



MID-TERM EVALUATION OF THE JASPERS INITIATIVE IN 2014-2020

Appendix B: Portfolio Analysis

N° 2017.CE.16.BAT.094

COWI



Written by: Adriana Rodica Iliescu (COWI), Ramon Wessel (COWI), Amalie Kafling Nørrelund (COWI)
Quality assurance: Malene Sand Jespersen (COWI), Bettina Rafaelsen (COWI)

June 2020



Disclaimer:

The information and views set out in this evaluation are those of the authors and do not necessarily reflect the official opinion of the Commission. The Commission does not guarantee the accuracy of the data included in this study. Neither the Commission nor any person acting on the Commission's behalf may be held responsible for the use which may be made of the information contained therein.

EUROPEAN COMMISSION

Directorate-General for Regional and Urban Policy
Directorate B - Policy
Unit B2 - Evaluation and European Semester

Contact: Irina CIOCIRLAN

E-mail: REGIO-B2-HEAD-OF-UNIT@ec.europa.eu

European Commission
B-1049 Brussels

**MID-TERM EVALUATION OF THE
JASPERS INITIATIVE
IN 2014-2020**

Appendix B: Portfolio Analysis

***Europe Direct is a service to help you find answers
to your questions about the European Union.***

Freephone number (*):

00 800 6 7 8 9 10 11

(*)The information given is free, as are most calls (though some operators, phone boxes or hotels may charge you).

Manuscript completed in June 2020

1st edition

The European Commission is not liable for any consequence stemming from the reuse of this publication.

Luxembourg: Publications Office of the European Union, 2021

ISBN 978-92-76-40711-9

doi: 10.2776/128986

© European Union, 2021

Reuse is authorised provided the source is acknowledged.

The reuse policy of European Commission documents is regulated by Decision 2011/833/EU (OJ L 330, 14.12.2011, p. 39).

TABLE OF CONTENTS

B.1 Methodological considerations

B.1.1 Database compilation

B.1.2 Data and methodological limitations

B.2 Portfolio of JASPERS services from January 2014 to December 2018

B.2.1 Overview of JASPERS portfolio composition

B.2.2 Technical advisory services

B.2.3 Capacity building services

B.2.4 Horizontal and strategy support services

B.2.5 Review services

B.3 Duration of JASPERS services

B.2.2 Technical advisory services

B.2.3 Capacity building services

B.2.4 Horizontal and strategy support services

B.2.5 Review services

B.4 Timeline and quality of projects

B.4.1 Timeline of ESIF major projects

B.4.2 Timeline of ESIF non-major projects

B.4.3 Timeline of CEF major projects

B.4.4 Timeline of IPA major projects

ABBREVIATION LIST

CBA	Cost-Benefit Analysis
CEF	Connecting Europe Facility
CF	Cohesion Fund
DG MOVE	Directorate-General for Mobility and Transport
DG NEAR	Directorate-General for Neighbourhood and Enlargement Negotiations
DG REGIO	Directorate-General for Regional and Urban Policy
EIB	European Investment Bank
ERDF	European Regional Development Fund
ESIF	European Structural and Investment Funds
EU	European Union
IPA	Instrument for Pre-Accession Assistance
IQR	Independent Quality Review
JASPERS	Joint Assistance to Support Projects in European Regions
PSA	Post-Submission Appraisal
SFC2014	Shared Fund Management Common System 2014-2020

APPENDIX B JASPERS PORTFOLIO JANUARY 2014 – DECEMBER 2018

The present appendix outlines the performance of JASPERS services in the period January 2014 to December 2018 (covering the part of the 2014-2020 programming period) and is the result of Task 2 of the Mid-term evaluation of JASPERS. The appendix goes beyond the scope of Task 2 drawing on evidence coming from other tasks and stakeholder consultation in order to define and test hypotheses. The appendix includes the following sections:

- **B1: Methodological considerations** – outlining the key methodological considerations as well as the data and methodological limitations to the analysis.
- **B2: Projects submitted under ESIF, CEF and IPA mandates** – presenting the key findings concerning the number of projects that were submitted for approval to the European Commission under the three mandates of JASPERS, i.e. ESIF, CEF, IPA.
- **B3: Portfolio of JASPERS services** – presenting the findings concerning the JASPERS services including: an overview of all JASPERS assignments recorded in the period January 2014 – December 2018, an analysis of the advisory services, capacity building, horizontal and strategy support and review services provided by JASPERS.
- **B4: Duration of JASPERS services** – presenting key statistics and findings related to the duration of the JASPERS services.
- **B4: Effect of JASPERS on the timeline and quality of projects** – presenting key statistics concerning the timelines of approval of projects that were assisted and not assisted by JASPERS as well as statistics concerning the quality of projects (i.e. number of interruptions) for assisted and non-assisted projects.

B.1 Methodological considerations

B.1.1 Database compilation

The analysis presented in this appendix relies on the data compiled in a dataset from different data sources, more specifically: the JADE database, the SFC2014 database (extract from the European Commission and manually collected data), IPA data (received from DG NEAR), CEF data (received from DG MOVE). Given that the database was compiled based on various datasets which were extracted from internal databases at different points in time, the cut-off date for the different data streams varies:

- **Cut-off date for JADE:** The cut-off date for the JADE database containing information about the JADE assignments is January 2014 - December 2018.
- **Cut-off date for SFC2014:** The cut-off date for the SFC2014 database containing information on all the ESIF major projects submitted is January 2014 – July 2019. This means that all projects that were submitted by the Member States as of July 2019 were included in the analysis to increase the population analysed. Since the data on the timeline of projects in terms of submission and approval timeline was collected from SFC2014 manually by the evaluation team, the cut-off date for the timeline information is different. As such, when it comes to the data on the timeline, the cut-off date is: projects submitted as of January 2014 to July 2019 with their status on approval as of November 2019.
- **Cut-off for DG MOVE:** The cut-off date for the CEF projects in the DG MOVE data is July 2019.
- **Cut-off for DG NEAR:** The cut-off date for IPA projects in the DG NEAR database is October 2018.

Data on JASPERS assignments: JADE database

The JASPERS database (JADE) contained information concerning the assignments that were recorded by JASPERS in the period January 2014 up to December 2018 (thus, covering part of the 2014-2020 programming period). The dataset contained a total of 1,120¹ assignments. For the purpose of the analysis, the cut-off dates of January 2014 to December 2018 were applied. 28 assignments of the 1,120 assignments had a completion date that was before January 2014 (i.e. in 2012 or 2013). These 28 assignments were excluded from the analysis as they were outside the cut-off date applied for the analysis.

Variables contained in the JADE database:

- Service type
- Assignment type
- Country
- Sector
- Lead division
- Status
- Coordinating body
- Project promoter
- JASPERS involvement start
- Completion date
- Assignment mandate
- Programming period
- PSA Report 1 request date
- PSA Report 1 report issue date
- PSA Report 2 report date
- PSA Report 2 issue date
- IQR Report 1 request date
- IQR Report 1 report issue date
- IQR Report 2 report date
- IQR Report 2 issue date
- CCI reference
- System creation date

Source: SFC2014

The JADE database also contains a *CCI reference* for assignments related to major projects (both advisory assignments and review assignments), which was used to link the JADE and the SFC2014 databases (see further below). However, the CCI reference was not systematically available for all assignments in the database where such a reference should have existed. As presented in Table B-1, in the JADE extract received from JASPERS, the CCI reference was not available for 316 assignments. The evaluation team manually matched 57 JADE references to a CCI reference by comparing systematically identifiers such as name, project promoter, coordinating body, dates in the JADE database and the SFC2014 database. For the remaining assignments (259), a CCI match was not identified. This can be explained by the fact that these assignments are ongoing, and projects were not submitted. Thus, the projects do not have a CCI.

Table B-1 Number of major projects with JADE references submitted to the evaluation team (January 2014 – December 2018 for JADE, January 2014 – July 2019 for SFC2014)

JADE references where CCI was available in JADE database	JADE references where CCI was missing in JADE database	JADE references where a CCI was identified manually	JADE references where CCI was not identified	CCI references where a JADE reference was not available
288	316	57	259	69

Source: JADE and SFC 2014 extracted 2019

Data on ESIF major projects: SFC2014 database

DG REGIO provided the evaluation team with an extract of all major projects submitted to the European Commission up to July 2019 from SFC2014². The dataset contained 288 ESIF major projects. This extract contained information concerning major projects on several variables.

¹ Further to the JADE dataset, JASPERS provided 2 CEF reports containing information on CEF assignments, these reports contained 1 additional assignment as compared to the JADE dataset.

² Data was provided in an Excel containing SFC data on major projects downloaded on 12-07-2019.

Variables contained in the SFC2014 extract:

- CCI
- Name of the project
- Article under which it was submitted (Article 102.1, 102.2, 103)
- Decision status
- Days elapsed from submission to adoption
- Days elapsed with interruption
- Days elapsed without interruptions
- Costs of the project (including commitment from ERDF, CF, EIB, national public funding, national private funding, other sources of funding)
- whether the project was assisted by JASPERS or not
- Whether the project was phased or not

Source: SFC2014

As elaborated above, the data contained in the SFC2014 extract was matched to the JADE references (as relevant). Given the fact that major projects can be subject both to advisory support and then review (thus, having 2 JASPERS assignments linked to one project), some of the major projects (CCI references) are linked to multiple JADE references.

When comparing the dataset from SFC2014 with the JADE dataset, 69 CCI references no JADE reference was identified (see Table B-1 above).³ This is explained by the fact that the projects were phased into the current programming period, and they might have received support from JASPERS in the previous programming period (2007-2013). Thus, a CCI reference, if support was provided, was recorded in the previous programming period. Neither the JADE database nor the SFC2014 database collect information on projects that were assisted in the previous programming period and which are only submitted to the European Commission in the current programming period. Thus, data is not available on how many of these projects were assisted by JASPERS in the previous programming period.

Further to the DG REGIO extract, containing all major projects submitted to the European Commission up to July 2019, the evaluation team also collected information manually from SFC2014 concerning the timelines of approval of the projects. This was done to get a more precise and comprehensive estimate of the time elapsed from the first submission to the approval of projects. The extract of the data from SFC2014 provided information on the number of elapsed days from submission to approval but this data does not account for cases where projects had multiple interruptions, cases where the submission was incomplete etc. Thus, the evaluation team collected the precise dates manually from SFC2014 for all 302 major projects. Depending on how the projects had been submitted different dates were collected as follows:

- Article 102.1: date of submission to the European Commission, date the project was marked as incomplete (if applicable), date of withdrawal (if applicable), date of re-submission after being marked as incomplete or withdrawn (if applicable), and date of tacit approval
- Article 102.2: date of submission to the European Commission, date when project was marked as incomplete (if applicable), date when project was withdrawn (if applicable), date when project was interrupted (if applicable) date when project was re-submitted after being marked as incomplete, withdrawn or interrupted (if applicable), date of adoption, date of decision.
- Article 103: date of submission to the European Commission, date when project was marked as incomplete (if applicable), date when project was withdrawn (if applicable), date

³ Note that after the analysis was drafted, JASPERS identified three more CCIs that could be matched to a JADE reference in the current programming period, i.e. 2016PL16RFMP002, 2017PL16RFMP011, 2017RO16CFMP012. Since these were identified only after the analysis was performed, they are not included in the analysis.

when project was re-submitted after being marked as incomplete or withdrawn (if applicable), date of tacit approval.

Based on the dates collected, calculations on the elapsed days were made as outlined below.

Method applied for calculations of elapsed days:

Article 102.1 major projects

- **Elapsed days from first notification to tacit approval** = [Date of tacit approval] – [Date of first notification of the project to the EC] (includes time elapsed if the project was marked as incomplete or withdrawn)
- **Elapsed days incomplete submission** = [Date of re-submission of the project after being marked as incomplete] – [Date when project was marked as incomplete by the EC]
- **Elapsed days total approval timeline (also called decision timeline)** = [Elapsed days from first notification to tacit approval] – [Elapsed days for incomplete submission] (NB: This is not the regulatory time because it accounts for the time elapsed for the European Commission to take a decision if a project was incomplete)
- **Elapsed days EC tacit approval** = [Date of last notification] – [Date of tacit approval] (NB: This is the regulatory time as calculated by the European Commission, i.e. variable "days without interruption" in the SFC2014 extract)
- **Elapsed days approval and IQR** = [Elapsed days total tacit approval] + [Elapsed days from IQR request to IQR report] (NB: This includes the total time from first submission to IQR up to tacit approval including the IQR process)

Article 102.2 major projects

- **Elapsed days from first submission to adoption** = [Date of approval decision] – [Date of first submission of the project to the EC] (includes time elapsed if the project was marked as incomplete, withdrawn or interrupted).
- **Elapsed days interruption** = [Date of re-submission of the project after interruption by the EC] – [Date of interruption by the EC] (if project was interrupted multiple time, then the Elapsed days interruption 1, Elapsed days interruption 2, Elapsed days interruption 3 etc. were calculated).
- **Elapsed days incomplete submission** = [Date of re-submission of the project after being marked as incomplete by the EC] – [Date when project was marked as incomplete by the EC] (if project was marked as incomplete multiple time, then the Elapsed days incomplete 1, Elapsed days incomplete 2, etc. were calculated).
- **Elapsed days withdrawal** = [Date of re-submission of the project after being withdrawn] – [Date when project was withdrawn] (if project was withdrawn multiple time, then the Elapsed days withdrawn 1, Elapsed days withdrawn 2, etc. were calculated).
- **Elapsed days total approval timeline (also called decision timeline)** = [Elapsed days from submission to adoption] – [Elapsed days interruptions] – [Elapsed days incomplete submissions] – [Elapsed days withdrawals] (NB: this is not the regulatory time because it considers for the time elapsed for the European Commission to take a decision if a project was incomplete, withdrawn, interrupted).

Article 103 major projects

- **Elapsed days from first notification to tacit approval** = [Date of tacit approval] – [Date of first notification of the project to the EC] (includes time elapsed if the project was marked as incomplete or withdrawn)
- **Elapsed days incomplete submission** = [Date of re-submission of the project after being marked as incomplete] – [Date when project was marked as incomplete by the EC]
- **Elapsed days total approval** = [Elapsed days from first notification to tacit approval] – [Elapsed days for incomplete submission] (NB: This is not the regulatory time because it accounts for the time elapsed for the European Commission to take a decision if a project was incomplete)
- **Elapsed days EC tacit approval** = [Date of last notification] – [Date of tacit approval] (NB: This is the regulatory time as calculated by the European Commission, i.e. variable "days without interruption" in

the SFC2014 extract)

Data on ESIF non-major projects

ESIF non-major projects are infrastructure projects financed from the cohesion funds with a total cost below EUR 50 million. Such projects are managed and approved at national level by the managing authorities in charge of the EU funds. For such projects, there is no centrally compiled dataset containing all ESIF non-major projects. Details concerning these projects are collected at national level in databases of the national managing authorities. The JADE database does not support detailed information concerning non-major projects such as: the status of the project, date of submission and approval, investment costs, eligible amounts, etc. Data was requested on the timeline of preparation, submission, approval and implementation and budgets of ESIF non-major projects for the countries selected for the country fiches that also had ESIF non-major projects (i.e. Croatia, Romania, Slovakia, Poland). Data was received from the national authorities in Croatia and Slovakia. This covered 26 non-major projects in Croatia and 3 non-major projects in Slovakia. For the remaining countries no data was received.

CEF database

The evaluation team received two CEF reports covering J-CEF (CEF1) support for the period 1 July 2015 to 31 March 2019 and J-CEF2 (CEF2) support in 2018. The reports contain information concerning: *title of the project, country, sector, total cost and EU grant amount, and status of completion*. In total, information on 36 projects out of which 31 are CEF 1 and 5 are CEF2 were extracted from the reports.

As the reports did not contain information the duration of JASPERS assistance for the CEF assignments, JADE data covering 21 CEF assignments was used instead. This generates some discrepancies when it comes to the duration of JASPERS services for CEF assignments. The discrepancies are explained in footnotes.

IPA database

The evaluation team received an Excel extract of all IPA projects that were submitted under the IPA mandates up to October 2019⁴. This included a total of 40 IPA projects. This extract contained information concerning the: *title of the project, country, contractor, total amount, stage of implementation, status, start date, expected completion date*.

Given the fact that the database did not contain an indication of the projects that had been assisted by JASPERS and there was no corresponding identifier of the IPA project in the JADE database, JASPERS was asked for support in matching the JADE references to IPA references. 34 IPA projects were linked to 23 JASPERS assignments. Four IPA projects were linked to multiple JADE references.

B.1.2 Data and methodological limitations

Although the analysis presented in this appendix is comprehensive, there are some data and methodological limitations that need to be presented. In particular:

- **Data on JASPERS assignments:** the JADE database records all the assignments that JASPERS was involved in. However, the data checks performed on the JADE dataset highlighted some limitations in relation to the comprehensiveness of the dataset. For example, for PSA assignments, 2 assignments were identified as missing from the JADE dataset although being in within the cut-off date. This is due to the way in which the data was harvested which may have led to human error and the omission of some assignments from the

⁴ Provided in an Excel from DG NEAR on IPA data updated as of 03-10-2019.

dataset. However, the incidence of such cases is likely to be low as confirmed by JASPERS. Furthermore, some additional discrepancies can be noted. A project may be assisted by several times throughout its life-cycle (e.g. at prefeasibility and then at application). However, the JADE database only records the assignment once and does not record as a separate assignment assistance that was provided, for example, between interruptions. For CEF and IPA projects, in contrast, JASPERS appears to be recording multiple advisory assignments (JADE references) for one project.

- **Data on the stage of JASPERS involvement:** the data on the stage of involvement of JASPERS has some inherent limitations. Although the JADE database records at what stage JASPERS becomes involved, this is only recorded at a general level by indicating whether JASPERS was involved at 'Pre-feasibility', 'Feasibility' or 'Application' stage, this variable is not reflective of the actual stage of the JASPERS intervention. Thus, the evaluation does not make use of this variable.
- **Data on duration of PSA / IQR:** based on the analysis of the dataset, it is unclear how JASPERS records information regarding whether a major project underwent more than one IQR / PSA. The dataset appears to indicate that a second PSA/IQR is seldom recorded in the JADE database. In 37 instances, where a second PSA was conducted (i.e. the project was interrupted), the JADE data does not appear to have recorded this.
- **Data on CCIs for ESIF major projects:** the JADE dataset includes a variable concerning the CCIs that the assignments relate to. However, this variable was not always completed. The evaluation team manually matched JADE references to CCI references as explained in section B.1, Table B-1.
- **Data on timelines for ESIF major projects:** the data on timelines of submission and approval of major projects was manually collected from SFC2014. Due to that data was collected manually by the evaluation team from the databases, this process can be prone to human error. However, the data was checked, and quality assured by the evaluation team as well as DG REGIO to ensure that the dates and the calculations are done correctly.
- **Data on sectors:** The JADE database supported the categorisation of assignment by sector. In order to ensure consistency between the JADE database and the other datasets (SFC2014, DG MOVE, DG NEAR). The sector denominations used, was the one coming from the JADE database. This was done manually for all observations, matching the topic of the project and sector in SFC2014, DG MOVE and DG NEAR with the sectors in JADE.
- **Data on status of ESIF major projects:** The SFC2014 extract was done in July 2019 and the data on the timelines of project was collected in November 2019 manually from SFC2014. This created discrepancies in the status of the projects as some projects were adopted in the meantime (from July 2019 to November 2019). As such, in order to ensure consistency in the dataset between the status variable and the actual timeline information, the data from SFC 2014 extracted manually was used to verify the status of ESIF major projects. The data on the status as of November 2019 was extracted.
- **Data on whether the project was assisted or not assisted:** Manual corrections had to be undertaken to the variable regarding whether the project was assisted or not assisted. The SFC2014 extract did not contain the correct data on this for 652 projects. This was done by matching the CCIs to JADE references and, based on that, indicating whether the project was assisted or not. This supplementary check and data cleaning was conducted systematically across the dataset.

- **Data on non-major projects:** Beyond the data that was contained in JADE, no central database exists that compiles all information on non-major projects. Since the projects can relate to various operational programmes, they are normally recorded in different databases. At national level, it is understood based on discussions with managing authorities that different authorities have different approaching to managing information concerning the projects. This imposed difficulties in collecting the data on the projects that were assisted by JASPERS. The evaluation team made a request for data on ESIF non-major projects assisted by JASPERS to several managing authorities (Romania, Croatia, Poland, Slovakia) to help in the identification of the projects that were assisted by JASPERS and in the compilation of data on timelines (submission, approval, status), budget and other relevant variables. Amongst the Member States contacted a response was received only from Croatia and Slovakia. This provided limited detailed data on non-major projects (i.e. for 26 projects in Croatia and 3 projects in Slovakia).

B.2 Projects submitted under the ESIF, CEF and IPA mandates

To contextualise the JASPERS advisory services provided by JASPERS in the period January 2014 to December 2018, this chapter provides an overview of the amount and type of projects submitted by Member States and other beneficiary countries to the European Commission under the ESIF, CEF and IPA mandates in the programming period 2014-2020. The following section includes details on:

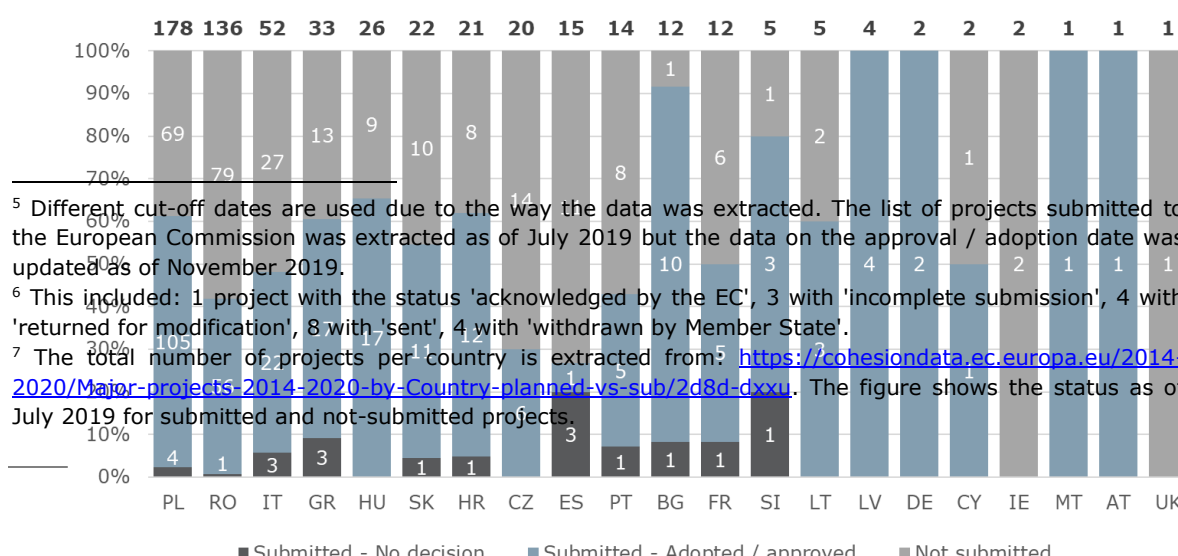
- I. ESIF mandate major projects – including an analysis of the status of planned, submitted, adopted / tacitly approved ESIF major projects, submission modalities, number and volume of financing of JASPERS assisted and non-assisted projects.
- II. CEF mandate projects – including an analysis of number and volume of financing of JASPERS assisted and non-assisted projects.
- III. IPA mandate projects – including an analysis of number and volume of financing of JASPERS assisted and non-assisted projects.

I. ESIF mandate major projects

Planned, submitted and adopted / tacitly approved major projects

In the current programming period, Member States planned to submit to the European Commission a total of 564 major projects. Up to July 2019, a total of 302 major projects were submitted across all Member States. Amongst projects submitted, 282 were tacitly approved or adopted by the European Commission as of November 2019⁵. The remaining 20 major projects that were submitted but had not been approved as of November 2019.⁶ The distribution of the status of major projects that per country is presented below.

Figure B-1 Planned and submitted major projects in the programming period 2014-2020 (planned=564, submitted = 302, as of July 2019)⁷



⁵ Different cut-off dates are used due to the way the data was extracted. The list of projects submitted to the European Commission was extracted as of July 2019 but the data on the approval / adoption date was updated as of November 2019.

⁶ This included: 1 project with the status 'acknowledged by the EC', 3 with 'incomplete submission', 4 with 'returned for modification', 8 with 'sent', 4 with 'withdrawn by Member State'.

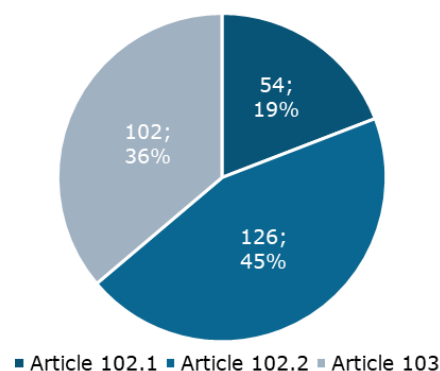
⁷ The total number of projects per country is extracted from: <https://cohesiondata.ec.europa.eu/2014-2020/Major-projects-2014-2020-by-Country-planned-vs-sub-2d8d-dxxu>. The figure shows the status as of July 2019 for submitted and not-submitted projects.

Source: DG REGIO, Major Projects cohesion data (submitted as of July 2019) and SFC2014 extracted 2019

Submission and adoption / tacit approval modalities of ESIF major projects

In the analysed period, almost half of the ESIF major projects were submitted and adopted under Article 102.2 undergoing PSA (45%, 126 major projects), whereas only 19% of projects were submitted and approved under Article 102.1 undergoing IQR. A significant proportion of projects were phased projects submitted under Article 103, i.e. 36%.

Figure B-2 Number of major projects adopted / approved under Art. 102.1, 102.2 and 103 (N=282⁸)



The trend at overall level in terms of submission modalities is also reflected in the distribution of approved ESIF major projects by sector. As shown in the table below, (if Article 103 projects are excluded), the proportion of major projects submitted and approved under Article 102.1 versus 102.2 per sectors broadly follows the overall trend – i.e. most major projects submitted and approved under Article 102.2. Notably, (if Article 103 projects are excluded) almost equal proportions of major projects in the roads sector (43%, Article 102.1 and 58%, Article 102.2) and water and waste water sector (48%, Article 102.1 and 52%, Article 102.2) were submitted under the different articles.

⁸ As compared to the total of 302 that were submitted, as of November 2019, 282 had been decided upon and were either adopted or approved by the European Commission.

Table B-1 *Distribution of approved ESIF major projects by submission mode by sector (N=282) (January 2014 – December 2018)*

Article Sector	Article 102.1		Article 102.2		Article 103		Total
	#	% ¹	#	% ¹	#	% ¹	#
Energy and solid waste	3	15%	10	50%	7	35%	20
Multi-sector	-	-	-	-	1	100%	1
Public transport	3	16%	7	37%	9	47%	19
Rail, air and maritime	22	27%	30	37%	30	37%	82
Roads	10	13%	55	71%	12	16%	77
Smart development	6	23%	13	50%	7	27%	26
Water and wastewater	10	18%	11	19%	36	63%	57
Total²	54	19%	126	45%	102	36%	282

Source: based on SFC2014 extracted 2019; (¹) % is calculated based on the total number of projects per sector, (²) % is calculated based on the total number of projects (282)

The table below shows the distribution of approved ESIF major projects by submission mode by sector for assisted and not assisted projects.

Table B-2 *Distribution of approved ESIF major projects by submission mode by sector (N=282) (January 2014 – July 2019)*

Sector	Assisted							Not assisted						
	Article 102.1		Article 102.2		Article 103		Total	Article 102.1		Article 102.2		Article 103		Total
	#	% ¹	#	% ¹	#	% ¹	#	#	% ¹	#	% ¹	#	% ¹	#
Energy and solid waste	2	15%	9	69%	2	15%	13	1	14%	1	14%	5	71%	7
Multi sector	-	-	-	-	-	-	-	-	-	-	-	1	100%	1
Public transport	3	33%	6	67%	-	-	9	-	-	1	10%	9	90%	10
Rail, air and maritime	13	28%	25	54%	8	17%	46	9	25%	5	14%	22	61%	36
Roads	9	36%	16	64%	-	-	25	1	2%	39	75%	12	23%	52
Smart development	5	25%	10	50%	5	25%	20	1	17%	3	50%	2	33%	6
Water and wastewater	10	20%	11	22%	28	57%	49	-	-	-	-	8	100%	8
Total²	42	26%	77	48%	43	27%	162	12	10%	49	41%	59	49%	120

Source: based on SFC2014 extracted 2019; ⁽¹⁾ % is calculated based on the total number of projects per sector, ⁽²⁾ % is calculated based on the total number of respectively assisted (162) and not assisted (120) projects

The geographical distribution of major projects by submission modalities shows that the single largest Member State in terms of total number of ESIF major projects submitted and approved by the European Commission is Poland (105 projects) followed by Romania (56 projects). In terms of submission modalities, it is notable that certain Member States have an overall preference for submission of major projects either under one procedure or another. As shown in the table below, (if excluding projects submitted under Article 103) 6 Member States have not made use of the Article 102.1 with IQR notification procedure so far (Greece, Hungary, Italy, Portugal, Slovenia and Spain), whereas another 6 Member States (Croatia, Czech Republic, Germany, Latvia, Lithuania, Malta) submitted major projects exclusively under Article 102.1 with IQR. In other countries (Romania, Poland), all procedures for submission or projects were used (Article 102.1, Article 102.2 and 103).

For major projects submitted under Article 102.2, the distribution of projects approved that were not interrupted and those that were approved and interrupted is presented in section B.4.3 of this appendix.

Table B-3 Distribution of approved ESIF major projects by country (N=282) (January 2014 – December 2018)

Country \ Article	Article 102.1		Article 102.2		Article 103		Total
	#	% ¹	#	% ¹	#	% ¹	#
Austria	-	-	1	100%	-	-	1
Bulgaria	1	10%	7	70%	2	20%	10
Croatia	8	67%	-	-	4	33%	12
Cyprus	-	-	-	-	1	100%	1
Czech Rep.	3	50%	-	-	3	50%	6
France	2	40%	2 ⁹	40%	1	20%	5
Germany	2	100%	-	-	-	-	2
Greece	-	-	4 ¹⁰	24%	13	76%	17
Hungary	-	-	10	59%	7	41%	17
Italy	2	9%	3 ¹¹	14%	17	77%	22
Latvia	3	75%	-	-	1	25%	4
Lithuania	3	100%	-	-	-	-	3
Malta	1	100%	-	-	-	-	1

⁹ Plus 1 major project in France that was marked as 'Withdrawn' as of November 2019 (date of extract).

¹⁰ Plus 1 major project in Greece that was marked as 'Incomplete' as of November 2019.

¹¹ Plus 1 major project in Italy that was marked as 'Sent' as of November 2019.

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Country \ Article	Article 102.1		Article 102.2		Article 103		Total
	#	% ¹	#	% ¹	#	% ¹	#
Poland	18	17%	77 ¹²	73%	10	10%	105
Portugal	-	-	5 ¹³	100%	-	-	5
Romania	5	9%	11 ¹⁴	20%	40	71%	56
Slovakia	6	55%	3	27%	2	18%	11
Slovenia	-	-	3 ¹⁵	100%	-	-	3
Spain	-	-	1 ¹⁶	-	1	100%	1
Total ²	54	19%	126	45%	102	36%	282

Source: authors based on SFC2014 extracted 2019; (¹) % is calculated based on the total number of projects per sector, (²) % is calculated based on the total number of projects (282).

The table below shows the distribution of approved ESIF major projects by submission mode by country for assisted and not assisted projects.

Table B-4 Distribution of approved ESIF major projects by submission mode by country, assisted and not assisted (N=282) (January 2014 – July 2019)

Country	Assisted							Not assisted						
	Article 102.1		Article 102.2		Article 103		Total	Article 102.1		Article 102.2		Article 103		Total
	#	% ¹	#	% ¹	#	% ¹	#	#	% ¹	#	% ¹	#	% ¹	#
Austria	-	-	1	100%	-	-	1	-	-	-	-	-	-	-
Bulgaria	1	13%	7	88%	-	-	8	-	-	-	-	2	100%	2
Croatia	8	89%	-	-	1	11%	9	-	-	-	-	3	100%	3
Cyprus	-	-	-	-	-	-	-	-	-	-	-	1	100%	1
Czech Rep.	2	50%	-	-	2	50%	4	1	50%	-	-	1	50%	2
France	2	50%	2	50%	-	-	4	-	-	-	-	1	100%	1
Germany	-	-	-	-	-	-	-	2	100%	-	-	-	-	2
Greece	-	-	4	100%	-	-	4	-	-	-	-	13	100%	13
Hungary	-	-	10	91%	1	9%	11	-	-	-	-	6	100%	6
Italy	1	10%	1	10%	8	80%	10	1	8%	2	17%	9	75%	12
Latvia	3	75%	-	-	1	25%	4	-	-	-	-	-	-	-

¹² Plus 1 major project in Poland that was marked as 'Returned for modifications' as of November 2019.

¹³ Plus 1 major project in Portugal that was marked as 'Withdrawn' as of November 2019.

¹⁴ Plus 1 major project in Romania that was marked as 'Returned for modifications' as of November 2019.

¹⁵ Plus 1 major project in Slovenia that was marked as 'Returned for modifications' as of November 2019.

¹⁶ Plus 3 major projects in Spain that was marked as 'Sent' and 'Withdrawn' as of November 2019.

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Country	Assisted							Not assisted						
	Article 102.1		Article 102.2		Article 103		Total	Article 102.1		Article 102.2		Article 103		Total
	#	% ¹	#	% ¹	#	% ¹	#	#	% ¹	#	% ¹	#	% ¹	#
Lithuania	3	100%	-	-	-	-	3	-	-	-	-	-	-	-
Malta	1	100%	-	-	-	-	1	-	-	-	-	-	-	-
Poland	12	26%	34	74%	-	-	46	6	10%	43	73%	10	17%	59
Portugal			2	100%	-	-	2	-	-	3	100%			3
Romania	5	11%	10	22%	30	67%	45	-	-	1	9%	10	91%	11
Slovakia	4	57%	3	43%	-	-	7	2	50%	-	-	2	50%	4
Slovenia	-	-	3	100%	-	-	3	-	-	-	-	-	-	-
Spain	-	-	-	-	-	-		-	-	-	-	1	100%	1
Grand Total	42	26%	77	48%	43	27%	162	12	10%	49	41%	59	49%	120

Source: based on SFC2014 extracted 2019; (1) % is calculated based on the total number of projects per sector, (2) % is calculated based on the total number of respectively assisted (162) and not assisted (120) projects

In order to explain the reasons for the prevalence of ESIF major projects submitted under Article 102.2 and the limited uptake of Article 102.1, several hypotheses were tested. These are further explained below.

Text box B-1 Explanation of the low uptake of Article 102.1 with IQR procedure as compared to the high uptake of Article 102.2 with PSA

Hypothesis 1: Limited awareness of the Member States to the new Article 102.1 with IQR procedure.

The possibility of notification of a major project under Article 102.1 with IQR did not exist under the previous programming period. One explanation for the lower uptake, comes from the stakeholder interviews and is related to a certain hesitance due to lack familiarity/experience of some Member States with the new procedure which was notable at the beginning of the programming period. This hypothesis was tested in countries where both procedures have been utilised and where a higher number of projects were approved – i.e. Romania and Poland. The analysis of trends on submission modalities in Poland over the years supports to a certain extent the hypothesis. As shown below, from 2016-2018, the proportion of major projects that were submitted by Poland and approved by the European Commission under Article 102.2 ranged between 100% to 60%. As of 2019, a lower level of submitted and approved projects is noted under Article 102.2 (36%) as compared to Article 102.1 (64%). Thus, in Poland, the assumption that an initially higher level of reluctance to the new procedure was followed by an increasing trend of utilisation of Article 102.1 procedure is supported by the data. This was also confirmed by Polish authorities during the stakeholder seminar. In contrast, in other Member States, such as Romania, no such trend can be noted as the preference for the Article 102.2 procedure with PSA was maintained up until 2019. As such the hypothesis of a more limited awareness to the Article 102.1 procedure which affected the uptake of the procedure is not supported by the data in this case. This is further substantiated in the table below.

Table B-5 Distribution of approved ESIF major projects by submission mode (Article 102.1, 102.2, 103) and submission year in Poland (N=105) and Romania (N=56) (January 2014 – July 2019)

Year	Poland	Romania
------	--------	---------

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

	Art. 102.1		Art. 102.2		Art. 103		Tot.	Art. 102.1		Art. 102.2		Art. 103		Tot.
	#	% ¹	#	% ¹	#	% ¹	#	#	% ¹	#	% ¹	#	% ¹	#
2015	-	-	12	100%	-	-	12	-	-	-	-	-	-	-
2016	1	3%	19	63%	10	33%	30	-	-	-	-	2	100%	2
2017	2	7%	27	93%	-	-	29	4	9%	4	9%	38	83%	46
2018	8	35%	15	65%	-	-	23	1	20%	4	80%	-	-	5
2019	7	64%	4	36%	-	-	11	-	-	3	100%	-	-	3
Total ²	18	17%	77	73%	10	10%	105	5	9%	11	20%	40	71%	56

Source: based on SFC2014 extracted 2019; (¹) % is calculated based on the total number of projects per year in the country, (²) % is calculated based on the total number of projects in the country

Text box A-2 Discussion of the low uptake of Article 102.1 with IQR procedure as compared to the high uptake of Article 102.2 with PSA

Hypothesis 2: Projects in sectors in which the Member States have a substantive level of capacity in project preparation are submitted under Article 102.2 with PSA whereas projects in sectors / countries where the level of capacity to prepare projects is more reduced prefer to submit the project under Article 102.1 with IQR to avoid interruptions.

It is assumed that projects in sectors or Member States in which a high level of capacity exists are submitted under Article 102.2 with PSA to speed up certification of expenditure (prior to Omnibus Regulation). The stakeholder interviews highlighted that, broadly speaking, Member States use the Article 102.1 with IQR procedure in cases where they are unsure about their capacity to deliver a project that would be approved by the European Commission without interruptions. This hypothesis was tested for the countries where projects were submitted both under Article 102.1 with IQR and under 102.2 with PSA – i.e. Romania and Poland.

As presented in the table below, in Poland almost all (94%) of the projects in the roads sector were submitted and approved by the European Commission under Article 102.2 with PSA. The administrative capacity of national authorities in Poland in the road sector is high (as compared to other sectors and countries) when it comes to the preparation of projects, and as such, managing authorities are more confident of their capacity to ensure the approval of projects (without interruptions) if submitted under Article 102.2 with PSA. This is further supported by the fact that a high percentage of major projects submitted by Poland and approved in the roads sector had not received any assistance from JASPERS (36 out of 44 roads projects in Poland) and by the fact that the majority of projects submitted under Article 102.2 with PSA in the roads sectors were not interrupted by the European Commission (37 out of 44 roads projects in Poland).

This finding is also supported by evidence from other countries which submitted projects exclusively under Article 102.1 with IQR (e.g. Croatia, Czech Republic, Germany, Latvia, Lithuania, Malta). According to authorities in Croatia and Lithuania which were consulted more in detail in the scope of the evaluation, the submission of projects under Article 102.1 with IQR was a deliberate strategy of the authorities to avoid interruptions and to ensure a level of quality before notification to the European Commission.

In Romania, the trends in the submission of most major projects under Article 102.2 (if excluding projects that were submitted under Article 103) is not explained by the sectors. However, notably, in the water and waste water sector, findings from the interviews with national authorities highlighted that the explanation for the fact that half of the projects were submitted under Article 102.1 and the other half were submitted under 102.2 (excluding Article 103) is related to the fact that the national authorities initially developed the projects with support from JASPERS advisory and submitted the projects to IQR before notification to the European Commission to secure the approvability of the projects. However, due to a perceived delay as a

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

result of the advisory and IQR process, as well as the fact that certification of expenditure under Article 102.1 was not allowed prior to the Omnibus Regulation, the national authorities then decided to submit the projects under Article 102.2 with PSA. This approach did not yield the envisaged results as the subsequent water and wastewater projects that were submitted to the European Commission were interrupted.

Table B-6 Distribution of approved ESIF major projects by submission mode (Article 102.1, 102.2, 103) and sector in Poland (N=105) and Romania (N=56) (January 2014 – July 2019)

Year	Poland							Romania						
	Art. 102.1		Art. 102.2		Art. 103		Tot.	Art. 102.1		Art. 102.2		Art. 103		Tot.
	#	% ¹	#	% ¹	#	% ¹	#	#	% ¹	#	% ¹	#	% ¹	#
Energy and solid waste	-	-	7	88%	1	13%	8	-	-	-	-	1	100%	1
Public transport	2	50%	2	50%	-	-	4	-	-	2	50%	2	50%	4
Rail, air and maritime	13	35%	15	41%	9	24%	37	-	-	2	40%	3	60%	5
Roads	3	6%	44	94%	-	-	47	-	-	3	43%	4	57%	7
Smart development	-	-	3	100%	-	-	3	1	33%	-	-	2	67%	3
Water and wastewater	-	-	6	100%	-	-	6	4	11%	4	11%	28	78%	36
Total ²	18	17%	77	73%	10	10%	105	5	9%	11	20%	40	71%	56

Source: based on SFC2014 extracted 2019; (¹) % is calculated based on the total number of projects per year in the country, (²) % is calculated based on the total number of projects in the country

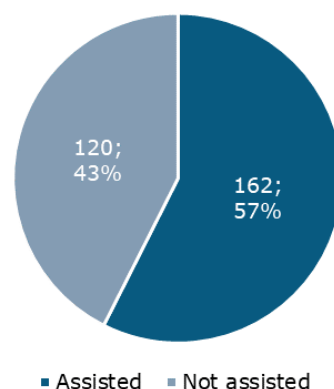
Assisted and non-assisted ESIF major projects

The analysis of the portfolio of projects indicates that more than half of the ESIF major projects that were adopted or approved by the European Commission in the analysed period had been assisted by JASPERS advisory (see adjoining figure).

Volume of financing for assisted and non-assisted major projects

Major projects assisted by JASPERS advisory covered all sectors, and the total investment costs for all 162 such approved / adopted projects amounted to 45.6 billion EUR. Across, the 120 non-assisted projects, the total investment cost amount to 30.5 billion EUR. On average, projects that were assisted had total

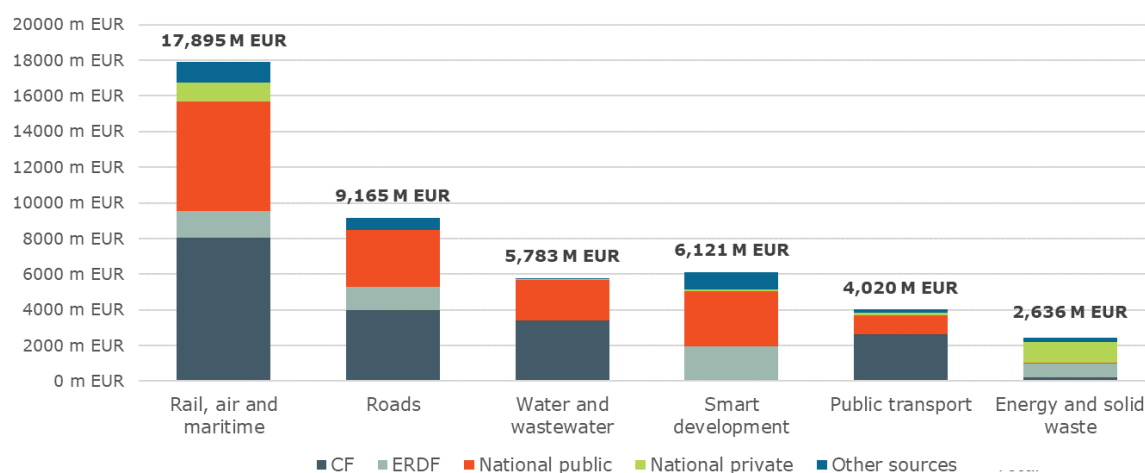
Figure B-3 Number of adopted / approved ESIF major projects assisted and not assisted by JASPERS advisory (N=282) (January 2014 – July 2019¹⁷)



Source: SFC2014 extracted 2019

investment costs of 282 million EUR whereas projects that were not assisted had projects investment costs of 255 million EUR. The volume of financing from EU fund (both CF and ERDF) was proportionally larger for projects that were assisted by JASPERS as compared to projects that were not assisted (23 billion EUR for assisted projects as compared to 13 billion EUR for non-assisted projects). As regards EIB financing, 69 ESIF major projects received 6.5 billion EUR (4.8 billion EUR for non-assisted and 1.7 billion EUR for assisted projects). The figures below show the distribution of financing volumes by sectors and financing sources for both assisted and non-assisted projects.

Figure B-4 Volume of financing for ESIF **major projects approved / adopted** by the European Commission and **assisted** by JASPERS (N=162) (January 2014 – July 2019)

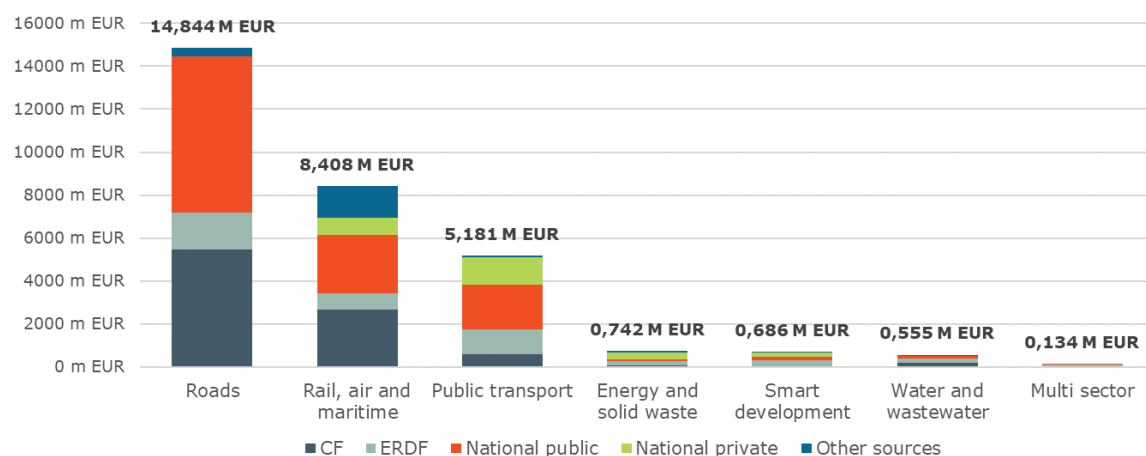


Source: based on SFC2014 extracted 2019

Note: For projects financed also by the EIB this is included under national public financing and other sources

¹⁷ As compared to the total of 302 that were submitted, as of November 2019, 282 had been decided upon and were either adopted or approved by the European Commission. The assignments that have not yet been approved have not been included in the analysis as per agreed methodology with the European Commission.

Figure B-5 Volume of financing for ESIF **major projects approved / adopted** by the European Commission and **not assisted** by JASPERS (N=120) (January 2014 – July 2019)



Source: based on SFC2014 extracted 2019

Note: For projects financed also by the EIB this is included under national public financing and other sources

Table B-7 Distribution of size of financing for ESIF **major projects approved / adopted** by the European Commission and **assisted** by JASPERS (N=162) (January 2014 – July 2019)

Assisted ESIF major projects	Energy and solid waste		Public transport		Rail, air and maritime		Roads		Smart development		Water and wastewater		Total
	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹	
Under 100 MEUR	1	8%	0	0%	5	11%	2	8%	7	35%	31	63%	46
Between 100MEUR and 200 MEUR	5	38%	4	44%	22	48%	5	20%	8	40%	9	18%	53
Between 200MEUR and 400 MEUR	6	46%	2	22%	3	7%	8	32%	3	15%	6	12%	28
Between 400 MEUR and 1000 MEUR	1	8%	2	22%	12	26%	9	36%	1	5%	3	6%	28
Above 1000 MEUR	0	0%	1	11%	4	9%	1	4%	1	5%	0	0%	7
Total	13	100 %	9	100 %	46	100 %	25	100 %	20	100 %	49	100 %	162

Source: based on SFC2014 extracted 2019; (¹) % is calculated based on the total number of projects per sector

Table B-8 *Distribution of size of financing for ESIF **major projects approved / adopted** by the European Commission and **not assisted** by JASPERS (N=162) (January 2014 – July 2019)*

	Energy and solid waste		Multi sector		Public transport		Rail, air and maritime		Roads		Smart development		Water and wastewater		Total
	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	#	% ¹
Under 100 MEUR	4	57 %	0	0%	1	10 %	17	47 %	9	17 %	2	33 %	7	88 %	40
Between 100 MEUR and 200 MEUR	2	29 %	1	100 %	4	40 %	7	19 %	14	27 %	4	67 %	1	13 %	33
Between 200 MEUR and 400 MEUR	1	14 %	0	0%	0	0%	6	17 %	17	33 %	0	0%	0	0%	24
Between 400 MEUR and 1000 MEUR	0	0%	0	0%	4	40 %	5	14 %	12	23 %	0	0%	0	0%	21
Above 1000 MEUR	0	0%	0	0%	1	10 %	1	3%	0	0%	0	0%	0	0%	2
Total	7	100 %	1	100 %	10	100 %	36	100 %	52	100 %	6	100 %	8	100 %	120

Source: based on SFC2014 extracted 2019; (¹) % is calculated based on the total number of projects per sector

Distribution of assisted and non-assisted ESIF major projects by sector

As presented below, the distribution of ESIF major projects by sector in terms of assisted and non-assisted projects suggests that most of the projects in certain sectors were assisted by JASPERS. This is the case for projects in water and wastewater (86%), smart development (77%) and energy and solid waste (65%) in which a high proportion of major projects were assisted by JASPERS. In contrast, only 32% of the projects in the roads sector in the analysed programming period were assisted by JASPERS. As mentioned before, many of the non-assisted projects in this sector were in Poland (36 projects) which is indicative of the fact that the sector is fairly developed in terms of capacity of national authorities. The distribution of assisted and non-assisted ESIF major projects by sectors is presented in the table below.

Table B-9 *Distribution of approved ESIF major projects assisted and not assisted by JASPERS by sector (N=282) (January 2014 – July 2019)*

Sector	Assisted		Not assisted		Total
	#	% ¹	#	% ¹	#
Energy and solid waste	13	65%	7	35%	20
Multi-sector	-	-	1	100%	1
Public transport	9	47%	10	53%	19
Rail, Air and Maritime	46	56%	36	44%	82
Roads	25	32%	52	68%	77
Smart development	20	77%	6	23%	26
Water and wastewater	49	86%	8	14%	57
Total ²	162	57%	120	43%	282

Source: based on SFC2014 extracted 2019; (¹) % is calculated based on the total number of projects in the sector, (²) % is calculated based on the total number of projects (282)

Distribution of assisted and non-assisted ESIF major projects by country and sector

Looking at the geographical distribution, it is notable that some Member States made use of advisory services from JASPERS in almost all the ESIF major projects that they submitted and for which approval was granted by the European Commission. This was the case for Austria, Lithuania, Latvia, Malta, Slovenia - where all projects submitted to the European Commission and approved were assisted by JASPERS -, Bulgaria, Croatia, France, Romania – where 75% to 80% of the projects were assisted by JASPERS. In contrast, other Member States, such as Cyprus, Germany, Spain did not make use of advisory services in any of the ESIF major projects that they submitted and got approved. A more detailed distribution of the assisted and non-assisted projects by country is presented below.

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Table B-10 Distribution of approved ESIF major projects assisted and not assisted by JASPERS by sector and by country (N=282) (January 2014 – July 2019)

	Assisted projects						Non-assisted projects							Total projects		
	Energy and solid waste	Public transport	Rail, air and maritime	Roads	Smart development	Water and wastewater	Energy and solid waste	Multi sector	Public transport	Rail, air and maritime	Roads	Smart development	Water and wastewater	Assisted	Non-assisted	Total
Austria	-	-	-	-	1 (100%)	-	-	-	-	-	-	-	-	1 (100%)	-	1
Bulgaria	1 (10%)	-	5 (50%)	1 (10%)	1 (10%)	-	-	-	-	-	1 (10%)	-	1 (10%)	8 (80%)	2 (20%)	10
Croatia	-	-	2 (17%)	1 (8%)	1 (8%)	5 (42%)	-	-	-	1 (8%)	-	-	2 (17%)	9 (75%)	3 (25%)	12
Cyprus	-	-	-	-	-	-	-	-	-	-	1 (100%)	-	-	-	1 (100%)	1
Czech Rep.	1 (17%)	-	1 (17%)	1 (17%)	1 (17%)	-	1 (17%)	-	-	1 (17%)	-	-	-	4 (67%)	2 (33%)	6
France	-	-	-	-	4 (80%)	-	-	-	1 (20%)	-	-	-	-	4 (80%)	1 (20%)	5
Germany	-	-	-	-	-	-	-	-	-	1 (50%)	-	1 (50%)	-	-	2 (100%)	2
Greece	1 (6%)	-	-	1 (6%)	2 (12%)	-	3 (18%)	-	4 (24%)	1 (6%)	3 (18%)	1 (6%)	1 (6%)	4 (24%)	13 (76%)	17
Hungary	-	1 (6%)	5 (29%)	4 (24%)	-	1 (6%)	-	1 (6%)	-	4 (24%)	1 (6%)	-	-	11 (65%)	6 (35%)	17
Italy	-	-	7 (32%)	-	3 (14%)	-	-	-	2 (9%)	5 (23%)	1 (5%)	2 (9%)	2 (9%)	10 (45%)	12 (55%)	22
Latvia	1 (25%)	-	2 (50%)	-	1 (25%)	-	-	-	-	-	-	-	-	4 (100%)	-	4
Lithuania	2 (67%)	-	-	1 (33%)	-	-	-	-	-	-	-	-	-	3 (100%)	-	3

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

	Assisted projects						Non-assisted projects							Total projects		
	Energy and solid waste	Public transport	Rail, air and maritime	Roads	Smart development	Water and wastewater	Energy and solid waste	Multi sector	Public transport	Rail, air and maritime	Roads	Smart development	Water and wastewater	Assisted	Non-assisted	Total
Malta	-	-	-	-	-	1 (100%)	-	-	-	-	-	-	-	1 (100%)	-	1
Poland	7 (7%)	3 (3%)	19 (18%)	8 (8%)	3 (3%)	6 (6%)	1 (1%)	-	1 (1%)	18 (17%)	39 (37%)	-	-	46 (44%)	59 (56%)	105
Portugal	-	1 (20%)	1 (20%)	-	-	-	1 (20%)	-	-	-	-	2 (40%)	-	2 (40%)	3 (60%)	5
Romania	-	2 (4%)	2 (4%)	3 (5%)	3 (5%)	35 (63%)	1 (2%)	-	2 (4%)	3 (5%)	4 (7%)	-	1 (2%)	45 (80%)	11 (20%)	56
Slovakia	-	1 (9%)	2 (18%)	4 (36%)	-	-	-	-	-	1 (9%)	2 (8%)	-	1 (9%)	7 (64%)	4 (36%)	11
Slovenia	-	1 (33%)	-	1 (33%)	-	1 (33%)	-	-	-	-	-	-	-	3 (100%)	-	3
Spain	-	-	-	-	-	-	-	-	-	1 (100%)	-	-	-	-	1 (100%)	1
Total	13 (5%)	9 (3%)	46 (16%)	25 (9%)	20 (7%)	49 (17%)	7 (2%)	1 (0.4%)	10 (4%)	36 (13%)	52 (18%)	6 (2%)	8 (3%)	162 (57%)	120 (43%)	282

Source: based on SFC2014 extracted 2019; % is calculated based on the total number of projects in the country

II. CEF projects

In the programming period January 2014 up to December 2018, a total of 36 assignments have been supported by JASPERS. 31 of the CEF assignments supported by CEF were under the J-CEF 1 mandate, whereas 5 were under the J-CEF2 mandate. The CEF projects covered rail and road sectors.

Under the J-CEF 1 mandate, a total of 31 projects have been supported in Bulgaria, Croatia, Hungary, Romania, Slovakia and Slovenia. The projects address the following transport subsectors: rail (24), rivers and ports (3), and roads (4). 5 projects are ongoing, out of which 4 were transferred and 1 potentially transferred to the mandate JCEF-2. Furthermore, 2 Slovakian assignments are administratively closed. The combined estimated costs of the global projects linked to the JASPERS assignments supported through this mandate amount to over EUR 8 billion. CEF approved 26 actions linked to JASPERS assignments. The combined estimated costs of the projects linked with these 26 actions amount to almost EUR 7 billion, while the grants approved by DG MOVE amount to almost EUR 3 billion.¹⁸

Under the J-CEF 2 mandate, a total of 5 assignments have been supported in Spain (4) and the Czech Republic (1) for 2018. The assignments are linked to projects with a total estimated investment amount above EUR 2.7 billion. Seven project proposals connected with these assignments were submitted to CEF in 2018, of which four were submitted to the 2017 CEF Transport Blending Call and three to the 2018 CEF Transport Call. The combined total estimated investment total costs of the project proposals linked to the assignments supported by JASPERS amounted to EUR 244.9 million.¹⁹

III. IPA projects

In the analysed period, January 2014 to December 2018, JASPERS assisted 76 IPA projects²⁰. Data on the financial value of these projects was available only for 13 projects which amounted to EUR 109 million²¹.

Table B-11 Volume and actual financing for IPA projects (January 2014-December 2018)

	Assisted	
	Actual funding	Number of projects
Greece	-	-
N. Macedonia	71,151,750	4
Serbia	38,220,540	8
Montenegro	200,000	1
Turkey	-	-
Total	109,572,290	13

Source: JADE extracted 2019

¹⁸ JASPERS (2019), J-CEF support, Final Report.

¹⁹ JASPERS (2018), J-CEF 2 support, Final Report.

²⁰ According to data received from DG NEAR in the period up to October 2018, 295 projects were recorded in the DG NEAR database. However, this dataset did not contain an indication of how many projects were assisted by JASPERS.

²¹ For 63 projects, data on the financial volume of the projects was not available.

B.3 Portfolio of JASPERS services from January 2014 - December 2018

This section presents the findings concerning the JASPERS portfolio composition, including:

- Overview of the portfolio composition (see section B.3.1)
- Advisory services provided by JASPERS (see section B.3.2)
- Capacity building provided by JASPERS (see section B.3.3)
- Horizontal and strategy support services provided by JASPERS (see section B.3.4)
- Review services provided by JASPERS (see section B.3.5)

B.3.1 Overview of JASPERS portfolio composition

Distribution of portfolio by mandate and status of assignments

In the analysed period January 2014 to December 2018, JASPERS was involved in 1,093²² assignments covering all three mandates (ESIF, CEF, IPA) and all types of services (technical advisory services, capacity building, horizontal / strategy support and review services). Some assignments (28) relevant for the period 2014-2020 were completed before January 2014 and are not part of the portfolio. Most of the assignments recorded by JASPERS in the period January 2014 to December 2018 concerned the ESIF mandate (88%), in particular concerning assignments on technical advisory support to major and non-major projects. In contrast, only a limited amount of assignments covering the CEF (3%) and IPA (9%) mandates were done in the period analysed. S

As presented in the Table B-12, a significant proportion of assignments in the portfolio were completed (50%) or ongoing (42%) at the stage of the drafting of this report. A large proportion of assignments was also administratively closed, i.e. 9%. As presented in the table below, 13% of IPA assignments were administratively closed.

Table B-12 *Distribution of JASPERS assignments by mandate and status (N=1,093, completed, administratively closed, and ongoing) (January 2014 – December 2018)*

	Completed		Ongoing		Admin. closed		Total	
	#	% ¹	#	% ¹	#	% ¹	#	%
ESIF	479	50%	402	42%	79	8%	960	88%
IPA	33	34%	51	53%	13	13%	97	9%
CEF ²³	32	88%	2	6%	2	6%	36	3%
Total ²	544	50%	455	42%	94	9%	1,093	100%

Source: author based on JADE extracted 2019; (¹) % is calculated based on the total number of assignments for each specific type of mandate, (²) is calculated based on the total number of assignments

NB: The dataset received from JADE and the CEF 1 and 2 Reports covered cumulatively 1,121 assignments. However, 28 assignments were outside the cut-off date having been recorded with a date of completion prior to January 2014.

Distribution of portfolio by type of service and status of assignments

The largest volume of assignments in which JASPERS was involved in the period January 2014 – December 2018 concerned technical advisory services for ESIF major, ESIF non-major, CEF and IPA projects (i.e. 678, 62% of all assignments). In comparison, JASPERS was involved in pro-

²² As mentioned in the methodological chapter (B.1), the dataset received contained 1,120 assignments. However, 28 were outside the scope of the cut-off date January 2014 - December 2018. Further to the JADE dataset, two CEF mandate reports were received. The two reports contained the same number of assignments as in the JADE dataset plus 1 additional CEF assignments (thus, 1,120 initial assignments + 1 additional CEF assignment, minus 28 outside the cut-off date).

²³ Assignments for CEF projects includes both mandate 1 (31 TA assignments) and mandate 2 (3 TA and 2 HS assignment)

portionally fewer horizontal / strategy support (188, 17% of assignments), review services (172, 16% of all assignments) and capacity building services (55, 5% of assignments).

Table B-13 *Distribution of JASPERS assignments by service and status (N=1,093, **completed, administratively closed, and ongoing**) (January 2014 – December 2018)*

	Completed		Ongoing		Admin. closed		Total	
	#	% ¹	#	% ¹	#	% ¹	#	% ²
Technical advisory services	297	43%	329	49%	52	8%	678	62%
ESIF major projects	172	40%	225	53%	31	7%	428	39%
ESIF non-major projects	66	47%	64	46%	10	7%	140	13%
CEF projects	32	94%	-	-	2	6%	34	3%
IPA projects	27	36%	40	53%	9	12%	76	7%
Capacity building	29	53%	23	42%	3	5%	55	5%
ESIF capacity building	27	52%	21	41%	3	0.5%	51	5%
IPA capacity building	2	50%	2	50%	-	-	4	0%
Horizontal/strategy support	74	39%	78	41%	36	19%	188	17%
ESIF Horiz/Strateg. support	70	41%	67	39%	32	18%	169	15%
IPA Horiz/Strateg. support	4	23%	9	52%	4	23%	17	2%
CEF Horiz/Strateg. support	-	-	2	100%	-	-	2	0%
Review services	144	84%	25	15%	3	2%	172	16%
PSA	112	95%	6	5%	-	-	118	11%
IQR	32	59%	19	35%	3	6%	54	5%
Total ²	544	50%	455	42%	94	8%	1,093	100%

Source: based on JADE extracted 2019; ⁽¹⁾ % is calculated based on the total number of assignments for each specific type of service, ⁽²⁾ is calculated based on the total number of assignments

Distribution of portfolio by sectors and status of assignments

The sector with the highest level of activity in terms of JASPERS assignments (completed and administratively closed) was the rail, air and maritime sector, followed by water and waste water sector and the roads sector. The table below serves as a brief overview of the distribution of assignments by sectors at portfolio level. The table only showcases the distribution of completed and ongoing assignments. Administratively closed assignments are presented in Table B-15 below.

Table B-14 Distribution of JASPERS assignments by type of service and sector (N= 999, **completed and ongoing assignments**) (January 2014 – December 2018)

	Technical advisory - ESIF major projects	Technical advisory - ESIF non-major projects	Technical advisory - IPA projects	Technical advisory - CEF projects ²⁴	Capacity building - ESIF	Capacity building - IPA	Horiz. / Strategy support - ESIF	Horiz. / Strategy support - IPA	Horiz. / Strategy support - CEF	PSA	IQR	Total ¹
Energy and solid waste	38 (10%)	16 (12%)	19 (28%)	-	3 (6%)	-	27 (20%)	1 (8%)	-	11 (9%)	3 (6%)	118 (12%)
Multi-sector	-	-	-	-	34 (71%)	1 (25%)	12 (9%)	1 (8%)	-	-	-	48 (5%)
Public transport	11 (3%)	1 (1%)	-	-	-	-	2 (1%)	-	-	3 (3%)	1 (2%)	18 (2%)
Rail, air and maritime	141 (36%)	26 (20%)	12 (18%)	28 (88%)	5 (11%)	2 (50%)	37 (27%)	4 (30%)	2 (100%)	32 (27%)	22 (43%)	311 (31%)
Roads	67 (17%)	13 (10%)	4 (6%)	4 (12%)	2 (4%)	1 (25%)	14 (10%)	-	-	51 (43%)	11 (22%)	167 (17%)
Smart development	40 (10%)	28 (22%)	-	-	4 (8%)	-	20 (15%)	-	-	11 (9%)	5 (10%)	108 (11%)
Urban	-	-	-	-	-	-	2 (1%)	-	-	-	-	2 (0.2%)
Water and wastewater	100 (25%)	46 (35%)	32 (48%)	-	-	-	23 (17%)	7 (54%)	-	10 (8%)	9 (18%)	227 (23%)
Total	397 (100%)	130 (100%)	67 (100%)	32 (100%)	48 (100%)	4 (100%)	137 (100%)	13 (100%)	2 (100%)	118 (100%)	51 (100%)	999 (100%)

Source: JADE database extracted 2019; (1) % is calculated based on the number of completed and ongoing assignments for each sector. All other percentages are calculated based on the total number of assignments for each specific type of service.

Note: The table present completed and ongoing assignments. Administratively closed assignments are presented separately in Table B-15. Cumulatively, completed, ongoing and administratively closed assignments form the full portfolio for the period January 2014 – December 2018 but administratively closed assignments are presented separately for the purpose of clarity.

²⁴ Completed and ongoing assignments for CEF projects includes both mandate 1 (29 technical advisory assignments) and mandate 2 (4 technical advisory and 1 horizontal and strategy support assignment).

When it comes to the distribution per sector of administratively closed assignments the largest proportion of administratively closed assignments concerned the rail, air and maritime sector in particular in relation to horizontal and strategy support and technical advisory ESIF major projects. This was followed by administratively closed assignments in the water and wastewater sector, which is the sector with the second largest volume of administratively closed assignments, most relating to horizontal and strategy support.

*Table B-15 Distribution of JASPERS assignments by type of service and sector (N=94, **administratively closed assignments**) (January 2014 – December 2018)*

	Technical advisory - ESIF major projects	Technical advisory - ESIF non-major projects	Technical advisory - IPA projects	Technical advisory - CEF projects	Capacity building - IPA	Horizon. / Strategy support - ESIF	Horizon. / Strategy support - IPA	PSA	IQR	Total ¹
Energy and solid waste	4 (13%)	1 (10%)	2 (20%)	-	-	3 (9%)	-	-	-	10 (11%)
Public transport	-	-	-	-	-	-	-	-	-	1 (1%)
Rail, air and maritime	16 (52%)	6 (60%)	5 (60%)	2 (100%)	3 (100%)	10 (31%)	3	-	-	44 (49%)
Roads	5 (16%)	-	-	-	-	5 (16%)	-	-	1 (33%)	11 (12%)
Smart development	3 (10%)	2 (20%)	-	-	-	7 (22%)	-	-	-	12 (13%)
Water and wastewater	2 (6%)	1 (10%)	2 (20%)	-	-	7 (22%)	1	-	2 (67%)	15 (16%)
Total	31 (100%)	10 (100%)	9 (100%)	2 (100%)	3 (100%)	32 (100%)	4 (100%)	-	3 (100%)	94 (100%)

Source: JADE database extracted 2019; (1) % is calculated based on the number of administratively closed assignments for each sector. All other percentages are calculated based on the total number of assignments for each specific type of service.

Distribution of portfolio by country and status of assignments

The distribution of completed and ongoing assignments by type of service geographically highlights that a high concentration of JASPERS completed, and ongoing assignments was present in the Poland (205), Romania (185) and Croatia (115), as presented in the following. Administratively closed assignments are presented in Table B-17 below.

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Table B-16 Distribution of JASPERS assignments by type of service and country (N= 999, **completed and ongoing assignments**) (January 2014 – December 2018)

	Technical advisory - ESFI major projects	Technical advisory - ESIF non-major	Technical advisory - IPA projects	Technical advisory - CEF projects	Capacity building - ESIF	Capacity building - IPA	Horizontal / Strategy support - ESIF	Horizontal / Strategy support - IPA	Horizontal / Strategy support - CEF	PSA	IQR	Total ¹
Austria	1 (0.25%)	-	-	-	-	-	-	-	-	-	-	1 (0.1%)
Bulgaria	29 (7%)	18 (14%)	-	3 (9%)	3 (6%)	-	11 (8%)	-	-	7 (6%)	1 (2%)	72 (7%)
Croatia	50 (13%)	42 (32%)	-	2 (6%)	1 (2%)	-	14 (10%)	-	-	-	6 (12%)	115 (12%)
Cyprus	-	2 (2%)	-	-	-	-	3 (2%)	-	-	-	-	5 (1%)
Czech Rep.	23 (6%)	3 (2%)	-	1 (3%)	-	-	4 (3%)	-	-	-	3 (6%)	34 (3%)
France	11 (3%)	1 (1%)	-	-	-	-	-	-	-	2 (2%)	2 (4%)	16 (2%)
Germany	-	-	-	-	-	-	-	-	-	-	2 (4%)	2 (0.2%)
Greece	15 (4%)	4 (3%)	-	-	2 (4%)	-	2 (1%)	-	-	2 (2%)	-	25 (3%)
Hungary	26 (7%)	-	-	8 (25%)	2 (4%)	-	5 (3%)	-	-	9 (8%)	-	50 (5%)
Ireland	1 (0.25%)	-	-	-	-	-	1 (1%)	-	-	0 (%)	-	2 (0.2%)
Italy	22 (6%)	-	-	-	-	-	-	-	-	5 (4%)	2 (4%)	29 (3%)
Kosovo	0 (%)	-	-	-	-	1 (25%)	-	-	-	-	-	1 (0.1%)
Latvia	4 (1%)	2 (2%)	-	-	-	-	4 (3%)	-	-	-	2 (4%)	12 (1%)
Lithuania	5 (1%)	-	-	-	-	-	4 (3%)	-	-	-	3 (6%)	12 (1%)
Malta	2 (1%)	3 (2%)	-	-	1 (2%)	-	4 (3%)	-	-	-	1 (2%)	11 (1%)
Montenegro	-	-	3 (3%)	-	-	2 (50%)	-	6 (46%)	-	-	-	11 (1%)

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

	Technical advisory - ESFI major projects	Technical advisory - ESIF non-major	Technical advisory - IPA projects	Technical advisory - CEF projects	Capacity building - ESIF	Capacity building - IPA	Horizontal / Strategy support - ESIF	Horizontal / Strategy support - IPA	Horizontal / Strategy support - CEF	PSA	IQR	Total ¹
Multi	-	-	-	-	30 (63%)	-	7 (5%)	-	-	-	-	37 (4%)
N Macedonia	-	-	24 (25%)	-	-	-	-	3 (23%)	-	-	-	27 (3%)
Poland	81 (20%)	13 (10%)	-	-	1 (2%)	-	21 (15%)	-	-	74 (63%)	18 (35%)	208 (21%)
Portugal	2 (1%)	2 (2%)	-	-	1 (2%)	-	-	-	-	5 (4%)	-	10 (1%)
Romania	85 (21%)	37 (28%)	-	8 (25%)	4 (8%)	-	39 (28%)	-	-	7 (6%)	5 (10%)	185 (18%)
Serbia	-	-	24 (25%)	-	-	1 (25%)	-	4 (31%)	-	-	-	29 (3%)
Slovakia	28 (7%)	2 (2%)	-	7 (22%)	2 (4%)	-	12 (9%)	-	-	3 (3%)	6 (12%)	60 (6%)
Slovenia	7 (2%)	1 (1%)	-	1 (3%)	-	-	5 (4%)	-	-	3 (3%)	-	17 (2%)
Spain	3 (1%)	-	-	2 (6%)	1 (2%)	-	3 (2%)	-	2 (100%)	1 (1%)	-	10 (1%)
Turkey	-	-	16 (16%)	-	-	-	-	-	-	-	-	16 (2%)
UK	2 (1%)	-	-	-	-	-	-	-	-	-	-	2 (0.2%)
Total ¹	397 (100%)	130 (100%)	67 (100%)	32 (100%)	48 (100%)	4 (100%)	137 (100%)	13 (100%)	2 (100%)	118 (100%)	51 (100%)	999 (100%)

Source: JADE database extracted 2019; % calculated by country, ⁽¹⁾ (1) % is calculated based on the number of completed and ongoing assignments for each country. All other percentages are calculated based on the total number of assignments for each specific type of service.

Note: The table present completed and ongoing assignments. Administratively closed assignments are presented separately in Table B-17. Cumulatively, completed, ongoing and administratively closed assignments form the full portfolio for the period January 2014 – December 2018 but administratively closed assignments are presented separately for the purpose of clarity.

When it comes to the geographical distribution of assignments that were administratively closed, it is notable that a large proportion of assignments were administratively closed in Croatia (31) in particular concerning horizontal and strategy support and ESIF major projects, Romania (13) and Poland (11) in particular concerning technical advisory support to ESIF major projects. The possible reasons for administrative closure are not recorded in the JADE database but they have been explored as part of the evaluation on a sample of assignments and are explained in the Final Report as well as the Second Interim Report. No post-submission appraisal assignments have been administratively closed.

Table B-17 *Distribution of JASPERS assignments by type of service and country for all three mandates (N=94, **administratively closed assignments**) (January 2014 – December 2018)*

	Technical advisory - ESIF major projects	Technical advisory - ESIF non-major	Technical advisory - IPA projects	Technical advisory - CEF projects	Capacity building ESIF	Horizontal and strategy support - ESIF	Horizontal and strategy support - IPA	IQR	Total
Bulgaria	-	-	-		1 (33%)	1 (3%)	-	-	2 (2%)
Croatia	11 (35%)	4 (40%)	-		-	15 (47%)	-	1 (33%)	31 (33%)
Czech Republic	4 (13%)	-	-		-	2 (6%)	-	-	6 (7%)
Greece	-	-	1 (11%)		-	1 (3%)	-	-	2 (2%)
Hungary	-	2 (20%)	-		-	1 (3%)	-	-	3 (3%)
Italy	1 (3%)	-	-		-	-	-	-	1 (1%)
Latvia	1 (3%)	-	-		-	2 (6%)	-	-	3 (3%)
Lithuania	1 (3%)	-	-		-	-	-	-	1 (1%)
Malta	-	-	-		-	1 (3%)	-	-	1 (1%)
Montenegro	-	-	2 (22%)		-	-	2 (50%)	-	4 (4%)
North Macedonia	-	-	1 (11%)		-	-	-	-	1 (1%)
Poland	7 (23%)	1 (10%)	-		1 (33.33%)	1 (3%)	-	1 (33.3%)	11 (12%)
Romania	6 (20%)	2 (20%)			-	4 (13%)	-	1 (33.3%)	13 (14%)
Serbia	-	-	5 (56%)		-	-	2 (50%)	-	7 (7%)
Slovakia	-	-		2 (100%)	-	4 (12%)	-	-	6 (6%)
Slovenia	-	1 (10%)	-		1 (33%)	-	-	-	2 (2%)
Total	31 (100%)	10 (100%)	9 (100%)	2 (100%)	3 (100%)	32 (100%)	4 (100%)	3 (100%)	94 (100%)

Source: JADE database extracted 2019; (1) % is calculated based on the number of administratively closed assignments for each country. All other percentages are calculated based on the total number of assignments for each specific type of service.

B.3.2 Technical Advisory services

As outlined in the section B.3.1, in the period January 2014 up to December 2018, JASPERS was involved in a total of 626 completed and ongoing technical advisory assignments covering ESIF major projects, non-major projects, CEF projects and IPA projects. Further to this, 52 technical advisory assignments were administratively closed. The assessment performed in the following sub-chapter focusses on the distribution of technical advisory assignments that were completed and ongoing by type of project assisted, sector and country. The distribution of technical advisory assignments that were administratively closed is also assessed separately.

Distribution of technical advisory assignments (completed and ongoing) by type of project and sector

The largest share of technical advisory services was provided to ESIF major projects (63% of advisory assignments, 397 assignments) and non-major projects (10% of advisory assignments, 130 assignments) which were distributed across all sectors of JASPERS activity.

A high concentration of technical advisory services across all types of projects and mandates can be noted in the rail, air and maritime sector (33%, i.e. 207 of assignments), water and wastewater (178, 29% of assignments), roads (14%, i.e. 88 assignments) and energy and solid waste (12%, 73 assignments). A high proportion of ESIF non-major and IPA projects were assisted in the water and waste water sector which was an important sector across the full JASPERS portfolio of assignments. This can be explained by the fact that many water infrastructure projects are done on a local level and do not reach the threshold of major projects. The distribution of administratively closed assignments per mandate and sector is presented in Table B-20 below.

Table B-18 *Distribution of technical advisory assignments by type of project (mandate) and by sector (completed and ongoing, N=626)*

Type of project/mandate	ESIF Major projects		ESIF Non-major projects		CEF projects		IPA projects		Total assignments	
Sector	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹
Energy and solid waste	38	10%	16	12%	-	-	19	28%	73	12%
Public transport	11	3%	1	1%	-	-	-	-	12	2%
Rail, air and maritime	141	36%	26	20%	28	88%	12	18%	207	33%
Roads	67	17%	13	10%	4	12%	4	6%	88	14%
Smart development	40	10%	28	22%	-	-	-	-	68	11%
Water and wastewater	100	25%	46	35%	-	-	32	48%	178	29%
Total assignments ²	397	64%	130	21%	32	5%	67	11%	626	100%

Source: based on JADE extracted 2019; (1) % calculated per type of project and distributed by sector, (2) % calculated on the overall total number of assignments.

Note: The table present completed and ongoing assignments. Administratively closed assignments are presented separately in Table B-20. Cumulatively, completed, ongoing and administratively closed assignments form the full portfolio for the period January 2014 – December 2018 but administratively closed assignments are presented separately for the purpose of clarity as per agreement with the European Commission.

Distribution of technical advisory services (completed and ongoing) by type of project, mandate and sector

The largest share of technical advisory services were distributed geographically across all Member States including 'original' beneficiary countries (2007-2013) and 'new' JASPERS countries (2014-2020). The largest share of advisory services to ESIF major projects was provided, as shown in the table below, to Romania (21%, 85 of ESIF major projects assignments), Poland (20%, 81 assignments), Croatia (13%, 50 assignments), whereas ESIF non-major projects were assisted primarily in Croatia (32%, 42 assignments), Romania (28%, 37 assignments) and Bulgaria (13%, 18 assignments).

JASPERS technical advisory services were also provided to IPA projects and they covered North Macedonia (36%, 24 assignments), Serbia (36%, 24 assignments) and Turkey (24%, 16 assignments).

When it comes to CEF projects, JASPERS was involved in 32 assignments related to CEF projects (i.e. 4% of all advisory assignments). Geographically, the assignments were concentrated in Hungary (25%, 8 assignments), Romania (25%, 8 assignments), and Slovakia (22%, 7 assignments).

Table B-19 *Distribution of technical advisory assignments by type of project and by country (completed and ongoing, N=626) (January 2014 – December 2018)*

	ESIF major projects		ESIF non-major projects		CEF projects		IPA projects		Total	
	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹
Austria	1	0.3%	-	-	-	-	-	-	1	0.2%
Bulgaria	29	7%	18	14%	3	9%	-	-	50	8%
Croatia	50	13%	42	32%	2	6%	-	-	94	15%
Cyprus	-	-	2	2%	-	-	-	-	2	0.3%
Czech Rep.	23	6%	3	2%	1	3%	-	-	27	4%
France	11	3%	1	1%	-	-	-	-	12	2%
Greece	15	4%	4	3%	-	-	-	-	19	3%
Hungary	26	7%	-	-	8	25%	-	-	34	5%
Ireland	1	0.3%	-	-	-	-	-	-	1	0.2%
Italy	22	6%	-	-	-	-	-	-	22	4%
Latvia	4	1%	2	2%	-	-	-	-	6	1%

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

	ESIF major projects		ESIF non-major projects		CEF projects		IPA projects		Total	
	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹
Lithuania	5	1%	-	-	-	-	-	-	5	1%
Malta	2	1%	3	2%	-	-	-	-	5	1%
Montenegro	-	-	-	-	-	-	3	4%	3	0.5%
N. Macedonia	-	-	-	-	-	-	24	36%	24	4%
Poland	81	20%	13	10%	-	-	-	-	94	15%
Portugal	2	1%	2	2%	-	-	-	-	4	1%
Romania	85	21%	37	28%	8	25%	-	-	130	21%
Serbia	-	-	-	-	-	-	24	36%	24	4%
Slovakia	28	7%	2	2%	7	22%	-	-	37	6%
Slovenia	7	2%	1	1%	1	3%	-	-	9	1%
Spain	3	1%	-	-	2	6%	-	-	5	1%
Turkey	-	-	-	-	-	-	16	24%	16	3%
UK	2	1%	-	-	-	-	-	-	2	0.3%
Total ²	397	64%	130	21%	32	5%	67	11%	626	100%

Source: based on JADE extracted 2019; ⁽¹⁾ % calculated per type of project and distributed by sector, ⁽²⁾ % calculated on the overall total number of assignments. Note: The table present completed and ongoing assignments. Administratively closed assignments are presented separately in Table B-21. Cumulatively, completed, ongoing and administratively closed assignments form the full portfolio for the period January 2014 – December 2018 but administratively closed assignments are presented separately for the purpose of clarity as per agreement with the European Commission.

Distribution of technical advisory assignments (completed and ongoing) by sector and country

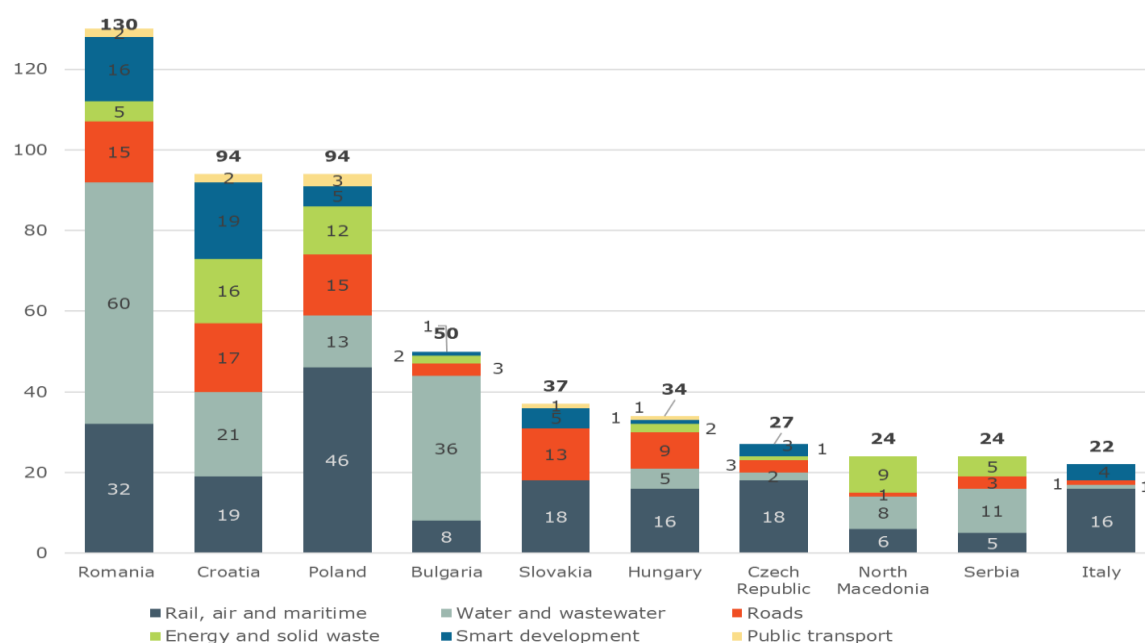
As presented in the figures below, the distribution of technical advisory assignments by country and sectors shows an even distribution of assignments across sectors, although some concentrations of assignments in specific sectors can be noted at the level of certain countries, e.g. water and waste water assignments in Romania (60 assignments) and in Bulgaria (36 assignments), rail, aid and maritime in Poland (46 assignments), Croatia (19 assignments), Slovakia (18 assignments), Hungary (16 assignments), and Italy (16 assignments). Compared to other countries, support to for projects in energy and solid waste appears to have been important in Croatia (16 assignments).

The distribution of the technical advisory assignments (completed and ongoing) by sector and by country is presented in the following two figures. The data for administratively closed assignments is presented separately further below. Cumulatively the figures for completed, ongoing

ing and administratively closed cover the full portfolio. However, for the purpose of clarity and given the different status of administratively closed assignments, these are presented separately.

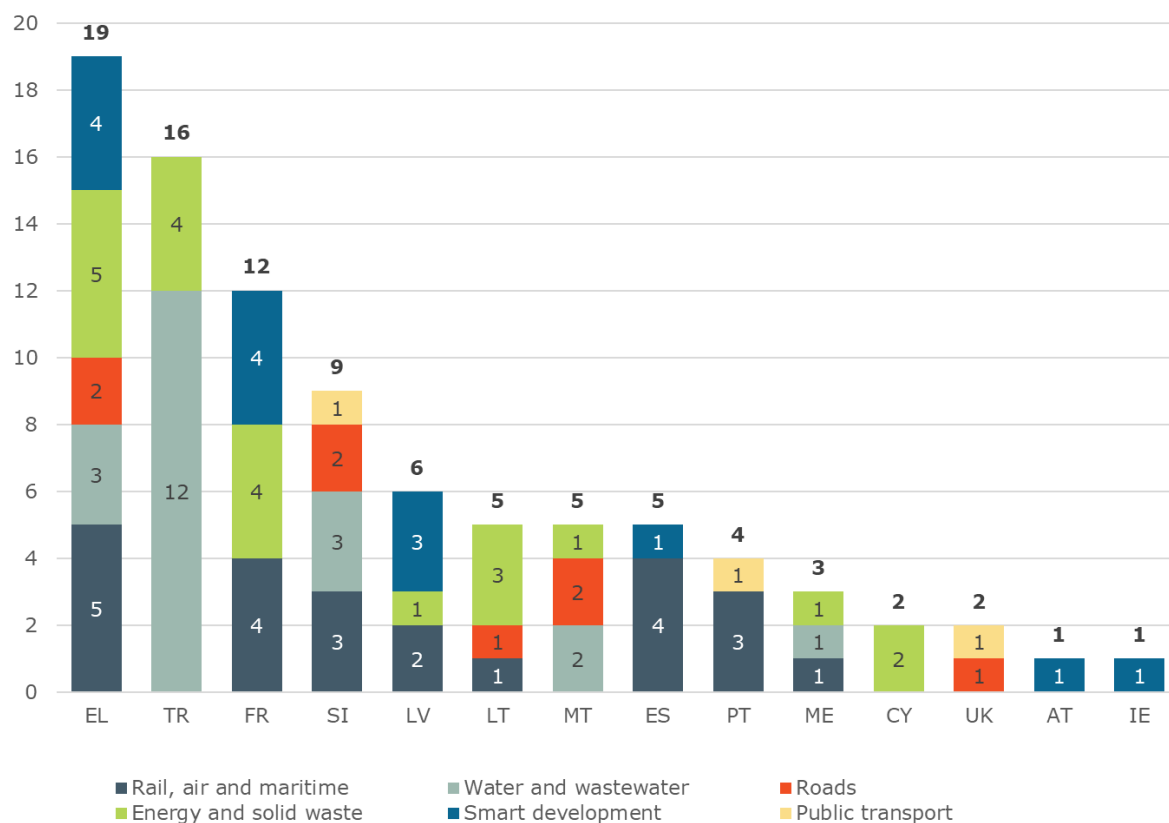
The distribution of projects that were assisted by JASPERS and submitted to the European Commission and their result (whether adopted or not) is presented in section B.2 above.

Figure B-6 Distribution of technical advisory assignments by sector in the top 10 countries (**completed and ongoing**) (N=536) (January 1014 – December 2018)



Source: based on JADE extracted 2019

Figure B-7 Distribution of technical advisory services assignments in the bottom 14 countries (**completed and ongoing**) (N=90) (January 2014 – December 2018)



Source: based on JADE extracted 2019

Distribution of technical advisory assignments (administratively closed) by type of project and sector

As indicated in section A.3.1, 52 technical advisory assignments were administratively closed. The reasons for the administrative closure of the assignments are not recorded in the JADE database and could only be explored at the level of the sample of selected assignments (these findings are presented in the Final Report and the Second Interim Report). As highlighted in the table below, a high concentration of advisory assignments that were administratively closed can be found in the rail, air and maritime sector in relation to ESIF major projects (16 assignments) and IPA projects (5 assignments).

Table B-20 Distribution of technical advisory assignments by type of project (mandate) and by sector (**administratively closed**, N=52) (January 2014 – December 2018)

	ESIF Major Projects		ESIF Non-major projects		CEF projects		IPA projects		Total assignments	
	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹
Energy and solid waste	4	13%	1	10%	-	-	2	22%	7	13%
Public transport	1	3%	-	-	-	-	-	-	1	2%
Rail, air and maritime	16	52%	6	60%	2	100%	5	56%	29	56%
Roads	5	16%	-	-	-	-	-	-	5	9%

	ESIF Major Projects		ESIF Non-major projects		CEF projects		IPA projects		Total assignments	
	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹
Smart development	3	10%	2	20%	-	-	-	-	5	9%
Water and wastewater	2	6%	1	10%	-	-	2	22%	5	9%
Total assignments ²	31	60%	10	19%	2	4%	9	17%	52	100%

Source: based on JADE extracted 2019; ⁽¹⁾ % calculated per type of project and distributed by sector, ⁽²⁾ % calculated on the overall total number of assignments.

Distribution of technical advisory assignments (administratively closed) by type of project (mandate) and country

The distribution of administratively closed technical advisory assignments geographically indicates a higher concentration of administratively closed assignments in certain countries. This was the case for Croatia (15 assignments), Romania (8) Poland (8) in particular in relation to ESIF major projects. In terms of IPA projects, a high proportion of assignments in Serbia were administratively closed. An explanation for the high number of closed assignments in Serbia may be that Serbia has access to other technical assistance (and possibly also advisory) through the Project Preparation Facilities (PPF6-8). The PPFs, which focus on project preparation of infrastructure projects, are at the time of writing the report unique to Serbia in IPA countries²⁵. Currently, three PPFs are ongoing (in parallel) targeting projects in wastewater, energy and transport (mainly rail). An overview of the administratively closed technical advisory assignments distributed by country is presented in Table B-21.

Table B-21 *Distribution of technical advisory assignments by type of project (mandate) and by country (administratively closed) (N=52) (January 2014 – December 2018)*

	ESIF major projects		ESIF non-major projects		CEF projects		IPA projects		Total	
	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹
Croatia	11	35%	4	40%	-	-	-	-	15	28%
Czech Rep.	4	13%	-	-	-	-	-	-	4	8%
Greece	-	-	-	-	-	-	1	11%	1	2%
Hungary	-	-	2	20%	-	-	-	-	2	4%
Italy	1	3%	-	-	-	-	-	-	1	2%
Latvia	1	3%	-	-	-	-	-	-	1	2%
Lithuania	1	3%	-	-	-	-	-	-	1	2%

²⁵ <https://www.ppf.rs/en/>

	ESIF major projects		ESIF non-major projects		CEF projects		IPA projects		Total	
	#	% ¹	#	% ¹	#	% ¹	#	% ¹	#	% ¹
Montenegro	-	-	-	-	-	-	2	22%	2	4%
North Macedonia	-	-	-	-	-	-	1	11%	1	2%
Poland	7	23%	1	10%	-	-	-	-	8	15%
Romania	6	19%	2	20%	-	-	-	-	8	17%
Serbia	-	-	-	-	-	-	5	56%	5	9%
Slovakia	-	-	-	-	2	67%	-	-	2	4%
Slovenia	-	-	1	10%	-	-	-	-	1	2%
Total ²	31	60%	10	19%	2	4%	9	17%	52	100%

Source: based on JADE extracted 2019; ⁽¹⁾ % calculated per type of project and distributed by sector, ⁽²⁾ % calculated on the overall total number of assignments.

B.3.3 Capacity building services

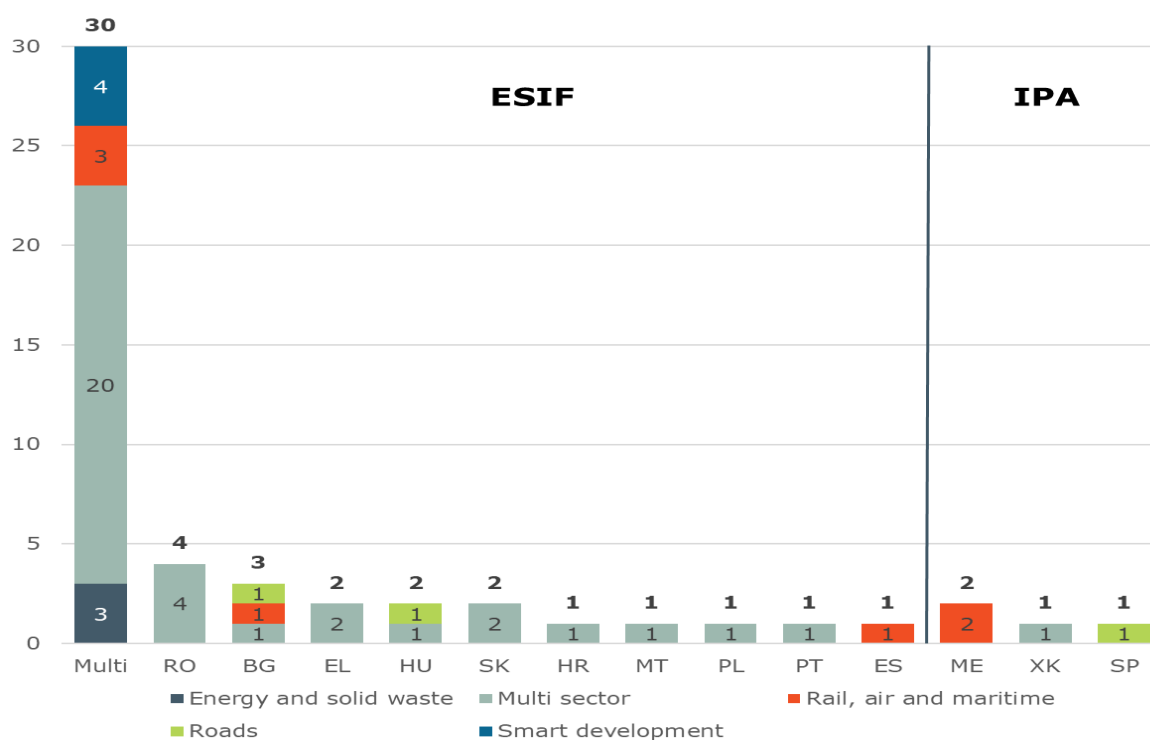
As presented in section B.3.1, in the period January 2014 – December 2018, capacity building services constituted 5% of the portfolio of JASPERS assignments. Most assignments were completed (i.e. 29, 53%) or ongoing (23, 42%) and only 5% (3 ESIF assignments) of the assignments were administratively closed. The assignments covered both ESIF and IPA mandates, but a larger proportion of capacity building were delivered under ESIF (51, 93%). The following section presents the portfolio findings in relation to the capacity building services provided by JASPERS in the analysed period. Separately, the findings related to the capacity building assignments that were administratively closed are discussed.

Distribution of capacity building assignments (completed and ongoing) by sector and country

Most of the capacity building assignments had a multi-country and multi-sector dimension. The large share of multi-country and multi-sector assignments has an impact on the extent to which the effect of the capacity building assignments can be assessed and quantified. Further to the multi-sector and multi-country assignments, other key sectors that were covered by capacity building assignments were rail, air and maritime (5 ESIF and 2 IPA assignments), smart development (4 ESIF assignments), roads (2 ESIF and 1 IPA assignments) and energy and solid waste (3 ESIF assignments). Notably, no capacity building activities were conducted specifically in the water and wastewater sector. As large share of assignments are multi-sector this makes it difficult to identify clear trends regarding the sector distribution.

The figure below also indicates that a high concentration of assignments had a multi-country dimension (58%) as compared to assignments that covered individual countries (42%). A high concentration of assignments covered Member States under the ESIF mandate (18 assignments) and only a limited number of assignments were conducted in IPA countries (4 assignments in Kosovo, Serbia and Montenegro).

Figure B-8 *Distribution of capacity building assignments by sector and country (N=52, **completed and ongoing**) (January 2014 – December 2018)*



Source: based on JADE database extracted 2019

Note: The figure present completed and ongoing assignments. Cumulatively, completed, ongoing and administratively closed assignments form the full portfolio for the period January 2014 – December 2018 but administratively closed assignments are presented separately for the purpose of clarity as per agreement with the European Commission.

Distribution of capacity building assignments (completed and ongoing) by theme

The capacity building assignments were also mapped out by the evaluation team based on the thematic area that they were aimed at addressing. As presented below, most of the capacity building assignments dealt with topics related to climate change (14 assignments), urban mobility (9 assignments), state aid (7 assignments).

Table B-22 *Distribution of capacity building assignments per sector and theme (N=52, **completed and ongoing**) (January 2014 – December 2018)*

Sector ¹	Multi sector	Rail, air and maritime	Smart development	Roads	Energy and solid waste	Total
ESIF assignments						
Climate change	10 (29%)	1 (14%)	-	-	3 (100%)	14 (27%)
Urban mobility	2 (6%)	2 (30%)	3 (75%)	-	-	7 (13%)
State aid	5 (14%)	1 (14%)	1 (25%)	-	-	7 (13%)
Other	4 (11%)	1 (14%)	-	1 (33%)	-	6 (12%)
CBA	5 (14%)	-	-	-	-	5 (10%)
Environment	5 (14%)	-	-	-	-	5 (10%)
Networking	2 (6%)	-	-	-	-	3 (6%)
Water legislation	1 (3%)	-	-	-	-	1 (2%)
Blending of public and private financing	1 (3%)	-	-	-	-	1 (2%)
IPA assignments						
Urban mobility		1 (14%)		1 (33%)		2 (4%)
Networking		1 (14%)				1 (2%)
Other				1 (33%)		1 (2%)
Total ²	35 (67%)	7 (13%)	4 (8%)	3 (6%)	3 (6%)	52 (100%)

Source: based on JADE database extracted 2019; the themes were defined by the evaluation team based on the titles of the capacity building activities, 'Other' concerned various themes that could not be allocated such as workshops or seminars related to OPs, SUMP; (1) % calculated per sector, (2) % calculated on the overall total number of assignments (52).

In certain countries, focus was put on specific themes for capacity building as evidenced from the figure below. For example, Romania received substantive training on environmental issues (as compared to other countries) (3 assignments) whereas Bulgaria and Greece received support for the development and implementation of Operational Programmes (5 assignments).

Table B-23 *Distribution of capacity building assignments per country and theme (N=52, **completed and ongoing**) (January 2014 – December 2018)*

Country ¹	Climate change	Urban mobility	Other	State aid	CBA	Environment	Networking	Blending of private and public funds	Water legislation	Total ²
Multi	8 (27%)	7 (23%)	-	7 (23%)	3 (10%)	1 (3%)	2 (7%)	1 (3%)	1 (3%)	30 (58%)
Romania	1 (25%)	-	-	-	-	3 (75%)	-	-	-	4 (8%)
Bulgaria	-	-	3 (100%)	-	-	-	-	-	-	3 (6%)
Greece	-	-	2 (100%)	-	-	-	-	-	-	2 (4%)
Slovakia	1 (50%)	-	-	-	-	1 (50%)	-	-	-	2 (4%)
Hungary	-	-	1 (50%)	-	1 (50%)	-	-	-	-	2 (4%)
Montenegro	-	1 (50%)	-	-	-	-	1 (50%)	-	-	2 (4%)
Kosovo	-	-	1 (100%)	-	-	-	-	-	-	1 (2%)
Croatia	1 (100%)	-	-	-	-	-	-	-	-	1 (2%)
Serbia	-	1 (100%)	-	-	-	-	-	-	-	1 (2%)
Poland	1 (100%)	-	-	-	-	-	-	-	-	1 (2%)
Spain	1 (100%)	-	-	-	-	-	-	-	-	1 (2%)
Portugal	1 (100%)	-	-	-	-	-	-	-	-	1 (2%)
Malta	-	-	-	-	1 (100%)	-	-	-	-	1 (2%)
Total	14 (27%)	9 (17%)	7 (13%)	7 (13%)	5 (10%)	5 (10%)	3 (6%)	1 (2%)	1 (2%)	52 (100%)

Source: based on JADE database extracted 2019; the themes were defined by the evaluation team based on the titles of the capacity building activities, 'Other' concerned various themes that could not be allocated such as workshops or seminars related to OPs, SUMPs; ⁽¹⁾ % calculated per country, ⁽²⁾ % calculated on the overall total number of assignments.

Distribution of capacity building assignments (administratively closed) by theme, sector and country

The three administratively closed assignments concerned SUMP training in specific Member States (Poland, Slovakia, Bulgaria) and were administratively closed / cancelled due to a decision to provide a SUMP training at multi-country level which then encompassed the three countries as well.

B.3.4 Horizontal and strategy support services

As presented in section B.3.1, over the period January 2014 – December 2018, JASPERS was involved in 188 horizontal and strategy support assignments. Most of these assignments were completed or ongoing (152 assignments, 81% of horizontal and strategy support). However, a significant proportion of horizontal and strategy support assignments were administratively closed (36 assignments, 19% of horizontal and strategy support assignments). The following sections present the key findings in relation to the horizontal and strategy support activities performed by JASPERS in the analysed period.

Distribution of horizontal and strategy support assignments (completed and ongoing) by mandate and sector

The horizontal and strategy support assignments covered predominantly the ESIF mandate and EU member states (i.e. 137 assignments) and only a small fraction of horizontal and strategy support assignments covered the CEF and IPA mandates (2 assignments for CEF, 1% of the total horizontal and strategy support assignments and 13 assignments for IPA, 9% of the total horizontal and strategy support assignments). An overview of the distribution of horizontal and strategy support assignments by sectors and mandates is presented in the table below.

Table B-24 Distribution of horizontal and strategy support assignments by sectors and mandates (N=152, completed and ongoing) (January 2014 – December 2018)

	ESIF		CEF		IPA		Total (*)	
	#	% ¹	#	% ¹	#	% ¹	#	% ²
Energy and solid waste	27	20%	-	-	1	8%	28	18%
Multi sector	12	9%	-	-	1	8%	13	9%
Public transport	2	1%	-	-	-	-	2	1%
Rail, air and maritime	37	27%	2	100%	4	31%	43	28%
Roads	14	10%	-	-	-	-	14	9%
Smart development	20	15%	-	-	-	-	20	13%
Urban	2	1%	-	-	-	-	2	1%
Water and wastewater	23	17%	-	-	7	54%	30	20%
Total ²	137	90%	2	1%	13	9%	152	100%

Source: based on JADE database extracted 2019, (¹) % calculated per mandate, (²) % calculated on the overall total number of assignments.

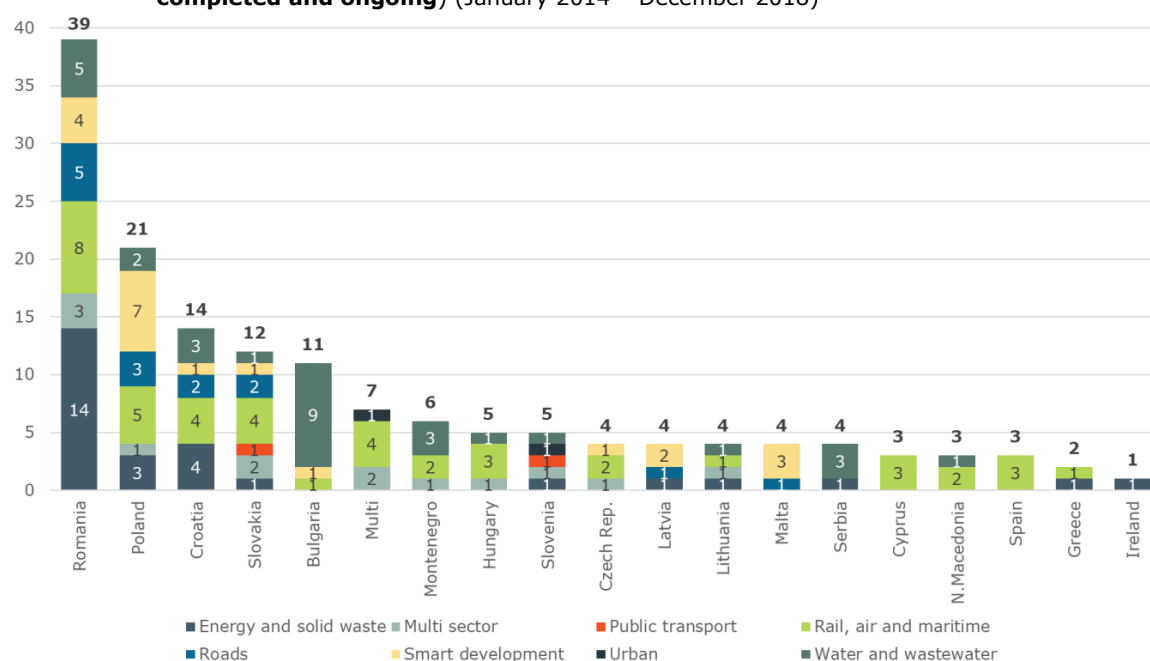
Note: The table present completed and ongoing assignments. Administratively closed assignments are presented separately in Table B-26. Cumulatively, completed, ongoing and administratively closed assignments

form the full portfolio for the period January 2014 – December 2018 but administratively closed assignments are presented separately for the purpose of clarity as per agreement with the European Commission.

Distribution of horizontal and strategy support assignments (completed and ongoing) by country and sector

The horizontal and strategy support assignments were concentrated in several countries and sectors. JASPERS horizontal and strategy support were mostly requested and implemented in Romania, Poland, Croatia, Slovakia, Bulgaria as shown in the figure below. Almost two thirds (64%) of the horizontal and strategy support assignments were delivered to five countries. This group includes large ESIF beneficiaries together with the newest EU Member States.

Figure B-9 *Distribution of horizontal and strategy support assignments by sector and country (N=152, completed and ongoing) (January 2014 – December 2018)*



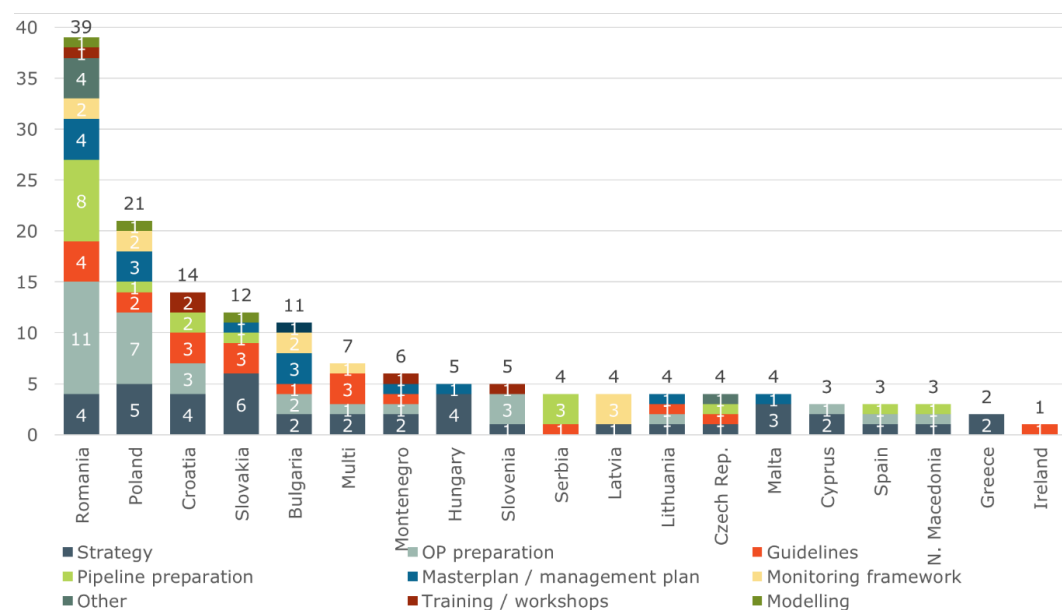
Source: based on JADE database extracted 2019

Note: The figure presents completed and ongoing assignments. Administratively closed assignments are presented separately in Table B-27. Cumulatively, completed, ongoing and administratively closed assignments form the full portfolio for the period January 2014 – December 2018 but administratively closed assignments are presented separately for the purpose of clarity as per agreement with the European Commission.

Distribution of horizontal and strategy support assignments (completed and ongoing) by themes and country

The evaluation team also mapped all the horizontal and strategy support assignments by thematic areas based on the titles of the assignments as recorded in the JADE database. The distribution of the assignments by themes and countries indicates that a high number of horizontal and strategy support assignments were focussed on supporting the development of the operational programmes' preparation (in Romania and Poland) and on the pipeline preparation (Romania, Serbia). The distribution of assignments per themes and countries is presented below.

Figure B-10 *Distribution of horizontal and strategy support assignments per theme and country (N=152, completed and ongoing) (January 2014 – December 2018)*



Source: based on JADE database extracted 2019

Note: The figure present completed and ongoing assignments. Cumulatively, completed, ongoing and administratively closed assignments form the full portfolio for the period January 2014 – December 2018 but administratively closed assignments are presented separately for the purpose of clarity as per agreement with the European Commission.

Distribution of horizontal and strategy support assignments (completed and ongoing) by themes and sector

As afore-mentioned, at portfolio level a high proportion of horizontal and strategy support assignments related to strategy development as well as operational programme preparation. As illustrated in the table below, strategy development and operational programme preparation were particularly important topics in the rail, air and maritime sector as well as the smart development and water and waste water sectors.

Table B-25 Distribution of horizontal and strategy support assignments per sector and theme (N=152, **completed and ongoing**) (January 2014 – December 2018)

Theme \ Sector	Energy and solid waste	Multi-sector	Public transport	Rail, air and maritime	Roads	Smart development	Urban	Water and wastewater	Total ¹
Strategy	5 (18%)	5 (38%)	2 (100%)	15 (35%)	2 (14%)	5 (25%)	1 (50%)	7 (23%)	42 (28%)
OP preparation	4 (14%)	-	-	11 (26%)	4 (29%)	7 (35%)	1 (50%)	5 (17%)	32 (21%)
Guidelines	5 (18%)	3 (23%)	-	7 (16%)	2 (14%)	-	-	4 (13%)	21 (14%)
Pipeline preparation	4 (14%)	1 (8%)	-	5 (12%)	1 (7%)	2 (10%)	-	5 (17%)	18 (12%)
Masterplan / management plan	3 (11%)	2 (15%)	-	2 (5%)	1 (7%)	1 (5%)	-	6 (20%)	15 (10%)
Monitoring framework	2 (7%)	-	-	1 (2%)	1 (7%)	4 (20%)	-	2 (7%)	10 (7%)
Training / workshops	1 (4%)	2 (15%)	-	-	2 (14%)	-	-	-	5 (3%)
Modelling	-	-	-	2 (5%)	1 (7%)	-	-	-	3 (2%)
TOR preparation	-	-	-	-	-	-	-	1 (3%)	1 (1%)
Total ²	28 (18%)	13 (9%)	2 (1%)	43 (28%)	14 (9%)	20 (13%)	2 (1%)	30 (20%)	152 (100%)

Source: based on JADE database extracted 2019, ⁽¹⁾ % calculated per sector, ⁽²⁾ % calculated on the overall total number of assignments.

Distribution of administratively closed assignments by sectors, mandates and country

As mentioned before, a high proportion of horizontal and strategy support assignments were administratively closed. Most of the assignments covered the rail, air and maritime sector and concerned IPA projects and ESIF major projects. As elaborated below, the explanation of the common reasons for administrative closure is not clear at portfolio level due to the lack of data (such information is not systematically collected by JASPERS in JADE). However, a potential explanation for the high number of administratively closed assignments under IPA could be related to the presence of other advisory schemes in IPA countries.

Table B-26 Distribution of horizontal and strategy support assignments by sectors and mandates (N=36, administratively closed) (January 2014 – December 2018)

Sector \ Mandate	ESIF		IPA		Total ²	
	#	% ¹	#	% ¹	#	%
Energy and solid waste	3	9%	-	-	3	8%
Rail, air and maritime	10	31%	3	75%	13	36%
Roads	5	16%	-	-	5	14%
Smart development	7	22%	-	-	7	19%
Water and wastewater	7	22%	1	25%	8	22%
Total ²	32	89%	4	11%	36	100%

Source: based on JADE database extracted 2019, (¹) % calculated per mandate, (²) % calculated on the total number of assignments.

Table B-27 Distribution of horizontal and strategy support assignments by sectors and country (N=36, administratively closed) (January 2014 – December 2018)

Sector \ Country ¹	Energy and solid waste	Rail, air and maritime	Roads	Smart development	Water and wastewater	Total ²
Bulgaria	-	-	-	1 (100%)	-	1 (2.8%)
Croatia	2 (13%)	7 (47%)	2 (13%)	1 (7%)	3 (20%)	15 (41.7%)
Czech Republic	-	1 (50%)	-	-	1 (50%)	2 (5.6%)
Greece	-	-	-	-	1 (100%)	1 (2.8%)
Hungary	-	-	-	1 (100%)	-	1 (2.8%)
Latvia	-	-	-	2 (100%)	-	2 (5.6%)
Malta	-	-	-	-	1 (100%)	1 (2.8%)
Montenegro	-	1 (50%)	-	-	1 (50%)	2 (5.6%)

Sector Country ¹	Energy and solid waste	Rail, air and maritime	Roads	Smart development	Water and wastewater	Total ²
Poland	-	-	-	-	1 (100%)	1 (2.8%)
Romania	-	2 (50%)	1 (25%)	1 (25%)	-	4 (11%)
Serbia	-	2 (100%)	-	-	-	2 (5.6%)
Slovakia	1 (25%)	-	2 (50%)	1 (25%)	-	4 (11%)
Total ²	3 (8%)	13 (36%)	5 (14%)	7 (20%)	8 (22%)	36 (100%)

Source: based on JADE database extracted 2019, (1) % calculated per country, (2) % calculated on the total number of assignments.

B.3.5 Review services

The portfolio analysis suggests that the uptake of PSA services has been more substantive in the current programming period as compared to IQR services. As presented in section A.3.1, most of the review assignments (both PSA and IQRs) were completed at the stage of the analysis (i.e. 112 PSA and 32 IQR) whereas 25 assignments were still ongoing (i.e. 6 PSA and 19 IQR). Only 3 assignments were administratively closed.

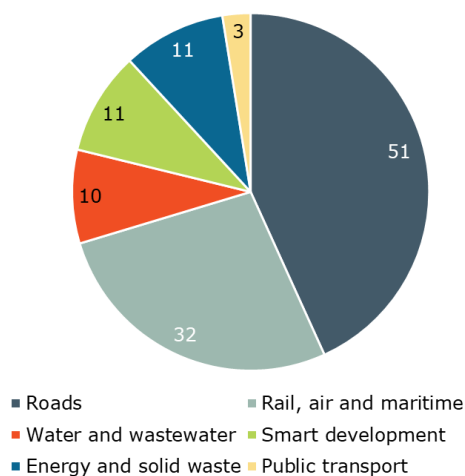
Distribution of review services by country

Over the period January 2014 to December 2018, a total of 118 PSA assignments²⁶ were recorded in the JASPERS database as compared to 54 IQR assignments. Most reviews were undertaken of rail, air and maritime projects (32 PSA and 22 IQR) and roads projects (51 PSA and 11 IQR).

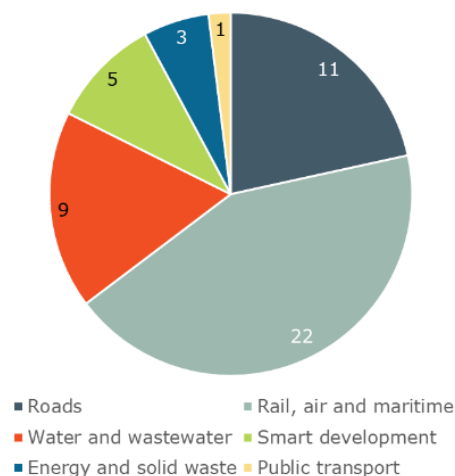
²⁶ Note that in the SFC 2014, 126 approved Article 102.2 major projects (138 submitted Article 102.2 major projects in total of which 12 were not approved at the date of extraction of the SFC2014 data in November 2019). For these major projects, a PSA assignment should have been performed. However, there were only 118 PSA assignments recorded in JADE. In JADE, there were 2 PSA assignments related to major projects that were not in the SFC database (both PSA assignments for these were completed on 07-09-2018). It is unclear why these two assignments were not captured in the SFC extract provided in July 2019 by the Commission as they appear to have been recorded in SFC2014 (based on checks from the evaluators). In SFC, there were 23 major projects submitted under Article 102.2 for which a corresponding JADE PSA assignment was not found: 8 of these major projects were submitted to the European Commission in December 2018 and 14 were submitted in 2019 (thus, PSA took place beyond JADE cut-off date), 1 major project was submitted to the European Commission in December 2017.

Figure B-11 Distribution of IQR and PSA services across sectors (January 2014-December 2018)

PSA assignments



IQR assignments



Source: JADE

Distribution of review services by country

In terms of the geographical distribution of IQR and PSA assignments, Poland is the single largest Member States in terms of total number of number of reviews (93) followed by Romania (13), Hungary and Slovakia (each with 9). Out of the 118 PSA assignments recorded in JADE, 74 assignments were in Poland. Disregarding the PSA assignments in Poland, the picture becomes more balanced with 35 IQRs delivered and 44 PSAs. As shown in the table below, 6 Member States have not made use of the IQR services (Greece, Hungary, Italy, Portugal, Slovenia and Spain), whereas 6 Member States have undertaken no PSA services (Croatia, Czech Republic, Germany, Latvia, Lithuania, Malta).

Table B-28 Distribution of review services by country (January 2014 – December 2018)

	Bulgaria	Croatia	Czech Republic	France	Germany	Greece	Hungary	Italy	Latvia	Lithuania	Malta	Poland	Portugal	Romania	Slovakia	Slovenia	Spain	Total	Total Excl. Poland
PSA	7	-	-	2	-	2	9	5	-	-	-	74	5	7	3	3	1	118	44
IQR	1	7	3	2	2	-	-	2	2	3	1	19	-	6	6	-	-	54	35
Total	8	7	3	4	2	2	9	7	2	3	1	93	5	13	9	3	1 ²⁷	172	79

Source: based on JADE extracted 2019

Note: The difference and discrepancies between the number of review assignments in JADE and the numbers of major projects that should have underwent appraisal is explained by the different cut-off dates applied for SFC2014 compared to JADE (see footnote 26 for additional explanations). This also explains the differences per country. For example, in SFC2014 Austria appears to have 1 major project that was submit-

²⁷ The discrepancy between the data presented here and Table B-3 is due to the fact that the Spanish major project that underwent PSA was not approved by the Commission (status of major project was 'Sent' as of December 2018). Since Table B2 shows only major projects that were approved by the European Commission, the project is not counted there.

ted under Article 102.2, however, the major project was submitted in 2019 and underwent PSA after the cut-off date applied for JADE (December 2019).

B.4 Duration of JASPERS services

The following section presents the key findings related to the duration of the JASPERS services. The analysis performed in this section is based on the JADE data using the date of opening of an assignment and the date of completion of the assignment. The duration of JASPERS services as calculated based on the JADE dates, can be a proxy of the overall duration of the involvement of JASPERS in specific assignments. However, given that assignments can be kept open regardless of the intensity of JASPERS support, the data on the duration of the assignments does not inform on the actual duration (days) of the advice provided by JASPERS.

B.4.1 Technical Advisory services

Technical advisory services are the services with the second longest duration of involvement on average for completed assignments (i.e. 722 days, first being horizontal and strategy support with 759 days).

As highlighted in the table below, on average, JASPERS technical advisory services were delivered within 722 days (across all types of projects). Advisory assignments for the ESIF major projects had the longest duration on average (809 days) as well as the assignments with the longest duration (i.e. 3,857 days). This is an indication of the complexity of such assignments which can span across several years. Advisory support to CEF projects was on average provided within 290 days but this average was influenced by the presence in the portfolio of one assignment with a duration of 2,893 days. An explanation of the discrepancy between the duration of advisory assignments related to ESIF major projects and assignments related to CEF major projects can be related to the fixed deadlines of the CEF calls for proposals and the late involvement of JASPERS in the project preparation.

Across the portfolio, there were 15 assignments where the duration of the JASPERS intervention, as recorded in JADE, was above 2,000 days (above 5.5 years). Such assignments were concentrated in three sectors, i.e. roads, rail, air and maritime and water and wastewater sectors and in Croatia (5 assignments) and Poland (4 assignments). This can be explained either by the fact that some Member States (newer JASPERS beneficiaries) need more assistance from JASPERS in the development of projects which leads to a longer duration of assignments. Another explanation can be the fact that the assignments are maintained open regardless of whether actual advice is being provided. The way assignments are being closed is not systematic and assignments can remain open for long periods of time.

Table B-29 Duration of JASPERS advisory services by service type (completed assignments) (January 2014 – December 2018)

	All assignments	ESIF major ²⁸	ESIF non-major	IPA	CEF
Average days	722	809	651	681	290
Median days	536	595	418	554	96
Maximum days	3,857	3,857	2,162	1,713	2,893
Minimum days	6	6	42	95	15

²⁸ When excluding linked 103 assignments (13 in total), the average days go up to 849.

	All assignments	ESIF major ²⁸	ESIF non-major	IPA	CEF
Number of assignments ¹	286	172	66	27	21

Source: JADE extracted 2019; (1) For data related to the duration of services JADE data is used which causes discrepancies for the number of CEF assignments (and total number of assignments) as information from the J-CEF and J-CEF2 reports is used for other places. JADE contained data on completion date for 21 assignments out of 32 CEF assignments reported in the CEF reports.

The portfolio analysis suggests involvement of JASPERS advisory services in specific sectors, more specifically public transport (1,147 days), water and wastewater (954 days) and roads (790 days) was on average longer as compared to the other sectors. The shortest advisory services intervention on average was in the rail, air and maritime sector (544 days). Notably, CEF projects in the rail, air and maritime sector take on average much less time (147 days) to assist than ESIF major (658 days) or non-major projects (447 days) in the same sector. The shorter duration for rail, air and maritime projects under CEF could be explained by the stricter time-lines for submission (fixed deadlines for the EU wide competitive calls) of projects for CEF funding as compared to ESIF projects where a greater flexibility exists (on-going submission based on national plans). In contrast, assistance to CEF projects in roads takes longer on average than assistance provided for ESIF major and non-major projects in the roads sector. CEF calls are also timebound in terms of length and often there is only around 6 months (sometimes less) from the publishing of a call till the submission deadline. Although CEF calls are announced in advance in the Multi Annual Work programme²⁹ the specific details of the calls are known at the publishing dates. Longer JASPERS advisory assignment duration in CEF calls points to that projects may have been submitted for different CEF calls (without success) or for other funding sources or that the beneficiary has been well prepared anticipating the call.

²⁹ https://ec.europa.eu/transport/sites/transport/files/c2016_6388_annex.pdf

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Table B-30 Duration (elapsed days) of JASPERS advisory services by mandate and sector, completed assignments (January 2014 – December 2018)

Sector		Energy and solid waste	Public transport	Rail, air and maritime	Roads	Smart development	Water and wastewater	All sectors
All assignments	Average	625	1,147	544	790	672	954	722
	Min	58	96	6	25	23	105	6
	Max	1,785	3,857	2,291	2,893	2,837	2,807	3,857
	Median	430	965	426	465	429	834	536
	Number of assignments ¹	44	12	86	38	45	61	286
ESIF major	Average	667	1,141	658	780	726	1,381	809
	Min	58	96	6	25	23	241	6
	Max	1,785	3,857	2,291	2,777	2,837	2,807	3,857
	Median	558	958	527	510	443	1,546	595
	Number of assignments	23	11	64	30	23	21	172
ESIF non-major	Average	603	1,220	447	735	614	699	642
	Min	170	1,220	107	156	42	105	42
	Max	1,335	1,220	788	1,771	1,728	2,162	2,162
	Median	433	1,220	403	278	287	564	403

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Sector		Energy and solid waste	Public transport	Rail, air and maritime	Roads	Smart development	Water and wastewater	All sectors
IPA	Number of assignments	7	1	5	3	22	28	66
	Average	569	-	-	828	-	801	681
	Min	95	-	-	828	-	438	95
	Max	1,657	-	-	828	-	1,713	1,713
	Median	356	-	-	828	-	581	554
CEF	Number of assignments	14	-	-	1	-	12	27
	Average	-	-	147	897	-	-	290
	Min	-	-	15	134	-	-	15
	Max	-	-	594	2,893	-	-	2,893
	Median	-	-	61	281	-	-	96
	Number of assignments ¹	-	-	17	4	-	-	21

Source: JADE extracted 2019; (1) For data related to the duration of services JADE data is used which causes discrepancies for the number of CEF assignments (and total number of assignments) as information from the J-CEF and J-CEF2 reports is used for other places. JADE contained data on completion date for 21 assignments out of 32 CEF assignments reported in the CEF reports.

Across the countries that benefitted from JASPERS services, it is notable that advisory assignments in Croatia, Slovakia and Malta had a much longer duration than the average (i.e. above 1,000 days). This could be explained either by the limited experience of the countries with project preparation. The analysis of a sample of assignments (2 assignments – 1 in Croatia and 1 in Slovakia) also suggests that the national context (e.g. procurement issues) imposed challenges in the development of some projects which led to a longer timeline of project preparation whereas the JASPERS assignment remained open in the JADE database, thus indicating a longer duration of involvement of advisory.

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Table B-31 Elapsed days of JASPERS involvement in advisory services by country and mandate, completed assignments (January 2014 – December 2018)

Country		Bulgaria	Croatia	Czech Republic	France	Greece	Hungary	Italy	Latvia	Lithuania	Malta	North Macedonia	Poland	Portugal	Romania	Serbia	Slovakia	Slovenia	Turkey	United Kingdom	All countries
All assignments	Average	652	1,143	1,012	610	578	417	116	531	622	1,459	741	609	190	670	1,143	1,083	581	500	930	722
	Min	61	57	43	346	170	15	14	148	119	628	95	6	107	57	629	48	184	189	930	6
	Max	1,892	2,162	2,291	1,335	1,414	1,739	591	1,171	979	2,603	1,713	2,807	273	2,107	1,657	3,857	958	986	930	3,857
	Median	772	1,273	843	448	277	140	24	429	695	1,303	444	424	190	287	1,143	838	634	556	930	536
	Number of assignments ¹	28	38	11	5	7	18	16	5	4	4	15	53	2	37	2	24	6	10	1	286
ESIF major	Average	1,022	1,344	1,137	429	815	620	116	772	622	1,719	-	626	273	896	-	1,264	677	-	930	809
	Min	209	389	43	346	233	55	14	429	119	834	-	6	273	57	-	177	367	-	930	6
	Max	1,892	2,096	2,291	558	1,414	1,739	591	1,171	979	2,603	-	2,807	273	2,107	-	3,857	958	-	930	3,857
	Median	933	1,455	1,296	405	807	430	24	715	695	1,719	-	430	273	624	-	1,011	692	-	930	595
	Number of assignments	10	17	9	4	4	11	16	3	4	2	-	48	1	22	-	16	4	-	1	172
ESIF non-major	Average	524	1,060	448	1,335	262	-	-	170	-	1,200	-	447	107	355	-	1,728	184	-	-	651
	Min	105	156	52	1,335	170	-	-	148	-	628	-	42	107	95	-	1,728	184	-	-	42

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Country		Bulgaria	Croatia	Czech Republic	France	Greece	Hungary	Italy	Latvia	Lithuania	Malta	North Macedonia	Poland	Portugal	Romania	Serbia	Slovakia	Slovenia	Turkey	United Kingdom	All countries
IPA	Max	1,149	2,162	843	1,335	446	-	-	191	-	1,771	-	788	107	1,650	-	1,728	184	-	-	2,162
	Median	225	871	448	1,335	170	-	-	170	-	1,200	-	339	107	124	-	1,728	184	-	-	418
	Number of assignments	15	19	2	1	3	-	-	2	-	2	-	5	1	14	-	1	1	-	-	66
	Average	-	-	-	-	-	-	-	-	-	-	741	-	-	-	1,143	-	-	500	-	681
	Min	-	-	-	-	-	-	-	-	-	-	95	-	-	-	629	-	-	189	-	95
CEF	Max	-	-	-	-	-	-	-	-	-	-	1,713	-	-	-	1,657	-	-	986	-	1,713
	Median	-	-	-	-	-	-	-	-	-	-	444	-	-	-	1,143	-	-	556	-	554
	Number of assignments	-	-	-	-	-	-	-	-	-	-	15	-	-	-	2	-	-	10	-	27
	Average	61	239	-	-	-	97	-	-	-	-	-	-	-	103	-	578	594	-	-	290
	Min	61	57	-	-	-	15	-	-	-	-	-	-	-	103	-	48	594	-	-	15
	Max	61	421	-	-	-	140	-	-	-	-	-	-	-	103	-	2,893	594	-	-	2,893
	Median	61	239	-	-	-	134	-	-	-	-	-	-	-	103	-	71	594	-	-	96

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Country		Bulgaria	Croatia	Czech Republic	France	Greece	Hungary	Italy	Latvia	Lithuania	Malta	North Macedonia	Poland	Portugal	Romania	Serbia	Slovakia	Slovenia	Turkey	United Kingdom	All countries
	Number of assignments ¹	3	2	-	-	-	7		-	-	-	-	-	-	1	-	7	1	-	-	21

Source: JADE database extracted 2019; (1) For data related to the duration of services JADE data is used which causes discrepancies for the number of CEF assignments (and total number of assignments) as information from the J-CEF and J-CEF2 reports is used for other places. JADE contained data on completion date for 21 assignments out of 32 CEF assignments reported in the CEF reports.

The portfolio analysis suggests involvement of JASPERS advisory services in the pre-feasibility stage was the longest with an average of 1,179 days, followed by the feasibility stage (724 days) and the application stage (277 days). Furthermore, assignments with a longer duration are notable in the smart development sector and public transport sector where JASPERS intervened at feasibility stage. However, this data is not robust as shown by the analysis of the sample, which indicated that the data concerning the stage of the intervention is not reflective of the actual intervention of JASPERS in the project.

Table B-32 Average days of JASPERS involvement in advisory services by stage of intervention and mandate, completed assignments (number of projects indicated in parentheses) ³⁰(January 2014 – December 2018)

Stage of JASPERS intervention	All assignments	ESIF major	ESIF non-major	IPA	CEF ¹
Pre-feasibility	1179 (57)	1273 (31)	1139 (24)	381 (1)	15 (1)
Feasibility	724 (167)	893 (95)	401 (35)	756 (22)	357 (15)
Application	277 (60)	293 (44)	228 (7)	349 (4)	142 (5)

Source: JADE database extracted 2019; (1) For data related to the duration of services JADE data is used which causes discrepancies for the number of CEF assignments (and total number of assignments) as information from the J-CEF and J-CEF2 reports is used for other places. JADE contained data on completion date for 21 assignments out of 32 CEF assignments reported in the CEF reports.

Table B-33 Average days of JASPERS involvement in advisory services by stage of intervention and sector, completed assignments (number of projects indicated in parentheses) ³¹(January 2014 – December 2018)

Stage of JASPERS intervention ¹	Energy and solid waste	Rail, Air and Maritime	Public transport	Smart development		Roads	Water and wastewater
Pre-feasibility	986 (7)	753 (10)	1114 (4)	1366 (13)		671 (3)	1426 (20)
Feasibility	598 (30)	672 (52)	1344 (6)	383 (20)		1124 (21)	754 (38)
Application	380 (7)	181 (24)	622 (2)	295 (10)		313 (14)	334 (3)

Source: JADE database extracted 2019; (1) For data related to the duration of services JADE data is used which causes discrepancies for the total number of assignments as information from the J-CEF and J-CEF2 reports is used for other places. JADE contained data on completion date for 21 assignments out of 32 CEF assignments reported in the CEF reports.

³⁰ Average days of JASPERS involvement, the number of assignments is showed in between the brackets

³¹ Average days of JASPERS involvement, the number of assignments is showed in between the brackets

B.4.2 Capacity building services

Capacity building services are the services with the shortest duration of JASPERS involvement on average for completed assignments (i.e. 512 days, first being horizontal and strategy support with 759 days) and the lowest volume of total days (i.e. 14,859).

As highlighted in the table below, on average, JASPERS capacity building services were delivered within 512 days (across all sectors). Assignments having a multi-sector dimension had the longest duration on average (568 days) and were the assignments with the longest duration of days recorded in JASPERS (i.e. 11,828 days). However, the average is skewed by the presence in the portfolio of an assignment with a duration of 1,696 days. In comparison, the duration of the capacity building assignments in the rail, air and maritime sector was on average 358 days.

Table B-34 Duration (elapsed days) of capacity building assignments by sector (N= 29, **completed assignments**) (January 2014 – December 2018)

	All assignments	Energy and solid waste	Multi sector	Rail, air and maritime	Smart development
Average days	512	394	568	358	409
Median days	405	394	518	369	404
Maximum days	1,696	557	1,696	572	717
Minimum days	99	231	99	133	113
Number of assignments	29	2	21	3	4

Source: JADE database extracted 2019

When looking at the portfolio structured according to themes (the evaluation team coded the information for themes based on the titles of the assignments), assignments related to networking have the longest duration on average (1,033 days), whereas assignments related to state aid was on average provided within 278 days. The long duration of capacity building assignments concerning networking can be explained by the fact that some assignments in the portfolio span over multiple years (e.g. an assignment on "Networking Platform - Ad-hoc seminars and roundtables 2013-2015" which covered multiple years in the programming period). However, this finding is indicative of a lack of a stringent recording of assignments in JADE. Although support was provided in different years under the same assignments, no new JADE reference was created.

Table B-35 Duration (elapsed days) of capacity building assignments by theme (N= 29, **completed assignments**) (January 2014 – December 2018)

	CBA	Climate change	Environment	Networking	State aid	Urban mobility
Average days	578	521	724	1,033	278	427
Median days	578	526	820	1,033	371	404
Maximum days	772	850	990	1,696	393	717
Minimum days	383	231	267	369	113	133
Number of assignments	2	9	4	2	5	6

Source: JADE database extracted 2019

Looking across the countries that benefitted from JASPERS capacity building services, capacity building assignments in Poland and Romania had a longer duration than the average of 512 days. The assignment in Kosovo on the other hand, had a delivery time of 99 days. Overall, the very low number of country-specific capacity building assignment make it difficult to draw any findings regarding duration at this level.

*Table B-36 Duration (elapsed days) and number of assignments (in parentheses) of capacity building assignments by sector (N= 29, **completed assignments**) (January 2014 – December 2018)*

Average days	Energy and solid waste	Multi sector	Rail, air and maritime	Smart development	Total
Croatia	-	526 (1)	-	-	526 (1)
Kosovo	-	99 (1)	-	-	99 (1)
Montenegro	-	-	369 (1)	-	369 (1)
Multi-country	394 (2)	580 (12)	3521 (2)	409 (4)	505 (20)
Poland	-	612 (1)	-	-	612 (1)
Portugal	-	405 (1)	-	-	405 (1)
Romania	-	689 (4)	-	-	689 (4)
Total	394 (2)	568 (20)	358 (3)	409 (4)	512 (29)

Source : JADE database extracted 2019

B.4.3 Horizontal and strategy support services

Within the portfolio, the assignments with the longest duration on average were related to horizontal and strategy support (759 days). Horizontal and strategy support were also the type of service with the second highest volume of total days after technical advisory services (i.e. 56,189 days).

As highlighted in the table below, assignments in the public transport sector had the longest duration on average (1,907 days). Assignments with the longest duration in total are in the energy and solid waste sector (i.e. 15,099 days over 22 assignments). In contrast, horizontal and strategy support assignments in the urban sector had an average duration of 415 days (the lowest across sectors but relying only on 2 assignments).

Table B-37 Duration (elapsed days) of horizontal and strategy support assignments by sector (N= 74, **completed assignments**) (January 2014 – December 2018)

	# assignments	Duration (elapsed days)							
		Energy and solid waste	Multi sector	Public transport	Rail, air and maritime	Roads	Smart development	Urban	Water and wastewater
Average	759	686	799	1,907	981	957	636	415	625
Median	646	653	616	1,907	989	326	437	415	679
Maximum	2,606	1,778	1,491	2,078	2,606	2,231	2,015	448	889
Minimum	65	66	296	1,735	210	313	65	381	377
Number of assignments	74	22	8	2	11	3	14	2	12

Source: JADE database extracted 2019

When looking at the portfolio arranged on theme (the evaluation team coded the information for themes based on the titles of the assignments), it seems that assignments related to master plan / management plan seem to take up the longest time, with an average of 899 days, whereas assignments related to guidelines was on average provided within 534 days. The longer duration for master plan / management plan preparation, operational programmes, and strategies as highlighted in the table below can be explained by the higher level of complexity of such assignments as compared to the development of guidelines.

Table B-38 Duration (elapsed days) of horizontal and strategy support assignments by theme (N= 74, **completed assignments**) (January 2014 – December 2018)

	Guidelines	Master-plan / management plan	Monitoring framework	OP preparation	Pipeline preparation	Strategy	Modeling	TOR preparation	Training	Other
Average days	534	899	450	831	645	824	924	660	1,135	993
Median days	631	722	419	906	598	624	924	660	1,330	842
Maximum days	835	2,231	979	2,015	1,243	2,606	1,630	660	1,778	1,615
Minimum days	66	344	65	198	133	210	217	660	296	675
Number of assignments	7	9	9	12	10	17	2	1	3	4

Source: JADE data for sectors extracted 2019, authors coded the information for themes based on the titles of the assignments

Across the countries that benefitted from JASPERS horizontal and strategy support services, it is notable to mention that advisory assignments in Slovakia had a much longer duration than the average of 759 days, it completed the assignments on average within 2,105 days, all are within

the transport sector. The assignment in Montenegro (320 days) and Poland (416 days) on the other hand, had much duration times.

Table B-39 *Duration (elapsed days) of horizontal and strategy support assignments by country and sector (N= 74, **completed assignments**) (January 2014 – December 2018)*

Average days	Completed assignments	Energy and solid waste	Multi sector	Public transport	Rail, air and maritime	Roads	Smart development	Urban	Water and wastewater
Bulgaria	608 (6)	-	-	-	-	-	-	-	608 (6)
Croatia	691 (5)	851 (3)	-	-	-	-	133 (1)	-	769 (1)
Czech Republic	989 (3)	-	516 (1)	-	835 (1)	-	1615 (1)	-	-
Greece	624 (1)	624 (1)	-	-	-	-	-	-	-
Latvia	526 (4)	563 (1)	-	-	-	313 (1)	613.5 (2)	-	-
Lithuania	758 (2)	879 (1)	636 (1)	-	-	-	-	-	-
Malta	906 (4)	-	-	-	-	2231 (1)	465 (3)	-	-
Montenegro	320 (2)	-	296 (1)	-	344 (1)	-	-	-	-
Multi	583 (3)	-	388 (1)	-	979 (1)	-	-	381 (1)	-
North Macedonia	656 (1)	-	-	-	-	-	-	-	656 (1)
Poland	416 (9)	505 (2)	595 (1)	-	214 (2)	-	273 (3)	-	889 (1)
Romania	783 (27)	688 (13)	1316 (2)	-	992 (4)	326 (1)	928 (4)	-	513 (3)
Serbia	514 (1)	514 (1)	-	-	-	-	-	-	-
Slovakia	2105 (3)	-	-	2078 (1)	2118 (2)	-	-	-	-
Slovenia	1171 (3)	-	1330 (1)	1735 (1)	-	-	-	448 (1)	-
All countries	759 (74)	686 (22)	799 (8)	1907 (2)	981 (11)	957 (3)	636 (14)	415 (2)	625 (12)

Source: JADE database extracted 2019

B.4.4 Review services

Review services provided by JASPERS are time-bound (fixed number of days available for the assignment). In line with the internal procedures and the timelines foreseen in the legal basis, IQR services should be delivered by JASPERS within a 180 days period from the request for IQR by the managing authority (after the adoption of Omnibus Regulation in August 2018), whereas PSA services should be delivered by JASPERS within 30 days from the request for PSA by the European Commission. The portfolio of analysis suggests that, at an overall level, both services are provided by JASPERS within the foreseen timeline.

Duration of IQR services

As mentioned before, an IQR Report should be delivered within a 6-month (183 days) period from the request for IQR by the managing authority. The portfolio of assignments indicates that this has been achieved by JASPERS. On average, all IQR services are delivered within 146 days, which is well within the regulatory time-period. Only 12 assignments were delivered by JASPERS within a timeline that was longer than 183 days. The longest duration of an IQR was in the rail, air and maritime sector in Poland.

Looking at the sectors, there are two sectors that have an average duration of IQR services above 183 days, i.e. public transport and rail, air and maritime. However, the averages for public transport rely on a very small number of projects (1). On the other side of the spectrum are services in the water and wastewater sector which are completed within an average of 66 days.

Table B-40 Elapsed days for IQR services per sector (completed assignments) (January 2014 – December 2018)

Sector	Average	Min.	Max.	Median	# projects
Energy and solid waste	79	179	27	31	3
Public transport	288	288	288	288	1
Rail, air and maritime	200	455	43	181	22
Roads	121	232	36	121	12
Smart development	140	206	91	140	5
Water and wastewater	66	130	28	49	11
Total	145	455	27	148	54

Source: based on JADE database extracted 2019 and IQR Reports

Note: Calculations are done based on the date of the request for IQR and date of the IQR Report.

Across the countries that benefitted from JASPERS services, it is notable to mention that IQR assignments in Germany and the Czech Republic had a significant longer duration than the average of 146 days. The assignments in Lithuania on the other hand, had a delivery time of 44 days.

Table B-41 *Elapsed days for IQR services per country (completed assignments) (January 2014 – December 2018)*

Country	Average	Min.	Max.	Median	# projects
Bulgaria	192	192	192	192	1
Croatia	63	111	41	46	7
Czech Republic	232	336	179	182	3
France	126	160	91	126	2
Germany	273	444	101	273	2
Italy	181	181	181	181	2
Latvia	94	140	47	94	2
Lithuania	44	74	27	31	3
Malta	130	130	130	130	1
Poland	196	455	36	183	19
Romania	75	206	28	48	6
Slovakia	128	180	43	150	6
Total	145	455	27	148	54

Source: based on JADE database extracted 2019 and IQR Reports

Note: Calculations are done based on the date of the request for IQR and date of the IQR Report.

Duration of PSA services

The deadline for the delivery of the post-submission appraisal (PSA) Report is set at a maximum of 30 calendar days after submission of the documents to the EC. Deadlines are subject to negotiation between JASPERS and DG REGIO depending on the workload, and exceptions can be made from the 30-day rule for holiday periods. The portfolio analysis indicates that, in general, the timeline for delivery of PSA reports was met by JASPERS. On average, PSA reports were delivered within 32 days. For 50 PSA assignments, the duration for delivery of the PSA report was above 30 days. However, in 32 instances this delay can be explained by the overlap of the work on the PSA with the winter holiday period, whereas for 7 assignments the delay could be explained by the fact that they were delivered over the summer holiday period.

Table B-42 Elapsed days for PSA services (completed assignments)³² (January 2014 – December 2018)

Duration of the PSA services	Average	Min.	Max.	Number of PSAs with duration equal to or below 30 days	Number of PSAs with duration above 30 days	# projects
Portfolio (January 2014 – December 2018)	32	16	78	68	50	118

Source: based on JADE database extracted 2018 and PSA Reports

Note: Calculations are done based on the date of the request for PSA and date of the PSA Report.

The distribution of assignments by sectors and countries does not show any notable trends. Assignments in the roads transport appear to have the highest average in terms of completion time whereas assignments within public transport are the only ones that are completed within the 30-day timeline (however, this should be treated with care as it relies on only 3 assignments).

Table B-43 Elapsed days for PSA services per sector per sector (completed assignments) (January 2014 – December 2018)

Sectors	Average	Min.	Max.	Median	# projects
Energy and solid waste	32	26	44	29	11
Public transport	25	23	28	23	3
Rail, air and maritime	32	23	48	29	32
Roads	34	20	78	29	51
Smart development	29	22	44	29	11
Water and wastewater	32	16	44	34	10
Total	32	16	78	29	118

Source: based on JADE database extracted 2019 and PSA Reports

Note: Calculations are done based on the date of the request for PSA and date of the PSA Report.

Across the countries that benefitted from JASPERS services, it is notable to mention that PSA assignments in Poland (34 days) and Romania (36 days) had a longer duration than the average of 32 days. The assignments in Hungary on the other hand, had a delivery time of 25 days. Most of the PSA services have taken place in Poland, where there were 74 completed assignments.

³² Note that in the SFC 2014, 126 approved Article 102.2 major projects (138 submitted Article 102.2 major projects in total of which 12 were not approved at the date of extraction of the SFC2014 data in November 2019). For these major projects, a PSA assignment should have been performed. However, there were only 118 PSA assignments recorded in JADE. In JADE, there were 2 PSA assignments related to major projects that were not in the SFC database (both PSA assignments for these were completed on 07-09-2018). It is unclear why these two assignments were not captured in the SFC extract provided in July 2019 by the Commission as they appear to have been recorded in SFC2014 (based on checks from the evaluators). In SFC, there were 23 major projects submitted under Article 102.2 for which a corresponding JADE PSA assignment was not found: 8 of these major projects were submitted to the European Commission in December 2018 and 14 were submitted in 2019 (thus, PSA took place beyond JADE cut-off date), 1 major project was submitted to the European Commission in December 2017.

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Table B-44 *Average duration of PSA services per country (completed assignments) (January 2014 – December 2018)*

Country	Average	Min.	Max.	Median	# projects
Bulgaria	28	22	31	28	7
France	32	30	34	32	2
Greece	27	24	30	27	2
Hungary	25	23	29	24	9
Italy	32	25	39	32	5
Poland	34	16	78	30	74
Portugal	30	24	44	24	5
Romania	36	17	43	29	7
Slovakia	27	23	29	28	3
Slovenia	32	26	40	31	3
Spain	29	29	29	29	1
Total	32	16	78	29	118

Source: based on JADE database extracted 2019 and PSA Reports

Note: Calculations are done based on the date of the request for PSA and date of the PSA Report.

B.5 Timeline and quality of projects

The present section outlines the key findings related to the timeline and quality of projects that are submitted to the European Commission with a view to inform the assessment of the effect that JASPERS has on these two dimensions – i.e. quality and timeline. The section focusses exclusively on ESIF major projects. Due to data limitations, a similar level of analysis at the level of the portfolio could not be performed for ESIF non-major projects, IPA and CEF projects.

B.5.1 Timeline of ESIF major projects

Based on the data collected from SFC2014, a detailed analysis of the approval timelines for ESIF major projects was performed. The data was collected manually, and calculations were performed in line with a methodology agreed upon with the European Commission and described in section B.1.1.

At an overall level, as compared to the previous programming period, ESIF major projects in the current programming period (both submitted under Article 102.1 and Article 102.2) have a shorter approval timeline than projects approved in the previous programming period. This is outlined in the tables below.

Table B-45 Duration of approval of ESIF major projects (January 2007–December 2013)

	Average days overall approval timeline from submission to approval (*)	Average days regulatory approval (¹ excluding interruptions/ ² including interruptions)	Average days interruption	Number of projects
Assisted	-	206 ¹ / 367 ²	-	373
Non-assisted	-	257 ¹ / 468 ²	-	344
All projects	-	232 ¹ / 428 ²	-	717

Source: DG REGIO 2007-2013 data extracted in 2019

Table B-46 Duration of approval of ESIF major projects (January 2014 – July 2019)

	Average days overall approval timeline from submission to approval (*)	Average days regulatory approval (¹ excluding interruptions/ ² including interruptions)	Average days interruption	Number of projects
Programming period 2014-2020 (Article 102.1)				
Assisted (Art. 102.1)	198	89	-	42
Not assisted (Art. 102.1)	283	76 ³³	-	12
All Article 102.1 projects	216	86	-	54

³³ This includes 3 outliers. Three projects were approved within 35, 36 and 15 days. If these are removed from the calculations, the average is 92.

	Average days overall approval timeline from submission to approval (*)	Average days regulatory approval (¹ excluding interruptions/ ² including interruptions)	Average days interruption	Number of projects
Programming period 2014—2020 (Article 102.2)				
Assisted (Art. 102.2)	133 ³⁴	98	77	77 (28 interrupt)
Not assisted (Art. 102.2)	148 ³⁵	104	111	49 (13 interrupt)
All Article 102.2 projects	139	100	86	126 (41 interrupt)

Source: SFC2014 extracted in 2019; all ESIF major projects submitted from January 2014 to July 2019 with their status as of November 2019

Note: (*) Also called 'decision timeline'/'overall approval timeline'. Note that the days are calculated by the evaluation team based on dates manually collected from SFC2014 and a methodology agreed with DG REGIO to capture the full timeline of projects. This is further explained in Appendix B. For Article 102.1 the submission to approval timeline accounts for the total timeline of the projects (from request for IQR to tacit approval) including the duration of the review services under IQR, incomplete submission and the duration taken by the EC for approval. For Article 102.2, the submission to approval timeline accounts for the total timeline of the projects (from first submission to EC to adoption) including withdrawals, interruptions, incomplete submission and time taken by the EC for decision.

The portfolio analysis further shows that on average ESIF major projects that are assisted by JASPERS tend to have a shorter timeline from first submission to approval as well as a shorter regulatory approval timeline than those that were not assisted. On average, assisted projects had an average duration of 198 days (from submission to IQR to tacit approval under Article 102.1), respectively 133 days (from submission to EC to adoption under Article 102.2). In contrast, projects that did not receive assistance had an average timeline of 283 days (from submission to IQR to tacit approval under Article 102.1), respectively 148 days (from submission to EC to adoption under Article 102.2). For Article 102.2, the portfolio included 77 major projects in Poland. Poland is one of the key recipients of JASPERS support and the national capacity for project preparation has increase significantly as a result of JASPERS support. If the Polish projects are excluded from the sample, then the average duration from submission of the project to adoption under Article 102.2 increases to 160 days (for assisted) and 400 (for non-assisted). Thus, the evidence points to the fact that JASPERS advisory support can lead to a shorter timeline of approval of projects.

The timeline of ESIF major projects submitted under Article 102.2 can also be affected by interruptions from the European Commission which can stop the approval timeline. Interruptions can arise due to the poor quality of the projects or project applications. Amongst the 41 major projects that were interrupted, 28 were assisted and 13 were not assisted by JASPERS advisory. The average duration of interruptions for assisted projects was shorter by 34 days than for non-assisted projects in the portfolio (77 days compared to 111 days). Most of such projects also received support by JASPERS advisory in the period between the interruptions and resubmissions. The shorter timeline for such projects is an indication that overall the JASPERS advisory support makes contributes to enabling the remediation of issues raised during the appraisal process. However, the analysis of the portfolio highlighted a few cases (4) where despite support from JASPERS advisory the beneficiary and the national authorities took more than 3 months to address the comments received in the interruption letters and one of the projects even had a

³⁴ This value would be 160 if Poland projects (34 projects) were excluded from the sample.

³⁵ This value would be 400 if Poland projects (43 projects) were excluded from the sample.

second interruption lasting 2 months. Three of these projects were in Slovakia and one in Romania and they covered the rail, air and maritime sector, water and wastewater and public transport.

Detailed data on the elapsed days for major projects submitted under Article 102.1 and 102.2 are presented below at an overall level, by sector and by country.

Table B-47 *Elapsed days (average, minimum, maximum, median) for ESIF major projects from first submission to approval, EC approval duration, days of interruption (total number of projects = 180) (January 2014 – July 2019)*

	Days from submission to approval (including review)				Days approval (EC)				Days interruption				Number of projects ¹
	Avrg.	Min.	Max.	Med.	Avrg.	Min.	Max.	Med.	Avrg.	Min.	Max.	Med.	
Assisted (Art. 102.1)	198	92	381	177	89	21	95	93	-	-	-	-	42
Not assisted (Art. 102.1)	283	116	537	274	76 ³⁶	82	95	93	-	-	-	-	12
All Article 102.1 projects	216	92	537	219	86	21	95	93	-	-	-	-	54
Assisted (Art. 102.2)	133 ³⁷	39	573	98	98	26	218	92	77	2	207	60	77 (28 interrupt)
Not assisted (Art. 102.2)	148 ³⁸	61	683	96	104	61	285	93	111	28	376	89	49 (13 interrupt)
All Article 102.2 projects	139	39	683	97	100	26	285	93	86	2	376	88	126 (41 interrupt)

Source: based on SFC2014 extracted 2019; (1) In parentheses, number of projects interrupted at least once by the European Commission is shown for major projects submitted under Article 102.2 in parentheses.

Note that the days are calculated by the evaluation team based on dates manually collected from SFC2014 and a methodology agreed with DG REGIO to capture the full timeline of projects. For Article 102.1 the submission to approval timeline accounts for the total timeline of the projects (from request for IQR to tacit approval) including the duration of the review services under IQR, incomplete submission and the duration taken by the EC for approval. For Article 102.2, the submission to approval timeline accounts for the total timeline of the projects (from first submission to EC to adoption) including withdrawals, interruptions, incomplete submission and time taken by the EC for decision.

³⁶ This includes 3 outliers. Three projects were approved within 35, 36 and 15 days. If these are removed from the calculations, the average is 92.

³⁷ This value would be 160 if Poland projects (34 projects) were excluded from the sample.

³⁸ This value would be 400 if Poland projects (43 projects) were excluded from the sample.

Table B-48 Average elapsed days for ESIF major projects in terms of duration from first submission to approval, EC approval duration, days of interruption (total number of projects = 180) (January 2014 – July 2019)

	Assisted projects							Non-assisted projects						
	Article 102.1			Article 102.2				Article 102.1			Article 102.2			
	Days from first submission to approval (including review)	Days for tacit approval	Number of projects	Days from first submission to approval	Days approval	Days interruptions	Number of projects	Days from first submission to approval (including review)	Days for tacit approval	Number of projects	Days from first submission to approval	Days approval	Days interruptions	Number of projects
Energy and solid waste	180	95	2	114	93	25	9	273	94	1	291	147	-	1
Public transport	273	93	3	129	103	51	6	-	-	-	91	91	-	1
Rail, air and maritime	216	89	13	125	90	82	25	304	92	9	288	159	149	5
Roads	195	85	9	122	99	61	16	272	92	1	113	93	60	39
Smart development	213	93	5	190	116	139	10	116	-	1	336	145	191	3
Water and wastewater	153	86	10	133	98	86	11	-	-	-	-	-	-	-
Total ¹	198	89	42	133	98	92	77	283	92	12	148	104	111	49

Source: based on SFC2014 extracted 2019; (1) Total is calculated both as average days and total number of projects

Note that the days are calculated by the evaluation team based on dates manually collected from SFC2014 and a methodology agreed with DG REGIO to capture the full timeline of projects. For Article 102.1 the submission to approval timeline accounts for the total timeline of the projects (from request for IQR to tacit approval) including the duration of the review services under IQR, incomplete submission and the duration taken by the EC for approval. For Article 102.2, the submission to approval timeline accounts for the total timeline of the projects (from first submission to EC to adoption) including withdrawals, interruptions, incomplete submission and time taken by the EC for decision.

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

Table B-49 Average elapsed days for ESIF major projects in terms of duration from first submission to approval, EC approval duration, days of interruption (Total number of projects = 180) (January 2014 – July 2019)

	Assisted projects							Non-assisted projects						
	Article 102.1			Article 102.2				Article 102.1			Article 102.2			
	Days from first submission to approval (including review)	Days for tacit approval	Number of projects	Days from first submission to approval	Days approval	Days interruptions	Number of projects	Days from first submission to approval (including review)	Days for tacit approval	Number of projects	Days from first submission to approval	Days approval	Days interruptions	Number of projects
Austria	-	-	-	93	93	-	1	-	-	-	-	-	-	-
Bulgaria	286	94	1	159	103	47	7	-	-	-	-	-	-	-
Croatia	148	91	8	-	-	-	-	-	-	-	-	-	-	-
Czech Rep.	297	38	2	-	-	-	-	273	94	1	-	-	-	-
France	219	94	2	163	117	92	2	-	-	-	-	-	-	-
Germany	-	-	-	-	-	-	-	327	93	2	-	-	-	-
Greece	-	-	-	184	135	97	4	-	-	-	-	-	-	-
Hungary	-	-	-	155	98	95	10	-	-	-	-	-	-	-
Italy	275	94	1	573	192	207	1	276	95	1	484	204	183	2
Latvia	155	92	3	-	-	-	-	-	-	-	-	-	-	-
Lithuania	176	95	3	-	-	-	-	-	-	-	-	-	-	-

Mid-Term Evaluation of the Jaspers Initiative in 2014-2020

	Assisted projects							Non-assisted projects						
	Article 102.1			Article 102.2				Article 102.1			Article 102.2			
	Days from first submission to approval (including review)	Days for tacit approval	Number of projects	Days from first submission to approval	Days approval	Days interruptions	Number of projects	Days from first submission to approval (including review)	Days for tacit approval	Number of projects	Days from first submission to approval	Days approval	Days interruptions	Number of projects
Malta	151	21	1	-	-	-	-	-	-	-	-	-	-	-
Poland	232	93	12	99	86	52	34	275	90	6	113	93	60	43
Portugal	-	-	-	93	93	-	2	-	-	-	338	135	233	3
Romania	168	93	5	138	111	67	10	-	-	-	415	285	130	1
Slovakia	197	92	4	110	73	110	3	273	93	2	-	-	-	-
Slovenia	-	-	-	193	111	67	3	-	-	-	-	-	-	-
Total ¹	198	89	42	133	98	92	77	283	92	12	148	104	111	49

Source: based on SFC2014 extracted 2019; (1) Overall portfolio is calculated both as average days and total number of projects

Note that the days are calculated by the evaluation team based on dates manually collected from SFC2014 and a methodology agreed with DG REGIO to capture the full timeline of projects. For Article 102.1 the submission to approval timeline accounts for the total timeline of the projects (from request for IQR to tacit approval) including the duration of the review services under IQR, incomplete submission and the duration taken by the EC for approval. For Article 102.2, the submission to approval timeline accounts for the total timeline of the projects (from first submission to EC to adoption) including withdrawals, interruptions, incomplete submission and time taken by the EC for decision.

B.5.3 Interruptions of ESIF major projects

The number of interruptions can be perceived as an indicator of quality of the preparation of projects, when it comes to comparing assisted to non-assisted projects. Project interruptions are only possible for ESIF major projects under Article 102.2 in cases where issues with the project or project application are identified. The analysis of the portfolio indicates that 67% of major projects that were submitted under Article 102.2 to the European Commission were not interrupted, the majority of which had been assisted by JASPERS in the preparatory phases. 32% of major projects that were submitted to the European Commission had undergone interruptions.

Table B-50 Number of projects interrupted and not interrupted (Article 102.2) (January 2014 – July 2019)

	Interrupted	Not interrupted	Total
Assisted	28 (36%)	49 (63%)	77
Not assisted	13 (26%)	36 (73%)	49
Total	41 (32%)	85 (67%)	126

Source: based on SFC2014 extracted 2019; Number of projects indicated in parentheses.

As presented below, on average, major projects that were submitted to the European Commission under Article 102.2 with PSA were interrupted 1.21 times. Major projects assisted by JASPERS had a lower number of interruptions as compared to non-assisted projects as outlined in the table below. However, the portfolio included many Polish projects which had not been assisted by JASPERS but where assistance, in the previous period, had been provided to improve the capacity of the beneficiaries. If such projects are excluded from the calculations, then the average number of interruptions for assisted projects increases to 1.27 for assisted projects and 1.80 for non-assisted projects.

Table B-51 Average number of interruptions for assisted and non-assisted projects (Article 102.2) (January 2014 – July 2019)

	Average number of interruptions (all projects)	Number of projects	Average number of interruptions (all projects, excluding Poland)	Number of projects
Assisted ESIF major projects	1.21	28	1.27	22
Not assisted ESIF major projects	1.38	13	1.80	5
All projects	1.27	41	1.37	27

Source: based on SFC2014 extracted 2019

Although limited, some findings can be drawn in terms of the average number of interruptions per sector. As shown in the table below, it is notable that projects in the rail, air and maritime sector, a high proportion of projects that were not assisted were interrupted. Three of these

projects were in Poland, one in Italy and one in Romania. For the roads sector, although the number of interruptions of projects assisted and non-assisted is virtually the same, the data indicates that all projects that were in the roads sector and had not been assisted by JASPERS were in Poland where substantive administrative capacity in the development of good quality applications in the roads sector is present.

Table B-52 Average number of interruptions for assisted and non-assisted projects per sector (Total number of projects = 41) (Article 102.2) (January 2014 – July 2019)

	Energy and solid waste	Public transport	Rail, air and maritime	Roads	Smart development	Water and wastewater
Average number of interruptions for assisted projects	1.00	1.00	1.25	1.17	1.5	1.25
Average number of interruptions for not assisted projects	-	-	2.00	1.14	1.33	-
Number of assisted projects interrupted	3	3	8	6	4	4
Number of not assisted projects interrupted	-	-	3	7	3	-

Source: based on SFC2014 extracted 2019

Table B-53 Average number of interruptions for assisted and non-assisted projects per country (Article 102.2) (January 2014 – July 2019)

	Bulgaria	France	Greece	Hungary	Italy	Poland	Portugal	Romania	Slovakia	Slovenia
Average number of interruptions for assisted projects	1	1	1.5	1.5	2	1	-	1.25	1	1
Average number of interruptions for not assisted projects	-	-	-	-	1.4	1	1.47	1.18	-	-
Number of assisted projects interrupted	4	1	2	6	1	6	-	4	1	3
Number of not assisted projects interrupted	-	-	-	-	2	8	2	1	-	-

Source: based on SFC2014 extracted 2019

Getting in touch with the EU

In person

All over the European Union there are hundreds of Europe Direct information centres. You can find the address of the centre nearest you at: https://europa.eu/european-union/contact_en

On the phone or by email

Europe Direct is a service that answers your questions about the European Union. You can contact this service:

- by freephone: 00 800 6 7 8 9 10 11 (certain operators may charge for these calls),
- at the following standard number: +32 22999696 or
- by email via: https://europa.eu/european-union/contact_en

Finding information about the EU

Online

Information about the European Union in all the official languages of the EU is available on the Europa website at: https://europa.eu/european-union/index_en

EU publications

You can download or order free and priced EU publications at: <https://publications.europa.eu/en/publications>. Multiple copies of free publications may be obtained by contacting Europe Direct or your local information centre (see https://europa.eu/european-union/contact_en).

EU law and related documents

For access to legal information from the EU, including all EU law since 1952 in all the official language versions, go to EUR-Lex at: <http://eur-lex.europa.eu>

Open data from the EU

The EU Open Data Portal (<http://data.europa.eu/euodp/en>) provides access to datasets from the EU. Data can be downloaded and reused for free, for both commercial and non-commercial purposes.

