

EWA TOMCZAK-WOŹNIAK

**Faculty of Organization and Management
Lodz University of Technology**

ELIZA WIELGUS

**Student of Management
Faculty of Organization and Management
Lodz University of Technology**

SPECIFICITY OF THE EU PROJECT MANAGEMENT ON THE EXAMPLE OF UNITS OF POLICE OF TWO MAJOR CITIES

The aim of the study is to describe and make an appraisal of the manner of EU implementations of projects by the Polish state institution which is Police. The structure of the study considers deliberations about the theory of the project management with reference to the EU practice. The attention was also devoted to the presentation of EU selected projects fulfilled by Police in a big Polish city. In the end the study contains the presentation of results and conclusions from the research about the implementation of the project management theory in practice of projects carried out by Polish Police.

1. Introduction

According to the rules adopted within the framework of regional policy of the European Union (EU), each project implemented within the framework of structural assistance should be subject to thorough assessment. This assessment must include both the process of preparation and implementation (monitoring) of the project and its evaluation in terms of content (achieving the expected results) and finance. These requirements therefore create specific conditions for the management of EU projects.

At the same time, management science permanently improves the assumptions of a variety of project management methodologies, or creates completely new methodologies – more flexible, or better adapted to specifications of particular sectors of economy.

Since the EU projects are implemented to raise the standard of living of the inhabitants of integration grouping by equalization of regional imbalances, it becomes an extremely important issue to accurately perform financial control and skilfully manage the projects. In case of projects co-financed from the EU (especially the so-called „big ones”, whose value exceeds 25 million Euros) since there is concern about the legitimacy of the made expenditures and accuracy in the planning and implementation of individual phases and project tasks. At this point, therefore forms itself a specific methodological gap in project management. One must admit that the EU project implementers have a wide variety of project management methodologies at hand, but not all of them provide in their assumptions actions to address the assumed requirements of the Community bureaucracy.

The aim of the study is to present and assess the way of implementation of EU projects by the Polish government body, which is the police (using chosen examples). The adoption of such a target implies the following components of the study:

- project management – Union theory and practice;
- presentation of selected EU projects carried out by the police in one of the large Polish cities;
- presentation of the results and conclusions of research on implementation of project management theory into practical execution of projects (including EU-funded) by the Police.

2. Principles of regional policy in the context of project management

Principles of Community regional policy were established with the development of the policy itself, by a decision of the European Council in cooperation with the European Commission. They include a series of organizational and substantive issues. In literature most common is the division of policy into 4 groups: general, organizational, financial principles and rules of appreciation. Details on the principles of individual groups are presented in Table 1.

The group of general principles regulates the basics of granting of structural assistance and targets the regional policy objectives of the whole group. Starting from the fundamental subsidiarity principle (namely decision-making level optimization depending on the category and the significance of the cases) these rules govern the coordination of national regional policies, ways to dispense financial instruments and the respect of organizational and institutional differences in individual EU member states.

Organizational principles are an expression of sustainability of the EU's objectives and methods of their implementation, partnership in their formulating and

regional policy coherence with other EU policies. The European Union many years ago moved away from short-term funding of projects that are inconsistent with each other for long-term planning of Structural Funds division according to the demand suggested by the local units. In this group increasingly emphasized is the need to respect the environment, cultural and religious diversity and equal rights for a decent standard of living.

Table 1. Main and detailed rules for regional policy

Main principles	Detailed principles
General principles	Subsidiarity Coordination Flexibility
Organizational principles	Programming Partnerships Compatibility Sustainable development Equal opportunities
Financial principles	Concentration N + 2 rule Additivity Complementarity
Evaluation principles	Evaluation Monitoring Financial control

Source: own evaluation basing on: S. Pastuszka, *Polityka regionalna Unii Europejskiej. Cele, narzędzia, efekty*, Wydawnictwo Difin, Warsaw 2012, pp. 202-233; K. Wojtaszczyk, *Integracja europejska*, Wydawnictwo Akademickie i Profesjonalne, Warsaw 2006, pp. 26-41; A. Życki, *Europejska polityka regionalna*, Państwowa Wyższa Szkoła Zawodowa w Pile, Pila 2010, pp. 33-36; M. Bijak-Kaszuba, *Integracja europejska*, Polskie Wydawnictwo Ekonomiczne, Warsaw 2004, pp. 73-82 and M. Greta, *Euroregiony polskie w procesie integracji europejskiej oraz w przewyżczeniu peryferyjności i dysproporcji regionalnych*, Wydawnictwo Uniwersytetu Łódzkiego, Łódź 2013, pp. 110-113.

Financial principles are a group of rules constituting the foundation for granting and accounting of EU projects. They introduce, among others, regulations related to financial instruments' focus on the poorest regions and the most important development goals. In addition, they regulate the time in which member states can benefit from the aid.

From the point of view of the topic of this study most attention should be given to the characteristics of the evaluation principles applicable under the Community regional policy. This is because they directly affect, with their regulations, applicants

and beneficiaries of EU projects. Other rules of regional policy rather create the further environment of these projects and the assessment principles must be strictly followed and implemented in the framework of the activities of each project.

The evaluation principle introduces reporting obligations, in which opinions on projects at various stages of the project are issued. It is worth noting that this is a relatively new canon of regional policy⁵⁶. Table 2 summarizes the variety and characteristics of different evaluation types.

Table 2. Evaluation – types and characteristics

Evaluation type	Characteristics
Ex-ante evaluation	<ul style="list-style-type: none"> – The assessment is at the stage of project pre-planning. – It includes assessment of the situation at the starting point and the selection of tasks and priorities of the project. – It indicates the socio-economic strengths, weaknesses, opportunities and risks and competitive assessment of future objectives in the region.
On-going evaluation	<ul style="list-style-type: none"> – Is performed during the course of the project. – In the case of programs, this assessment is carried out by the European Commission and the managing authority. It answers the questions: Is the used way of project implementation meeting the expectations of the beneficiary? Is the assessment methodology rightly suited to the needs? In case of problems – what are they and what are they due?
Mid-term evaluation	<ul style="list-style-type: none"> – Its purpose is to check in the middle of the project / program the achieved benefits / products. – It should include information concerning the use of funds and the efficiency of supervision and implementation in order for corrections and amendments for further activities in the project / program.
Ex-post evaluation	<ul style="list-style-type: none"> – It includes an assessment of the effectiveness, efficiency and sustainability after project completion. – In case of a project it is drawn up by the applicant/beneficiary. – In the case of a program it is drawn up by the European Commission, the Member State and the managing body of the project.

Source: own evaluation basing on: S. Pastuszka, *Polityka regionalna Unii Europejskiej. Cele, narzędzia, efekty*, Wydawnictwo Difin, Warsaw 2012 and B. Ekstowicz, M. Malinowski, *Polityka strukturalna Unii Europejskiej stymulatorem procesów modernizacji i rozwoju społeczno-ekonomicznego Polski w latach 2007-2013*, Toruń 2010.

⁵⁶ S. Pastuszka, *Polityka regionalna Unii Europejskiej. Cele, narzędzia, efekty*, Wydawnictwo Difin, Warsaw 2012, pp. 202-233.

In accordance with the monitoring principle, any program, project or goal needs to be monitored no matter at what the stage. Assessments of the course of planned activities are made by the Monitoring Committee. This principle is therefore for observing and controlling the progress of implementation of projects, in order to enhance efficiency in the management of the Structural Funds, removing errors⁵⁷ and applying the necessary adjustments.

The principle of financial control applies primarily to national and Community institutions. The project authors and project beneficiaries are indirectly affected, though even they are subject to a thorough financial control in the area of implementation of projects. The principle of financial control consists in sharing the responsibility for the effectiveness of fund spending between the European Commission and the Member State. The representatives of these levels of structural funds management control the aim and proper way of the spending of funds at least once a year⁵⁸, but if necessary, verification shall be made more often. Then also methods of any additional inspection are agreed upon.

When analyzing the possible impact of the outlined above rules of Community regional policy for EU projects should be noted that in a decisive and direct way, they create harmonized at a national and European scale, environmental conditions for these projects. The need to respect the described principles generates an obligation to take account of specific actions at almost all stages of the preparation and implementation of projects. Already in the preparation phase, the idea of the design needs to be adapted to a number of requirements coming, for example, from the rules of: complementarity (compatibility with other policies), partnership (the involvement of different entities), concentration (focus on objectives and regions) or equal opportunities.

The requirements flowing from the need to take into account the principles of regional policy do not remain without influence on the design of projects implemented under funding from the Structural Funds. Project management theory says that also this type of projects must be planned in accordance with the accordingly accepted quality scope parameters, quality, time and cost. The quality of the project, which is defined by the recipient, is in most cases the technical conditions for operations, which are the most difficult to clarify. Time of the project should be understood through the implementation period and the timing of each of the stages. The costs are the specific budget used during the course of the project. The scope is a comprehensive definition of results of operations.

Figure 1 is a schematic diagram of the basic parameters of the project. It shows the relationship between the individual elements. When any one of these factors is

⁵⁷ K. Głębicka, M. Grewiński, *Europejska polityka regionalna*, Wydawnictwo ELIPSA, Warsaw 2003, pp. 68-79.

⁵⁸ Ibid., pp. 68-79.

reduced or enlarged, the other parts move in the same direction in a proportionate manner.

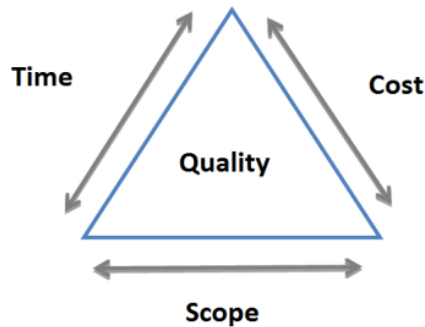


Fig. 1. The relationship between the basic parameters of the project

Source: Own elaboration basing on: Wirkus M., Roszkowski H., Dostatni E., Gierulski W., *Zarządzanie projektem*, Polskie Wydawnictwo Ekonomiczne, Warsaw 2014.

The existing regional policies also affect the scope and schedule of the tasks adopted in the project. Among the fundamental phases of each project into account taken are (apart from the concept phase already described): initiating, team organizing, planning, implementation, completion and evaluation.

At all stages of the project it is extremely important to take into account the recommendations coming from, among others, the principle of partnership and programming. They require on one hand to take into account the need of the project to contribute to achievement of imperative objectives (regional, national and Community), on the other hand, inclusion in the draft of a widest possible range of stakeholders, including the co-contractors.

In addition, the phases of planning and implementation of the project must go in accordance with the objectives and requirements of the principles of compatibility, concentration and additivity. This generates a number of conditions necessary for funding opportunities and the implementation of EU projects, which must be included in the aims and tasks of the project. These projects:

- They must be consistent with other EU policies, in particular the doctrine of respect and care for the environment, equal opportunities and a ensuring proper competition;
- They should be implemented in areas with difficult socio-economic situation or be instrumental to contribution to improving the living conditions of the people of the region;
- They must be financed from different sources (private or public); the EU Structural Funds can not be the sole source of funding for the project.

Birth and early evolution of current methods of project management is assumed to have happened in the forties of the twentieth century. At that time, the US military launched a project that aimed to produce an atomic bomb – the Manhattan Project. It used for the first time a comprehensive project approach, taking into account many external and internal factors (including stakeholders, quality, execution time, responsibility and division of labour). Admittedly, this project did not contain all the elements that are currently taken into account in the planning and implementation of projects; however, it was one of the foundations of theory and practice of project management.

Analyzing the literature can lead to a generalization that the management in the project should primarily include risk, quality, budget and project team management. The practice of EU projects implementation shows that even these processes are subject to the specific influence of the EU requirements.

In accordance with the applicable within the framework of EU regional policy definition, risk is the probability of events or actions which may unfavourably affect the achievement of the objectives or activities within a project. The risk in the project is affected by internal and external factors over which the project manager has no control⁵⁹.

The concept of risk management is usually interpreted as identifying, analyzing and assessing risks that may be encountered during the project. Typically, risk is associated with something negative, but not in every case it means failure. In terms of risk management experience is very important, because the person who may hint at the problems he most frequently was encountering and at what stage of the project it took place, will be able to help predict and remove threats in a similar project.

In the case of EU projects, risk management relates primarily to aspects of: cost estimating, execution of works on schedule and achieving the assumed results. Limitation of funds at the disposal of the units responsible for the distribution of EU funds generates the need for far precautions in spending money. Project authors must therefore estimate the level of costs so that the resources do not turn out to be too small to cover all stages of the project. What's more, these expenditures must be properly categorized. And because the EU bureaucracy does not want to give consent to possible transfer of money between categories of expenditures, the project authors do not have the ability to move funds in case of possible shortages and surplus funds in various categories. It is therefore a matter closely related to the management aspect of the project budget.

An additional difficulty in estimating the cost is the time distance between the time of application and the time of the start of the project. Paperwork involved in obtaining of formal and substantive evaluation and signing of grant agreements

⁵⁹ *Project Cycle Management Guidelines*, European Committee, Brussels, February 2004, pp. 148.

means that sometimes these time distances cover a period of several months, which can significantly alter market prices.

The need to execute the planned project tasks in a timely manner under penalty in the form of return of entirety of the awarded grant is another characteristic requirement for projects co-financed from EU structural funds. The executors of such projects can not rely on the acquiescence of officials controlling the timely delivery of projects, which in the case of corporations or other organizations is acceptable.

A very important aspect of risk management is the ability to anticipate and prevent risks that threaten the achievement of the expected results. This is another distinctive feature of EU projects, separating them from projects of another type. In accordance with EU requirements, each funded project must contribute to wider goals by achieving the expected results of the project. In the event of unforeseen risks that contributed to the failure to achieve one or more results, there is a serious risk of having to pay back the entire grant – which is not practiced in the case of projects financed in the traditional manner (corporations/organizations).

Another element of project management is the issue of quality. In this respect the fundamental standards have been established by the International Organization for Standardization. In relation to EU projects it is extremely important here to take into account the interests of a wide range of project stakeholders⁶⁰. When planning the project first must be carefully performed a stakeholder analysis, and when determining the results and products of the project one should plan their quality in relation to expectations of all stakeholders. Taking into account the interests of such a broad range of stakeholders is another distinguishing feature of EU projects, which at the same time is hindering the good planning and implementation of the project.

Another important element of project management is the proper selection of the project team. The person who most often forms the project group is the project manager, which in the case of EU projects is often the main designer. The person carrying out that function therefore bears great organizational, and in the case of EU projects often also financial responsibility.⁶¹

3. Theories of project management and EU projects

European project management is treated as an extension of the theory and practice of project management. According to the main objectives, the European project should be characterized by:

⁶⁰ As defined by the European Commission, stakeholders are individuals or bodies that may, directly or indirectly, positively or negatively affect or be affected by the project or program. These are people who in any way are concerned by the project, and therefore have a share in its success or failure.

⁶¹ M. Trocki, „*Nowoczesne zarządzanie projektami*”, PWE, Warsaw 2012, pp. 203-220

- a clearly defined target group and the final beneficiaries,
- accurate financial structure and coordination,
- the possibility of permanent insight and evaluation.
- a clear justification that the assumed benefits outweigh the planned costs.

Generally, projects can be defined as highly complex endeavours, due to the fact that they are encountered in practically all areas of human life. A special group of projects called European project brings but at least one additional feature, namely such a project is implemented under the grant from aid funds of the European Union and can be implemented in its territory or outside. The desirability of distinguishing the group of European projects as a separate one is confirmed, among others, by the fact that all these projects must be planned and implemented according to formal rules imposed by the European Union.

Considering the huge amount of European projects and the amount of funds allocated to them, it is important to create a dedicated method of coordination and management of this type of projects that could help manage them most effectively and efficiently. Very often, implementers and beneficiaries of aid come from different social groups, environments, cultures and even countries. There is therefore a need to generate a common, unified methodology for the management of European projects. Many years of experience with European projects in Western countries helped create the fundamental principles and guidelines in an attempt to reconcile the theory of project management with specific EU requirements. As a result, for years in the Member States operates a relatively unified way to manage projects based on shared terminological and methodological assumptions.

When analyzing the specifics of European project management in the beginning one should mention the category of a program. For if we are dealing with a group of projects carried out to achieve the goal impossible to achieve without the coordination of individual projects, we then talk about a program. It is the parent category, used in the various European Union policies. If, however, we are dealing with a group of unrelated projects, not bound with interdependencies but managed under a single institution, we are talking about a project portfolio.

Figure 2 shows the interdependence of elements that make up a European project. They are stakeholders, project tasks and processes. In the next part of this section the authors tried to analyze the significance and characteristics of these elements in terms of the specifics of European projects.

With such large endeavours as the European projects usually involved are large groups of people. The greater they are the more diverse roles can be distinguished in the project. One of the most important groups of participants in European projects, are final beneficiaries, and thus the de facto direct recipients, who will benefit from the effects (results) achieved by the project. This group is as broad as the scope of the objectives undertaken by the European project.

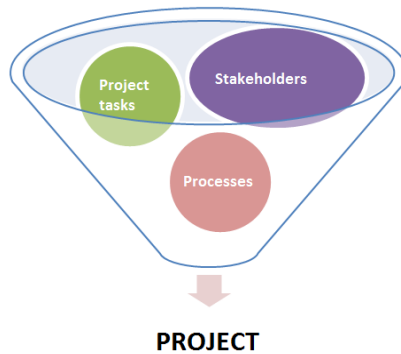


Fig. 2. Fundamental project elements

Source: own elaboration.

The authority ordering the execution and implementation of the project is called the final beneficiary. It is also the body responsible for overseeing the proper course of the project. One example is e.g. The Ministry of Agriculture of the country.

Another group of project participants are the sponsors. Entities or institutions willing to financially support the final beneficiaries, who often do not have sufficient resources to implement the desired objectives. An example of a sponsor in European projects is directly the European Union.

An extremely important from the point of view of the success of the project group of participants are the executors, dealing with the immediate implementation of the project. At the same time, in major projects that require the involvement of many teams with complementary productivity we are dealing with a so-called partnership.

All of the above groups fall within the definition of an internal stakeholder. In the case of external stakeholders of European projects we are talking about the environment surrounding the implemented project.

The second element of the project are its tasks. Although the targets may be as numerous as projects, all of them must satisfy the basic assumptions, common for all the objectives:

- excellence of results,
- the cost of implementation,
- execution time.

Each target is based on the best execution of these three assumptions. Speaking of excellence means fulfilment of quality. The costs are usually the upper limit of the budget which should not be exceeded. Duration of the projects is limited by the accepted time framework of financing of European Union projects i.e. financial perspectives.

The third and final part of the project is the process. Speaking of a cycle we mean the general model determining the project as a function of time, from the beginning to the end, taking into account the different phases and their characteristic properties. Due to the cyclical nature of the projects general principles for the planning and conduct of European projects were formulated. According to the European project management methodology, we distinguish five phases, different in conduct, character and costs, such as: programming, identification, formulation, implementation, evaluation and audit.⁶²

4. Organizational determinants of EU projects implementation by the Regional Police Headquarters in X

In order to characterize the types of projects carried out by the police, in the later part of the study the Authors describe the characteristics of projects carried out by the police on the example of the Regional Police Headquarters in one of the regional Polish towns. Because of the significance of the information provided and the specifics of the institution, specific data on the identification of the police units presented in the development have been classified. The authors will use the terminology „units of the cities X and Y”.

Table 3. Sources of funding, partners and ways of financing of project implementation

Project funding source	ESF Regional Centre in X, Norwegian Finance Fund, The Leonardo da Vinci Program Institutions i.e. local governments, banks.
Partners	Fire department in X, Police departments within the region X, Headquarters in Warsaw, Regional Departments, Polish Foreign Aid, Marshal's Office in X.
Project financing method	The contribution of the State, Financial and material donations, Donations.

Source: own elaboration on the basis of an interview with the head of the Section for Assistance Funds and Procurement in May 2014.

⁶²M. Trocki, B. Grucza, *Zarządzanie projektem...*, op. cit., pp. 38-64.

As it is clear from the information provided in Table 3, the projects implemented by the Regional Police Headquarters in X are co-financed from sources such as, among others, The European Social Fund based in X and the Norwegian Financial Mechanism (finance from this source are directed to specialized equipment, mechanisms in the crime lab). Another source is the Leonardo da Vinci program⁶³, which has 5 types of application: mobility projects, partnerships, transfer of innovation, central projects and preparatory visits and contact seminars. Moreover, the team of European Integration and International Relations of the Regional Police Headquarters in X also implements partnership projects in cooperation with the Police of the Brandenburg Land. This program enables organizations of various countries to cooperate on vocational education and training. Their main aim is to facilitate the partners to exchange experience and expand cooperation at European level. In the course of such projects are held mutual visits of partners, which represent an opportunity for direct meetings of experts and mutual learning.

Another source of project financing are banks, associations, foundations, insurance companies. Additional funding for projects is obtained from various state institutions in the form of donations, aid resources and grants. The partners of the Regional Police Headquarters in X are, among others, Regional Headquarters of the State Fire Service in X, thanks to the cooperation with it, both police cars and fire trucks have been bought.

The partners in EU projects are also Regional Departments, police stations and the Main Police Headquarters in Warsaw, which delegates some of the projects for implementation and monitoring within the province, in order to verify the effectiveness of actions.

Also, Polish Foreign Aid is a partner for the EU projects carried out by the police in X. However, in this partnership it is the Police Department who supports the implementation of Polish Foreign Aid projects. This involves sending of officials on the so-called missions that, depending on the specifics, require special measures, as well as sometimes special members. These officers are posted at random or by choice and are responsible on behalf of the Ministry of Internal Affairs. Such missions take place for example in Afghanistan.

Another partner of the Regional Police Headquarters in X is the Marshal's Office of that city. It controls documentation prepared during the project in terms of its reporting with the Taxation Office in X for external financial control of the project.

⁶³ The Leonardo da Vinci program is part of the European Union „Lifelong learning” educational program. The program aims to promote mobility of workers in the European labor market and implementing innovative educational solutions for improving of professional qualifications. It also supports solutions which increase transparency and recognition of professional qualifications in European countries.

A large part of the funds comes from the European Regional Development Fund, up to 75-80% of the entire project. The remaining amount comes from the state budget finances for one year. The most commonly, long projects are written for European operational programs – indirectly from Human Capital, directly from the Regional Operational Programme. Implemented with these funds are about 100 projects a year.

Extremely important from the point of view of management of EU projects implemented by the Police units in Poland is knowledge of the organizational structure of this institution. Its hierarchy, specifics of dependencies and access to information which directly influences the effectiveness of EU projects' implementation. The organizational structure of the police units is not imposed top-down, on the contrary – everyone adapts to the prevailing hierarchy within the department. However, as in every department, decision-making vote belongs to the Commander of the unit. Every group is an entity reporting to the post of Commander.

The organizational structure of the project can therefore be described using a simple model of project management in the analyzed Police units. This model is shown in Figure 3.

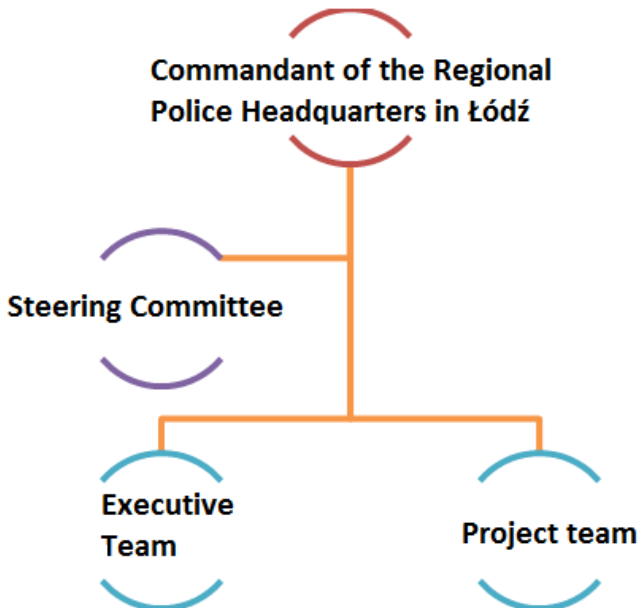


Fig. 3. Model of project management structure in the Regional Police Headquarters in X

Source: Own elaboration basing on data obtained from Regional Police Headquarters in X

The prepared model is a combination of the isomorphic structure with the expert structure⁶⁴. The functions of each of the team members are clearly defined, the knowledge of each participant of the project team is carefully used and the manager, in this case the Commandant, acts as a mentor. Therefore, the decisive vote belongs to the Regional Police Commander in X. Under him is the Steering Committee, whose task is to monitor each stage of project implementation and make any necessary adjustments, as well as preventing possible problems that arise during the project.

The proper issuing of the application it is the responsibility of the project team, which also is supported by the finance department so that project costs are balanced and realistic. This team usually consists of 6 to 8 people.

Another team helping in the implementation of the project is the executive team, in the European Union called an implementing team. It consists of 10-12 people, who watch over the implementation of the project while participating in it, these are the people who execute the project. Each project is carried out according to a schedule that is written out in the planning phase of the project.

5. Examples of projects executed in the Regional Police Headquarters in X

In this section the authors decided to introduce briefly two projects carried out by the Regional Police Headquarters in X. The first project is a „soft” or training project entitled *„The training of police officers in the field of qualified first aid”*. This project was implemented under the Operational Programme Human Capital and was co-financed by the European Union through the European Social Fund. The training was implemented in the period from 1st of October 2011 to 31st of October 2014. In the course of the project the training included policemen and policewomen of all garrisons in the country (regional departments, the Capital Police Headquarters) from the units working in traffic on public roads, riot police (independent prevention police units), police prevention services, particularly patrol and intervention and police anti-terrorist subunits, as well as police officers in criminal service. From garrison of region X in 2011-2014 270 officers were trained. According to the Rules of recruitment and participation, the Project could have been joined by those who met the following criteria:

⁶⁴ By M. Żmigrodzki, *„Zarządzanie projektem małymi krokami”*. There are 4 basic team structures: isomorphic – clearly defined tasks for each team member, the possibility of simultaneous execution of several issues, the manager acts as mentor expert – allows for an efficient use of the team knowledge, but with uneven distribution of responsibility and with varying activity of participants in the project, collective – no perceptible leader, long-term decision-making in a team, individualism of members, co-operation between participants of the project, surgical – allows for quick decision-making, accountability for results of phases of the project falls on one person.

- on recruitment had not less than 2 and no more than 15 years of service,
- were on duty in the organizational units referred above,
- freely expressed their will to obtain knowledge and skills in the area of qualified first aid and to obtain the title of a lifeguard, and also signed a declaration of participation in the project,
- gave consent to the processing of personal data,
- successfully passed the interview,
- received a referral of a respective supervisor to attend the course (regional commander of police, county or municipal commander of police).

The main objective of the project was to obtain at least 867 policewomen and policemen taking part in the Project on knowledge and skills in the provision of qualified first aid and lifeguard title, and also a better preparation of the Police to operate within the system of the State Emergency Medicine Services.

The course, including the examination lasted for nine calendar days and it was carried out according to the Framework Programme of the course (namely 66 hours, including 25 hours of theory and 41 hours practice). Each participant was obliged for 100% attendance and active participation in the classes. A person taking part in the classes had to each time confirm his presence on the attendance list.

The second presented project is an operation of a „hard”, investment character. The project entitled *„The purchase of a helicopter for the Regional Police Headquarters in X serving as a technical support in crisis management”* was submitted to the contest under the Regional Operational Programme of the Lodz region for 2007-2013 under Priority Axis II, Environmental protection, risk prevention and energy, action II.5 Environmental threats, on the 25th of September 2009. The total project value amounted to PLN 4,751,228.01, of which PLN 3,399,960.05 was the funding from the European Regional Development Fund, and PLN 1,351,267.96 came from the state budget. Project financing agreement was signed on 31st of March 2010.

The project responded to the needs of the entire province X, in particular the problems perceived in practice of the performance of departments responsible for responding to emergency events. Police has for long, in its own area, undertaken efforts to increase access to high-quality equipment for preventing emergencies. Therefore, due to outdated aviation equipment, the Police Headquarters in X needed a newer, small helicopter with good performance parameters, running on a turbine engine. First of all, the helicopter, including the transferred to it infrared camera is used to perform common search flights for people lost in the forest complexes, as well as during natural disasters – floods, fires, heavy snow and evacuation of people from areas at risk. Another task of the helicopter is to monitor and disclose of illegal dumps and landfills, illegal disposal of waste water from plants into rivers, and in winter, the monitoring of residual snow on the roofs of buildings. The project was implemented in the period from June

2010 to September 2011, of which the supply of the helicopter was scheduled for the fourth quarter of 2010.

6. The results of research on the application of project management theory in practice of project implementation (including EU) at the District Police Headquarters in Y

Presented results were obtained through a survey conducted on 24 employees of the District Police Headquarters in Y – unit reporting to the Regional Police Headquarters in X in May 2014. The study involved 58% of women and 42% men. Civilian employees accounted for 85% of women and 10% men. Other respondents are uniformed police officers of varying decorations.

The questionnaire sought to obtain information on the degree of application of project management theory in practice of project execution by the police. Moreover, the study was intended to facilitate an evaluation of the implementation of the carried out projects from the structural funds of the European Union from the point of view of the participating officers. This allowed formulating several research questions:

- To what extent Police employees are informed about projects in their unit and what are their sources of information on this subject?
- Are they familiar with project management methodologies used in their unit?
- How do they evaluate the way of project management in their unit and is there something they would change?
- How do they evaluate the effectiveness and usefulness of projects?
- What is the procedure of dissemination of end information about the completed projects?
- Is there any bottom-up procedure of signalling a need for soft projects and how does it look like?

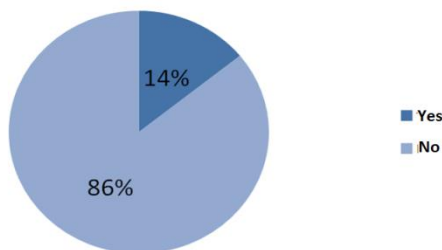


Fig. 4. Do you know what kind of projects are executed in the District Police Headquarters in Y?

Source: own elaboration basing on research made in the District Police Headquarters in Y in May 2014.

Anxiety can be raised by the fact that only 14% of surveyed employees (3 persons), of the District Police Headquarters in Y had any knowledge of the implementation of EU projects in the framework of the functioning of their police unit. These people were able to mention such projects as „*Safer Together – safety in the place of residence*”, „*Safe Way to School*”, „*Common Living Space*”, „*Nice at Nice Street*” (translator note: respective Polish titles: „*Razem bezpieczniej – bezpieczeństwo w miejscu zamieszkania*”, „*Bezpieczna droga do szkoły*”, „*Wspólne osiedle*”, „*Miło na Milej*”) and the purchase of communications equipment – electronic equipment. This group consisted of men aged 37-43 years, with higher education.

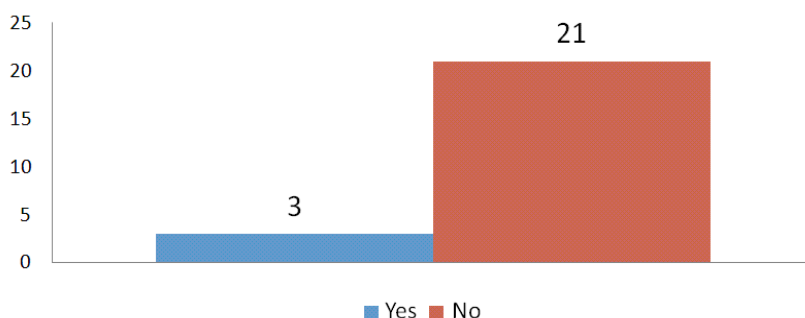


Fig. 5. Did you have access to information about the carried out projects?

Source: own elaboration basing on research made in the District Police Headquarters in Y in May 2014.

Detailed knowledge about the carried out projects was as low as the overall awareness of the implementation of EU projects in the unit. At the same time it was present only in those persons who have declared knowledge of any projects. In the study we obtained information that the data on implementation of projects is transferred only in meetings with management and sporadically via the Internet.

The authors asked respondents about their involvement in any projects (not necessarily the EU). 33% of respondents declared their participation in projects implemented by the Regional Police Headquarters in X. The remaining 67% people, in the study period did neither participate nor coexecute any project implemented by the Regional Police Headquarters in X, but participated in projects carried out by the District Police Headquarters in Y. Both the in the RPH and the DPH projects had the soft character, namely they were different types of training.

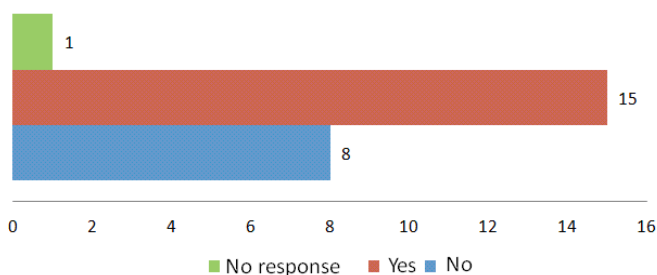


Fig. 6. Do you have the possibility to submit any information about training needs?

Source: own elaboration basing on research made in the District Police Headquarters in Y in May 2014.

As a result of in-depth interview about project management in general in evaluated units of the Police we obtained information that 62.5% of respondents had the opportunity to submit training needs. Thus signaling the needs of projects in the audited entity is fairly common. At the same time, respondents were not able to clarify procedures for reporting such demand. The most frequently reported method of submitting of training needs was to provide *information to the department supervisor*. But there were indications that the information was passed on to the heads, Commander of the District Police Headquarters in Y or the Department of Personnel and Training of DPH in Y. The most common form of transmission of information on possible training needs was written notice. Only individuals mentioned oral information as ways to communicate about the need for training.

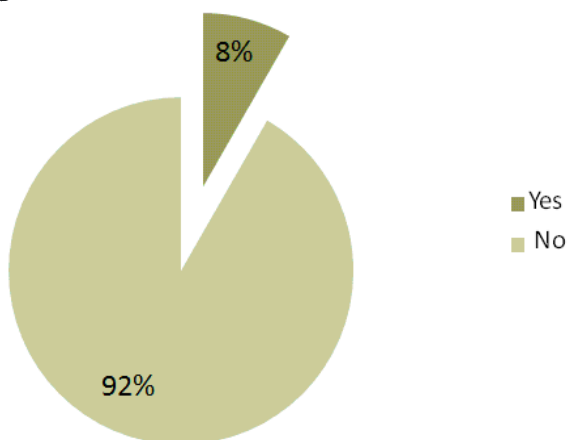


Fig. 7. Do you have access to reports on completed projects, in which are described the achieved effects, changes in the conduct of such operations?

Source: own elaboration basing on research made in the District Police Headquarters in Y in May 2014.

Access to reports on the projects was declared only by 8% of respondents. These are people with a higher level in the hierarchy of the police, for example staff warrant officer (aspirant sztabowy). In this case it means men with higher education, dealing with the monitoring of projects. In contrast, the remaining number of tested people, mostly in positions of civil servants, had not been able to inspect the progress reports of projects. This state of affairs does not bother anyone because widespread ignorance about the implementation of any projects in the unit does not generate the necessity of insight to reporting on their progress.

In the further part of the study authors decided to undergo a deeper evaluation of projects (not only EU). The people who participated in the training were designed to assess various aspects of soft projects on a scale of 1 to 5 (1 – very bad, 5 – very well).

Table 4. Number of training aspect evaluations

Aspect	1	2	3	4	5
The room	-	-	3	1	4
Catering	2	2	-	2	2
Way of training	-	-	3	2	3
The person conducting the training	-	-	3	4	1
Dates of training	-	-	3	4	1
Hours of training	-	-	2	4	2
Usefulness of training	-	-	3	3	2

Source: own elaboration basing on research made in the District Police Headquarters in Y in May 2014.

Top-rated aspect of training, according to the participants, were the classrooms. HA slightly worse assessment was given to method and methodology of training. Good grades were also given to hours when the training took place and training dates. The lowest scores were given to catering, which in fact did not affect the effectiveness of training.

Anxiety should rise from the fact that relatively low assessment was given to the usefulness of the trainings. This indicator is in its essence is a key determinant of the effectiveness of training. A low score might suggest, therefore, inappropriate selection of subjects or courses or inappropriate selection of participants. Both factors from the standpoint of efficient use of funds are very worrying.

Opinions on the effectiveness of the implementation of the projects are divided. As a result of responses it is difficult to determine whether the used method of introducing projects into life is proper. Moreover, as previously most respondents declared no knowledge of the projects it was not possible to base the

conclusion on an assessment of people who do not have the appropriate level of information.

Figure 8 shows the distribution of responses in terms of respondents' opinion on the effectiveness of the implementation of the projects. Half of them did not respond, the next 21% highlighted again their lack of knowledge on the projects, while 8% rated the effectiveness negatively, stating that this assessment is also due to the absence of adequate information on the implementation of projects. In total, 79% of responding officers were unable to assess the effectiveness of the implementation of projects due to a lack of satisfactory knowledge about them.

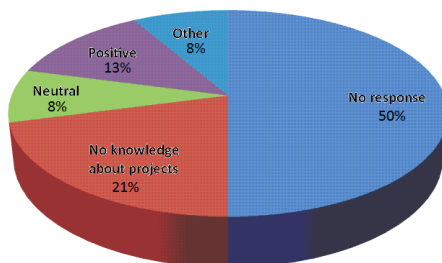


Fig. 8. Opinion on the effectiveness of the implementation of projects in the District Police Headquarters in Y

Source: own elaboration basing on research made in the District Police Headquarters in Y in May 2014.

Once again, no knowledge of the basic projects implemented by the audited entity made it impossible for authors to evaluate their effectiveness. Figure 9 shows the distribution of answers on suggestions for changes in project management.

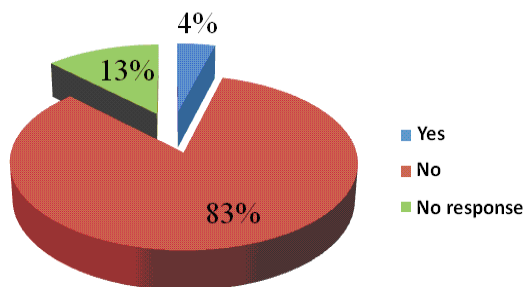


Fig. 9. Do you have suggestions for changes in management of projects by the Regional Police Headquarters in X?

Source: own elaboration basing on research made in the District Police Headquarters in Y in May 2014.

As many as 83% of people said that because of inadequate knowledge in the subject they can not formulate any suggestions. Only 4% of respondents were able to give solid response on their position in the audited aspect. These suggestions concerned mainly the difficulty of flow and access to information on the projects as well as outdated, authoritarian mode of project management.

7. Conclusion

To the surprise of the authors, the answers obtained in the test did not allow to formulate answers to all the research questions. Employees of the unit under test are characterized by an extremely low level of knowledge about implemented in the unit projects, both EU and others. Only a few people declared a general knowledge in this area.

At the same time, such a low level of knowledge about the projects did not allow the authors to obtain sufficient research conclusions about the knowledge and assessment of project management methodologies in the DPH in Y. Moreover, evaluation of the effectiveness and usefulness of projects was formulated only on the basis of the trainings in which the respondents participated. At the same time, both the effectiveness and usefulness of those trainings were evaluated as average. This suggests a mismatch between the training offer and the demand of employees delegated for training. At the same time the results of the study indicate the absence of any formal procedure for reporting a bottom-up demand for soft projects (training).

The results show that there is also no procedure for dissemination of information on projects implemented in the unit. What is more, only senior officers have access to the final reports on projects. The authors suggest that information about ongoing and planned and completed projects, along with access to the final reports should be available to a larger number of stakeholders. Authors' suggestion is to increase the number of police officers involved in the projects, while presenting the content of the projects, so that each of the officers and civilian employees knows the goals and objectives of the projects.

This is the basis for the inference that the tested Police unit does not use the achievements of the theory of project management, constantly basing on outdated methods of project management. The disadvantages of process of managing of EU projects in the DPH in Y include:

- Authoritative way of managing of projects;
- Single person decision-making;
- Low interest in projects of policemen of the District Police Headquarters in Y;
- Lack of procedures to inform employees not participating in the projects, as well as third parties on projects that are implemented in the DPH;
- Lack of procedures for obtaining information on the training needs of police officers in the DPH in Y;
- A small number of officers benefiting from the projects, both normal and those co-financed by the EU.

The advantage of the method of project management in the DPH in Y, which the authors could observe during the test, is the very simple and clear organizational structure of the project.

References

- [1] **Bijak-Kaszuba M.:** *Integracja europejska*, Polskie Wydawnictwo Ekonomiczne, Warsaw 2004.
- [2] **Ekstowicz B., Malinowski M.:** *Polityka strukturalna Unii Europejskiej stymulatorem procesów modernizacji i rozwoju społeczno-ekonomicznego Polski w latach 2007-2013*, Toruń 2010.
- [3] **Głabicka K., Grewiński M.:** *Europejska polityka regionalna*, Wydawnictwo ELIPSA, Warsaw 2003.
- [4] **Greta M.:** *Euroregiony polskie w procesie integracji europejskiej oraz w przezwyciężaniu peryferyjności i dysproporcji regionalnych*, Wydawnictwo Uniwersytetu Łódzkiego, Łódź 2013.
- [5] **Pastuszka S.:** *Polityka regionalna Unii Europejskiej. Cele, narzędzia, efekty*, Wydawnictwo Difin, Warsaw 2012.
- [6] *Project Cycle Management Guidelines*, European Committee, Brussels, February 2004.
- [7] **Wirkus M., Roszkowski H., Dostatni E., Gierulski W.:** *Zarządzanie projektem*, Polskie Wydawnictwo Ekonomiczne, Warsaw 2014.
- [8] **Wojtaszczyk K.:** *Integracja europejska*, Wydawnictwo Akademickie i Profesjonalne, Warsaw 2006.
- [9] **Życki A.:** *Europejska polityka regionalna*, Państwowa Wyższa Szkoła Zawodowa w Pile, Piła 2010.

SPECYFIKA ZARZĄDZANIA PROJEKTAMI UNIJNYMI NA PRZYKŁADZIE JEDNOSTEK POLICJI DWÓCH DUŻYCH MIAST POLSKICH

Streszczenie

Celem opracowania jest przedstawienie i dokonanie oceny sposobu realizacji projektów unijnych przez polską instytucję państwową, jaką jest Policja. Konstrukcja opracowania uwzględnia rozważania na temat teorii zarządzania projektami w odniesieniu do praktyki unijnej. Uwagę poświęcono również prezentacji wybranych projektów unijnych realizowanych przez Policję w dwóch dużych polskich miastach. Na koniec zaś opracowanie zawiera prezentację wyników i wniosków z badań nt. implementacji teorii zarządzania projektami w praktyce realizacji projektów przez polską Policję.