



EVROPSKÁ UNIE  
Evropské strukturální a investiční fondy  
Operační program Praha – pól růstu ČR



# Summary of evaluation findings for Operational programme Prague – Growth Pole of the Czech Republic (OP PGP)

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## 1. Overview of the evaluation work

The evaluation unit (EvalU) at the level of managing authority (MA) of OP PGP is represented by 1 FTE, which operates separately and independently from the implementation structure. EvalU collects inputs for evaluation activities from the implementation structure and on the other way implementation structure uses the outputs of evaluation activity for effective management and implementation of OP PGP.

All evaluations were outsourced, so the main work of EvalU was the preparation of ToR for evaluations and organizational activities in all phases of evaluations. In addition EvalU ensured e.g. updates of evaluation plan, publication and dissemination of evaluation results, participated in working meetings at the national level and cooperated with other MA's EvalU.

The total evaluation budget set for the 2014-2020 programming period is 15.5 million CZK without VAT including also other activities like communication and evaluation trainings for EvalU. A total of 11 evaluations were carried out, 2 of them are not finished yet (see table 1). Realized evaluations were operative as well as summative, those carried out at the beginning of the programming period also had a significant formative character.

The majority of evaluations was based on a theory-based approach, the most frequently used methods of data collection were interviews, focus groups and surveys. The short time distance from the monitored interventions or the small sample were a biggest limitations for application of contrafactual approaches. The MA also faced the barrier of a lack of quality input data before the start of the intervention and lack of control groups, so it was generally not possible to counterfactually measure the interventions so far.

The results of the evaluations were disseminated on the website of the OP, in the NCA evaluation library and through other channels to relevant stakeholders (city management, MA, ministries, beneficiaries...).



Tab 1

<b>Id.</b>	<b>Brief description of measures / intervention subject of evaluation</b>	<b>Title</b>	<b>Fund(s) concerned by the eval.</b>	<b>TOs</b>	<b>Link to report</b>
1.	Final assessment of the results of the specific objectives of the OP PGP. Overall evaluation of the programme (indicators, outputs, results, effects, benefits). Verification of the theory of change. Case studies of selected key projects / phenomenon. Assessment of the programme's contribution to the Europe 2020 goals and to the other strategies.	Souhrnná závěrečná evaluace OP PPR	ERDF ESF	TO1 TO4 TO8 TO9 TO10	<a href="#">Interim Report</a> Final Report in progress
2.	Assessment of the effectiveness of information and promotion measures carried out within the communication strategy (2022 – 2023).	Komunikační kampaň OP PPR – část 12 Evaluace komunikačních aktivit	ESF	-	no Final Report, only progress reports after each data collection (still in progress)
3.	Evaluation of the benefits of inclusion projects in SO 4.2 on a selected sample of finalized projects from call no. 28 and on a selected sample of projects under implementation from call no. 54. Assessment of the effects on target groups of children and pupils with a different mother tongue and of teachers working with them.	Ad hoc evaluace – Evaluace aktivit se zaměřením na žáky s odlišným mateřským jazykem v rámci SC 4.2 OP PPR	ESF	TO10	<a href="#">Final Report (call no. 28)</a> <a href="#">Final Report (call no. 54)</a>
4.	Assessment of the effectiveness of information and promotion measures	Komunikační kampaň OP PPR – část 3 Evaluace	ESF	-	<a href="#">Final Report</a>



	carried out within the communication strategy (2019 – 2021).				
5.	Assessment of the results of PA3 projects for the target groups on a selected sample of projects (social housing, social entrepreneurship).	Ad hoc evaluace – Evaluace aktivit v rámci PO3	ERDF ESF	TO9	<a href="#">Final Report (social housing)</a> <a href="#">Final Report (social entrepreneurship)</a>
6.	Evaluation of the benefits of the projects of business incubators supported by OP PGP. Assessment of the effects on target group of SMEs.	Ad hoc evaluace – Evaluace aktivit v rámci SC 1.2 (inkubátory)	ERDF	TO1	<a href="#">Final Report</a>
7.	Assessment of the setting of the indicator system in PA2 and PA4 - evaluation of the effectiveness of the setting of the target values of the indicators.	Ad hoc evaluace – Nastavení cílových hodnot indikátorů v PO2 a PO4	ERDF ESF	TO4 TO8 TO10	<a href="#">Final Report (PA2)</a> <a href="#">Final Report (PA4)</a>
8.	Assessment of the setting of the indicator system in PA3 - evaluation of the effectiveness of the setting of the target values of the indicators. Assessment of the setting of the target value of the indicator 6 00 00 Total number of participants in PA5.	Ad hoc evaluace – Nastavení cílových hodnot indikátorů v PO3 a PO5	ERDF ESF	TO9	<a href="#">Final Report</a>
9.	Assessment of fulfilment of programme's specific objectives with respect to the anticipated results. Assessment of the programme results in terms of the objectives of the Europe 2020 strategy. Assessment of horizontal themes and	Druhá průběžná evaluace OP PPR	ERDF ESF	TO1 TO8 TO9 TO10	<a href="#">Final Report</a>



	of the contribution to climate change. Evaluation of process implementation.				
10.	Verification of the region's development needs and of the relevance of specific objectives. Analysis of calls in PA3. Assessment of the progress at the level of IP. Assessment of overall programme management. Analysis of process implementation.	První průběžná evaluace OP PPR	ERDF ESF	TO1 TO4 TO8 TO9 TO10	<a href="#">Final Report</a>
11.	Analysis of the absorption capacity of the OP PGP. Assessment of the effectiveness of the implementation system. Finding out the causes of the unspent allocation of announced calls in SO 3.2, 4.1, 4.3. Identification of project intentions (SO 4.1, 4.3).	Ad hoc evaluace – Analýza absorpční kapacity OP PPR	ERDF ESF	TO1 TO4 TO8 TO9 TO10	<a href="#">Final Report</a>



## 2. Findings by priority axis in relation to result & output indicators

The results of evaluations, which are already available, show, that the Operational Program Prague - Pole of Growth of the Czech Republic was well set up. Both ongoing evaluations confirmed the relevance of problems and needs, respectively that the problems and needs, to which the activities of the OP PGP respond, are still actual in all priority axis. Since the programme was set up, there have been no significant changes that would need to be responded to by changing the essential core of the programme. All changes made to the programme document (e.g. changes in target values of indicators, the addition of SO 2.3) were consistent with the original intention of the programme.

Due to the delayed start of the programme, a small number of completed projects and the extension of many large strategic projects, most evaluations concluded that the contribution of the programme to the elimination of identified problems and issues cannot yet be evaluated and it was recommended to carry out the impact evaluation only after the completion of all program activities, i.e. after 2023. However, the implemented projects have a high potential to contribute to the solution of identified problems and needs, but the key to the success of the programme is communication with potential applicants and beneficiaries.

With regard to the mentioned, several evaluations were carried out focusing on selected activities, where it was already possible to evaluate the initial impacts on small sample of projects (see findings from evaluations no. 3, 5 and 6 in table no. 2). The evaluation of impacts and effects in all other activities, including the evaluation of the whole PA and entire programme, will be the output of the summary final evaluation of OP PGP, which is being realized until 2024.

Tab 2

Priority axis	IP	Findings of evaluation and comments (if any)	Related output indicators (1)	Related result indicators (2)	Actions taken (3) (optional)	Identifier(s) of evaluation (4)
PA1	ERDF Art. 5 (1b)	In order to achieve milestones in 2018, the timely announcement of calls for innovative and specialized vouchers (9	CO01 CO026	n/a	Projects under calls no. 9 and 11 were approved by the Prague City Assembly on 14 September 2017,	10, 11



		and 11) is essential. The risk of administratively complex implementation can subsequently significantly reduce the motivation (interest) of business entities to use vouchers.			which made it possible to start preparations for the implementation of the voucher programmes. In the following years, intensive communication with the recipient and administrator of the voucher programmes, the project office of the Prague City Hall, took place.	
PA1	ERDF Art. 5 (1b)	In order to increase the absorption capacity in the activity "proof-of-concept", it is absolutely necessary to cancel the rule limiting applicants to submit only one application for support.	22201	21021 21022	The call no. 24 was opened in October 2016 without the rule limiting applicants to submit only one application for support.	11
PA1	ERDF Art. 5 (1b)	Public support should respond to the market where it fails - it should be provided in the pre-seed phase of business development. Thanks to incubation, the SMEs have clarified the competitiveness of their product, its scalability and application in global markets. There has been a technological shift only in a few cases. The main impact was in business solutions.	CO01 CO026 CO028 CO029 23000	21020	The results of the evaluation were shared with the political leadership of the city of Prague, as well as with the Prague Innovation Institute, which is responsible for facilitation of connections between education, public space, and entrepreneurs in Prague.	6
PA1	ERDF Art. 5 (1b)	Thanks to the support of incubators, their services could be used by SMEs that otherwise would not have the (financial) means to do so. Based on	CO01 CO026 CO028 CO029 23000	21020	The results of the evaluation were shared with the political leadership of the city of Prague, as well as with the Prague Innovation Institute, which is	6



		findings, the benefits of incubation for SMEs can be expressed as follows: <ul style="list-style-type: none"> <li>- Savings on office space costs</li> <li>- Improving business focus</li> <li>- Getting an investor</li> <li>- Contacts and partnerships</li> <li>- Learning and growing</li> </ul>			responsible for facilitation of connections between education, public space, and entrepreneurs in Prague.	
PA2	ERDF Art. 5 (4e)	The fulfillment of the 2018 milestone is problematic due to the postponement of the implementation of large P+R projects. The potential of fulfillment of the target value is still possible thanks to the P+R Černý most project. However, delays in this project can endanger the achievement of the goals in PA2.	74001	n/a	The low interest in the P+R activity was due to the political decision-making that could not be influenced or anticipated by the MA. The MA was addressing potential applicants and adjusted the target value (the programme revision no. 2) based on the development of the situation. Subsequently the P+R Černý most project was closely monitored in order to prevent problems and achieve the target value for 2023.	9,11
PA2	ERDF Art. 5 (4c)	The focus of support of intelligent buildings is not optimal from the point of view of potential applicants. Project preparation is difficult. The risk of project failure combined with the administrative burden weakens the motivation of applicants, who prefer to use other sources to finance their project plans.	CO034 32500 32700 34900 34901	n/a	The requirement for the presence of an innovative solution in projects was a condition of the EC and cannot be changed. As a part of the FINERPOL international project which concentrates on the issue of financial instruments in the field of energy efficient buildings, the	11



					Prague City Hall participated in the presentation of good practice, dissemination meeting and study visits to Spain, Great Britain and Italy. The outputs were shared with other relevant stakeholders.	
PA2	ERDF Art. 5 (4c)	There has been a significant increase in the length of the construction procedure and an increase in the prices of construction works/materials, which has a fundamental impact on the fulfillment of the indicator system. When preparing the programme in 2013, this exponential increase could not be estimates - prices had been stable since the 3rd quarter of 2008.	CO034 32500 32700 34901	n/a	Based on the development of the situation, the target values of indicators were adjusted in the programme revision no. 5.	7
PA2	ERDF Art. 5 (4c)	The indicator system in SO 2.1 does not fully correspond to the content of the programme. To evaluate the impacts and effects, it is necessary to add the indicator <i>Reduction of annual primary energy consumption in transport infrastructure facilities</i> .	32802	n/a	The output indicator was added to the indicator system as a main indicator and to the performance framework of PA2 in the programme revision no. 5.	7
PA3	ERDF Art. 5 (9a)	No project aimed at the creation of a new asylum house was submitted in call no. 17. The fulfillment of the target value of the indicator "Number of supported facilities for services and social work" is also endangered.	55405 55401	n/a	As part of call no. 35 announced in September 2019, the supported activities also included the restoration of existing asylum houses, i.e. increasing the capacity of existing asylum	10



					facilities, which was highly appreciated by potential applicants.	
PA3	ERDF Art. 5 (9a)	First supported projects were implemented mainly in localities where the density of social services is average to above average – i.e. with the least need for the implementation of community centers and social services projects focused on target groups.	all	all	Following calls were communicated towards potential applicants across the entire territory of the Prague, so that not only the indicators are fulfilled, but also to meaningfully respond to the needs of the target groups.	9
	ESF Art. 3 (1b iv)					
PA3	ERDF Art 5 (9c)	According to the potential applicants, the legislative environment and registration conditions are among the most significant barriers for social enterprises. The Social Enterprise Act has not yet been adopted and therefore the definition and criteria of social entrepreneurship are not legally anchored. There is a risk of inconsistent interpretation of what a social enterprise is.	10105 10400	n/a	-	11
PA3	ERDF Art 5 (9a)	Social work with households in social housing flats has a key positive impact on improving the lives of target groups. This is further multiplied if households cooperate with other non-profit organizations or foundations. This form of cooperation is particularly important in households with children. The	55301 55305	55320	The results of the evaluation were shared with the Ministry of Labour and Social Affairs, the political leadership of the city of Prague, as well as with the Unit of preparation and implementation of projects in the field of housing of the Prague City Hall.	5



		cooperation of different services strengthens the overall effect of the project.				
PA3	ERDF Art 5 (9a)	Without ESIF, it would not be possible to finance renovation of apartments and thus provide accommodation to target groups of social housing. Most often, accommodated households belonged to the group of families with children in an unfavorable social situation, including families with one single parent, followed by households of senior citizens. Half of them had (repeated) experience of staying in asylums.	55301 55305	55320	The results of the evaluation were shared with the Ministry of Labour and Social Affairs, the political leadership of the city of Prague, as well as with the Unit of preparation and implementation of projects in the field of housing of the Prague City Hall.	5
PA3	ESF Art. 3 (1b iv)	Thanks to the supported projects of social enterprises, new jobs were created with the character as close as possible to "classic jobs" - meaningful work, customers are really interested in the goods or services. Most clients believe that the very fact that they "go to work" is a positive element in the quality of their lives given by the project.	60000	CR06	The results of the evaluation were shared with the Ministry of Labour and Social Affairs, which is responsible for setting up support for social enterprises in the 2021-2027 programming period.	5
PA3	ERDF Art. 5 (9a)	For several indicators, the target value was set on the basis of incorrect assumptions, which often turned out to be incorrect only on the basis of	55401 55405 55301 55305	67510 55320	Based on the development of the situation, the target values were adjusted in the programme revision no. 5.	8



	ESF Art. 3 (1b iv)	information available after the target value was set. These findings have an impact on the realism and usefulness of achieving the target values.	60000	n/a		
PA4	ERDF Art. 5 (10)	The target values of some indicators within PA4 were fulfilled by more than 100 % after the first year of implementation (with committed financial resources at the level of one-tenth of the allocation).	50101 50110 50115	n/a	The MA checked the fulfillment of the values, whether there is an error in the setting of the target values or in the reporting/understanding on the side of the beneficiaries. The target values of these indicators were not adjusted in programme revision no. 2. However, based on the development, there was an increase in some target values in programme revision no. 5 (see the last finding).	10
	ESF Art. 3 (1c i)		52200 51614			
PA4	ERDF Art. 5 (10)	Based on a comparison of data from the 2015/2016 and 2017/2018 school years, it can be concluded that OP PGP contributed to an increase in the capacity of facilities for children under the age of 3 and the capacity of elementary schools by approximately 30 %. The demand for the placement of children and pupils is more satisfied and suitable conditions for the integration of pupils with SEN are ensured.	50101 50100 50301 C0035	n/a	-	9



PA4	ESF Art. 3 (1a iv)	As of 31 October 2018, there was 161 children's groups with a capacity of 2,259 places in the city of Prague. OP PPR supported 13.7 % of groups and a total of 16.5 % of the total capacity of places for children. Thanks to this, parents were able to return to the labor market, participate in retraining courses, maintain a job or find a job.	CO035 50100 50115	n/a	-	9
PA4	ESF Art. 3 (1c i)	From the point of view of increasing the absorption capacity and reducing the administrative burden, it would be appropriate to introduce simplified reporting of costs in the form of so-called unit costs for ESF calls.	51614 50501 60000 52100 52200	51015 52510	Cost reporting in the form of so-called unit costs was used in calls no. 28, 49 and 54.	11
PA4	ERDF Art. 5 (10)	The range of supported activities and potential applicants should be expanded to include special schools, schools for children with special educational needs and elementary art schools. The MA should discuss with the EC the possibility of supporting special schools in call no. 20 and list the elementary art schools as a potential beneficiary in the calls, where it is relevant.	CO035 50211 51615 50201	n/a	Special schools were included in call no. 20, the opinion of the EC was positive.	11
	ESF Art. 3 (1c i)		51614 52100 60000	51015 52510	Elementary art schools can submit projects in the area of strengthening inclusion in a multicultural society and implement, for example, cultural community programs. The elementary art school were firstly mentioned in the text of the call no. 21.	



PA4	ESF Art. 3 (1c i)	According to the findings, interventions aimed at children with different mother tongue appear to be most effective at the child's early age. There is a need to increase support for the teaching of Czech as a second language for preschoolers with DMT, so that they can better prepare and get to the 1st grade of elementary school.	all	all	The results of the evaluation were shared with the Ministry of Education, which is responsible for setting up support for children with DMT in the 2021-2027 programming period.	3
PA4	ESF Art. 3 (1c i)	Findings confirm that separating pupils with a different mother tongue is an inappropriate practice in the field of social relations, which can lead to the isolation of minorities. When a class has high diversity, it is easier for everyone to fit in and children may feel safer in the class.	60000 52100 52200 51614	52510 51015	The results of the evaluation were shared with the Ministry of Education, which is responsible for setting up support for children with DMT in the 2021-2027 programming period.	3
PA4	ESF Art. 3 (1c i)	Interventions helped to create a friendlier and safer environment in schools, which helped children better cope with the demands of schools and facilitated the inclusion. Interventions contributed to the "acceleration" and improvement of the learning process and significant progress of children with DMT. The positive influence was mainly attributed to the activities of bilingual assistants and to tutoring.	all	all	The results of the evaluation were shared with the Ministry of Education, which is responsible for setting up support for children with DMT in the 2021-2027 programming period.	3



PA4	ESF Art. 3 (1c i)	Internships were very inspiring and motivating for the teachers. Thanks to their internships abroad, they emphasized the elements of teaching that they found useful and effective for the inclusion of children with DMT: working with trust and a sense of safety, more sensitive work with a group, building a respectful class environment, individual approach and visualization in teaching.	n/a	52510	The results of the evaluation were shared with the Ministry of Education, which is responsible for setting up support for children with DMT in the 2021-2027 programming period.	3
PA4	all	The entire PA4 is characterized by projects that are on average smaller than the analysis of the absorption capacity indicated. This may be one of the reasons why many indicators were overfilled. However, this overfilling is purposeful - it leads to desirable PA goals. Increasing the target value of indicators is especially desirable for indicators 51015 and 50101.	all	all	The target values of indicators, where significant overfilling was identified, were adjusted in the programme revision no. 5.	7



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### 3. General conclusions

The outputs from the evaluations had a major impact on the implementation of the programme. Based on the findings from the evaluations, the calls were modified to ensure greater absorption capacity and better target challenges and issues of the capital city of Prague. The outputs from the evaluations were also taken into account in the process of revising the programme document, especially in the area of adjusting the target values of the indicators. This was most evident in revision no. 5 of programme document, where the impulses for revisions were precisely the evaluation findings. Partial changes following the evaluation findings were also made in the methodological documents of the programme, such as the handbook for applicants and internal procedures of the MA.

Due to the fact that the capital city of Prague will not have a follow-up programme in the 2021-2027 programming period, it is not possible to project lessons learned from the 2014-2020 programming period into it. However, in the view of this fact, the impact evaluations were planned and designed in close cooperation with the evaluation units of other managing authorities, so that the outputs are useful and applicable for them as well. Especially close cooperation was set up with the evaluation units at the Ministry of Education, where activities for children with DMT were taken over from OP PGP in the new OP JAK, and the Ministry of Social Affairs, where activities in social areas aimed at similar target groups as in OP PGP are implemented.

The extent of the programme's contribution to the fulfillment of the thematic goals and specific goals will only be relevantly evaluated when all activities have been completed. Based on the findings from the evaluations so far, it can nevertheless be summarized that the programme was set up well, the partial changes made improved the management of the programme, or adapted the programme to current developments in society (i.e. increase in the price of construction works, pandemic situation, etc.).