governmental organisations, in assisting the victims of trafficking
- The impact of implemented projects on the strengthening of cooperation/bilateral relations between Poland and Norway

This report is structured in a manner according to which answers to the specific research questions are provided in the successive subsections of the chapter which presents the study results, assigned to the six areas listed below.

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LIST OF ABBREVIATIONS

ABW -	Internal Security Agency
CAWI -	computer-assisted web interview
CLKP -	Central Forensic Laboratory of the Police
COPE MSWiA -	European Projects Implementation Centre of the Ministry of the Interior and Administration ¹
CBŚ -	Central Bureau of Investigation
DoRIS -	Electronic Documentation, Reporting and Information System
ECB -	European Central Bank
BCF -	Bilateral Cooperation Fund
AA -	Audit Authority
CA -	Certifying Authority
IDI -	Individual In-depth Interview
IOM -	International Organisation for Migration
SI -	Supporting Institution
MC, Committee -	Monitoring Committee
MPH -	Municipal Police Headquarters (KMP)
NFP -	National Focal Point
NSJPP -	National School of Judiciary and Public Prosecution (Polish: Krajowa Szkoła Sądownictwa i Prokuratury)
VPH -	Voivodeship Police Headquarters (KWP)
NFM, NFM 2009-2014	– Norwegian Financial Mechanism for the period 2009-2014
NMFA -	Norwegian Ministry of Foreign Affairs
MSWiA -	Polish Ministry of the Interior and Administration ²
OP, Operator -	Operator of the PL/15 Programme

¹ There are two names of the same institution mentioned in this report: COPE MSWiA and COPE MSW, or MSWiA and MSW, respectively. The differences in the naming result from the fact that during the second perspective of the Norwegian Financial Mechanism, the ministry in charge of the interior would be renamed twice: until 18.11.2011, its official name was “The Ministry of the Interior and Administration” (Polish: “Ministerstwo Spraw Wewnętrznych i Administracji”), from 18.11.2011 to 16.11.2015 – “The Ministry of the Interior” (“Ministerstwo Spraw Wewnętrznych”), and then again “The Ministry of the Interior and Administration” (“Ministerstwo Spraw Wewnętrznych i Administracji”).

² See footnote 1.

Programme, PL/15 Programme – the PL/15 Programme: *Schengen Cooperation and Combating Cross-border and Organised Crime, including Trafficking and Itinerant Criminal Groups*

PIP - Project Implementation Plan

Regulations - Regulations on the implementation of the Norwegian Financial Mechanism 2009-2014

BG - Border Guard

SIS - Schengen Information System

SIS II - the second generation Schengen Information System

EU - European Union

1. INTRODUCTION

1.1 Norwegian Financial Mechanism

The Norwegian Financial Mechanism and **the Financial Mechanism of the European Economic Area** (also referred to as “Norway Grants” and “EEA Grants”)³ is a form of non-returnable financial aid granted by Norway, Iceland and Liechtenstein to new members of the EU. In exchange for the financial aid, the Donor States can access the internal market of the European Union, even though they are not its members.

The recipients of Norway Grants and EEA Grants are a total of 16 EU Member States, i.e. the countries which joined the common market in 2004 and 2007 as well as Spain, Portugal, Greece and Croatia.

As at the time of the study described in this report, **the second edition of the Norway Grants for the period 2009-2014 is about to end**. It involved the implementation of the PL/15 Programme being the subject of evaluation. The second edition of the Norway and EEA Grants **amounted in total to** EUR 1.798 billion, of which EUR 578.1 million was allocated for Poland.

The main objectives of the NFM 2009-2014 are:

- fostering the reduction of social and economic disparities within the European Economic Area, and
- strengthening bilateral relations between the Donor States and the Beneficiary State.

Under the Norway and EEA Grants, **support areas (thematic areas)** have been singled out, which are further divided into **programmes**. Co-financing is provided to similarly themed projects being part of the same programme. Within the second perspective in Poland, the following support areas and programmes have been specified:

THEMATIC AREA	PROGRAMME NAME	ALLOCATION FROM THE NORWAY AND EEA GRANTS (EUR)
Environmental protection and renewable energy	Saving energy and promoting renewable energy sources	145 000 000
	The protection of the biological diversity and ecosystems	20 000 000
	Improving environmental monitoring and inspection	15 000 000
Green industry innovation		20 000 000

³ The source of information in this subsection:

- Guide of the Programmes implemented under the second edition of the Norway Grants and EEA Grants for the period 2009-2014; Ministry of Infrastructure and Development, Warsaw, August 2014

- www.eog.gov.pl – accessed on 24 September 2017

THEMATIC AREA	PROGRAMME NAME	ALLOCATION FROM THE NORWAY AND EEA GRANTS (EUR)
Strengthening civil society	Fund for Non-Governmental Organisations	37 000 000
Social and regional development	Reducing social inequalities in health	18 000 000
	Development and better adaptation of health care to demographic and epidemiological trends	58 000 000
	Urban development by strengthening the competence of self-government units, social dialogue and cooperation with civil society representatives	9 544 500
Cultural heritage	Conservation and revitalisation of cultural heritage	70 000 000
	Promotion of diversity in culture and arts within European cultural heritage	10 000 000
Scientific research and scholarships	Polish-Norwegian Research Cooperation	62 830 000
	Scholarship and Training Fund	15 000 000
Schengen and home affairs	Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups	10 000 000
	Judicial capacity building and cooperation / Improvement of the efficiency of justice	14 000 000
	Correctional services, including non-custodial sanctions	13 000 000
	Domestic and gender-based violence	3 000 000
Decent work and tripartite dialogue	The global fund for decent work and tripartite dialogue	3 112 000

Table 1. List of programmes within the framework of the NFM 2009-2016; source: Guide of the Programmes implemented under the second edition of the Norway Grants and EEA Grants for the period 2009-2014; Ministry of Infrastructure and Development, Warsaw, August 2014

1.2 The system of the implementation of the NFM 2009-2014 and the PL/15 Programme

The body in charge of implementing the Norwegian Financial Mechanism on behalf of the Donor State is the Norwegian Ministry of Foreign Affairs (NMFA) assisted by the Financial Mechanism Office in Brussels, the task of which is to manage the NFM and EEA funds at the operational level.

The structure of the Polish system for the implementation of the NFM 2009-2014⁴ is built by the following institutions:

➤ **National Focal Point**

The body which represents the Beneficiary State in contacts with the NMFA. It holds an overall responsibility for achieving the objectives set within the NFM and for its implementation in a given country, as part of which it monitors the programmes in terms of their progress in achieving the established goals and outcomes, and presents the results in a Strategic Report. Furthermore, the National Focal Point supervises the work of the Monitoring Committee and conducts information and promotion measures aimed to emphasise the importance of the NFM.

In Poland, the body acting as the NFP is the Ministry of Development.

⁴ The structure of the system for the implementation of the NFM 2009-2014 is based on the provisions of the following documents:

- Regulations on the implementation of the Norwegian Financial Mechanism 2009-2014 adopted by the Norwegian Ministry of Foreign Affairs pursuant to Article 8.8 of the Agreement between the Kingdom of Norway and the European Union on a Norwegian Financial Mechanism for the period 2009-2014, dated 11 February 2011, as amended on 15 December 2011, 14 March 2013, 1 July 2014, 10 June 2015, and 4 February 2016, with annexes thereto, in particular Annex 9: Programme Operators' Manual
- Memorandum of Understanding for the Implementation of the Norwegian Financial Mechanism for the period 2009-2014.

The management and control system of the PL/15 Programme is additionally governed by the following documents:

- the Agreement on the Programme between the Norwegian Ministry of Foreign Affairs and the Ministry of Regional Development of the Republic of Poland for the funding of the Programme "Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups", signed on 15 April 2013;
- the Memorandum of Understanding on the implementation of the programme "Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups" within the Norwegian Financial Mechanism 2009-2014, signed on 19 August 2013 by the Minister of Regional Development and the Minister of the Interior;
- the Memorandum of Understanding on the implementation of the programme "Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups" within the Norwegian Financial Mechanism 2009-2014, signed on 14 November 2014 by the Minister of the Interior and the European Projects Implementation Centre of the Ministry of the Interior and Administration;
- a description of the management and control system for the PL/15 Programme "Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups" within the Norwegian Financial Mechanism 2009-2014; the Ministry of the Interior, the International Cooperation and European Funds Department with the assistance of the MSW Centre for the Processing of European Projects, May 2015

The above-listed documents have served as a source of the information provided in this subsection.

➤ **Monitoring Committee**

It ensures that the NFM is implemented with the required effectiveness and quality by, *inter alia*, periodically reviewing the progress of its objectives on the basis of documents submitted by the NFP and the programme operators. It also conducts an assessment of and drafts an opinion on the Strategic Reports.

The Committee is composed of the representatives of relevant ministries, regional and local authorities, civil society, social partners, and the private sector. It invites the NMFA to attend its sessions as an observer.

➤ **Certifying Authority**

The CA is responsible in particular for the submission to the NMFA of certified financial reports, both periodic and final, for the programmes; making forecasts on payments planned for the future; notifying the NMFA of any interest charged; taking account of the results of audits for the purpose of certification; maintaining electronic records of incurred expenditures; and ensuring that the payments due to the Programme Operators are made in accordance with Article 8.1(2) of the Regulation, and that the recovered amounts and the amounts which were withdrawn after the cancellation of all or part of the financial contribution to a programme or project are returned to the NMFA before the programme's closure.

The role of the CA is performed by the Ministry of Development.

➤ **Audit Authority**

The Audit Authority is responsible in particular for ensuring that audits at the level of the Beneficiary State, audits for every programme and projects audits are conducted. Furthermore, it has the obligation to submit to the NMFA an annual report presenting the results of the audits, to issue for the NMFA an opinion on the effectiveness of the management and control system, and to submit to the NMFA, no later than by 31 December 2017, a closure declaration with an assessment of the validity of the application for the payment of the final balance, as included in the final report for the programme.

The role of the AA is performed by the Ministry of Finance.

➤ **Programme Operators**

A Programme Operator has the task of preparing and implementing a given programme in accordance with the principles of cost-effectiveness, efficiency and effectiveness, and conducting information and promotion measures devoted to the programme.

The Operator for the PL/15 Programme is the Ministry of the Interior and Administration. In the performance of its duties in this area it is assisted by the

Supporting Institution, i.e. the European Projects Implementation Centre of the Ministry of the Interior and Administration.

The above-mentioned general provision under which the Programme Operator is responsible for preparing and implementing a given programme in accordance with the principles of cost-effectiveness, efficiency and effectiveness, and for conducting information and promotion measures devoted to the programme, is specified in further detail in the following documents:

- Regulations on the implementation of the Norwegian Financial Mechanism for the period 2009-2014;
- Memorandum of Understanding;
- the Agreement on the PL/15 Programme between the NMFA and the MRD;
- The Memorandum of Understanding on the implementation of the PL/15 Programme entered into on 18 August 2013 by the Minister of the Regional Development and the Minister of the Interior.

1.3 Information on the PL/15 Programme and the implemented projects

The evaluated PL/15 Programme – *Schengen cooperation and combating cross-border and organised crime, including trafficking and itinerant criminal groups* – was one of the 17 programmes implemented in eight thematic areas of the second edition of the Norwegian Financial Mechanism for the period 2009-2014.

The PL/15 Programme had the value of EUR 10 000 000 + EUR 1 764 706 from the Polish state budget.

The PL/15 Programme was implemented within the **thematic scope Schengen and home affairs**.

The PL/15 Programme was aimed at improving the capacity of Polish services in combating cross-border and organised crime, including trafficking in human beings. This goal was to be achieved through the **implementation of projects in the following areas (referred to as “outcomes”)**:

- improved capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and itinerant criminal groups;
- development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis;
- improved cooperation between the authorities and relevant stakeholders, including non-governmental organisations, in assisting the victims of trafficking.

The PL/15 Programme involved the implementation of 26 projects, including 24 projects selected in an open call for proposals and 2 pre-defined projects, of which one is being implemented in cooperation with the Council of Europe and the other one with the IOM. Furthermore, one of the projects had been accomplished within the Bilateral Cooperation Fund at the level of the PL/15 Programme. Some of the beneficiaries ran more than one project, so the Programme funds were used by 17 entities, both public institutions and non-

governmental organisations. Although the evaluation being the subject of this report covers 26 completed projects, it is worth adding that with the savings generated in the process, another, twenty-seventh project has been launched during the evaluation, and two more projects are planned. Each of these three additional projects will be implemented within the Bilateral Cooperation Fund.

Eligible beneficiaries

- institutions from the public-finance sector, such as units reporting to the Ministry of the Interior and the Ministry of Finance (including the Police, the Border Guard, and the Customs);
- non-governmental and international organisations engaged in matters related to the prevention, investigation and prosecution of crime, public safety or fight against trafficking in human beings and the provision of assistance to the victims of trafficking.

Types of measures which were eligible for co-financing:

- training;
- the organisation of conferences, study visits, seminars;
- the purchase of equipment;
- the development of structures and systems.

Two calls for proposals were organised: 30 September 2013 - 17 January 2014 and 15 July - 15 September 2014.

The co-financing amount for a single project reached from EUR 170 000 to EUR 2 000 000, whereas **the co-financing level** was set at 85% of the project's eligible expenditure.

The table below presents a list of projects assigned to their areas of implementation. It should be stressed that some of the projects were implemented in more than one area (outcome); however, due to the reporting requirements of the DoRIS system each project had been assigned to only one area, with consideration given to the highest funding allocated for the achievement of respective outcomes.⁵

⁵ The sources of information for this subsection:

- Memorandum of Understanding on the Implementation of the Norwegian Financial Mechanism 2009-2014 between the Kingdom of Norway and the Republic of Poland, as signed on 10 June 2011 and amended on 10 July 2014,
- Annex B to the Memorandum of Understanding – Implementation Framework;
- Guide of the Programmes implemented under the second edition of the Norway Grants and EEA Grants for the period 2009-2014; Ministry of Infrastructure and Development, Warsaw, August 2014
- <http://www.eog.gov.pl/strony/dowiedz-sie-wiecej-o-funduszach/nabory-wnioskow/harmonogram/> -
accessed on 24 September 2017,
- www.eog.gov.pl – accessed on 24 September 2017

No.	Project No.	Project name	Beneficiary
Area I: Improved capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and migration of criminal groups			
1.	1 NMF PL 15/14	Training the judicial authority and public prosecutor's offices personnel in combating and preventing cross-border and organised crime	National School of Judiciary and Public Prosecution
2.	2 NMF PL 15/14	Increasing the Police skills in preventing and fighting against cross-border and organised crime including trafficking in human beings and itinerant criminal groups through building the educational platform with e-learning and telelearning	Warsaw Metropolitan Police Headquarters
3.	3 NMF PL 15/14	"The Power of Synergy". Cooperation of the Border Guards, the Central Police Investigation Bureau and the Internal Security Agency in combating cross-border and organised crime	Border Guard Headquarters, Karpacki Border Guard Support Centre
4.	5 NMF PL 15/14	DRAKKAR - Polish-Norwegian tack on safety of Schengen area	Mazowieckie Voivodeship Police Headquarters in Radom
5.	6 NMF PL 15/14	Increasing the security and operational capacities of the Customs Service in fight against cross-border crime and organised criminal groups	Ministry of Finance – Customs Service
6.	7 NMF PL 15/14	Security in the Schengen area - increasing the effectiveness of action taken by customs officers from Mazovia and Western Pomerania regions in fight against cross-border and organised crime	Customs Chamber in Warsaw
7.	9 NMF PL 15/14	International cooperation and specialised skills as a key to combat cross-border and organised crime (TRAPEZ)	Central Institute for Political and Legal Analyses
8.	10 NMF PL 15/14	New challenges to SIS users connected with SIS II implementation	Polish Police Headquarters
9.	11 NMF PL 15/14	Safe school in the Schengen Area	Lublin Commune
10.	12 NMF PL 15/14	Strengthening of the Border Guard preliminary and criminal investigation sections as an element of fight against cross-border and organised crime	Warmińsko-Mazurski Border Guard Division
11.	16 NMF PL 15/14	Strengthening the capability of the Border Guard in fight against organised crime including trafficking in human beings	Central Border Guard Training Centre in Koszalin
12.	18 NMF PL 15/14	Safe Europe – fight against cross-border and organised crime on the eastern border of the European Union	Voivodeship Police Headquarters in Lublin
13.	22 NMF PL 15/14	Cooperation and competences as a key to efficiently combating trafficking in human beings	IOM International Organisation for Migration
14.	27 NMF PL 15/14	Search of persons that hide from the justice – international exchange of experiences and good practices	Polish Police Headquarters

No.	Project No.	Project name	Beneficiary
15.	28 NMF PL 15/14	Practical aspects of electronic and personal observation and implementation during national and cross-border observation and application of modern tools to support these measures	Polish Police Headquarters
16.	31 NMF PL 15/14	State services training to safeguard the Schengen acquis in the scope of verification of protection of identity documents, travel documents, residence permits and documents in the EU economic turnover with the use of new technologies	Warsaw Metropolitan Police Headquarters
17.	34 NMF PL 15/14	Security (no) borders	Central Institute for Political and Legal Analyses
18.	40 NMF PL 15/14	Alliance of the uniformed and civil services of the Lubuski Voivodeship in fight against human trafficking and cross-border crime	Lubuskie Voivodeship Governor' Office
19.	41 NMF PL 15/14	Economic security of the Schengen Area – fight against corruption, development of knowledge and activities of the Mazovian Police	Voivodeship Police Headquarters in Radom
Area II: Development and improvement of structures, systems, and technical equipment to improve the implementation of the Schengen acquis			
20.	15 NMF PL 15/14	Safe Europe without borders	Voivodeship Police Headquarters in Łódź
21.	26 NMF PL 15/14	Increase of competences and qualifications of public services in the scope of asylum and migration, with particular interest in the field of counteracting illegal immigration	Border Guard Headquarters
22.	45 NMF PL 15/14	Professional staff as a pillar to safe Europe	Voivodeship Police Headquarters in Łódź
Area III: Improved cooperation between authorities and relevant stakeholders, including non-governmental organisations in assisting victims of trafficking			
23.	20 NMF PL 15/14	Poland Network of Non-Governmental Organisations Against Trafficking in Human Beings	La Strada Foundation against Trafficking in Individuals and Slavery
24.	decision 1/NMF/2014	Improving Poland's capacity to prevent trafficking in human beings ⁶	Department of Analyses and Migration Policy, Ministry of the Interior and Administration
25.	decision 2/NMF/2014	Improved national cooperation structures to prevent trafficking in human beings ⁷	Department of Analyses and Migration Policy, Ministry of the Interior and Administration

⁶ A pre-defined project implemented in partnership with the Council of Europe

No.	Project No.	Project name	Beneficiary
Bilateral Cooperation Fund			
26.	FWD_1	Polish Police Advisor - delegation	Polish Police Headquarters

Table 2. List of projects implemented within the PL/15 Programme; source: own elaboration

1.4 The goal, subject matter and scope of the study

The goal of the study was to assess the effects of the implementation of 26 projects within the PL/15 Programme and to evaluate the system for the management and implementation of the PL/15 Programme with a view to developing guidelines for the purpose of changes that might be required in the next NFM financial perspective for the period 2014-2021.

The substantive scope of the study therefore covered:

- the 26 projects implemented within the PL/15 Programme on the basis of Agreements/Memorandums of Understanding/Decisions on the funding of the projects, signed by the Beneficiaries and the Programme Operator; (The study did not include 3 projects launched in 2017.)
- the system for the management and implementation of the PL/15 Programme, including the division of tasks and cooperation in this area between the Programme Operator and the Supporting Institution.

As far as the **time frame** is concerned, the study covered the period from the launch date of the PL/15 Programme (April 2013) until the start of the study.⁸

The following evaluation criteria were adopted for the purpose of the study:

Efficiency – understood as the degree to which the established goals have been achieved with regard to the adopted methods, institutions and the impact of external factors on the final results

Effectiveness – understood as the correlation between expenditure, costs, resources (financial, human, administrative), the adopted implementation methods and the achieved project outcomes

Sustainability – understood as the continuity of the results (in particular those positive) of a given intervention over a mid- and long-term perspective (also after the completion of the projects)

⁷ A pre-defined project implemented in partnership with the IOM

⁸ The study took place between July and September 2017.

Impact – understood as the assessment of the direct and indirect impact exerted by an intervention on the relevant areas and target groups

Relevance – understood as the assessment of correlation between the achievement of goals, the implementation of the Donor State's strategy, and the fulfilment of the Beneficiary State's needs.

1.5 Description of the methodology

The methodology for the study was developed in line with the Donor State's guidelines set out in "Evaluation Guideline – EEA and Norwegian Financial Mechanism 2009-2014".⁹

The main two methods used to design this study and to obtain most of the information were the **desk research analysis** and individual in-depth interviews. The analysis covered a broad spectrum of documents, including programme and project documents on:

- the Norwegian Financial Mechanism 2009-2014,
- the PL/15 Programme,
- all of the 26 projects under evaluation, and

additional materials such as reports on other studies and the Programme's and projects' websites.¹⁰

Individual in-depth interviews were conducted with two categories of respondents:

- representatives of the institutions engaged in the implementation of the PL/15 Programme, including:
 - a representative of the Programme Operator, i.e. the Ministry of the Interior and Administration (Department for Border Policy and International Funds) – 1 IDI
 - a representative of the Supporting Institution, i.e. the European Projects Implementation Centre of the Ministry of the Interior and Administration – 1 IDI
- beneficiaries of the projects funded by the PL/15 Programme:
 - 7 IDIs for the projects assigned to the outcome "Improved capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and itinerant criminal groups",
 - 2 IDIs for the projects assigned to the outcome "Improved cooperation between the authorities and relevant stakeholders, including non-governmental organisations, in assisting the victims of trafficking",
 - 2 IDIs for the projects assigned to the outcome "Development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis",

⁹ "Evaluation Guideline – EEA and Norwegian Financial Mechanism 2009-2014", approved by the Financial Mechanism Committee, 19.10.2011

¹⁰ An exhaustive list of the analysed documents is provided in the appendix to this report.

- 1 IDI for the project “*Polski doradca policyjny – delegowanie*” (*Polish Police Advisor – secondment*) financed by the Bilateral Cooperation Fund.

Furthermore, 6 IDIs with beneficiaries were conducted in three case studies. This gives a total of 20 individual in-depth interviews with the representatives of thirteen out of seventeen beneficiaries – a very large sample.

In addition to the analysis of documents, individual interviews and case studies, **computer-assisted web interviews (CAWI)** were held with the beneficiaries’ representatives. Having adopted the exhaustive sampling technique, 17 completed surveys were obtained, which accounted for a 65% rate of return. This might seem not too high but one should remember that the surveys were being sent to the individual projects, not to the beneficiaries. Given the fact that some of the beneficiaries ran more than one project and that there were seventeen beneficiaries in total, we can assume that the survey was completed by every beneficiary.

As a conclusion of the field studies, **workshops** were organised in order to discuss the results of the study, with special attention given to its conclusions and suggested recommendations. The workshops were attended by the members of the research team, representatives of the Operator and the Supporting Institution, and the external migration expert.

Additionally (although this was not planned during the preparation of the research methodology), on 2 August 2017, a member of the research team participated as an observer in a meeting with the Programme's beneficiaries in Paprotnia near Warsaw, during which some of them presented the *projects* which they had implemented. Owing to this the researcher had an opportunity to get a closer look at two projects implemented in regards of the result entitled *Improved capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and migration of criminal groups*, two projects implemented in regards of the result entitled *Improved cooperation between authorities and relevant stakeholders, including non-governmental organisations in assisting victims of trafficking* and one implemented in regards of the result entitled *Development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis*.

2. DESCRIPTION OF THE STUDY RESULTS

2.1 An assessment of the process of planning, deployment and implementation of the PL/15 Programme as set against the degree to which its results had been achieved

2.1.1 Documents governing the division of competence between the Programme Operator and the Supporting Institution

The representatives of both stakeholders were asked during the IDIs to share their opinions on the documents governing the division of competence between the Programme Operator and the Supporting Institution. They did not raise any objections in this respect, finding the documents to be clear, comprehensive (which means that they effectively govern all the areas which so require) and useful. The respondents did not recall having any doubts as to how the documents' content should be interpreted and, consequently, how the competence between the PO and the SI should be divided. This shows the clarity of the documents. They also did not raise any issues which, if not properly governed, would have adversely impacted on the implementation of the Programme. Hence, it can be concluded that the documents' content is complete. Furthermore, as noted by one of the respondents, the quarterly report submitted by the Operator to the NFP specifies the documents which govern cooperation between the Operator and the SI. The fact that, as of date, the NFP has not made any reservations as to the documents might serve as yet another argument in favour of finding the catalogue of documents whole and complete. According to the respondents, an example of a situation where the documents proved especially useful, was the one involving changes to the organisational structure of the Ministry of the Interior and Administration (MSWiA). In this case, documents such as the Memorandums of Understanding between the MSW and MPK or between the MSW and the COPE, or the audit trail, formed a basis and served to establish a framework for the possible changes.

2.1.2 Schedule of activities and the achievement of the original results, including the use of the allocation

Although the second perspective of the Norwegian Financial Mechanism covered the period 2009-2014, it was not until 2013 and 2014 that calls for proposals for the PL/15 Programme were launched. This was not due to any fault on the part of the Operator who was unable to start the activities earlier, as the Memorandum of Understanding with the NFP was signed as late as in August 2013, resulting in a delay to all other activities. In general, the projects were launched on 30 April 2016; some of them, however, had their implementation periods extended due to the incomplete use of the allocation. The final date for the completion of all projects was 30 September 2017. Therefore, although the financial perspective had ended during the study period¹¹, the Operator continued activities associated with the launching of new projects. As at the time of the individual interviews, one project, started in 2017, was in progress, with two more about to be launched. The decision on implementing three additional projects resulted from the failure to use up the allocation, caused by the overdue launching of previous projects, which in turn was the consequence of delayed calls for

¹¹ 2014+3 years

proposals and, earlier, from the fact that the Memorandum of Understanding with the NFP was signed as late as in 2013. Hence, the Operator was simultaneously conducting activities aimed to close and summarise the Programme – organising summary meetings, preparing a closing conference – and launched new projects to make a fuller use of the allocation. This had led to difficulties due to the reporting obligations piling up and the increasingly tight schedule of activities – ongoing tasks were carried out in parallel to the summary ones. Here it seems only natural to recommend that negotiations with the Donor States be concluded at a more efficient pace, and be followed by the NFP entering into memorandums of understanding with the operators of respective programmes in such a manner as to allow more time for their implementation.

Nevertheless, as expected by the respondent representing the Operator, the funds will be used to a large, although not full extent. The respondent further expressed a belief that the incomplete use of the allocation would be mostly due to savings achieved in the projects, rather than the schedule of activities. This is because although the first and second calls for proposals were conducted in such a way as to ensure the full use of the allocation, the beneficiaries would often carry out the planned activities at a cost lower than initially expected. Accordingly, the implementation of the three projects launched in 2017 is intended to make a fuller use of the allocation, i.e. the funds which have been thus saved. At this point it should be noted that in the individual interviews some of the beneficiaries expressed their readiness to use the generated savings for additional activities, e.g. more training courses which were still in demand, but which were not consented to as the project implementation had to be finished first. It would therefore be difficult to agree that the incomplete use of the allocation is not related to the failure to keep up with the Programme schedule.

2.1.3 Indicators adopted at the Programme planning stage and the actual results of the implemented projects

The indicators in the PL/15 Programme were divided into 3 groups and each one of these groups was assigned to a specific budget line, corresponding to one of the Programme's three outcomes. Within the framework of each outcome, training, conference organisation, and development of structures could receive funding, whereas the purchase of equipment only additionally. Therefore, the nature of the Programme's outcomes was soft, difficult to measure, while the nature of most of the adopted indicators is hard: number of trained officers, number of conferences, workshops, training sessions, number of established structures, number of services involved in the projects, etc. Obviously, they are not able to capture the actual effects of the projects, such as knowledge gain, however adopting a different methodology would be connected with high costs, such as employing professional researchers who would be able to make measurements. Bearing such costs would be uneconomical. Instead, different methods of ensuring quality of the conducted actions were applied, i.e. the highest degree of care was assured when employing lecturers for the training, which in the case of the PL/15 Programme was very specialist. Taking this into account, experts from abroad were repeatedly engaged as lecturers.

2.2 The effectiveness and efficiency of the management and control systems, the call for and evaluation of proposals, monitoring and the financial settlement of the PL/15 projects

2.2.1 The management and control system

The principal document which the Programme PL/15 management and audit system is based on is the *Description of the management and audit system for the PL/15 Programme Cooperation in the Schengen Area and combating cross-border and organised crime, including counteracting against trafficking in human beings and itinerant criminal groups within the framework of the Norwegian Financial Mechanism 2009-2014*, adopted in May by the International Cooperation and European Funds Department of the Ministry of the Interior. This document contains:

- a general description of the system's general structure including a short description of the tasks of the institutions which it is composed of;
- a list of the principal documents, specifying the rules and procedures of the NMF 2009-2014 and PL/15 Programme's functioning;
- a list of documents based on which the Description of the Management and Audit System was developed;
- a description of the Programme Operator's organisation and the main functions and tasks of the Programme Operator and Supporting Institution;
- a description of projects' selection;
- a description of the procedure of awarding the grant and signing of a financing contract/agreement on project implementation;
- a description of the procedure of terminating financing the contract/agreement on project implementation;
- rules of reporting and payment in favour of the beneficiaries;
- information on the Bilateral Cooperation Fund on National Level;
- arrangements related to reporting, monitoring, and auditing the Programme;
- a description of the procedure of preventing, detecting, and reporting irregularities;
- arrangements related to developing the Programme Operator Communication Plan and Promotional Plans of each beneficiary.

At the turn of 2015 and 2016 comprehensive structural changes were implemented at the MSWiA, including – in April 2016 – the Border Policy and International Funds Department was created. The method of implementing tasks was also changed – up until 2016 handling projects implemented within the framework of the PL/15 Programme had been for the Department's employees one of the tasks they used to perform, while at present it is a task allocated to a dedicated department. The rules and description of the work posts was

developed in this regard. A part of the employees deals only with handling the Norwegian funds.

Thus it may be said that the construction of the Programme's management system underwent a thorough change. In addition, the *Description of the Management and Audit System for the PL/15 Programme* was updated. Moreover, such deep personnel changes had taken place that all persons, responsible for implementing the Programme, were changed. Therefore, during the Programme's implementation very important changes took place in the MSWiA, both structural and personnel related.

Neither the respondents – nor representatives of the institutions managing the Programme or of the beneficiaries – made any reservations as to the current structure. In their opinion, both the system itself and the document which constitutes it, fulfil their aims, meet the users' requirements and at the present moment there is no need to update them.

One of the elements of the management and audit system is collecting and systematic entering of statistical data concerning the projects being implemented into a base of reporting data in the form of the DoRIS electronic base¹². The idea of the base's functioning is enabling aggregation of standardised data on the level of a given programme. The obligation of ensuring maintenance of such a base is imposed on the Programme Operator by Art. 4.7.1 letter p of the Regulation, while the rules of its maintenance have been regulated in the Programme Operator's Manual, which constitutes Enclosure No. 9 to the Regulation.

The Programme Operator is responsible for entering the following information as regards each approved project into the DoRIS base:

- principal information about the project (project identification number, project name, name and contact details of the beneficiary, scheduled date of beginning and completing the project);
- project partners (partner(s)' name and contact details, country of origin, information on the partnership and the way in which it will contribute to achieving the project's goals);
- project summary (main actions, expected outcomes);
- information connected with the programme area which the project concerns;
- a code used for classifying the project's sector, target groups, and geographical range;
- financial information (amount and level of funding);
- in the case of completed projects: the final project cost, amount of funds spent, summary of the project's outcomes and its impact.

¹² The fragment concerning the DoRIS system was elaborated on the basis of the following sources:

- Programme Operators' Manual (amendment number 9 to the Regulations), point 6 *Information at the project level*

- DoRIS User Manual Project Level Information and Scholarship, February 2016, version 3.0

The Programme Operator is responsible for placing the above-mentioned data in the DoRIS base within the following deadlines:

- not later than 15 days from concluding an agreement related to the project;
- not later than 15 days from the day of introducing changes to the projects or reviewing information about the project.

All information is translated into English.

2.2.2 Documents applicable in the implementation of projects

The basic document which lays down the beneficiary's rights and obligations is the funding agreement. The agreements include both fixed provisions, which are the same for every beneficiary, and more customised ones. Each of them governs issues such as the project's objective, budget and schedule. Respondents which represented the institutions implementing the Programme had a positive view of the Programme documents. In their opinion, the completeness of the documents is evidenced by there being no need for the agreements to cover any additional areas or issues that were not included in them. Neither the MSWiA nor COPE respondents had any recollection of the beneficiaries raising any objections as to the completeness of the documents. They deemed the agreement to be a sufficient instrument which effectively sets out the beneficiary's rights and obligations. As regards the settlement of project costs, the respondents consider the current models for periodic and final reports to be sufficient, referring to them as *"simple and for the most part unproblematic"*.

The respondents (both representing institutions and the beneficiaries) found the system to be clear because, as compared to other European funds, it had no excessive regulations and a fairly low number of guidelines. This makes the system less complex and more transparent, which the beneficiaries prefer, having it easier to operate and being given greater freedom. An example of this simplified approach, as provided by one of the respondents, are the provisions on promotional measures under which it was only obligatory to set up a project website, and then the beneficiary was free to decide whether and if so, what kind of, activities to carry out next.

The beneficiaries did not suggest any amendments to the documentation, neither during the IDIs nor the surveys.

Summing up, it should be added that the above opinions on the documents match the findings of the evaluation study conducted several months earlier to analyse the system of the management and implementation of the entire NFM. Nearly 90% of the interviewed beneficiaries¹³ (a quantitative study with the projects' beneficiaries – a sample of 826 surveys) found the completeness, coherence and usefulness of the programme documentation to be "rather" or "very" high. The reliability of the results of this study is

¹³ "An assessment of the effects and the management and control system of the EEA Financial Mechanism 2009-2014 and the Norwegian Financial Mechanism 2009-2014"; IDEA Instytut Sp. z o.o. and Policy & Action Group Uniconsult Sp. z o.o.; Warsaw, July 2017; pp. 168-169

confirmed by the fact that they match the findings of the quantitative study which was conducted on a broader scale.

2.2.3 Procedures applicable in the call for and evaluation of proposals

The beneficiaries did not raise any objections as to the procedures applicable in the call for and evaluation of proposals. One respondent admitted that the entity she was representing had appealed against the findings of the assessment, but since the appeal was dismissed, she had no objections in this respect.

The positive findings as regards the project-selection procedure have been confirmed by the results of another evaluation study conducted in parallel for the entire NFM. In the survey forming part of this study, nearly 95% respondents classified the project-selection process and criteria as “rather” and “definitely” high in terms of clarity and transparency.¹⁴

2.2.4 Beneficiaries’ opinions on cooperation with the institutions engaged in the Programme implementation process

The beneficiaries’ opinions differed as regards the Programme Operator and the Supporting Institution. In the case of COPE the opinions were unambiguous and very positive. Terms such as “constant contact”, “contact easiness and availability”, “support”, “assistance and friendly atmosphere”, “quick answer to questions”, “great help”, and “excellent communication” were repeated. Whereas, in the beneficiaries’ comments related to the Programme Operator, the information which was repeatable concerned personnel changes, including changes of the project coordinators, which resulted in delays in providing answers to questions. In the survey, the following statements were made as proposals of recommendations:

- *“Increase availability of the Project Coordinator, and in case of his or her absence appoint a competent deputy.”*
- *“Responsible approach towards the beneficiaries, indicating deadlines for arranging a matter/replying, preparing persons seconded for contacting the beneficiaries.”*
- *“Minimising changes of the Project Coordinator.”*
- *“As far as possible a constant Project Coordinator.”*

2.3 The degree to which the outcomes of the PL/15 Programme were achieved

As already mentioned, the authors of the PL/15 Programme have assumed that its fundamental goal – improving the capacity of Polish services in combating cross-border and

¹⁴ “An assessment of the effects and the management and control system of the EEA Financial Mechanism 2009-2014 and the Norwegian Financial Mechanism 2009-2014”; IDEA Instytut Sp. z o.o. and Policy & Action Group Uniconsult Sp. z o.o.; Warsaw, July 2017; pp. 168-169

organised crime, including trafficking in human beings – will be achieved through the completion of projects in three areas, also referred to as “outcomes”:

- development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis;
- improved capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and itinerant criminal groups,
- improved cooperation between the authorities and relevant stakeholders, including non-governmental organisations, in assisting the victims of trafficking.

The sections below discuss how the projects selected within the respective outcomes are contributing to their implementation.

2.3.1 The impact of the implemented projects on improving the capacity of services to prevent and combat cross-border and organised crime, including trafficking in human beings and itinerant criminal groups

Within the framework of the first result, 19 projects were implemented, including three implemented by non-governmental sector entities, i.e. the Central Institute for Political and Legal Analyses (2 projects) and the International Organisation for Migration (1 project), and the remaining ones by an institution of the public finance sector, such as the units subordinated to the Ministry of the Interior and the Ministry of Finance, and the Ministry of Justice (including the Police, Border Guard, Customs Service, National School of Judiciary and Public Prosecution) and the Lublin Commune, and the Lubuskie Voivodship Governor’s Office.

The goals of all of these projects were similar, and they can be jointly referred to as increasing knowledge and competences of representatives of various services connected with preventing and combating cross-border and organised crime. The nature of the projects was educational – these were mostly training sessions, workshops, and conferences, specialist courses, and post-graduate studies. In addition, training materials, folders, knowledge compendiums, instruction films, and websites were created. The subject matter of all of these actions was related to cross-border and organised crime, in particular trafficking in human beings and itinerant criminal groups. What made each project different was the different target groups, depending on the specifics of the beneficiary, e.g. the police headquarters/departments addressed their projects to the officers and employees of the police forces, the Customs Service to the customs officers, the Border Guard Headquarters or the Border Guard Central Training Centre, or the Central Border Guard Training Centre in Koszalin – to the officers and employees of the Border Guard, and the National School of Judiciary and Public Prosecution to judges, court referendaries, assistants, prosecutors, and agents of the court. The Lublin Commune implemented a project addressed to the authorities that run schools and educational institutions, school staff, chief education officers, institutions responsible for the safety policy in the municipalities/communes, and

directly to children and youth. The training and instruction films, implemented within the framework of the project, concerned the subject matter of the safety of people at the premises of educational institutions, as well as terrorism, trafficking in human beings, drugs and designer drugs, or cyber violence. Also the projects of the beneficiaries representing the NGO sector were fully within the scope of the first result. The project implemented by IOM consisted in a cycle of training sessions addressed mainly to the Border Guard officers and it concerned preventing and combating trafficking in human beings. Also within the framework of both projects implemented by CIAPP specialist training was organised for several dozens of institutions such as the Police, Customs Service, Border Guard, Military Police, the Government Protection Bureau, and the Internal Security Agency.

In the projects under discussion, indicators such as the number of trained officers and employees, percent of trained officers and employees, or knowledge increase were mainly adopted. Most of these indicators were achieved in 100% or more. The indicators, which exceeded 100%, are in some projects, the number of trained officers or knowledge increase.

In conclusion, by comparing the contents of the 1st outcome of the Programme with the goals of the implemented projects, with the conducted actions, and the degree of indicator achievement, it may be assessed that this outcome was achieved. It is because the goal of the first outcome of the PL/15 Programme was to increase the services' capabilities in preventing and combating cross-border and organised crime, including human trafficking and itinerant criminal groups, to which each one of the nineteen implemented projects had contributed.

Detailed information connected with the implemented projects is presented in the enclosed table.

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
1.	1 NMF PL 15/14	National School of Judiciary and Public Prosecution	Increasing the capabilities of the public prosecutor's office and the judicial staff in preventing and combating cross-border and organised crime, including trafficking in human beings and itinerant criminal groups	<ul style="list-style-type: none"> ➤ 2 thematic conferences ➤ 2 expert workshops ➤ 46 training sessions addressed to judges, court referendaries, assistants, public prosecutors, and assessors from all around Poland in 5 subject areas: <ul style="list-style-type: none"> ▪ Drug-related cross-border crime ▪ Combating and preventing illegal migration ▪ Trafficking in human beings ▪ Organised cross-border crime ▪ Cross-border crime connected with business trading ➤ 5 types of knowledge compendiums (edition: 3,000 pieces) given to the participants of training sessions and conferences 	Introduction of new training to the offer of the National School of Judiciary and Public Prosecution related to combating and preventing cross-border and organised crime including trafficking in human beings and itinerant criminal groups – assumed value: 5 training sessions	100%
					Number of training participants – assumed value: 2,300	102.5%
					Increasing awareness among public prosecutors, judges, court referendaries, judicial and public prosecutor's assistants related to combating organised cross-border crime, including trafficking in human beings and itinerant criminal groups – assumed value: increase related to 70% of the target group	126%
					Developing and printing knowledge compendiums within the framework of 5 training modules	100%
					Number of persons participating in the project – assumed value: 1	100%
2.	2 NMF PL 15/14	Warsaw Metropolitan Police Headquarters Partner: Voivodeship Police Headquarters	Increasing the Police force's capabilities in preventing and combating cross-border and organised crime, including trafficking in	<ul style="list-style-type: none"> ➤ 3 specialist courses connected with combating and preventing cross-border crime in the Schengen Area ➤ 2 types of postgraduate studies related to the criminological aspects of migration processes in the Schengen Area 	Number of employees who as a result of the received support raised their professional qualifications – assumed value: 360	100%
					Number of persons participating in the specialist course – assumed value: 120	100%
					Number of persons who completed the specialist course – assumed value: 120	100%
					Number of persons participating in the project – assumed value: 1	100%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
		Provincial Police Departments from Krakow, Poznan, and Lodz	including trafficking in human beings and itinerant criminal groups	<ul style="list-style-type: none"> ▪ Combating drug-related and vehicle-related crimes ▪ Sales of goods introduced illegally into the customs area of the Schengen Area ▪ Functioning of the SIS data flow system ▪ Securing crime related property within the Framework of the EU Common Market ➤ Inter-provincial training related to conducting cross-border observation and pursuit actions' coordination ➤ information materials (articles, instruction, photographic, and film documents/documentaries) 	<p>phenomenon – target value: an increase related to 200 persons</p> <p>Increase of the knowledge level related to data sharing in the Schengen Information System – target value: an increase related to 200 persons</p> <p>Acquiring knowledge related to combating trafficking in human beings – target value: acquiring knowledge by 200 persons</p> <p>Acquiring knowledge related to combating international criminal groups dealing with car theft and drug dealing – target value: acquiring knowledge by 200 persons</p> <p>Number of officers trained as regards the significant legal output of Schengen and using Schengen related equipment – target value: 700 persons</p>	<p>100%</p> <p>100%</p> <p>100%</p> <p>100%</p>
5.	6 NMF PL 15/14	Ministry of Finance – Customs Service Partner: Norwegian Directorate of Customs and Excise	Developing professional skills and raising the level of safety of the officers while carrying out their duties, including increasing the number of effective pursuit arrests at the same time minimising threat to all traffic participants and increasing the quality of verbal	<ul style="list-style-type: none"> ➤ training related to special technique driving for emergency vehicles combined with training related to providing pre-medical first aid ➤ English and Russian courses related to specialist vocabulary and vocabulary used in environments connected with the criminal underworld ➤ conducting an informational and promotional campaign of a national range, presenting the NMF's contribution in the development of the Customs Service 	<p>Increase of the efficiency of the control actions of crime combating units measured by the ratio of the number of conducted controls with a determined irregularity to the total number of controls conducted – target value: 30.5%</p> <p>Decreasing the number of traffic damage – target value: a decrease by 5% compared with the identical preceding period</p> <p>Number of officers trained as regards the significant legal output of Schengen and using Schengen related equipment – target value: 732</p> <p>Number of officers participating in language courses – target value: 320</p> <p>Number of officers trained to provide pre-medical first aid – target value: 732</p>	<p>100%</p> <p>100%</p> <p>100%</p> <p>100%</p> <p>100%</p>

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
			communication with people who do not speak Polish while carrying out actions on duty			
6.	7 NMF PL 15/14	Customs Chamber in Warsaw Partner: Customs Chamber in Szczecin	Enhancing the officers' potential related to preventing and combating cross-border and organised crime and increasing the society's awareness of duty and excise tax-related cross-border crime	<ul style="list-style-type: none"> ➤ 2 conferences, including 1 for the tour operators ➤ training cycle related to intervention tactics and technique connected with, inter alia: <ul style="list-style-type: none"> ▪ Means of physical coercion ▪ Identification of materials that can be used to make explosives and counteracting against bomb terrorism ▪ Providing aid in life and health threatening situations, cooperation with the Polish Medical Air Rescue ▪ Overcoming technical obstacles in crisis conditions ▪ Investigation psychology – knowledge of criminal behaviours, psychology of terrorism, perpetrator psychological profiles ▪ Courses in English and Ukrainian ➤ educational meetings for pupils ➤ an educational board game related to trafficking in endangered species of animals and plants 	Number of customs officers trained in combating cross-border and organised crime – target value: 436	99.31%
					Number of officers participating in language training – target value: 270	100.00%
					Number of pupils participating in organised prophylactic and educational actions – target value: 8,200	105.15%
					Number of participants of the conference for tour operators – target value: 70	110.00%
					Number of conference participants – target value: 140	97.86%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
7.	9 NMF PL 15/14	Central Institute for Political and Legal Analyses Partners: Provincial Police Department in Bydgoszcz, Olsztyn, and Krakow, Customs Chamber in Katowice	Preparing the officers of the services to effectively recognise, counteract, and combat present day threats resulting from cross-border and organised crime in the Schengen Area	<ul style="list-style-type: none"> ➤ conference ➤ training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Drug-related crimes ▪ Trafficking in human beings ▪ Trafficking of human organs ▪ Organising illegal migration ▪ Economic crime ▪ Language courses ▪ Training for drivers of emergency vehicles ▪ Training related to medical first-aid ➤ Seminar for journalists ➤ Guidebook for officers of district departments ➤ sector reports 	A created network of cooperation, information, and experience sharing of services and institutions related to preventing and combating organised cross-border crime – target value: 1	100%
					Number of officers trained as regards the significant legal output of Schengen and using Schengen related equipment – target value: 616	108%
					Number of officers participating in language courses – target value: 60	100%
					Number of services participating in the project - target value: 3	133%
					Number of officers participating in “special technique driving” training – target value: 22	100%
					Number of publications and elaborations in electronic and hardcopy versions – target value: 5	100%
8.	10 NMF PL 15/14	Polish Police Headquarters	Increasing the level of knowledge and skills of the officers, employees, of the Police and national SIS users related to the possibilities connected with	<ul style="list-style-type: none"> ➤ 13 conferences, including 4 international ones ➤ 2 seminars on: <ul style="list-style-type: none"> ▪ The practical aspects of working with SIS ▪ Increasing the effectiveness of sharing information via the SIS/SIRENE channels, Interpol, and Europol 	Number of officers and employees of the Police, Polish N-SIS, and SIRENE Office operators trained in relation to knowledge of regulations connected with implementing the Schengen acquis and practical aspects of using SIS II and using a foreign language – target value: 5,010	145%
					Number of common actions of SIS users, organised within the framework of the project , contributing to preventing and combating crime	100%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
			international cooperation, information sharing channels, SIS II practical aspects, and updating knowledge of the changes of law and procedures	<ul style="list-style-type: none"> ➤ Training related to, inter alia: <ul style="list-style-type: none"> ▪ Specialist knowledge in finger-print technology ▪ Legal assistance in criminal cases ▪ Practical aspects of working with SIS II ▪ Personal data protection ▪ Sharing information via the new police information channels ▪ Language courses ➤ folders for SIS II users and higher education institutions and libraries 	– target value: 15 Number of officers and employees of the Police, Polish N-SIS, and SIRENE Office operators with better knowledge of foreign languages and greater specialist knowledge related to SIS II – target value: 5 010 Number of officers and employees of the Police, Polish N-SIS, employees – national users of SIS II, and SIRENE Office operators participating in international and national conferences within the framework of the project – target value: 715 Number of officers trained as regards the significant legal output of Schengen and using Schengen related equipment – assumed number 3,635 persons Number of entities participating in the project – target value: 6 Number of officers and civil workers participating in the language courses – target value: 2,090 persons Number of folders published for SIS II users – target value: 5,000 copies Number of folders about SIS II published for higher education institutions and libraries – target value: 25, 000 copies	 145% 122% 118% 100% 196% 100% 100%
9.	11 NMF PL 15/14	Lublin Commune Partners: Municipal Headquarters	Increasing the services' capabilities in combating cross-border and organised crime,	<ul style="list-style-type: none"> ➤ 2 conferences ➤ a training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Proper behaviours when in a situation of direct threat to people's safety at the premises of educational institutions 	Positive results of tests on the knowledge of trained persons related to Schengen Area acquis – target value: 15 Positive results of tests on the knowledge of the persons t participating in the Ukrainian language course – target value: 15	100% 100%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
		of the State Fire Service in Lublin, Nadbużański Unit of Polish Border Guard, Municipal Police Department in Lublin	including trafficking in human beings and itinerant criminal groups by increasing knowledge and disseminating the project's products	<ul style="list-style-type: none"> ▪ Schengen legislation ▪ Language courses (English and Ukrainian) ➤ 7 instruction films for children and youth connected with terrorism, trafficking in human beings, drugs, designer drugs, safety on the border, fire, cyber violence, and threats to little children ➤ 3 cyclic two-day seminars on the safety of educational institutions ➤ A procedure connected with behaviour in case of threat to safety at the premises of an educational institution was developed <p>The project's outcomes and products were disseminated among, inter alia 16 bodies which run schools and educational institutions in the state, 16 superintendents, 16 institutions responsible for the safety policy in the municipalities/communes, 20 bodies which run schools and institutions in the Lublin Province.</p>	<p>Positive results of tests on the knowledge of the persons t participating in the English language course including terminology connected with trafficking in human beings – target value: 30</p> <p>Number of officers trained as regards the significant Schengen legal output and using Schengen related equipment – target value: 15 persons</p> <p>Number of officers participating in Ukrainian language courses – target value: 15 persons</p> <p>Number of officers participating in English language courses – target value: 30 persons</p> <p>Number of managerial staff of schools participating in the training – target value: 229 persons</p> <p>Number of representatives of the didactic staff participating in the training – target value: 6,336 persons</p> <p>Number of representatives of administration staff participating in the training – target value: 2,936 persons</p>	<p>100%</p> <p>100%</p> <p>100%</p> <p>100%</p> <p>101.75%</p> <p>99.52%</p> <p>100.37%</p>
10.	12 NMF PL 15/14	Warmińsko-Mazurski Border Guard	Strengthening the Border Guard structures and	<ul style="list-style-type: none"> ➤ Training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Forensic techniques ▪ Identifying drugs and psychotropic 	Positive results of competence tests of trained Border Guard officers – target value: 192	79%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
		Division	departments which carry out operational and reconnaissance actions as well as investigation actions and intensification of the Border Guard's participation in combating cross-border and organised crime, including trafficking in human beings and itinerant criminal groups	substances <ul style="list-style-type: none"> ▪ Document falsification ▪ Criminal analysis ▪ Application of variographic studies in litigation ➤ Symposium and seminars ➤ International workshops "Integrated Border Management"	Positive results of competence tests of Polish Border Guard officers and other border formations from the EU participating in the workshops on Integrated Border Management (IBM) – target value: 24 Number of purchased licences of systems supporting crime analysis – target value: 12 Number of services participating in the project - target value: 2 Number of participants of the international symposium of forensic experts in the Border Guard Training Centre (CSSG) in Kętrzyn – target value: 85 Number of seminar participants – target value: 160 Number of officers trained in relation to operating systems supporting the crime analysis process – target value: 60	100% 100% 100% 100% 48% 38%
11.	16 NMF PL 15/14	Central Border Guard Training Centre in Koszalin	Increasing the knowledge and practical skills of the Border Guard officers related to effective preventing and combating cross-border and organised crime	➤ 2 conferences ➤ Training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Social and cultural conditions of organised crime ▪ Identification of the victims of trafficking in human beings ▪ Simulation of a court trial in cases connected with crimes related to trafficking in human beings 	Number of people trained – target value: 336 Number of coaches-lecturers trained – target value: 10 Number of services participating in the project - target value: 1 Number of courses conducted – target value: 16	99% 120% 100% 100%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
				<ul style="list-style-type: none"> ▪ Observation as a method supporting combating organised crime ➤ training of the lecturers from the Central Border Guard Training Centre ➤ postgraduate studies "Criminological, victimological, and social and cultural aspects of migration and trafficking in human beings" ➤ purchase of equipment needed for conducting the training sessions 	Number of postgraduate studies implemented – target value: 1	100%
12.	18 NMF PL 15/14	Voivodeship Police Headquarters in Lublin	Increasing the capabilities of the Police force related to preventing and combating cross-border and organised crime and strengthening cooperation between the units related to limiting the phenomenon of trafficking in human beings	<ul style="list-style-type: none"> ➤ 2 conferences ➤ Training and workshop cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Searching for international people hiding from justice and the Schengen output ▪ Counteracting against trafficking in human beings ▪ Smuggling excise goods and smuggling and introducing for sale goods marked with registered trademarks, stolen vehicles, as well as trafficking and sales of endangered animal and plant species ▪ Itinerant criminal groups ▪ Safe car driving in crisis situations during cross-border pursuits ➤ English and Russian language courses ➤ An informational and promotional campaign 	Number of conducted workshops/seminars – target value: 4	100%
					A network of cooperation between the Polish Police units located at the EU external border – target value: 1	100%
					Number of officers trained as regards the significant legal output of Schengen and using Schengen related equipment – target value: 400	100%
					Number of officers participating in language courses – target value: 516	100%
					Number of services participating in the project - target value: 1	100%
					Number of good practices placed in the bank related to preventing and combating cross-border and organised crime– target value: 10	100%
					Number of citizens whose knowledge about the threats connected with trafficking in human beings has increased - target value: 500,000	100%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
				➤ An informational and educational campaign	Number of officers participating in training related to driving vehicles in cross-border pursuit situations – target value: 380	100%
					Number of officers who will receive the publication – target value: 1 200	100%
13.	22 NMF PL 15/14	IOM International Organisation for Migration	Increasing the services' capabilities in combating and preventing trafficking in human beings and improved institutional cooperation in providing aid to the victims, with particular inclusion of assistance in voluntary return and reintegration	<ul style="list-style-type: none"> ➤ A training cycle related to preventing and combating trafficking in human beings addressed mainly to Border Guard officers ➤ Workshops for representatives of institutions responsible for preventing and combating trafficking in human beings ➤ Interactive Training Application ➤ Study visit in Bulgaria ➤ Providing assistance connected with voluntary return and reintegration to 25 victims of trafficking in human beings 	Number of services participating in the project - target value: 1	100%
					Number of officers trained – target value: 6,440	100%
					Number of national and regional specialised structures created in order to prevent trafficking in human beings – target value: 1	100%
					Number of services participating in the project - target value: 2	100%
14.	27 NMF PL 15/14	Polish Police Headquarters	Increasing the Police force's capabilities in preventing and combating cross-border and organised crime and the level of using the SIS II,	<ul style="list-style-type: none"> ➤ international conference ➤ training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Methods and techniques of conducting static and dynamic observation ▪ Sharing experiences and good practices connected with searching for people hiding from justice 	Number of joint actions of the participants organised within the framework of the project contributing to preventing and combating crime – target value: 5	100%
					Number of officers and employees of the state law enforcement agencies participating in the international conference and the language course – target value: 170	126%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
			SIRENE, SIENA, and ENFAST information channels	<ul style="list-style-type: none"> ▪ Applying Computer Forensics in combating organised crime ➤ language courses for officers of the Central Bureau of Investigation of the Police ➤ Promotional actions: press conferences, distribution of materials promoting the project, publications on websites and in the "Policja 997" monthly 	Number of officers participating in language courses - target value: 68 Number of officers and employees of the Police participating in the training – target value: 187 Number of folders for the conference participants published in Polish and English – target value: 210	110% 118% 100%
15.	28 NMF PL 15/14	Polish Police Headquarters	Increasing the Police force's capabilities in preventing and combating cross-border and organised crime, including trafficking in human beings and itinerant criminal groups	<ul style="list-style-type: none"> ➤ Training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Operation and usage of devices supporting observation ▪ Tactics of discrete actions on urbanised terrain and inside the crowd ▪ Tactics of offensive actions on urbanised terrain ▪ Tactics of actions in cross-border pursuit ▪ Techniques of offensive driving in city traffic pursuit 	Number of officers trained – target value: 400 Number of services participating in the project - target value: 1	100% 100%
16.	31 NMF PL 15/14	Warsaw Metropolitan Police Headquarters Partner: Kripas/ National Criminal Intelligence	Increasing the Police force's capabilities in preventing and combating cross-border and organised crime, including trafficking in human beings and	<ul style="list-style-type: none"> ➤ 2 conferences ➤ Training cycle for policemen, municipal policemen, public administration and financial institution workers related to examining document authenticity ➤ development of a brochure and instruction film ➤ study visit in Norway 	Number of officers who as a result of the received support have raised their professional qualifications – target value: 3,400 Number of employees of public administration and financial institutions who as a result of the received support raised their professional qualifications - target value: 500 Number of officers and employees of public administration and financial institutions trained to be coaches – target value: 70	100% 100% 100%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
		Service (NCIS)	itinerant criminal groups by increasing their knowledge and skills related to verification of document security using new technologies	➤ purchase of 3,970 portable testers of document authenticity	Number of services participating in the project - target value: 4	100%
					Number of institutions participating in the project – target value: 2	100%
					Number of institutions which in their annual training programme have included training related to verifying document authenticity - target value: 5	100%
					A brochure and a film instructing as regards examining document authenticity - target value: 2	100%
					Number of specialist devices for verifying document authenticity – target value: 1	100%
					Number of portable testers for verifying document authenticity – target value: 3,970	100%
					A change in the percentage of the number of determined offences against document credibility (Art. 270 and 275 of the Penal Code) – target value: change by 3%	0%
17.	34 NMF PL 15/14	Central Institute for Political and Legal Analyses	Strengthening Poland's preparation for interior security threats and intensification of activities and cooperation and increasing interoperationality	➤ 2 conferences ➤ Training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Limitation of organised criminal group' financing ▪ Computer Forensics ▪ Operational interaction and cooperation 	An increase of the officers' knowledge related to preventing and combating cross-border and organised crime, including trafficking in human beings and itinerant criminal groups - target value: 30	100%
					Number of services participating in the project - target value: 5	120%
					Number of officers who completed the training – target value: 1 273	116%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
			of the units responsible for preventing cross-border and organised crime, including trafficking in human beings, and itinerant criminal groups		Number of prepared pieces of training materials – target value: 1,273	116%
					Number of persons participating in conferences – target value: 102	127%
					Number of prepared pieces of conference materials – target value: 120	127%
					Number of elaborated reports - target value: 2	100%
					Number of the steering committee's meetings – target value: 2	100%
18.	40 NMF PL 15/14	Lubuskie Voivodship Governor' Office	Increasing the uniformed and civil services' capabilities in preventing cross-border and organised crime and trafficking in human beings. Additional goal: prevention, support for the victims, and raising the awareness and effectiveness of uniformed and civil services.	<ul style="list-style-type: none"> ➤ 2 conferences ➤ Training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Trafficking in human beings ▪ Cross-border crime ➤ language courses ➤ training in case border control is reinstated including elements of intervention towards non-subordinate persons ➤ training of practical coordination of the services in a situation of taking over of a large facility of an organised criminal group ➤ study visit during a large mass event ➤ developing and issuing of procedures of cooperation of public institutions 	Number of training and seminar blocks and classes scheduled for Border Guard officers and public administration workers at the local level – target value: 10 Multi-element social campaign – target value: 1 Cooperation procedure developed by the Provincial Team for Counteracting Against Trafficking in Human Beings – target value: 1 Number of officers participating in language courses – target value: 10 Number of officers trained as regards the significant legal output of Schengen and using Schengen related equipment – target value: 94 Number of seminar participants – target value: 306	100% 100% 100% 100% 100% 99%

No.	Project No.	Beneficiary /Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
				related to preventing trafficking in human beings ➤ social campaign connected with the problem of trafficking in human beings	Number of class participants – target value: 301	100%
					Number of training participants – target value: 46	100%
					Number of officers participating in the training session – target value: 90	100%
					Number of endeavours within the framework of the social campaign – target value: 6	100%
					Number of purchased devices – target value: 8	100%
19.	41 NMF PL 15/14	Voivodeship Police Headquarters in Radom	Increasing the quality of detecting, documenting, and litigation study connected with corruption crimes revealed by the Mazovian Police forces	➤ training and seminar cycle related to, Inter alia: ▪ Computer Forensics ▪ Techniques for improving car driving learning ▪ Vertical techniques ▪ Detecting and securing evidence s of corruption crimes ➤ Purchasing of software ➤ Purchasing of equipment	Number of conducted seminars for operations services – target value: 3	100%
					Number of training sessions – target value: 15	100%
					Number of officers trained as regards the significant legal output of Schengen and using Schengen related equipment – target value: 545	100%
					Number of people trained – target value: 654	100%
					Number of software purchased – target value: 3	100%
					Quantity of purchased equipment – target value: 9	100%

Table 3. List of projects implemented within Area I of the PL/15 Programme *Improved capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and itinerant criminal groups*; source: own elaboration

2.3.2 The impact of implemented projects on the development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis

As part of the second outcome, three projects were implemented, including two by the Voivodeship Police Headquarters (KWP) in Łódź, and one by the Border Guard Headquarters.

The first of the projects implemented by the Łódź KWP had its goal defined as “improving the capacity of Police services in the fight against cross-border and organised crime through training in computer forensics”. The project involved the organisation of 11 specialist training courses on computer forensics for police officers and the staff of forensic laboratories, the Criminal Intelligence Division and the Cybercrime Division from the units of the Voivodeship Police Headquarters (KWP) in Łódź, Sieradz, Bydgoszcz, Kraków, Poznań and Radom. Furthermore, for the training purposes, specialist equipment, UFED Touch Ultimate Ruggedized, was purchased.

The second project at the Łódź KWP aimed at strengthening Schengen cooperation and improving the capacity of the Police in the fight against cross-border and organised crime, including trafficking in human beings and itinerant criminal groups. This project included four specialist training courses on the exchange of forensic information within the SIS II system, trafficking in human beings as well as the validation of research methods, statistical tools, quality control and the securing of digital traces. The courses were attended by the Police officers and civilian staff of the Łódź KWP and its reporting units and officers of the Border Guard. In addition, a study visit was organised to the headquarters of Europol and the Polish Embassy in Hague, with the participation of 83 representatives of the Łódź KWP, municipal and district (powiat) Police headquarters from the Łódzkie Voivodeship, and the Border Guard.

The Project implemented by the Border Guard Headquarters served to improve the capacity of the Polish public services in combating illegal migration and to strengthen institutional cooperation in the field of migration and asylums, accounting in particular for vulnerable groups. The project involved a series of meetings and workshops for Border Guard officers on issues such as the national and EU law governing the asylum system, verification of the authenticity of documents used by foreigners, strategies for communicating with foreigners, identification of the members of vulnerable groups, team management in foreigner-related emergency situations, and courses in English, Russian and German. This was supplemented with two study visits to Norway and Germany, intended to provide more insight into the adopted institutional and legal solutions regarding migration and the systems and technical equipment connected with the implementation of the Schengen acquis. Each visit was participated in by an 8-member delegation from the BG and the Office for Foreigners (UdSC). An international conference “Case law and exchange of best practices in the field of returns of third-country nationals and EU citizens” was held as well. The discusses projects utilised indicators such as the number of training courses, the number of officers trained, and the number of services participating in the project. Most of the indicators achieved or exceeded 100% of their target values. The indicators which exceeded 100% refer to the proportion of

officers and civilian staff who have improved their language skills, and who underwent training on substantive matters. All such indicators pertain to a project implemented by the BG and were overachieved due to the high popularity of the courses and training sessions, and the fact that they could be organised in connection with the savings generated in the project. Only two indicators in the Border Guard's project failed to reach their target levels: a lower attendance was recorded at the conference and at one of the training courses, due to their participants being on duty.

To sum up, on comparing the content of the Programme's 2nd outcome with the objectives of the implemented projects, the conducted activities, and the degree to which the indicators were achieved, it can be concluded that the said outcome has been achieved. This is because the second result of the PL/15 Project was aimed at developing and improving structures, systems and technical equipment in order to improve the implementation of the Schengen acquis, and each of the three discussed projects has brought about an increase in the competences and qualifications of the officers and civilian staff of public services, which in turn has strengthened their structures.

The projects have resulted in the broadened knowledge and experience of Police officers in the field of computer forensics, the professional development of forensic specialists, and the opportunity for Police and BG officers to become acquainted with Europol's operating capacity and with the procedures that apply in "wanted" cases processed in cooperation with the Polish embassy in Hague. A form of cooperation was also developed to combat cross-border and organised crime for the Police units in the Łódzkie Voivodeship. All of this has contributed to a more effective work of the Police and Border Guard and, consequently, to the improved implementation of the Schengen acquis.

More details about the implemented projects are provided in the table below.

No.	Project No.	Beneficiary/ Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
1.	15 NMF PL 15/14	Voivodeship Police Headquarters in Lodz Partners: Provincial Police Headquarters in Krakow, PPH in Bydgoszcz, PPH in Poznan, PPH in Radom, Central Forensic Laboratory of the Police in Warsaw	Increasing the services' capabilities in combating cross-border and organised crime through training related to Computer Forensics	<ul style="list-style-type: none"> ➤ 2 conferences ➤ 4 working meetings ➤ training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Computer Forensics ▪ Data recovery ▪ art of invigilation including elements of Computer Forensics ▪ art of hacking ▪ automation of reporting and data analysis ▪ video forensics ▪ finger print technology ▪ downloading data from car controllers ▪ revealing evidence of unauthorised opening of certified devices and new vehicle models ➤ purchasing of UFED Touch Ultimate Ruggedized 	Number of conducted training sessions aiming at developing and improving systems of cooperation of police services – target value: 11	100%
					Number of officers trained as regards the significant legal output of Schengen and using Schengen related equipment – target value: 90	100%
					Number of services participating in projects aiming at improving the potential for preventing, detecting, and surveilling cross-border and organised crime – target value: 6	100%
					Number of purchased technical equipment pieces – target value: 1	100%
2.	26 NMF PL 15/14	Border Guard Headquarters	Increasing Polish public services in preventing illegal migration and enhancing institutional cooperation in the area of migration and asylum, with	<ul style="list-style-type: none"> ➤ International conference entitled “Judicature and sharing best practices related to returns of third state and EU citizens” ➤ training cycle related to, Inter alia: <ul style="list-style-type: none"> ▪ actions of migration services implemented towards foreigners pursuant to state law ▪ application of the code of 	Percentage of officers and employees of the Border Guard who have achieved a higher level of foreign language proficiency compared with the general staff manpower of units competent as regards foreigner affairs – target value: 15%	105.26%
					Percentage of UdsC staff who have achieved a higher level of foreign language proficiency compared with the general staff manpower of units competent as regards foreigner affairs –	120.63%

No.	Project No.	Beneficiary/ Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
			special inclusion of particularly vulnerable groups	administrative procedure in proceedings conducted towards foreigners <ul style="list-style-type: none"> ▪ verification of the authenticity of documents used by foreigners ▪ strategies of communicating with the foreigners ▪ EU law regulations connected with the functioning of the Schengen Area and the common European asylum system ▪ English, Russian, and German language courses ➤ workshops: <ul style="list-style-type: none"> ▪ identification of persons belonging to vulnerable groups ▪ team management in emergency situations connected with foreigners ➤ A study visit in Norway ➤ A study visit in Germany	target value: 30% Percentage of officers and employees of the Border Guard trained in substantive issues enabling the implementation of the Schengen output – target value: 44% Percentage of UdsC staff trained in substantive issues enabling the implementation of the Schengen output – target value: 55% Number of officers participating in language courses – target value: 470 Number of persons trained within the framework of training sessions and workshops – target value: 1,703 Number of persons participating in the conference – target value: 62 Number of reports prepared on the institutional and legal solutions as well as systems and technical equipment in other states – target value: 2 Number of study visits conducted – target value: 2 Number of consultation meetings held – target value: 1	 104.16% 164% 106% 95.65% 100% 100% 100%

No.	Project No.	Beneficiary/ Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
3.	45 NMF PL 15/14	Voivodeship Police Headquarters in Lodz Partners: Border Guard, Europol, La Strada-Foundation, ITAKA Foundation	Enhancing cooperation in the Schengen Area and increasing the effectiveness of the Police force's activity related to combating cross-border and organised crime, including preventing trafficking in human beings and itinerant criminal groups	<ul style="list-style-type: none"> ➤ 2 conferences ➤ training cycle related to, inter alia: <ul style="list-style-type: none"> ▪ Validation of research methods, statistic tools in a laboratory, quality control ▪ Securing Digital evidence at the crime scene + working with graphic programs in order to provide evidence in a litigation ▪ International criminal related information sharing ➤ 1 study visit at the seat of Europol and the Embassy of the Republic of Poland in The Hague 	Number of conducted training blocks timing at developing and improving systems of political services' cooperation – target value: 4	100%
					Number of study and workshop visits – target value: 1	100%
					Number of officers trained – target value: 320	99%

Table 4. List of projects implemented within Area II of the PL/15 Programme *Development and improvement of structures, systems and technical equipment in order to improve the implementation of the Schengen acquis*; source: own elaboration

2.3.3 The impact of implemented projects on improved cooperation between the authorities and relevant stakeholders, including non-governmental organisations, in assisting the victims of trafficking

As part of the third outcome, three projects were implemented: two by the Department of Analyses and Migration Policy MSWiA and one by the La Strada Foundation.

One of the MSWiA projects was to result in the creation of voivodeship structures for cooperation in combating trafficking in human beings. 15 voivodeship teams were set up to address trafficking-related issues and foster stronger regional cooperation between entities engaged in the prevention and combating of trafficking and the provision of assistance to its victims. The team members and coordinators were provided with training and advisory assistance. Guidelines were developed by Police officers for the regional teams and a publication on trafficking was prepared as well as sets of promotional materials and leaflets were distributed during training courses, kick-off sessions, and other meetings and at the summary conference.

The La Strada Foundation's project was intended to create a discipline-specific, Poland-wide network of organisations promoting the prevention and combating of trafficking in human beings. The creation of such a network was to result in an enhanced quality and effectiveness of work of its member organisations and their increased potential so that they could serve as partners to public institutions and law-enforcement agencies in joint measures focused on the prevention and combating of trafficking, including those conducted by voivodeship teams set up within the MSWiA's project. The organisations covered by the project were invited to join the network and a series of workshops was held for their employees on issues such as the identification of and work with the victims of trafficking, and cooperation between non-governmental organisations and public institutions. Procedures, analyses, strategies and specialised reports were prepared and two conferences were organised.

The third project took the form of an information campaign, the premise of which was to improve the safety of Polish citizens by reducing the risk of falling victim to the crime of trafficking. This is to be achieved by promoting awareness of this issue, especially in the context of labour migration. As part of the project, a study was conducted to analyse social awareness of the threats associated with trafficking. This was accompanied by an awareness-raising campaign, which included a short video broadcast in the media, film screenings, eight mobile exhibitions in various cities, three visiting lectures at universities, a visual campaign on public transport, a billboard exhibition, and the printed release of comic stories prepared by the Council of Europe. Naturally, for every project a website was launched. Furthermore, the project partner, i.e. the Council of Europe, carried out two studies – on Polish anti-trafficking legislation and the work of non-governmental organisations and businesses in Poland.

In view of the fact that the Programme's third area had the goal of strengthening cooperation in assisting the victims of trafficking between the authorities and the

stakeholders, one can conclude that the first two of the abovementioned projects have fully contributed to its achievement, because all their actions focused on the building and strengthening of such cooperation. At the same time it is worth noting how both projects complement each other – the first one aimed to establish a structure of public institution units, i.e. 15 voivodeship teams set up at the Voivodeship Offices, whereas the second, by the La Strada Foundation, resulted in the creation of a country-wide network of non-governmental organisations which became members of these teams as part of their work. As regards the third project and its publicity campaign, it was not immediately connected with cooperation between the institutions dealing with trafficking. Rather, it involved direct prevention measures addressed to potential trafficking victims and was intended to reduce the risk of falling victim to this crime. The ultimate goal behind the creation of the networks set up within the remaining projects of the third outcome was also to increase the safety of Polish citizens by reducing the risk of becoming the victim of trafficking. This is to be achieved through the actions that will be undertaken by these networks. The project involving the publicity campaign can therefore be said to be somewhat complementary to the other two projects of the third outcome, which is why it had been assigned to this particular outcome.

The discussed projects utilised indicators such as the number of participants in training courses, workshops, conferences; the number of organised workshops, conferences, lectures; the number of printed publications; the number of study reports; and the level of public awareness on trafficking-related threats. Almost all of the indicators adopted in the analysed projects were achieved in 100% or, in some cases, even more. The indicators which exceeded the 100% threshold were ‘the number of persons who received training’ (two projects) and ‘the number of persons participating in the kick-off meeting’ (one project). The reason why these indicators exceeded their target values was the projects’ subject matter. The only indicator which did not reach the target value was ‘the number of organisations affiliated with the network’ in the La Strada's project. This, however, was not caused by the lack of interest, as some organisations had declared their readiness to join in, but the strict admission criteria. The project’s manager admitted only those organisations which had met its criteria, even if it meant there would be fewer of them.

To sum up, on comparing the content of the Programme’s 3rd outcome with the objectives of the implemented projects, the conducted activities, and the degree to which the indicators were achieved, it can be concluded that the said outcome has been achieved.

More details about the implemented projects are provided in the table below.

No.	Project No.	Beneficiary/ Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
1.	20 NMF PL 15/14	La Strada Foundation against Trafficking in Individuals and Slavery	Creation of a sectoral, highly specialist all-Poland network of organisations supporting preventing and combating trafficking in human beings to improve the quality and effectiveness of the work performed by the organisations which are a part of it, professionalisation of their actions and increasing the potential, so that as a result they could be partners of public institutions and law enforcement agencies in joint actions aiming at preventing and combating trafficking in human beings	<ul style="list-style-type: none"> ➤ 2 conferences ➤ 7 congresses of the Network's members ➤ Workshops related to, inter alia: <ul style="list-style-type: none"> ▪ Identification of the victims of trafficking in human beings ▪ Working with a sexually abused child ▪ Working with a child – witness to a crime ▪ Cooperation of non-governmental organisations with public institutions ➤ Development of 7 case studies, rules of safety during working with a client, legal opinions, standards of cooperation with law enforcement agencies, report on trafficking in human beings in Poland ➤ Promotional and social spot 	Number of organisations centred in the network – target value: 28	64%
					Number of persons trained – target value: 350 persons	141%
					Number of developed procedures, analyses, and specialist reports – target value: 8	100%
					Number of strategies developed – target value: 1	100%
					Number of organised workshops for member organisations – target value: 7	100%
2.	decision 1/NMF/20 14	Department of Analyses and Migration Policy, Ministry of the Interior and Administration	Increasing the safety of Polish citizens threatened by the crime of trafficking in human beings through decreasing the risk of their finding themselves in a situation of abuse	<ul style="list-style-type: none"> ➤ studying social awareness of the threats connected with trafficking in human beings ➤ a social campaign increasing awareness of trafficking in human beings, which included: <ul style="list-style-type: none"> ▪ showing a spot connected with 	Raising awareness of threats connected with trafficking in human beings – target value: 0.4 of the target group, i.e. total population of Poland	100%
					Number of research reports – target value: 2	100%
					Number of campaigns – target value: 1	100%

No.	Project No.	Beneficiary/ Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
				trafficking in human beings in the media ▪ screening of films connected with trafficking in human beings ▪ 8 mobile exhibitions in different towns ▪ printing of the cartoons developed by the Council of Europe entitled "You Are Not Alone" ▪ 3 visiting lectures at Polish universities ▪ printing and displaying of billboards ▪ visual campaign in public communication means ▪ updating of the website of the National Consulting and Intervention Centre	Number of exhibitions – target value: 8	100%
					Number of spots – target value: 1	100%
					Screening of films connected with trafficking in human beings – target value: 10	110%
					Number of printed cartoon copies – target value: 100,000 copies.	100%
					Number of updated sites – target value: 1	100%
					Number of research study and seminar participants – target value: 50	100%
					Number of lectures – target value: 3	100%
3.	decision 2/NMF/2014	Department of Analyses and Migration Policy, Ministry of the Interior and Administration	Creation of provincial cooperation structures for preventing trafficking in human beings, based on the experiences coming from the creation in 2010 of the first regional team – The Mazovian Team for Preventing Trafficking in Human Beings. The aim of the project was to	➤ Appointing 15 provincial teams for preventing trafficking in human beings ➤ Preparing 940 sets of promotional materials given to team representatives during training and kick-off meetings ➤ Printing leaflets in Polish, distributed to team members during training, kick-off meetings, and other meetings ➤ Training for provincial team	Consultancy for regional team coordinators related to team creation – target value: 15 persons	100%
					Number of created new regional teams for preventing trafficking in human beings – target value: 15	100%
					Training regional team coordinators – target value: 15 persons	100%
					Training the interested parties – target value: 285 persons	106.67%

No.	Project No.	Beneficiary/ Partners	Principal goal of the project	Implemented actions	Indicators	Degree of indicator achievement
			contribute to increase regional cooperation between entities engaged in preventing and combating trafficking in human beings and those responsible for providing support to the victims	coordinators ➤ Developing 15 analyses which were used at preparing the regional elaborations ➤ Summary conference	Interested parties participating in the kick-off meeting – target value: 266 persons Publication on preventing trafficking in human beings in Poland – target value: 1,000 copies Guidelines for the regional teams – target value: 750 copies Number of the summary conference participants - target value: 140 persons Number of participants of two promotional events - target value: 70 persons Number of created project websites – target value: 1	113.53% 100% 100% 100% 100% 100%

Table 5. List of projects implemented within Area III of the PL/15 Programme *Improved cooperation between the authorities and relevant stakeholders, including non-governmental organisations, in assisting the victims of trafficking*; source: own elaboration

2.3.4 Factors contributing to and hindering the implementation of the projects

In reply to the question on what facilitated the projects' implementation – and thus simultaneously fostered achieving the assumed outcomes – both during individual interview and the questionnaire survey, the following factors were mentioned:

- professional cooperation with Supporting Institution (inter alia, ongoing contact appropriate to the needs, timely giving of replies, efficient and quick problem solving, support connected with introducing changes into a project, openness to cooperation),
- subject matter of the training sessions (and the Programme alone) which is attractive, up-to-date, and adapted to the needs, the effect of which is large interest (no problems in recruiting participants),
- including staff management costs in direct costs,
- relative flexibility of the procedures, relatively large room for freedom for the beneficiary (e.g. when selecting the project promotion methods).

Whereas, in reply to the question about the biggest difficulty during the projects' implementation – while at the same time threatening implementation of the assumed outcomes – the beneficiaries mentioned the following factors:

- hindered contact or no contact with the Programme Operator (inadequate availability of the project coordinator),
- untimely transferring of the instalments,
- acquiring highly qualified staff of lecturers,
- too little time for project implementation (taking into account a short time for the Programme implementation) resulting in the need to accumulate a high number of training sessions in a short time,
- adapting training dates to the needs of the participants and lecturers,
- little interest in cooperation of the potential Norwegian partners (in the case of one project a decision to cancel the scheduled study visits due to no interest on the part of the Norwegian side had to be made),
- public procurement procedures, including the time in which contractors are selected.

2.3.5 Sustainability of the project outcomes

When it comes to the sustainability of the projects' outcomes, then in the case of training projects – which in the PL/15 Programme were definitely most numerous – they are difficult to assess. The long-term effect of such projects is usually applying the acquired knowledge and skills in professional work, or in this case, on duty, which also fosters their consolidation. On the other hand, it is obvious that there will be a need for updating the quickly changing specialist knowledge, and therefore organising future training. As those effects, which will

last for a longer time – and at the same time constituting added value to the projects – the beneficiaries mentioned the established contacts and the developed training materials, publications, and films (which may also be used on the occasion of other activities, non-project ones). Those projects, in regards to which it seems that their effects will be long-lasting are both the projects connected with creating a network – on the one hand the project of La Strada, and on the other hand creating the provincial teams. Even if such teams are restructured in the future, the established contacts will prevail.

2.4 The impact of implemented projects on the strengthening of cooperation/bilateral relations between Poland and Norway

In the second edition of the Norwegian and EEA Grants, the donor party put increased emphasis on the strengthening of bilateral cooperation between the Donor States and the Beneficiary States. Out of the total allocation for Poland, funds at a value of 0.5% were allotted, with an additional 1.5% from each programme for so-called bilateral activities. This has allowed the creation of: the Bilateral Cooperation Fund at the national level and Bilateral Cooperation Funds at the level of individual programmes. These instruments are aimed at streamlining the creation of networks, and facilitating the exchange, sharing and transfer of knowledge, technologies, experiences and good practices between public entities in the Donor States and the Beneficiary States. The Bilateral Cooperation Fund at the programme level is intended, among other things, to facilitate the search for partners from the Donor States before or during the preparation of an application, the development of such partnerships, the creation of cooperation networks, and the exchange, sharing and transfer of knowledge, technologies, experiences and best practices between the beneficiaries and entities from the Donor States.

As part of the PL/15 Programme, the Bilateral Cooperation Fund financed one project – *Polski Doradca Policyjny – oddelegowanie (Polish Police Advisor – delegation)* implemented by the National Police Headquarters.

The goal of the project was to tighten cooperation between the Polish Police and the Norwegian law-enforcement agencies by delegating an officer from the National Police Headquarters to serve over a 16-month period at a Polish diplomatic post in Oslo. The intention was to streamline the tasks performed by the Police, and in particular to:

- facilitate the exchange of opinions;
- provide consultancy for the executive staff of the organisational units at the host institution on the specific features of the treatment of Polish nationals in Norway in matters pertaining mainly to the combating of organised crime, trafficking in human beings, and the identification of persons.

An additional goal of the project was to ensure identification and support in combating threats which are caused by Polish nationals and are of interest to the Norwegian Police.

The project was participated in by Norwegian law-enforcement agencies (mainly the Police). The advisor delegated by the National Police Headquarters (KGP) cooperated with the Norwegian law-enforcement agencies in the performance of police duties, in particular by

providing consultancy on the mode of procedure in contacts with Polish nationals in Norway and on matters primarily related with the combating of serious organised crime, trafficking in human beings, and the search and identification of persons. The cooperation mainly involved attending joint working meetings, the daily performance of duties, and the exchange of information.

The co-financing provided by the NMFA amounted to PLN 473 620 (which equals EUR 111 892.99, in line with the ECB exchange rate as at August 2015), whereas the total project cost was PLN 557 200.00.

Moreover, in the 31/NMF project entitled *State services training to safeguard the Schengen acquis in the scope of verification of protection of identity documents, travel documents, residence permits and documents in the EU economic turnover with the use of new technologies* a part of the actions was financed from the FWD, namely an amount of PLN 8,297.19 was allocated to cover a part of the costs of the opening conference, consultation of didactic materials, and remuneration of the lecturer – expert from Norway. Originally, the plan was to also co-finance from the FWD a part of the actions within the 6/NMF project entitled *Increasing the security and operational capacities of the Customs Service in fight against cross-border crime and organised criminal groups*. This was supposed to be PLN 40,000.00, intended to cover the costs of two study visits – one in Norway and the other in Poland – as well as translation costs. However, finally the amount was not spent because the study visits did not take place due to no interest on the Norwegian part.

As already mentioned in the introduction to this report, at the time of the evaluation study, an additional, twenty seventh project was launched within the PL/15 Programme, and there were two more projects scheduled for implementation. Each of the three additional projects will be financed by the Bilateral Cooperation Fund at the level of the PL/15 Programme. Although, due to the timing, these projects were not covered by the evaluation study, they merit a brief elaboration.

- 1/FWD/2017 project: Evaluation and improvement of system for effective identification of and support to child victims of trafficking in human beings (THB)

Beneficiary: European Migration Network and Counteracting Against Trafficking in Human Beings Department of the Department of Analyses and Migration Policy of MSWiA

Partners: Council of Europe

Project budget: PLN 30,000.00, **including NMF funds:** PLN 25,000.00

Actions:

- a study visit
- studying good practices and challenges of the system of identifying of juvenile victims of trafficking in human beings in Poland including a report
- 2/FWD/2017 project: Developing national CBRN response strategies

Beneficiary: Internal Security Agency

Partners: Norwegian Directorate for Civil Protection

Project budget: PLN 387,000.00, **including NMF funds:** PLN 328,950.00

Actions:

- 4 study visits
- infield training
- film screening – informational and promotional meeting
- 3/FWD/2017 project: Raising the awareness of Polish people who may be at risk of being trafficked while going abroad

Beneficiary: Department of the European Migration Network and Counteracting Against Trafficking in Human Beings of the Department of Analyses and Migration Policy of MSWiA

Partners: Koordinatoringsenheten for ofre for menneskenadel (KOM) – Coordinating Unit for victims of trafficking in human beings

Project budget: PLN 56,000.00, **including NMF funds:** PLN 47,600.00

Actions:

- a study visit
- publication on trafficking in human beings in Poland and Poles going abroad

2.5 Summary of the study results

The performers of the research did not encounter any major difficulties. The respondents willingly scheduled interviews and they participated in them with large involvement, and the only issue which appeared in this regard was their limited availability, connected with the realisation of a large part of the research in the holiday period, and therefore, some interviews were rescheduled.

Summing up the research results, it should be ascertained that during the implementation of the Programme, very significant changes connected with the Operator, had taken place, both structural and personnel-related, inter alia, in April 2016 – the Department of Border Policy and International Funds was established. Also, the method of task implementation was changed – up until 2016 handling of projects realised within the framework of the PL/15 Programme had constituted for the Department's employees one of the tasks which they use to carry out, while at present it is a task assigned to a dedicated department. The rules and a description of the work posts were developed in this regard. A part of the employees deal only with handling the Norwegian funds. The current Programme management system seems to fulfil its aims since the users (i.e. Operator's representatives) have not raised any critical objections to it. In addition, the documents which regulate the issue of the division of competences between the Operator and Supporting Institution may be assessed positively, deeming them to be complete, clear, and useful. There have been no critical remarks on the

part of the interview respondents or any information from other sources, which would indicate a need to introduce changes in this regard.

The principal document which regulates the beneficiary' rights and obligations is the grant agreement. The agreements contain both some fixed points, identical for each beneficiary, and individual provisions. Each agreement contains such issues as the project goal, its budget, and implementation schedule. The respondents representing the institutions which implement the Programme made positive comments connected with the documents in force at its implementation. In their opinion the completeness of the documents is proven by the fact that there had been no need to regulate in the agreements any additional areas, or issues, which had not been included. Neither the respondents representing the MSWiA nor COPE also remember the beneficiaries making remarks about the documents' incompleteness. They speak of the agreement as a sufficient document which regulates the rights and obligations of the beneficiary. Whereas, as regards the settlement of project implementation, in their opinion, the valid interim and final financial reports, are sufficient. They also name them *"simple and for the most part unproblematic"*.

In the opinion of the respondents – both institutional and the beneficiaries' representatives – whereas the thing which supports acknowledging the system as clear is the lack of excessive regulations and a relatively low number of guidelines, compared with other European funds. This makes the system easier and clearer, which the beneficiaries deem advantageous, facilitating their action, and giving them more freedom.

Moreover, no proposals of changes in the project documentation have been made. The templates of agreements with the beneficiaries and interim and final reports were assessed as clear and comprehensive, similarly to the procedures of assessing and collecting applications.

However, the delay in launching the Programme's implementation, resulting from the prolonging negotiations with the donors, which resulted in announcing the recruitments only in 2013 and 2014, was assessed negatively. This made it impossible for some beneficiaries to conduct additional actions using the savings made in the projects.

Other problems encountered by the beneficiaries are: untimely transferring of the instalments, periodically hindered contact or no contact with the Programme Operator caused by the staff changes taking place in its regard and little interest in cooperation of the potential Norwegian partners. Whereas, such issues as acquiring highly qualified lecturer staff or adapting training dates to the needs of the participants and lecturers constituted not as much problems as challenges. Whereas, among the factors fostering project implementation, the beneficiaries mentioned: professional cooperation with COPE, including costs of personnel management in the direct costs and flexibility of the procedures.

As those effects, which will last for a longer time – and at the same time constituting added value to the projects – the beneficiaries mentioned the established contacts and the developed training materials, publications, and films. Those projects, in regards to which it seems that their effects will be long lasting are both projects connected with creating a

network – on the one hand the project of La Strada, and on the other creating of the provincial teams.

The goals of all projects coincided with the goals of the Programme's areas, within the framework of which they were being implemented and the type of the conducted actions and the choice and degree of achievement of complex indicators prove that the outcomes of the Programme were achieved.

3. CASE STUDIES

3.1 The project *Training the judicial authority and public prosecutor's offices personnel in combating and preventing cross-border and organised crime*

Beneficiary: National School of Judiciary and Public Prosecution ¹⁵
Project realisation period: 1 st April 2015 – 30 th April 2016
Project budget: PLN 2,730 000.00, including NMF funds: PLN 2,320,500.00
Area: Area I – Improved capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and migration of criminal groups

National School of Judiciary and Public Prosecution is a central institution responsible for initial and continuous training of judiciary and public prosecution staff in Poland. Its principal tasks include:

- running of legal apprenticeship and prosecutor apprenticeship (including developing of apprenticeship programmes and organising judge's, prosecutor's, and referendary's examinations);
- training and continuous professional development of judges, court assessors, prosecutors, and prosecution assessors, court referendaries, judicial assistants, prosecutor's assistants, probation officers, and court and prosecutor's office clerks (including developing training programmes, training organisation, and coordination of training activity of courts and public prosecution);
- organising conferences, symposiums, and seminars;
- conducting analyses and research aiming at determining training needs of judges, court assessors, prosecutors, public prosecution assessors, court referendaries, judicial assistants, prosecutor's assistants, probation officers, and court and prosecutor's office clerks;

¹⁵ Source: case studies was elaborated on the information from:

- Project implementation report „Training the judicial authority and public prosecutor's offices personnel in combating and preventing cross-border and organised crime”; NSJPP, 23.06.2016,
- project agreement 1/NMF/2015 „Training the judicial authority and public prosecutor's offices personnel in combating and preventing cross-border and organised crime” 19.03.2015; project number 1/NMF PL 15/2014
- interim and final reports,
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- 2 individual in-depth interviews with representatives of the beneficiary.

- conducting international cooperation and interaction with the principal organisational units of higher education institutions, educating in the field of law, research and development units, and scientific institutions of the Polish Academy of Sciences;
- conducting publishing activity connected with the implementation of the above-mentioned tasks.

The main **goal of the project** was to increase the capability of public prosecution and judicial staff in preventing and combating cross-border and organised crime, including trafficking in human beings and itinerant criminal groups.

Course of project implementation:

One of the principal tasks of the National School of Judiciary and Public Prosecution – beside conducting legal and prosecutor apprenticeship – is organising training for common court and prosecutor's office staff. The school finances its implementation also through continuous acquisition and using aid funds, as a complement to the specified-user subsidies from the Ministry of Justice (for example at the moment of conducting this research the National School of Judiciary and Public Prosecution implemented four projects from the POWER Fund). The genesis of the project entitled "Training of the judiciary and public prosecution related to preventing and combating cross-border and organised crime" was constituted by the results of researching the training needs of the target groups, which pointed out to the existence of a need to complement the knowledge in this regard.

The project's implementation began with the organisation of **expert workshops**, in the period from the 27th to the 28th of June 2015 in Warsaw. They were addressed to experts selected in order to conduct training scheduled in the project and prepare knowledge compendiums. In the course of the workshops their participants were familiarised with the project's assumptions, the details concerning organisation of a training cycle were determined (including training dates and programmes and detailed subject matter of each class) and cooperation rules. The expert workshops also contributed to the development of a concept of project opening conference.

Between the 17th and 18th of September 2015 in Warsaw the project's **opening conference** was held. During the conference sixteen lectures within the framework of four panels, referring to the subject matter of the planned training, were given. 119 people participated in the event, among whom there were representatives of, inter alia, the Ministry of Justice, the Ministry of the Interior, the Prosecutor General's Office, Court of Appeal, Appellate Public Prosecutor's Offices, and the Border Guard, and the National Police Headquarters.

The principal part of the project was **46 sixteen hour training sessions related to 5 subject areas:**

Module I – Drug-related cross-border crime - 10 editions

Module II – Combating and preventing illegal migration - 6 editions

Module III – Trafficking in human beings - 10 editions

Module IV – Organised cross-border crime - 10 editions

Module V – Cross-border crime connected with business trading - 10 editions

The training was conducted in the period from September 2015 to February 2016 in six cities: Warsaw, Lublin, Krakow, Wroclaw, Poznan, and Gdansk. Its participants were judges, public prosecutors, public prosecutor's office assessors, court referendaries, judge's assistants, and public prosecutor's assistants. The project assumed training 2,300 people, however this indicator was achieved at a level of 102.5%, which means that 2,357 people participated in the training.

Following the implementation of all training sessions, **workshops** were organised summarising the project, with the participation of experts who conducted them and elaborated the knowledge compendiums. They were conducted between the 18th and 19th of March 2016, and a report on the carried out actions, containing an analysis of each training with a breakdown by subject area, based on the results of evaluation questionnaires filled out by the training participants, was presented during the workshops. The expert workshops also contributed to developing the issues and a detailed subject matter of the project closing conference.

Between the 25th and 26th of April 2016 in Warsaw the project's **closing conference** was held, during which twelve lectures within the framework of four discussion panels, referring to the subject matter of the training implemented in the project, were given. 112 people participated in the event, among whom there were representatives of, inter alia, the Ministry of the Interior and Administration, the Ministry of Justice, courts of appeal, district and regional public prosecutor's offices, the Border Guard, the National Police Headquarters, Central Prison Service Management and academia.

Moreover, within the framework of the project **5 types of knowledge compendiums were developed and published** related to each training module (total edition – 3,000 pieces), which were given to the participants of the training sessions and closing conference.

Degree of indicator achievement:

Within the framework of the project the National School of Judiciary and Public Prosecution was obliged to achieve the following indicators:

- Organising two editions of expert workshops;
- Organising two conferences;
- Training 2,300 judges, court referendaries, judicial assistants, public prosecutors, assessors, and public prosecutor's assistants from the whole territory of Poland;
- Increasing awareness among the public prosecutors, judges, court referendaries, judicial assistants, and public prosecutors assistants related to combating organised cross-border crime, including trafficking in human beings and itinerant criminal groups at a level of 70% of the target group (i.e. related to 1,610 people);
- Developing and printing knowledge compendiums related to 5 training modules.

All of the indicators were achieved, whereby the indicator connected with the number of conducted training sessions was achieved at 102.5%, and the indicator connected with increasing the awareness of their participants connected with the problematic aspects of cross-border and organised crime – at 123.43% (i.e. 85.46% instead of the assumed 70.00%). The level of the participant awareness increase was measured using a tool in the form of an evaluation questionnaire.

Factors fostering and hindering project implementation:

The respondents mentioned a factor which facilitated the project's implementation, namely the big interest in the training, stemming from an attractive and up-to-date subject matter:

"Every year we examine the training needs of the judges and public prosecutors and it looked like that there was a large interest in such types of training, and later taking into account the events, those on a global scale and political ones, exactly migration, terrorism (...) everyone was telling us that this training is very much the in-thing. (...) in the last month of training we had over 200 people on a reserve list."

Asked about facilitation during the project's implementation, the respondents also indicated – contrary to the POWER programme rules – including the costs of staff management in direct costs. Such a solution constituted an important aid in light of the need to maximally intensify the project actions, which we mention below.

Whereas, the principal factor generating difficulties was the period of the project's implementation – originally planned for almost 2 years, and shortened to one year, the cause of which was the competence-related doubts connected with which of the two ministries – MOJ or MOI (MSW) – should secure the school, which is a unit of the public finances sector, own contribution amounting to 15% of the project's value. There was almost a year of delay in signing of the agreement with the MSW, which entailed a change of the PWD (Project Implementation Plan). There was no issue with obtaining the consent for changes in the schedule alone – on that occasion the respondents praised the cooperation with the Programme Operator – but the consequence was the need to carry out all of the planned actions in a time which was shorter by almost a half. And so, the period of the training implementation, originally planned for a year, was shortened to five months:

"It was very intensive because there were 46 training sessions for five months in the winter period, day by day someone would go somewhere to provide this training because our practice is such that someone always goes to this training."

It is precisely this intensity of actions, imposed by necessity, which the respondents recall as the greatest difficulty in the project's implementation. It entailed, inter alia, changing the training schedule – starting training as of September turned out to be misfortune since recruiting in the holiday period significantly limited the possibility to reach with the information its potential participants in appropriate time, which, especially in the case of the judges, is long:

"at least three months (...) If we don't give three months, then usually the judges have no chance to recall the agenda and go for training. (...) the public prosecutors are more flexible"

because he/she may have a case in court, but someone else can go instead of him/her, whereas the judge has his/her agenda fixed a lot in advance and if he/she is on the agenda, nobody will replace him/her, is not able to arrive.”

As a consequence during the training, in the first months it was not possible to achieve the assumed number of participants in the groups, which entailed the need to enlarge the groups – in order to fulfil the indicator of the number of trained persons – in the case of training sessions at later dates. The next difficulty in light of the shortened period of the project’s implementation was the very time-consuming selection of hotel and catering services’ suppliers.

Summary:

The project’s strong point was the attractive and up-to-date subject matter of the training. According to the respondents, the training participants also praised the selection of the lecturers who were practitioners: judges and public prosecutors who use the given regulations, police officers dealing with the subject matter of trafficking in human beings on a daily basis, representatives of the “La Strada” Foundation, employees of tax offices, etc. In this situation the established contacts were of special value:

“They have surely established new contacts (...) some of the lecturers were, for instance, representatives of the institute from Krakow, who had no problem with leaving their contact details, and what often happens is that later they act as experts or they can give their advice. I have personally seen many times how they exchanged their contact details, in case they would have a case related to a given subject matter. (...) and they would ask the lecturers if they could give them a call in case of a problematic issue. Or after classes they would come up and talk about a given case and ask what could be done.”

As the project’s added values – benefits for the institution which implements them, the respondents indicated dissemination of knowledge about the National School of Judiciary and Public Prosecution (*“there is some talk in Poland about us in connection with this project”*) and getting new experiences, useful in the implementation of the next projects, including a possibility to make use of the created training programs and knowledge compendiums – all the more that their subject matter is still valid and raises large interest. The training materials – beside the participants’ knowledge – were also indicated as examples of the sustainability of the project’s outcomes.

According to the information provided by the respondents, the project entitled “Training the judicial authority and public prosecutor’s offices personnel in combating and preventing cross-border and organised crime” is considered at the National School of Judiciary and Public Prosecution as a model project, which constitutes good practice and positive experience for the future.

3.2 Project entitled *Increasing the security and operational capacities of the Customs Service in fight against cross-border crime and organised criminal groups*

Beneficiary: Ministry of Finance – Customs Service

Project realisation period: 25 th June 2014 – 31 st March 2016
Project budget: PLN 2,451,000.00, including NMF funds: PLN 2,083,350.00
Area: Area I – Improved capacity to prevent and combat cross-border and organised crime, including trafficking in human beings and migration of criminal groups

Ministry of Finance

The goal of the project was to increase the services' capabilities in preventing and combating cross-border and organised crime, including trafficking in human beings and itinerant criminal groups through improving professional skills and raising the level of safety of the officers while carrying out their duties.

Implemented actions:

Training for customs officers related to:

- special technique driving,
- pre-medical first aid,
- increasing the ability to use a chosen foreign language, with special emphasis on specialist and environment vocabulary.

3.3 Project entitled Poland Network of Non-Governmental Organisations Against Trafficking in Human Beings

Beneficiary: La Strada Foundation against Trafficking in Individuals and Slavery
Project realisation period: 1 st July 2014 – 30 th April 2016
Project budget: PLN 1,179,750.00, including NMF funds: PLN 1,002,788.00
Area: Area III – Improved cooperation between authorities and relevant stakeholders, including non-governmental organisations in assisting victims of trafficking

"La Strada" - Foundation against Trafficking in Individuals and Slavery

The goal of the project was to create a specialist network of organisations counteracting against trafficking in human beings, in order to improve the quality and effectiveness of their work, professionalisation of actions and enhancing the potential in a way that would enable them partnership with public institutions and law enforcement agencies related to preventing and combating trafficking in human beings.

Implemented actions:

Within the project two conferences were organised "Non-governmental Organisation Networks Against Trafficking in Human Beings – German and Ukrainian practice and the current situation in Poland" and "Why does Poland need NGO Networks to combat trafficking in human beings? ".

7 congresses of the Network members were held, during which workshops were conducted: *Trafficking in human beings 2014/2015, Workshops on the identification of the victims of trafficking in human beings and workshops relate to, inter alia:*

- Working with a sexually abused child,
- Working with a child – witness to a crime,
- Cooperation of non-governmental organisations with public institutions.

The project also included elaborating 7 case studies, rules of safety in working with the client, legal opinions, standards of cooperation with law enforcement agencies, a report on trafficking in human beings in Poland, and a promotional and social spot.

A total of 462 people were trained within the framework of the project.

4. CONCLUSIONS AND RECOMMENDATIONS

No.	CONCLUSION	RECOMMENDATION
1.	Although the second perspective of the Norwegian Financial Mechanism covered the years 2009-2014, due to the prolonged period of negotiations with the donors on the final form of the Programme, the agreement between the Norwegian Ministry of Foreign Affairs and the National Contact Point and between the National Contact Point and the Programme Operator was only signed in 2013. This entailed a delay of all other actions. The negative consequences impacted both the Programme Operator and the Supporting Institution (tight action schedule –accumulation of work) and the beneficiaries (tight action schedule –accumulation of work; in the case of some beneficiaries inability to carry out additional actions using the savings worked out in the projects).	In the case of next perspectives care must be taken that program implementation could begin as early as possible.
2.	Proper knowledge management on the part of the entities managing the Programme and ongoing informing the beneficiaries are of key importance in the case of carrying out of organisational changes.	Accumulation of changes impacting work organisation on the part of the institution managing the Programme should be avoided, and in the case of changes an effective system of communication with the beneficiaries should be guaranteed.
3.	It appears from the interview with the beneficiaries that proper cooperation with the project coordinator has a great impact on a smooth course of their projects' implementation, which includes his/her availability. Frequent changes of the project coordinator are very detrimental.	Care must be taken concerning the project coordinator's availability, including, inter alia providing replies within the given deadline.
4.	In the initial stage of the implementation of the PL/15 Programme, in the internal documents connected with the work posts of the Programme Operator's employees there was a lack of precise provisions related to the responsibilities connected with servicing the Programme, which hindered introducing managerial tools, used for improving action implementation.	The descriptions of posts or ranges of activities of the employees of the entities managing the Programme should contain detailed references to the categories of tasks carried out at a given post. This solution will guarantee transparency as regards the entitlements and responsibilities attributed to each employee.
5.	The respondents expressed positive remarks on the flexibility of the Programme implementation system (a lack of excessive regulations, relatively few guidelines, compared to other European funds, greater freedom of action of the Programme Operator and the beneficiaries) , which improves	In the case of next perspectives the good practice of not burdening the PC and beneficiaries with excessive regulations should be continued.

	implementation of the Programme and projects.	
6.	Acquiring partners from the Donor States turned out to be difficult due to a lack of interested entities.	It is recommendable that the beneficiaries receive the support of the Donor States in acquiring partners from their countries.

Table 6. Table of conclusions and recommendations; source: own elaboration

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