MINISTRY OF FOREIGN AFFAIRS OF DENMARK
Danida

ANALYSIS OF PROGRAMME/PROJECT COMPLETION REPORTS 2007-2008

NOVEMBER 2009

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List of Abbreviations

AIDS	Acquired Immuno-Deficiency Syndrome
ASPS	Agriculture Sector Programme Support
B2B	Business to Business
CTA	Chief Technical Adviser
DAC	Development Assistance Committee
DKK	Danish Kroner
DRC	Democratic Republic of Congo
DUCED	Danish University Consortium on Environment and Development
ESP	Environmental Sector Programme
HIV	Human Immuno-deficiency Virus
Hum	Humanitarian
LCS	Labour Contracting Societies
MFA	Ministry of Foreign Affairs
MOFI	Ministry of Fisheries
NETARD	Danish Network for Agricultural Research for Development
NGO	Non Governmental Organisation
NRE	Natural Resources and Environment
PCR	Programme/Project Completion Report
PDB	Project Data Base
PPO	Programme and Project Orientation
SID	Seed Industry Development
SLUSE	Sustainable Land Use and Natural Resource Management
SWAP	Sector Wide Approach
ToR	Terms of Reference
UEMS	Urban Environmental Management System
WHO	World Health Organisation
UN	United Nations

Executive Summary

Overall Purpose of the Study

1. The overall purposes of the analysis were to summarise key features and lessons learned from Programme and Project Completion Reports (PCR) up-loaded in the Project Data Base (PDB) during 2007 and 2008, to provide an overview of key issues raised in the PCRs which may warrant follow-up by relevant stakeholders and to assess progress with respect to the implementation and continued relevance of the recommendations made in the exploratory study on PCRs in 2007 and up-date recommendations in view of recent decisions (Accra Agenda for Action etc.) as deemed necessary.

Statistical analysis of PCRs

2. During 2007 and 2008, a total of 745 PCRs were uploaded in PDB. These PCRs together account for some DKK 5.2 billion of approved grant budget. About 82 % of PCRs are for projects below DKK 5 million, with around 14 % being between DKK 5 and 30 million, and the remaining 4 % being programmes and projects above DKK 30 million.

3. The largest programmes and projects account for 62 % of the total budget. The smallest projects (below DKK 5 million) and the projects between DKK 5 and 30 million account for 17 % and 21 % respectively.

4. The PCRs cover a total of 65 different countries. Looking at all programmes and projects, irrespective of their type, the highest portion (about 45 %) of programmes and projects are located on the African continent. Asia and South East Asia are the two other major geographical areas, accounting for about 31 % of the total PCRs.

5. Programmes and projects implemented faster than planned or within the planned period account for about 52 % of the projects.

6. Irrespective of the criteria and project size, and taking all scores (a, b, c and d) of performance into account, the analysis shows that 89 % of the ratings are either an "a" or "b". Only in 2 % of the cases has the rating "d" been used. This shows that according to the programme and project managers preparing the PCRs there has generally been a high level of performance.

Statistical analysis of Hum/NGO projects

7. Of the 745 received PCRs, 157 projects are categorised as either Humanitarian or NGO projects. These PCRs together account for some DKK 0.78 billion of the approved grant budget. About 67 % of PCRs are for projects below DKK 5 million, with around 32 % being between DKK 5 and 30 million. Only 1 project was above DKK 30 million.

8. Of the DKK 0.78 billion approved grant budgets, the projects above DKK 30 million account for 6 % of the total budget. The smallest projects (below DKK 5 million) and the projects between DKK 5 and 30 million account for 30 % and 64 % respectively.

9. The PCRs cover a total of 48 different countries. Looking at all Hum/NGO projects, the highest portion (above 46 %) of projects is located on the African continent. Asia is the other major (about 22 %) geographical area where the projects are located. The projects covered by the Hum/NGO PCRs are typically implemented in other than the Danish programme countries, including countries where it is difficult to establish development programmes within the government system, e.g. Sudan and the Democratic Republic of Congo (DRC).

10. Programmes and projects that have been implemented faster than planned or within the planned period account for about 62 % of the Hum/NGO projects.

Comparison between list of PCRs and PPOs 2007 and 2008

11. According to the PPOs from 2007 and 2008, a total of 796 projects were closed during the two years. Of these 416 PCRs (52%) were included in the analysis of PCRs. While the analysis shows that for a number of reasons there exist a higher number of PCRs in the PDB than included in the analysis, it can also be concluded that there still are a number of PCRs to be uploaded in the PDB. However, as this analysis is based on a considerable portion of PCRs (both in terms of number and budgets) its conclusions and recommendations can be regarded as valid.

12. The analysis shows, that there is a longer time span between uploading of the PCR and the financial closure of the project than the target set in the PCR guideline of 6 months. There is also a need to secure that a project cannot be mentioned as closed in the PDB, unless it has been checked that a PCR has been uploaded in these cases where a PCR has to be prepared. The situation with a significant difference between the number of PCRs as generated from the PDB and the number of financially closed projects as shown in the PPO calls for a closer connection between the two systems so that programmes and projects are not closed before it has been verified that a PCR has been made.

13. A random check shows that most of the projects still to upload a PCR are smaller projects, e.g. local grant projects and business-to-business projects. To simplify procedures, consideration should be given to make an exemption to the PCR guideline so that projects with a budget below say DKK 0.5 million should not prepare a PCR. In this regard considerations could also be given to exclude certain aid modalities from preparing a PCR. The aid modalities to be excluded should be decided on the basis of further discussions within the Ministry of Foreign Affairs.

PCR Formats

14. More than half (56 %) of the PCRs have been filled in using one of the three new formats introduced in 2006. Of these the absolute majority is format 3 for projects below DKK 5 million. This reflects the overall composition of projects, of which the major part is small projects. Of the remaining, 125 projects have used the Hum/NGO format. A total of 199 PCRs (above 26%) are in the category "other". Many of these follow one of the old PCR formats.

15. In terms of quality of the PCRs received during 2007 and 2008, more than ¼ of the PCRs does not follow one of the formats that officially are in use at present, i.e. formats 1 to 3 and the Hum/NGO formats. Considering that a backlog of PCRs from earlier completed projects were included in the 2006 analysis of PCRs, it is surprising that there is such a high number of PCRs in the category "Other format". Further, quite a number of PCRs do have some missing data, and a significant number is filled out in a language which is unknown by the recipients.

16. If there is a wish to have a uniform use of PCR formats and enable statistical and other analysis of PCRs, there is a need for securing an effective quality assurance of PCRs at the time of uploading. The quality assurance is not meant to provide a qualitative assessment of the content of the PCR in terms of lessons learned and other types of analysis, but to secure that all the required data on the programme or project are included, that the correct format for the PCR is used, that lessons learned are included and that a rating of performance has been carried out. This analysis has shown that quality assurance especially is needed for the smaller projects. At the same time, however, the analysis also shows that the value added of PCRs for very small projects is limited. As financial accounts are being prepared for all grants, it may not be justifiable to continue preparing PCRs for very small activities.

Lessons Learned

17. Annex 2 of this report presents a condensed version of the lessons learned as expressed in the analysed PCRs from 2007 and 2008. It is not within the scope of this analysis to carry out spot checks of the lessons learned or other issues raised in the PCRs through visits to programmes or projects. Instead, the following mentions issues of a more general nature that might be relevant to include in either future country or thematic evaluations to be carried out by the Evaluation Department:

    - *Longer than planned implementation*, as close to half of the programmes and projects covered by the analysis had a longer implementation time than foreseen in the programme/project documents;

    - *The low scoring of the HIV/AIDS response in completed programmes,* compared to the generally high score on performance at programme level;

    - *Alignment and harmonisation*, as this is high on the aid agenda, but in some cases implementation is difficult due to the nature of recipient government systems;

    - *The roles and organisation of technical assistance* to support implementation, as these roles are determining factors for impact of the aid interventions;

    - *Perception of capacity development*, as building of capacity within organisations and changing institutional structures, especially across existing organisations is difficult, and breaking of institutional barriers requires more than a donor project to be sustained;

    - *Guidelines, procedures and formats*, as some of the practises in the Danida aid management guidelines including procedures and formats for financial and physical progress reporting can be different from practises and procedures of the recipient government institutions.

Overall conclusions and recommendations

18. The analysis of PCRs from the period 2007-8 has shown that there are a number of challenges to be overcome in a.o. registration of PCRs, procedures to be adjusted, quality assurance of incoming PCRs and securing that all programmes and projects that according to the guidelines have to prepare a PCR actually upload these. There is also a need for lessons learned from the many programmes and projects to be disseminated to relevant users and for following up on the way the system handles PCRs in the coming years.

19. Overall, the analysis has shown that:

    - PCRs for major programmes are generally of a higher standard than PCRs for smaller projects. Some of the PCRs for major programmes and components – though not all – are of a standard which makes them useful for lessons learning and as an input for evaluation work.

    - PCRs for small projects are less useful and for some of these, the usefulness of preparing PCRs can be questioned from a resource utilisation point of view (see below).

    - In general, PCRs are mainly useful for projects or programmes with a log frame or similar definition of main purpose, outcomes, outputs and activities. They are less useful when relating to grants to cover e.g. workshops or to very small grants.

20. The analysis has also shown that there are a number of cases where PCRs have not been uploaded in the PDB, although this should have been the case according to the PCR guidelines introduced in 2006, which includes detailed procedures and formats for the PCR reporting.

21. According to the PCR guideline the Evaluation Department is responsible for screening incoming PCRs regarding quality and format, and for changing the status of the programme or project in the PDB to "completed" when both the PCR and the audited final accounts have been uploaded and the final accounts have been approved. The practise over the past years has differed from the guideline.

22. The present analysis has shown a need for implementing a more thorough quality assurance procedure for preparation of PCRs. Two major options exist for carrying out quality assurance: (i) Through better and systematic information to the ones responsible for the preparation of PCRs, before the PCR is prepared, or/and (ii) a quality check of PCRs at the time these are uploaded in the PDB.

23. In the light of the challenges faced in implementation of the 2006 guideline and reflecting the current practise, it is suggested that MFA considers relocating the responsibility for quality assurance of PCRs from the Evaluation Department to the Quality Assurance Department. This department already holds the responsibility for quality control of other phases of the development cooperation and would thus be the logical entity to ensure quality assurance of PCRs. The Evaluation Department should maintain responsibility for undertaking cross-programme and other analyses of selected issues reported in the PCRs as this assignment is well in line with the mandate and functions of the Evaluation Department to facilitate learning and documentation of development cooperation.

24. It is recommended that:
    - Consideration be given to exempt projects with a budget say below DKK 0.5 million from preparing a PCR.
    - Discussions be carried out with a view to exempt certain types of activities that do not have a real "project or programme nature" from preparing a PCR.
    - A project that according to the PCR Guidelines must prepare a PCR, should only be shown in the PPO as closed, if it is checked that a PCR has been prepared and uploaded.
    - An improved and more effective quality assurance of uploaded PCRs be carried out.
    - The PCR guidelines be further edited in order to provide additional clarity to the users.
    - The optimal institutional location of PCR responsibilities be discussed within the MFA.
    - An analysis of uploaded PCRs for programmes and projects completed during 2009 and 2010 be carried out in 2011 to synthesise lessons learned, provide an assessment of implementation of recommendations of the present PCR analysis and present major statistics on incoming PCRs.

1.   Introduction

This report is prepared in accordance with the Terms of Reference (ToR) for the "Analysis of Programme/Project Completion Reports 2007-2008". The overall purposes of the analysis were
- to summarise key features and lessons learned from Programme/Project Completion Reports (PCR) that have been up-loaded in the Project Data Base (PDB) during 2007 and 2008;
- to provide an overview of key issues raised in the PCRs which may warrant follow-up by Ministry of Foreign Affairs (MFA) management, the Quality Assurance Department, embassies, Technical Advisory Services, the Evaluation Department or other actors (including e.g. Non Governmental Organisations (NGOs), and
- to assess progress with respect to the implementation and continued relevance of the recommendations made in the exploratory study on PCRs in 2007 and up-date recommendations in view of recent decisions (Accra Agenda for Action etc.) as deemed necessary.

According to the Guideline for Programme and Project Completion Reports in use during the period under consideration for this analysis (2007 and 2008) the following formats for PCRs are in use: Format 1, Programme and Project Completion Report for programmes above DKK 5 million, Format 2, Component Completion Report for components and Format 3, Project Completion Sheet for projects below DKK 5 million. In addition, a format for PCRs for Humanitarian and NGO projects exist.

The main study was carried out during the period 19th of January 2009 to 22nd of June 2009.

The Consultant[1] would like to express his sincere thanks to all officials and individuals met for the kind support and valuable information, which the Consultant received during his work and which highly facilitated the work of the Consultant. This report, however, contains the views of the Consultant, which do not necessarily correspond to the views of the Danish Ministry of Foreign Affairs.

The report addresses the findings and recommendations under the below mentioned headings:
- Method of work;
- Statistical overview of all PCRs;
- Statistical overview of PCRs from humanitarian and NGO projects;
- Correspondence between Programme and Project Orientations (PPO) and PCRs covered by the analysis;
- PCR formats;
- Lessons learned from 2007 and 2008 PCRs, and
- Overall conclusions and recommendations.

The following documents are attached to the report:
- The ToR for the study (Annex 1);
- A condensed version of the lessons learned as expressed in PCRs during 2007 and 2008 (Annex 2);
- A comparison between PPOs 2007 and 2008 with the received PCRs (Annex 3), and
- A detailed proposal for adjustments to the PCR guideline and formats (Annex 4).

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[1] Mr. Bjarne Larsen, External Consultant to Danida.

2.   Method of Work

The study has been carried out as a desk study supplemented with discussions and interviews with MFA staff.

The Consultant received from the Quality Assurance Department a list of projects in an Excel spreadsheet for which PCRs were received during 2007 and 2008. This information served as an important reference point throughout the analysis. In addition, the Consultant received an electronic version (mainly in Word or PDF format) from the Evaluation Department of uploaded PCRs in the PDB during 2007 and 2008. The PCRs were all reviewed and key data subsequently entered into a spreadsheet for the purpose of a statistical analysis.

Subsequent to the reading of PCRs a condensed version of the lessons learned, as expressed in the PCRs received during 2007 and 2008, was prepared. Following completion of data entry, statistics were generated, covering 2007 and 2008 with the purpose of preparing the full statistical overview of PCRs and responses given.

A comparison was also conducted between the PCRs received by the Consultant covering 2007 and 2008 and the PPOs for the same years. The PPOs are included in the Annual Reports of Danida. An additional number of PCRs for programmes and projects closed during 2007 and 2008 have been uploaded in the PDB. This issue is further analysed in chapter 5. The size of the sample (745 PCRs) used for this analysis is sufficiently large to support the conclusions and recommendations presented.

3.   Statistical Overview

This statistical overview covers PCRs, uploaded in the PDB during the calendar years 2007 and 2008. For the PCRs where information on the date of uploading was available, 60 % are from 2007 and 40 % from 2008. For presentational reasons as well as due to lack of data, there has not been made a distinction in the following between data from 2007 and 2008.

Table 1 below presents an overall summary of the PCRs received by the Consultant from the Evaluation Department covering 2007 and 2008, including bilateral programmes and projects on one hand and humanitarian and NGO projects on the other.

Table 1   Total number and approved grant budget of analysed PCRs covering 2007 and 2008

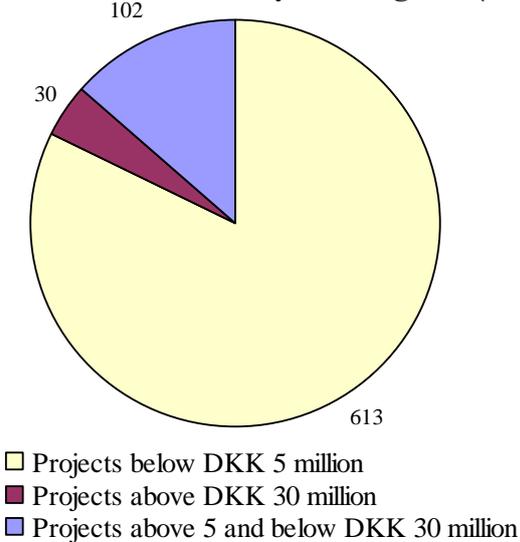|	Total	Bilateral	Hum/NGO
Number	745	588	157
Budget (DKK Billion)	5.2	4.4	0.8

3.1   Distribution of Programmes and Projects by Size of Grant

A total of 745 PCRs covering programmes and projects closed during 2007 and 2008 are analysed in the following. In chapter 4 below, a specific analysis of the 157 PCRs covering NGO and humanitarian projects and programmes is shown.

These PCRs together account for some DKK 5.2 billion of the approved grant budget. Of this amount DKK 4.8 billion has been spent by the programmes and projects covered by the PCRs, i.e. DKK 0.4 billion was unspent at the time of closing the programmes and projects.

To avoid double counting it has in the following been taken into account that budgets for approved programmes include component budgets. To adjust for this, approved component budgets of about DKK 66 million have been excluded from the calculations, where data on both programme and component budgets were provided.

Figure 1   Distribution of PCRs by size of grant (Number of PCRs)

□ Projects below DKK 5 million
■ Projects above DKK 30 million
■ Projects above 5 and below DKK 30 million

About 82 % of the PCRs (613) are for projects below DKK 5 million, with around 14 % (102) being between DKK 5 and 30 million, and the remaining 4 % (30 PCRs) being programmes and projects above DKK 30 million.

Figure 2   Budget distribution by size of grant

□ Projects below DKK 5 million
■ Projects above DKK 30 million
■ Projects above 5 and below DKK 30 million
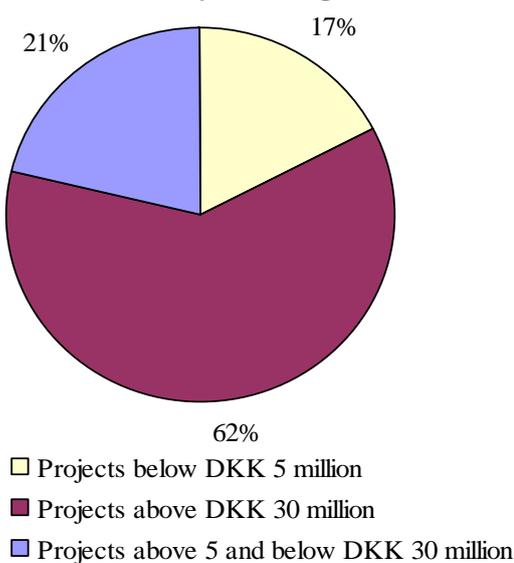
Of the DKK 5.2 billion approved grant budgets, the largest programmes and projects account for 62 % of the total budget. The smallest projects (below DKK 5 million) and the projects between DKK 5 and 30 million account for 17 % and 21 % respectively.

3.2   Distribution of Programmes and Projects by Type of Grant

When distributing programmes and projects by type of grant the two largest groups in terms of number of projects are local grant authority projects and Business to Business (B2B) projects.

Figure 3   Distribution of PCRs by type of grant (Number of PCRs and budget in DKK million)
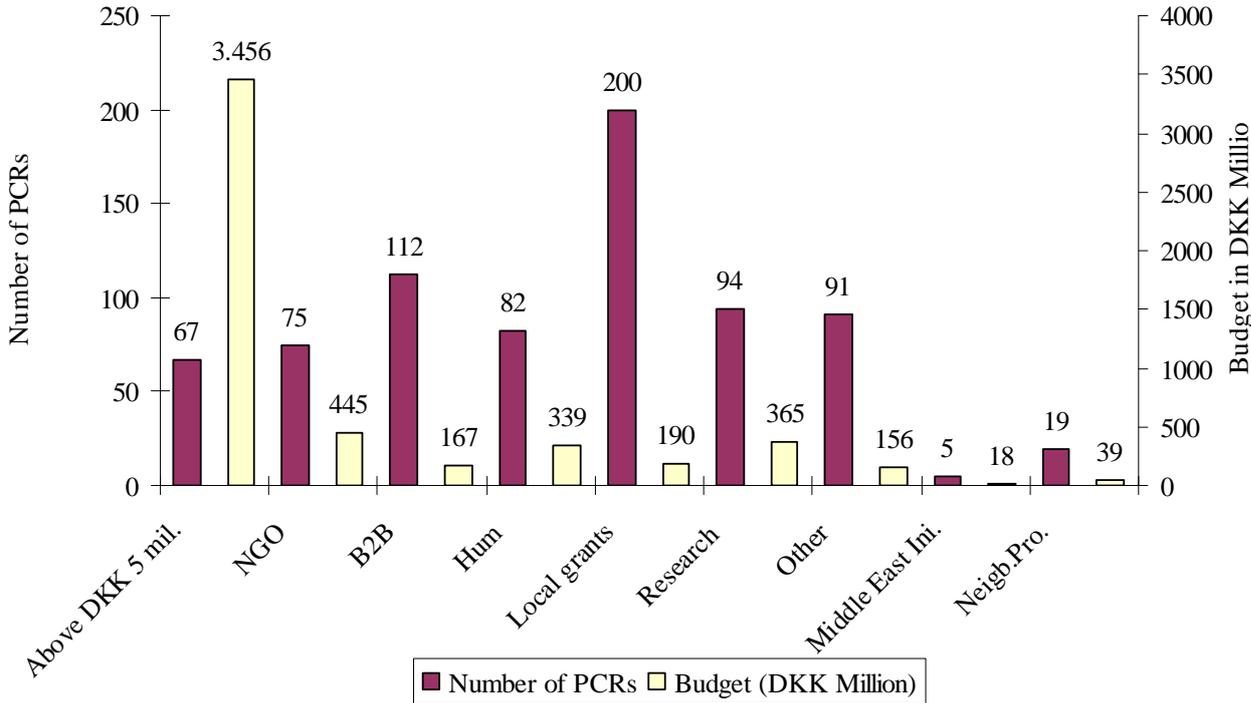
However, in terms of budget the absolute largest category is programmes and projects above DKK 5 million, which account for almost DKK 3.5 billion or close to 70 % of total approved budget allocations. The remaining eight categories vary from around DKK 339 to 444 million or 7-9 % for NGO, Humanitarian and research projects down to DKK 18 million or less than 1 % for the Middle East Initiative.

3.3 Geographical Distribution of Programmes and Projects

The following figures show the geographical distribution of programmes and projects included in the PCR analysis.

Figure 4   Distribution by geographical scope: Country, regional or international (Number of PCRs)
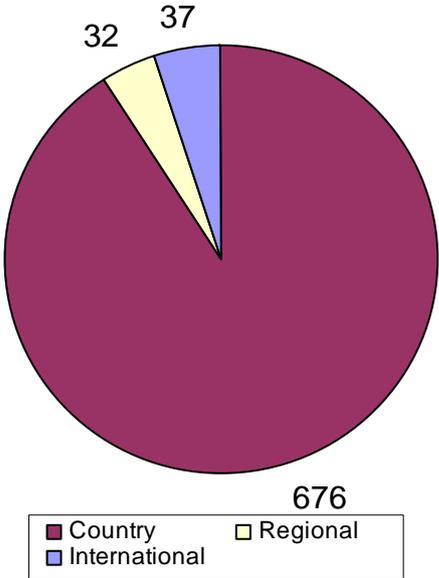
A characteristic feature of the programmes and projects is that almost 91 % is implemented in a specific country[2]. About 4 % are regional projects, i.e. implemented in more that one specified country and the remaining 5 % are international, i.e. they do not have a specific country or regional coverage.

Figure 5   Distribution of PCRs by region (Number of PCRs)

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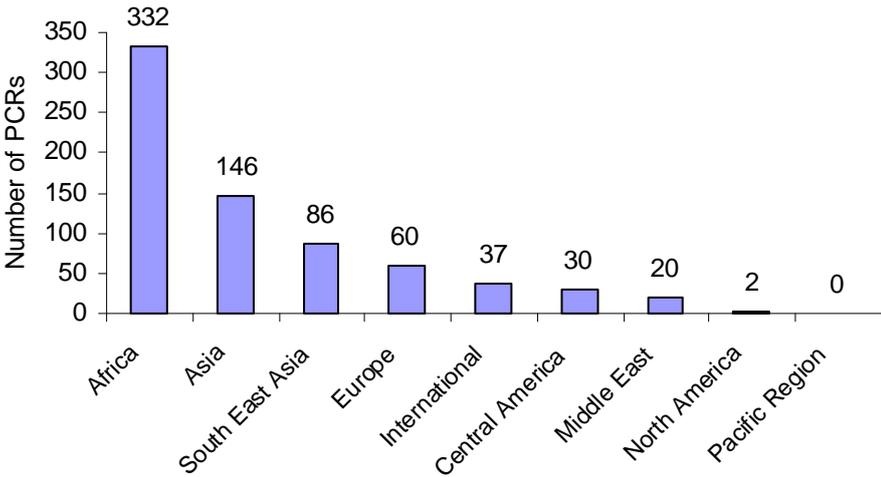
[2] It should be mentioned that any project, which is implemented within a given country, is included, notwithstanding it is e.g. a programme component, a project under the responsibility of the Danish Representation, a project implemented by an international NGO or a research project carried out through cooperation between an international university and a local partner.

The PCRs cover a total of 65 different countries. When looking at the regional distribution of programmes and projects it is hardly surprising that the highest proportion (about 45 %) is located on the African continent. Asia and South East Asia are the two other major geographical areas accounting for about 31 % of the total PCRs.

Looking specifically at the 15 Programme Countries[3], the analysis covers a total of 458 PCRs. Programme activity varies considerably between countries with the number of PCRs varying from 9 in Kenya to 57 in Vietnam. The highest number of projects and programmes from 2007 and 2008 included in the analysis was in Vietnam (57), Bangladesh (49) and Ghana (41). The high number of PCRs in Vietnam stem from start-up projects financed under the B2B Programme, local grants as well as research projects. The significant number of PCRs from Bangladesh is partly due to the finalisation of the first phase of the Agricultural Sector Programme Support and the Transport Sector Programme Support and partly due to many start-up projects financed under the B2B Programme. The high number of PCRs from Ghana can partly be explained by a significant number of local grant projects (55 % of PCRs from Ghana), which include a certain backlog of these projects. Three countries ranked very low in this list: Benin (16 PCRs), Mozambique (14 PCRs) and Kenya (9 PCRs).

Figure 6   Distribution of PCRs by programme country (Number of PCRs)
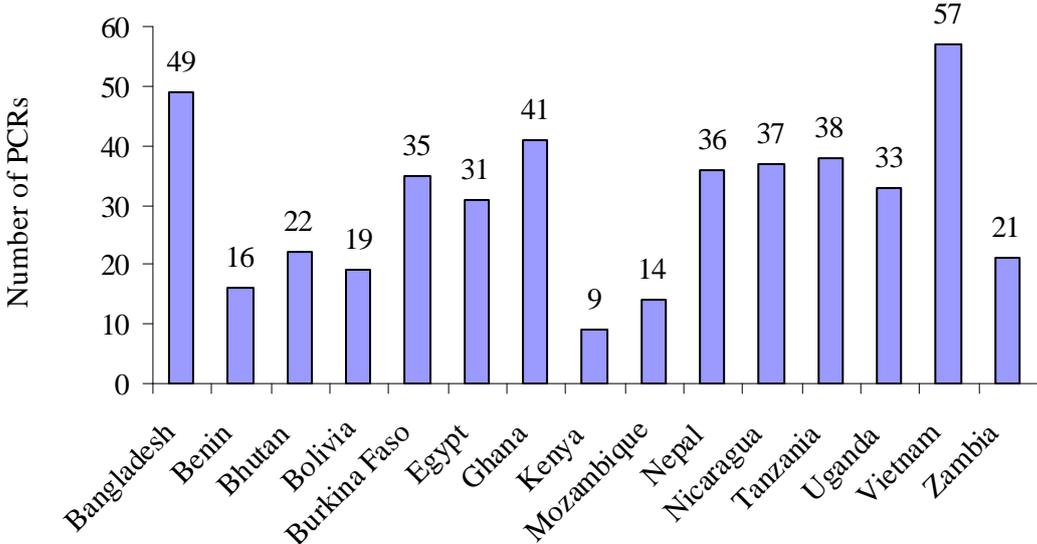
As far as the Programme Countries are concerned, PCRs for more than DKK 3.6 billion[4] worth of programmes and projects are included in the analysis. Of these about 80 % of the budgets derived from only 4 countries. The uneven distribution can mainly be explained by the fact that at least one major programme was completed[5] in each of these countries during 2007 and 2008. This applied to the "Agricultural Sector Programme Support, Phase I" and the "Transport Sector Programme Support, Phase I" in Bangladesh, the "Water Sector Programme Support" in Vietnam, the "Programme d`Appui au Secteur Routier, Phase I" in Benin, and the "Programme d`Appui au developpement du Secteur de l´eau et l`assainissment" in Burkina Faso.

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[3] As per 31st of December 2008.
[4] For PCRs covering programmes and projects in the programme countries, an amount of about DKK 3.3 billion was spent.
[5] This does not imply that the support to the sector is not continued. In several cases a new phase of the programme support is now under implementation.

Figure 7   Budget distribution by programme country (DKK million)
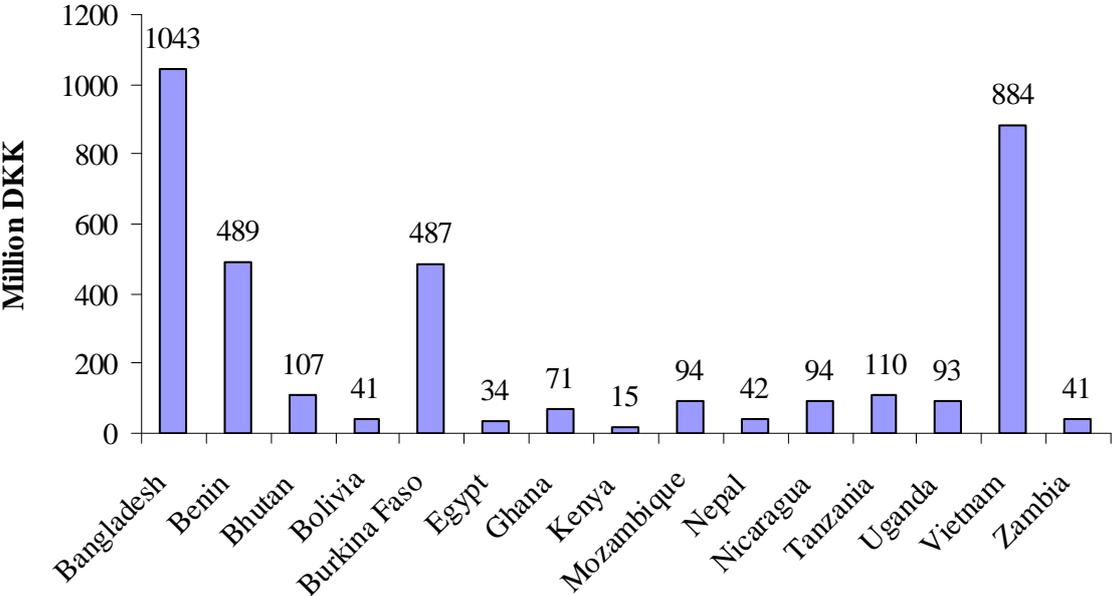
3.4   Distribution by Sector

The PCRs have been distributed according to "sectors" using the DAC codes. The largest single group of projects are within the productive[6] sectors which together account for 201 projects, with "business" (105 PCRs) and "agriculture" (63 PCRs) being the two single largest groups of projects.

Figure 8   Distribution of PCRs by sector (Number of PCRs)
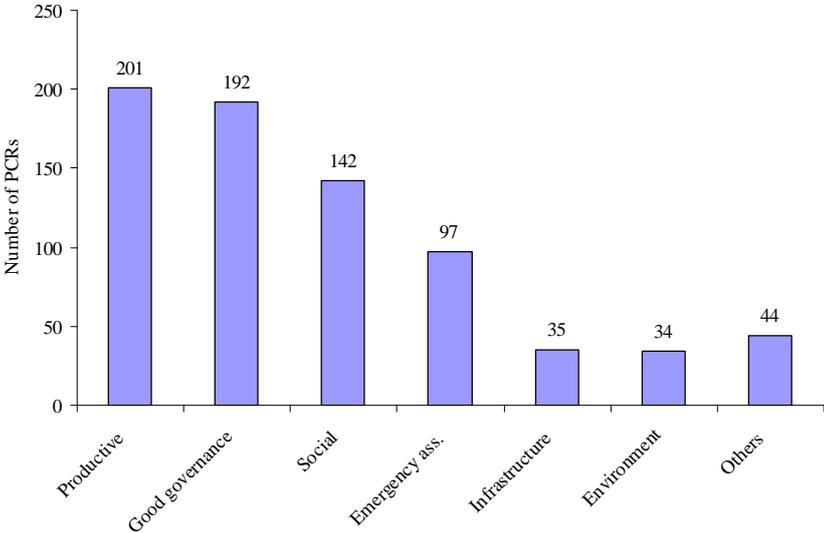
The good governance[7] sector accounts for 192 projects. Together, there are 142 projects within the social[8] sectors, with "education" (55 PCRs) as the largest single group. Another large group,

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[6] Covering banking, business, agriculture, industry, trade, tourism and rural development.
[7] Covering government/civil society, conflict prevention, peace and security.
[8] Covering education, health, population and social infrastructure.

"Emergency Assistance", accounts for 97 projects. Infrastructure[9] accounts for 35 programmes with projects regarding "transport" (18 PCRs) and "water" (14 PCRs) being the two largest groups. The group others[10] account for 44 programmes and projects.

A different picture emerges when looking at the amounts allocated to the different sectors. While water was among the smallest sectors in terms of number of programmes and projects, it was the largest in terms of money allocated to the sector. Similarly, while civil society and business projects ranked highest in terms of numbers, they only belong in the middle to lower category of projects and programmes when it comes to the amount of funding given.

Figure 9   Budget distribution by sector (DKK million)
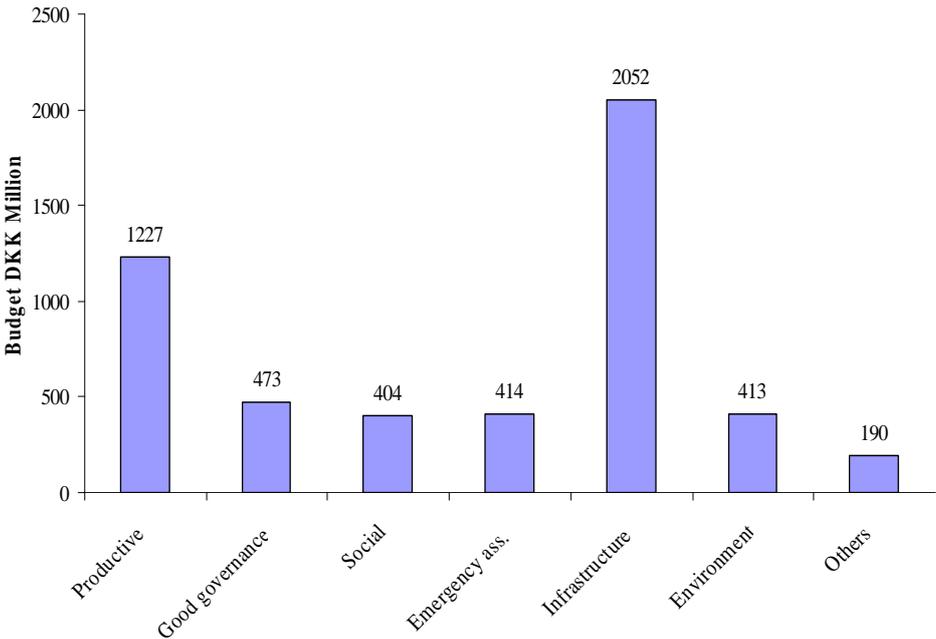
In terms of budgets, the largest sectors are infrastructure (especially "water" and "transport") and the productive (especially "agriculture") sectors. In all three cases this is due to the completion of major sector programmes, which budget wise account for a significant proportion (above 57 %) of the total approved budget of programmes and projects covered by the PCRs. The average size of a project is DKK 7 million. On average, the largest programmes/projects are found within infrastructure, particularly the "water" (DKK 83 million) and "transport" (DKK 49 million) sectors. As a comparison, the average size of projects with-in the good governance sector is DKK 2.5 million and within "education" (part of the social sector) it is DKK 2.1 million.

3.5   Distribution of Programmes and Projects by Project Start, Completion Date and Time Management

The following analysis of project start, completion and time management is not based on the total number of received PCRs (745), but only on 723, as 22 of the PCRs had incomplete data as far as planned and actual starting and completion date is concerned.

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[9] Covering water, transport and energy.
[10] Covering research, multi-sector, trade unions, food aid and other projects.

Most of the PCRs cover activities implemented within the last five to six years. More than 75 % of the projects for which PCRs were analysed were planned to start from 2002 onwards. Only a few of the PCRs are from programmes and components started in 2002 and the following years. The reason for the high number of PCRs during the last five to six years is the completion of especially smaller projects with a shorter duration than the large sector programmes.

Figure 10 Distribution of PCRs by planned start year for programmes and projects (Number of PCRs)
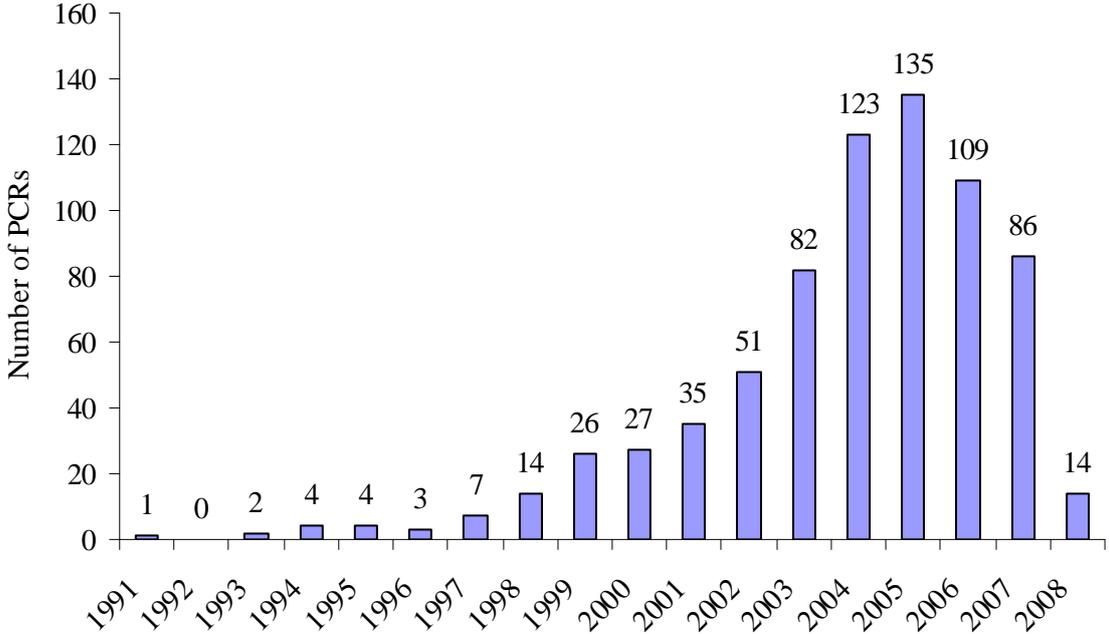
There has been a certain backlog of projects, which ended before 2007 and should have submitted PCRs before the period under consideration. A total of 180 PCRs (about 24 %) covered by the analysis had a completion date before 1st of January 2006. Of the 202 projects that ended during 2006, 59 were completed during the first half of 2006. In principle projects completed during the first 6 months of a calendar year should submit a PCR before the end of the year. Out of the 745 PCRs included in the analysis, 239 (i.e. 32 %) did in fact cover projects completed before July 2006.

An analysis of PCRs for projects completed from July 2006 onwards has been made for the 484 PCRs where the date for uploading in the PDB was available. The analysis shows that 202 (42 %) PCRs have been uploaded more than 6 months after the completion of the programme/project.

Figure 11   Distribution of PCRs by completion year (Number of PCRs)
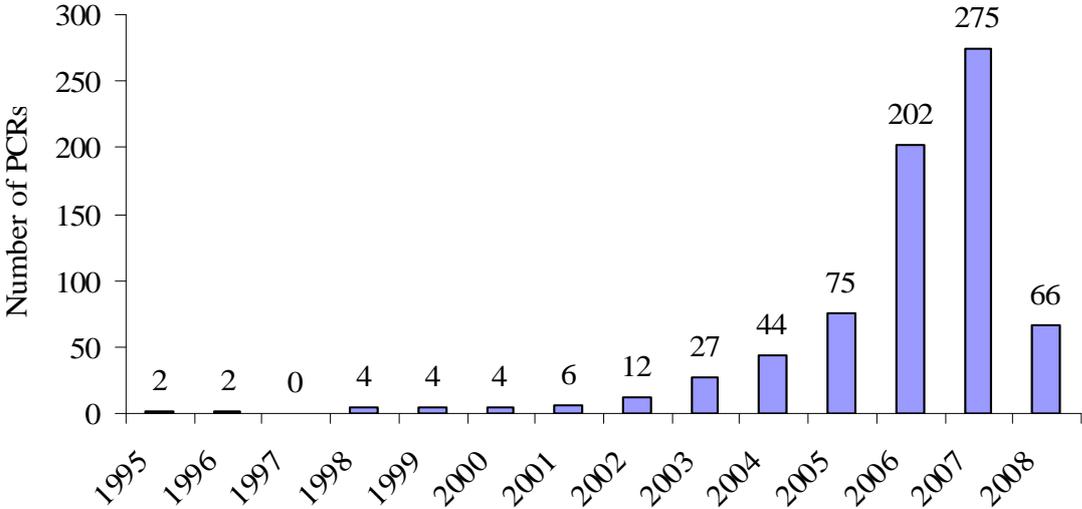
To assess the degree to which programmes and projects have been implemented within the planned duration, an analysis of the PCRs has been carried out to determine to which degree projects have been completed on time, have been implemented faster or later than planned. On time is defined as a project, implemented within the exact planned number of months. Early completion is defined as a project completed at least 1 month earlier than planned. Late completion includes projects, where implementation has taken at least 1 month longer than planned.

Figure 12   Distribution of PCRs by completion time (Number of PCRs)
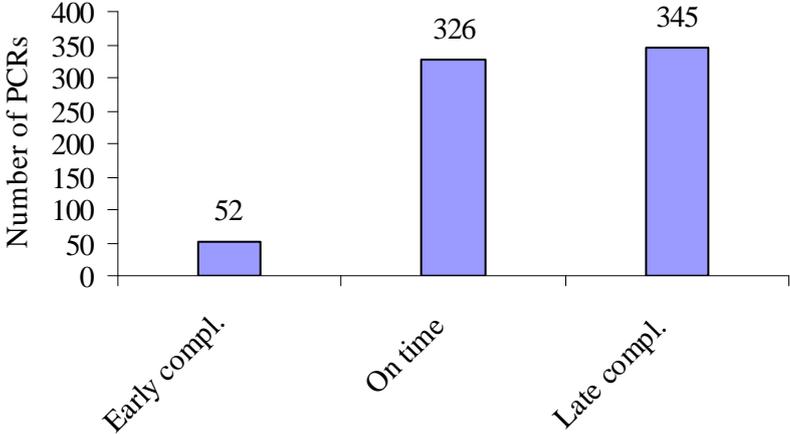
Programmes and projects that have been implemented faster than planned or within the planned timeframe account for about 52 % of the projects.

Analyses of the PCRs for the 345 projects, with late completion, reveal that about one third of these projects took place in the 5 countries of: Bangladesh (33), Vietnam (33), Ghana (19), Tanzania (17) and Nicaragua (17). Taking into account that the total number of PCRs from each of these countries varies, the largest proportion of projects that ran over time is found in Bangladesh (70 % of completed programmes/projects) and Vietnam (60 % of completed programmes/projects).

A sector wide analysis of the projects completed late shows that the highest number of projects being delayed is in the good governance sector (88), business (57), agriculture (37), emergency assistance (32) and environment (22). When considering that the number of projects supported within each sector differs and thus calculating the proportion of projects delayed, it turns out that the sectors with the largest proportion of delayed projects are environment (65% of completed programmes/projects) and agriculture (59% of completed programmes/projects).

Looking at the delayed projects/programmes in terms of their budget size they make up 68 % of the total budget allocation. This high proportion is partly explained by the fact that sector programmes which are budget heavy, were virtually all extended: The "Agricultural Sector Programme Support, Phase I" in Bangladesh, the "Natural Resource Management Programme" in Cambodia, the "Water Sector Programme Support" in Vietnam, the "Programme d`Appui au Secteur Routier, Phase I" in Benin and the "Programme d`Appui au developpement du Secteur de l´eau et l`assainissment" in Burkina Faso.

3.6   Ratings of Programme and Project Performance in PCRs

The ratings of programme and project performance is the score (a, b, c or d),[11] according to the criteria in the three PCR formats[12]. In a number of cases a score of performance has also been made in an old PCR format, especially for small projects. Where it has been possible to translate such a score unambiguously into the score used in the new format, this has been done, i.e. the use of "very satisfactory" in an old format has been translated into an "a" in the new format for the criteria "fulfilment of project development objective". In one component PCR it has been possible to unambiguously translate the scoring for "fulfilment of objective" and "fulfilment of the poverty alleviation objectives" in an "other format" into a format 2.

It should be taken into account that even though the new formats have been used, a scoring has not been made in all cases. This is the case for all three new formats.

Figure 13   Distribution of all scores irrespective of criteria and project size (Number of scores)
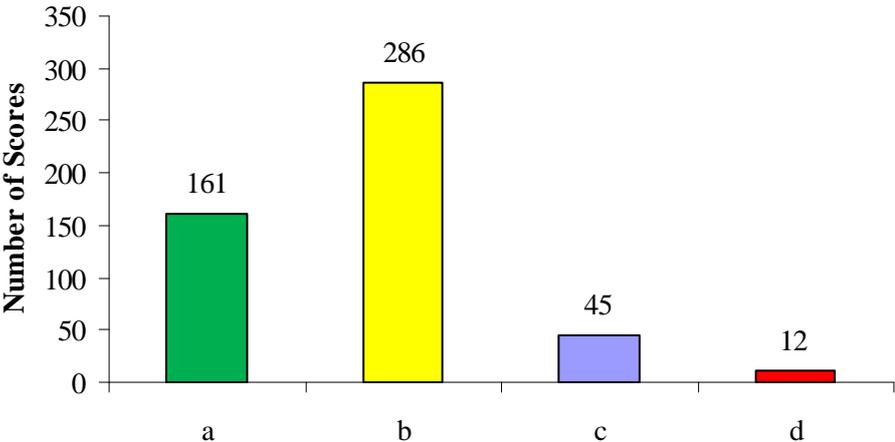
Irrespective of the criteria and project size[13], and taking all scores (a, b, c and d) into account, 89 % of the ratings are either an "a" or "b". Only in 2 % of the cases have the rating "d" been used. This shows that according to the programme and project managers there has been a generally high degree of performance.

Figure 14 shows the scores given according to the criteria used in PCRs for programme level interventions (format 1). The criteria included are the following: fulfilment of development objectives, poverty alleviation, gender equality, environment, good governance and HIV/AIDS response. Only "a" and "b" scores have been given on fulfilment of development objectives and poverty alleviation, except in one case. As far as the rating of cross cutting issues is concerned, especially environment is rated high, while there are a number of low ratings regarding the HIV/AIDS response.

The format 1 PCRs includes a wide variety of programmes and projects. While format 1 is supposed to be used for programmes and projects above DKK 5 million, it has in 7 of the 31 cases been used for smaller projects. The only completed sector programme in 2007 and 2008 that, according to the guideline for PCRs, have filled in a PCR for both the programme (format 1) and components[14] (format 2) is the "Urban Sector Programme Support" in Bhutan. Component PCRs (format 2), but not a programme PCR (format 1) have been uploaded for the "Agricultural Sector Programme Support, Phase I" and the "Transport Sector Programme Support" in Bangladesh, the "Programme d`Appui au Secteur Routier, Phase I" in Benin and the "Programme d`Appui au developpement du Secteur de l´eau et l`assainissment" in Burkina Faso. Two sub-component PCRs were uploaded from the "Fisheries Sector Programme Support" in Vietnam in 2007. A Programme PCR for this programme in Vietnam was uploaded in the PDB in 2006. For the "Water Sector Programme Support" in Vietnam, a mixture of format 1 and 2 was used.

In the figure below there is a difference in total number of scores (e.g. 28 scores for fulfilment of development objective and 17 for good governance) according to the different criteria. The reason is that in a number of cases some criteria (e.g. good governance) have been mentioned as being non-applicable and hence not scored.

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[13] I.e. including all scores from format 1, 2 and 3 together.

[14] In one case, the Natural Resource Management Programme in Cambodia, the programme had only one component. The new PCR format was not used in this case.

Figure 14   Distribution of scores on programme performance (Format 1 PCRs) by different criteria (Number of scores)
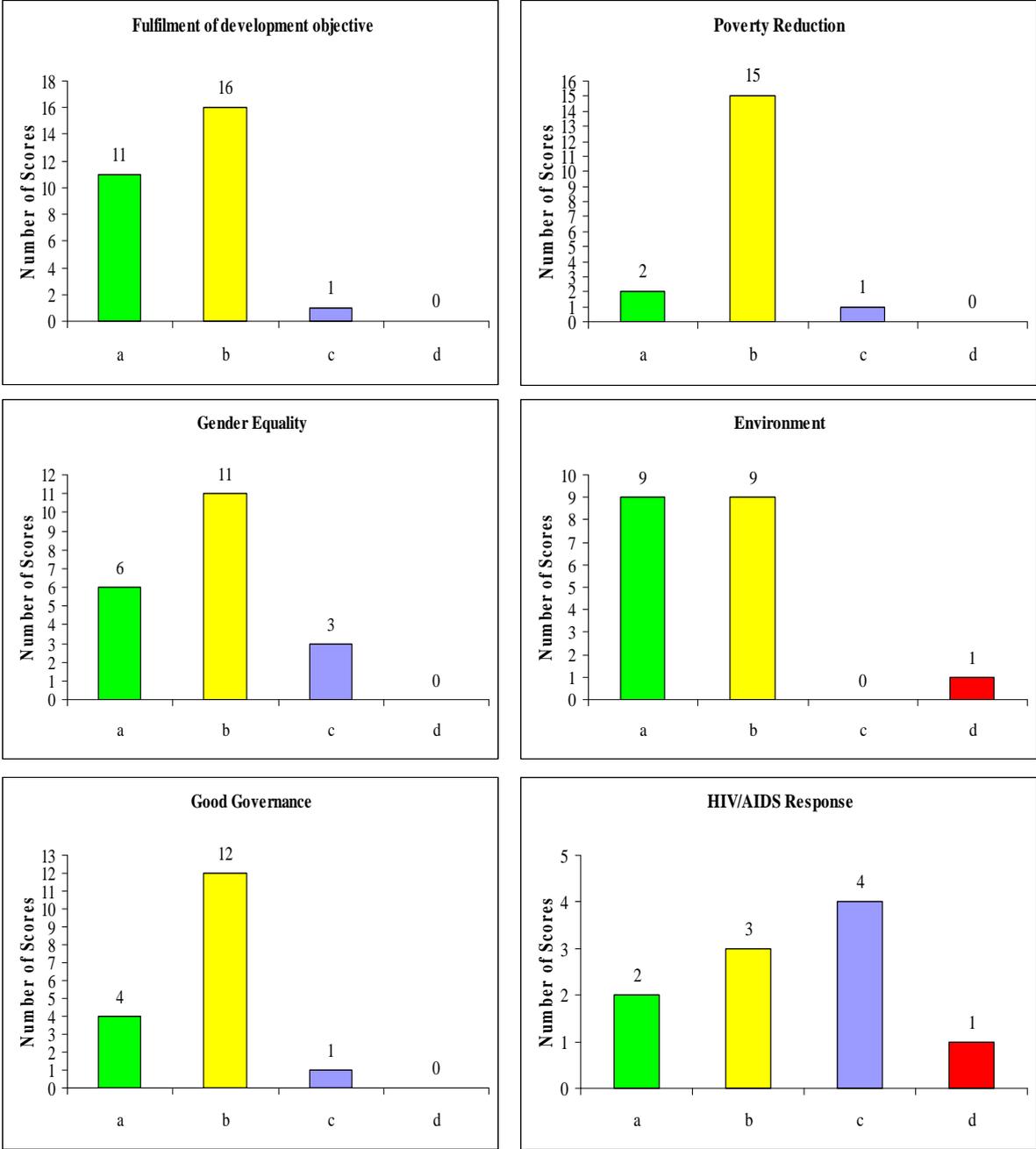
Figure 15 below shows the scores according to the criteria used in PCRs for component level interventions (format 2), i.e. fulfilment of overall component objectives and poverty alleviation.

Performance has been high according to both criteria, except in one case (for the "Capacity Development for Environmental Management" component of the "Environmental Sector Programme Support" in Indonesia) in relation to the poverty reduction objective. Apart from components of completed sector programmes, format 2 has also been used by a number of other projects: 7 of the 39 format 2 PCRs, where ratings have been made, are from projects, i.e. they are not components of a sector programme.

Figure 15   Scores on component performance (Format 2 PCRs) (Number of scores)
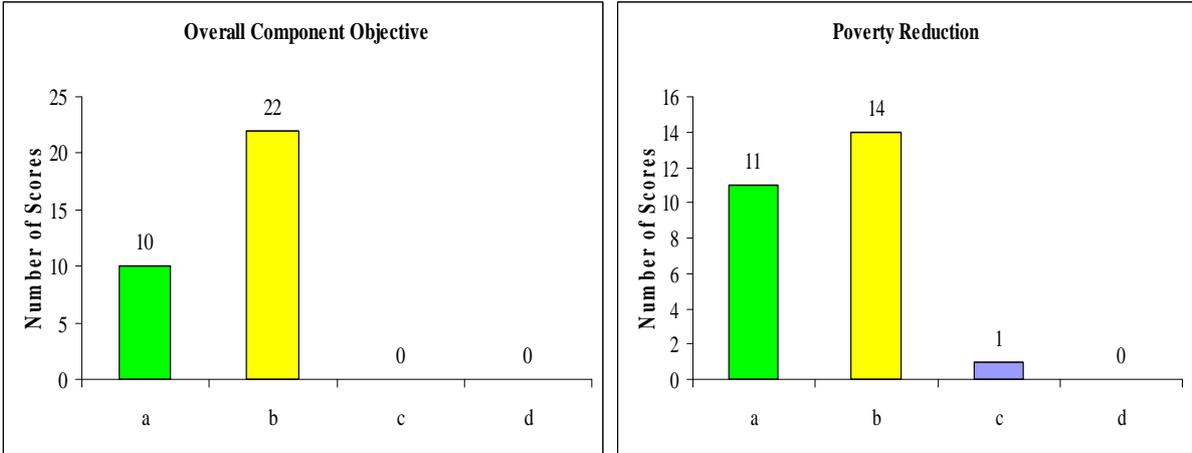
Figure 16 below shows the scores according to the criteria used in PCRs for small project level interventions (format 3), i.e. fulfilment of project objectives.

Figure 16   Scores on small project performance (Format 3 PCRs) (Number of PCRs)
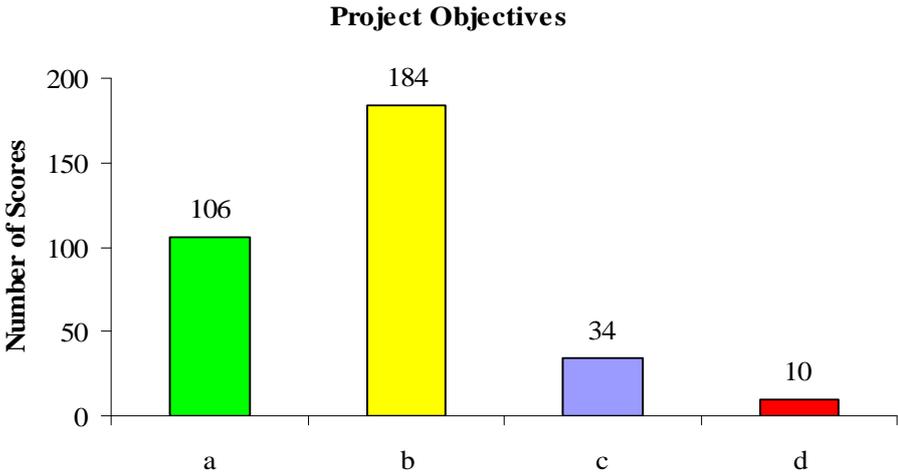
Again, the majority of scores indicates a high degree of performance, i.e. "a" or "b". Only about 13 % have rated the projects less satisfactory according to this criterion, i.e. "c" or "d".

It should be mentioned that in some cases the PCRs filled out in format 3 have had two or three objectives mentioned and each one of these have been scored separately. Scores for these additional objectives have not been included in the calculations. An additional 8 small project objectives were rated "a", 24 rated "b", 7 rated "c" and 2 rated "d".

A distribution of scores according to major sectors has been carried out for projects below DKK 5 million. The major sectors are the social, infrastructure, good governance and the productive sectors. Especially the social, good governance and productive sectors have a high variance in scores.

Figure 17   Scores on fulfilment of project objective by sector (Number of scores for small projects)
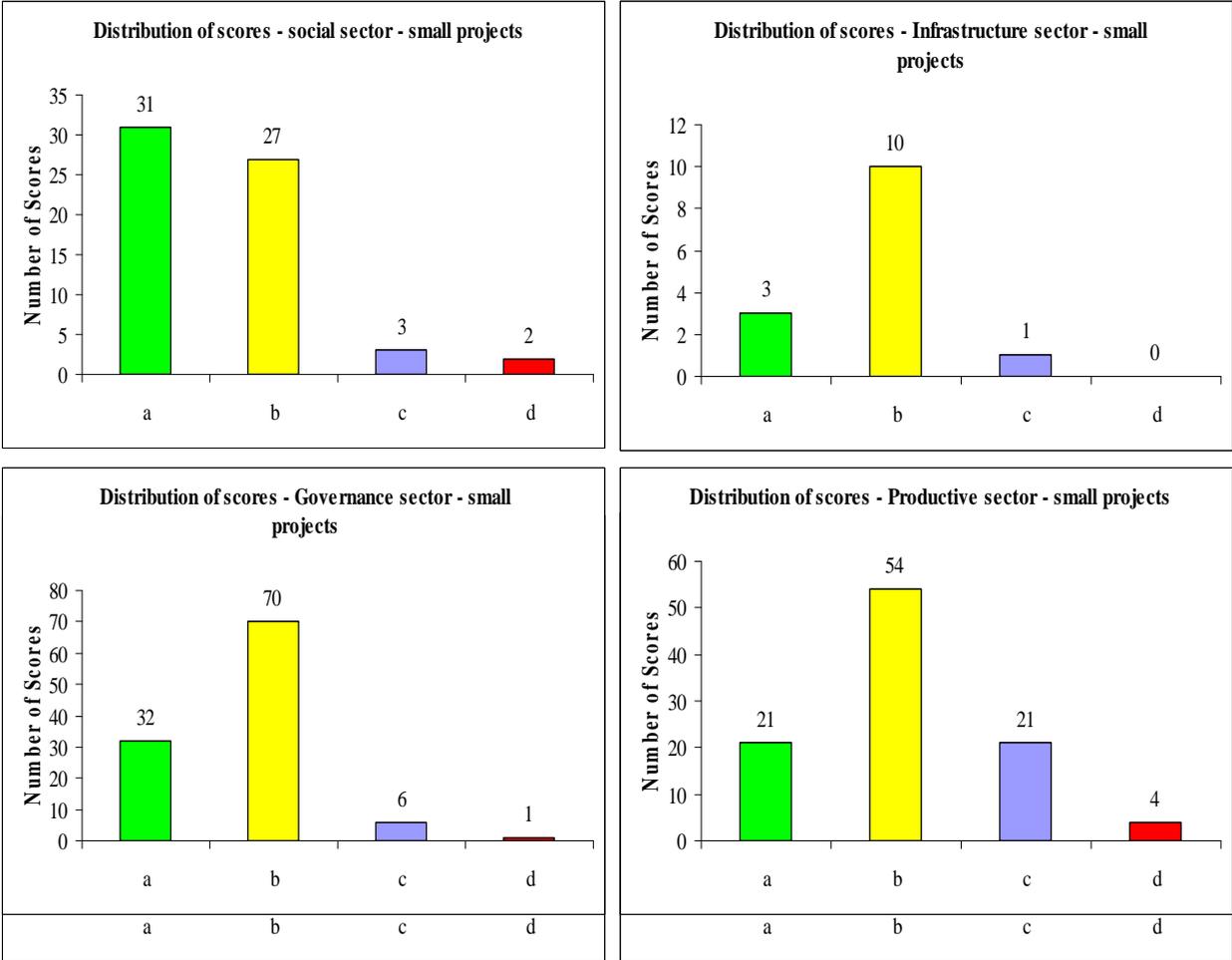
The definition of the scores "a" to "d" might be able to explain part of the very significant number of high scores: An "a" is defined in the PCR guideline as "No need to adjust plans and strategy" and "b" as "Minor problems may arise and small adjustments may be necessary". This definition, as applied in the sector assessments, which deals with an ongoing programme, might not be clear in terms of assessing a completed programme or project. A more clear definition relating to the degree of fulfilment of objectives for an "a" might be "Objective fully achieved, very few or no shortcomings" and for a "b" it might be "objective largely achieved, despite a few shortcomings". A "c" might be defined as "Objective partially achieved" and a "d" as "very limited achievement, extensive shortcomings". Therefore there is a need to redefine the definition of the scores in the PCR guideline.

4.   Statistical Overview of PCR's from Humanitarian and NGO Projects

4.1   Scope of Hum/NGO Projects

Of the 745 received PCRs, 157 projects are categorised as either Humanitarian or NGO projects. The following presents a statistical analysis of these PCRs. As in the case of the statistical analysis of all 745 PCRs earlier in this report, no distinction has been made in the following results between 2007 and 2008. Fifty-five percent of the Hum/NGO PCRs are from 2007 and the remaining from

2008. The format for PCRs for Hum/NGO projects does not include any rating of performance, as is the case for the three new PCR formats. Included in the analysis are both PCRs submitted to the MFA as part of the normal procedure and a selection of PCRs from larger NGOs receiving assistance through framework agreements.

Between them these PCRs account for an approved grant budget of DKK 0.78 billion. Of this amount DKK 0.76 billion has been spent by the projects covered by the PCRs received during 2007 and 2008, i.e. an amount of DKK 0.02 billion has not been utilised.

Figure 18   Hum/NGO projects by project size (Number of PCRs)

□ Projects below DKK 5 million
■ Projects above DKK 30 million
■ Projects above 5 and below DKK 30 million
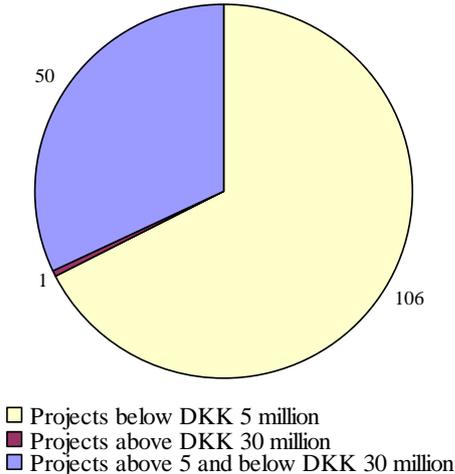
About 67 % of PCRs cover projects below DKK 5 million, and around 32 % cover projects between DKK 5 and 30 million. Only 1 project was above DKK 30 million.

Figure 19   Distribution of Hum/NGO project budget by project size (Percentage of overall Hum/NGO budget)

□ Projects below DKK 5 million
■ Projects above DKK 30 million
■ Projects above 5 and below DKK 30 million
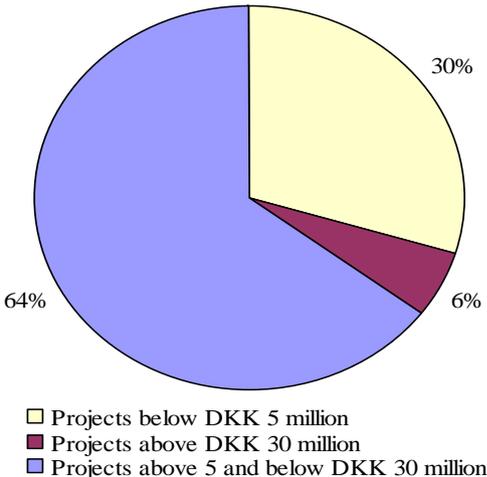
When looking at their share of the DKK 0.78 billion approved grant budgets, the project above DKK 30 million accounts for 6 % of the total budget. The smallest projects (below DKK 5 million) and the projects between DKK 5 and 30 million account for 30 % and 64 % respectively.

The following shows the distribution of the PCRs according to the type of project, i.e. NGO or humanitarian projects. The largest group in terms of number is the humanitarian projects (accounting for 52 % of total number of projects) while the largest group in budget terms is the NGO projects (accounting for 56 % of the total budget).

Figure 20   Number of and budget (DKK million) for Hum/NGO projects
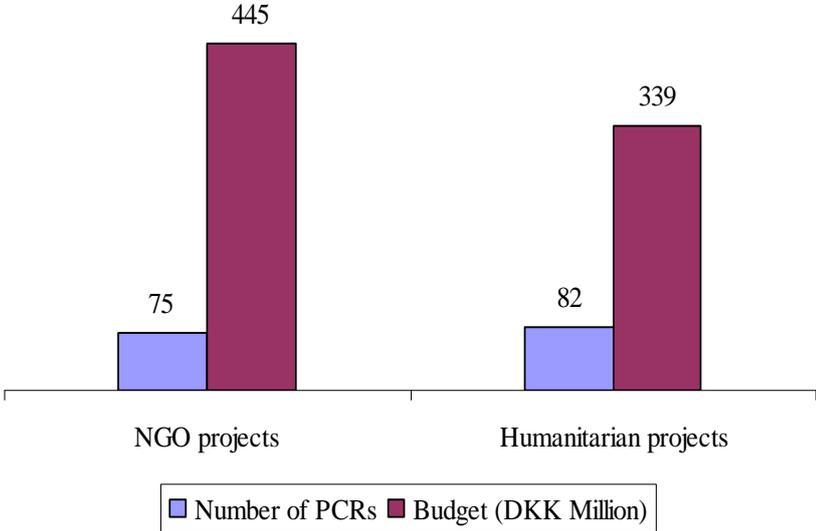
4.2   Distribution of Hum/NGO Projects by Geographical Coverage

The following three figures show the geographical distribution of Hum/NGO projects.

Figure 21   Distribution of Hum/NGO projects by geographical coverage: Country, regional or international (Number of Hum/NGO PCRs)
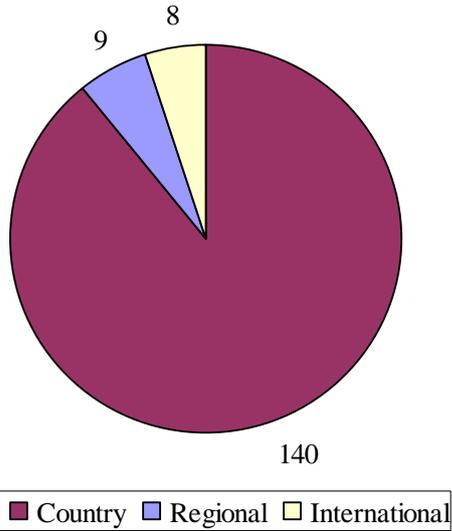
More than 89 % of the projects are implemented in a country context. About 6 % are regional projects and the remaining 5 % are international.

Figure 22   Distribution of Hum/NGO PCRs by region (Number of PCRs)
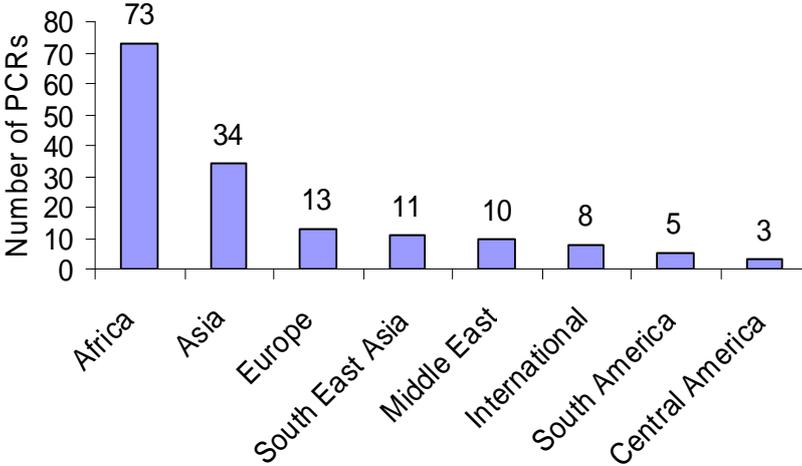
The PCRs cover a total of 48 different countries. Looking at the regional distribution of all Hum/NGO projects the highest proportion of projects is located on the African continent (above 46 %) followed by Asia (about 22 %).

Out of the 157 Hum/NGO PCRs received during 2007 and 2008 only 33 of them were located in any of the 15 Programme Countries. Uganda was the largest recipient accounting for 11 of the 33 PCRs. Hum/NGO projects in Programme Countries account for DKK 122 million or roughly 15 % of the budget allocated to Hum/NGO projects. Of this amount DKK 118 million has been spend by the projects, i.e. an amount of DKK 4 million has not been utilised by the projects.

Figure 23   Distribution of Hum/NGO PCRs by major recipient countries (Number of PCRs)
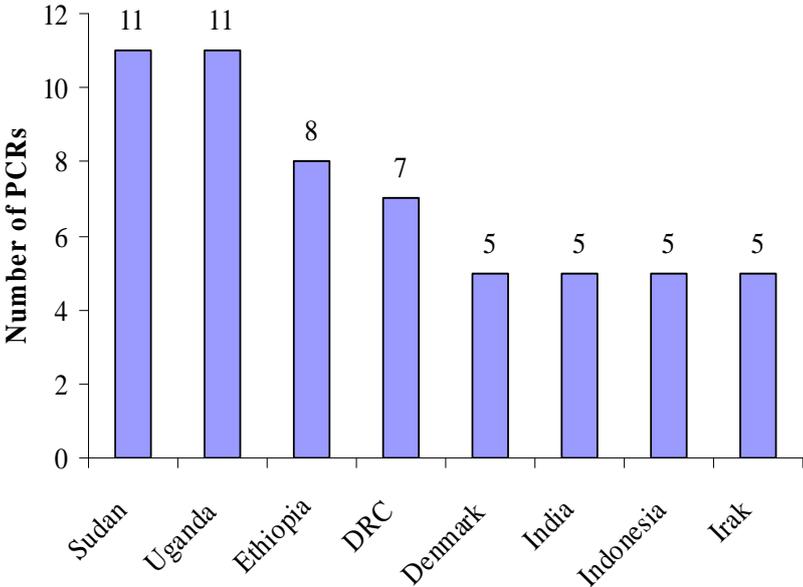
The projects covered by the Hum/NGO PCRs are typically implemented in other than the programme countries, including countries where it is difficult to establish development

programmes within the government system (fragile states), e.g. Sudan and the Democratic Republic of Congo (DRC).

4.3   Distribution of Hum/NGO Projects by Sector

The Hum/NGO PCRs have been distributed according to "sectors" using the DAC codes.

Figure 24   Sector distribution of Hum/NGO projects (Number of PCRs)
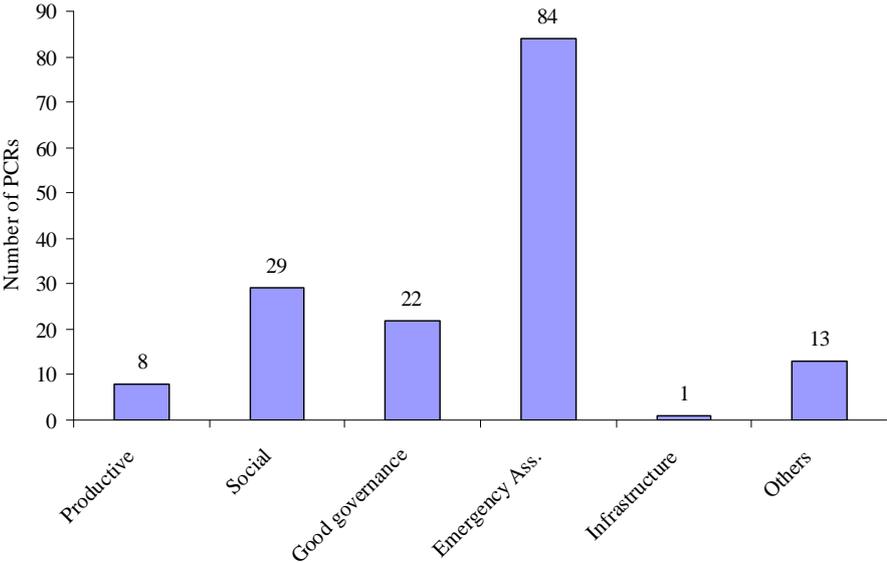
The largest single group of projects fall within "Emergency Assistance", which accounts for 84 projects. The social sector is the second largest with 29 projects. The good governance sector, covering a wide range of interventions in support of democracy, legal development, media, decentralisation and human rights is the third largest sector with 22 projects.

In terms of budgets, the largest single sector is again emergency assistance.

Figure 25   Distribution of Hum/NGO budget by sector (DKK million)
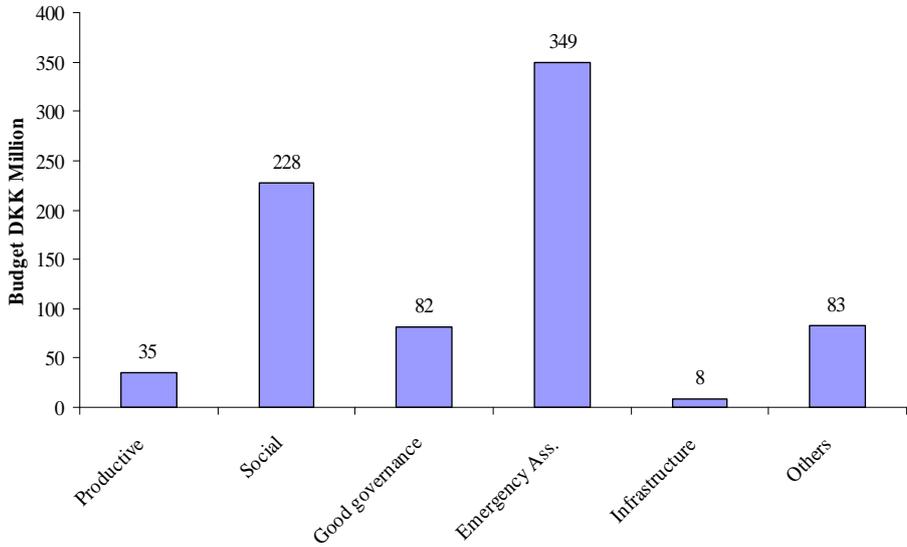
The second largest sector in terms of budget is health. The average size of Hum/NGO projects during this period was DKK 5 million. On average, the largest Hum/NGO projects are found in the health (DKK 13 million) and population (DKK 8 million) sectors. In comparison, the average size of projects in the education sector is DKK 3.7 million.

4.4   Distribution of Hum/NGO Projects by Project Start, Completion Date and Time Management

The following analysis of project start, completion and time management is based on 156 PCRs, as one of the PCRs had incomplete data on planned, actual starting and completion date.

Most of the Hum/NGO PCRs cover activities implemented since 2004. More than ¾ of the projects for which PCRs were covered by the analysis, were planned to start from 2004 onwards.

Figure 26   Hum/NGO PCRs distributed according to planned start year for projects (Number of PCRs)
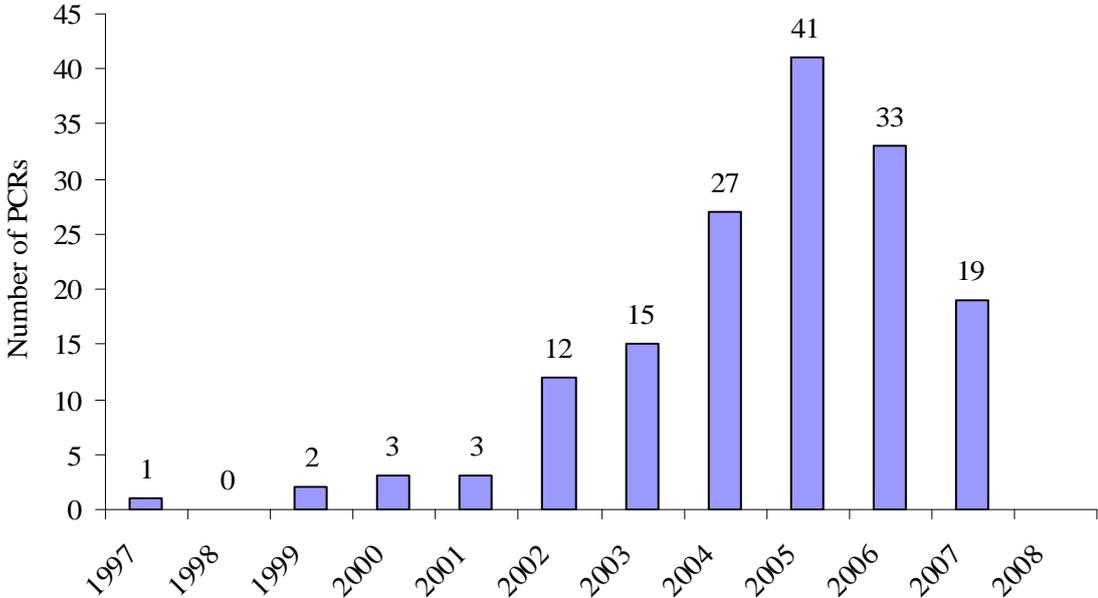
There has been a certain backlog of projects, which ended before 2007 and should have submitted PCRs before the period under consideration.

Figure 27   **Actual project completion year for Hum/NGO projects (Number of PCRs)**
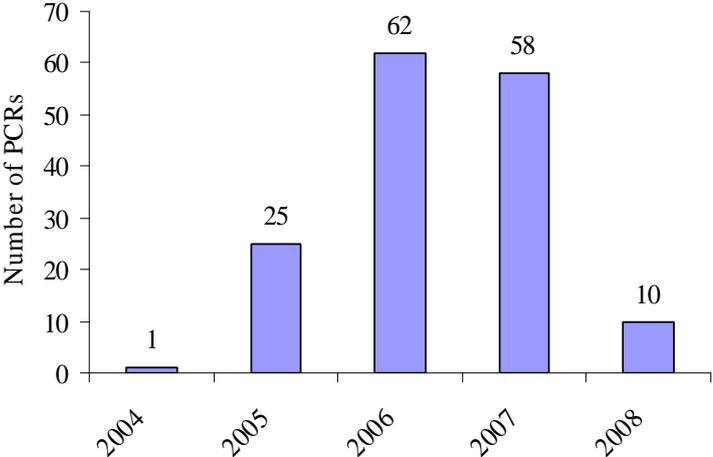
A total of 26 PCRs (about 17 %) had a completion date before 1st of January 2006. In addition 26 of the 62 projects that ended during 2006 were completed during the first half of 2006. In principle projects completed during the first 6 months of a calendar year should submit a PCR before the end of the year. However, 52 of the PCRs from the period 2007 to 2008, (i.e. 1/3) concerned projects completed before July 2006.

An analysis of PCRs for projects completed from July 2006 onwards has been made for the 104 PCRs where the date for uploading in the PDB is available. The analysis shows that 69 (2/3) PCRs have been uploaded more than 6 months after the completion of the programme/project.

Figure 28   **Distribution of Hum/NGO projects by completion time (Number of PCRs)**
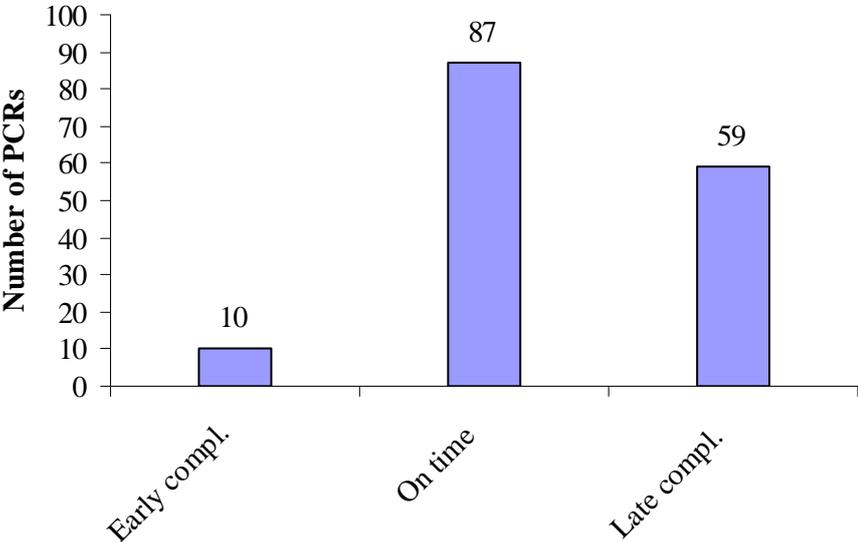
To assess the degree to which Hum/NGO projects have been implemented within the planned duration, an analysis of the Hum/NGO PCRs has been carried out to determine to which degree projects have been completed on time, have been implemented faster or later than originally scheduled. Projects that have been implemented faster than planned or within the planned period account for about 62 % of the projects.

An analysis of the PCRs for the 59 projects which have been completed late, reveal that these are from 33 different countries, with no single country accounting for more than 4 projects (Sudan). A

sector wide analysis of the prolonged projects shows that the single highest number of projects is among the NGO projects (39), which is the smallest group (75) of Hum/NGO PCRs, i.e. delays are more prevalent among the NGO projects. In terms of approved budgets for Hum/NGO projects covered by the analysis, the proportion of projects that have been implemented slower than planned is 40 %.

5.   Correspondence between PPOs and PCRs Covered by the Analysis

A comparison has been made between the 745 PCRs received and the PPOs from 2007 and 2008[15], which include closed projects during the year. All projects shown as closed in the PPO have been financially closed. However, this does not necessarily imply that a PCR for the financially closed project has been uploaded in the PDB or that the Evaluation Department has been informed about the up-loading according to the Guidelines for Programme and Project Completion Reports.

According to the PPOs from 2007 and 2008, a total of 796 projects were closed during the two years. A total of 416 PCRs relating to these projects/programmes (52 %) were submitted to the Consultant and included in the analysis.

Table 2   Number of closed projects according to PPOs of 2007 and 2008 and PCRs included in the analysis

PCR vs. PPO 2007	PCRs included	Closed projects	Lacking PCRs	Lacking in %
Bilateral Projects	257	425	168	40%
NGO	20	29	9	31%
HUM	10	14	4	29%
Total	**287**	**468**	**181**	39%
PCR vs. PPO 2008	PCRs included	Closed projects	Lacking PCRs	Lacking in %
Bilateral Projects	111	291	180	62%
NGO	4	6	2	33%
HUM	14	31	17	55%
Total	**129**	**328**	**199**	61%
Total 2007 and 2008	PCRs included	Closed projects	Lacking PCRs	Lacking in %
Bilateral Projects	368	716	348	49%
NGO	24	35	11	31%
HUM	24	45	21	47%
Total	416	796	380	48%

The absolute majority of projects for which a PCR was not included in the analysis fall within the category of bilateral projects. Of these, 26 % are various business sector activities and 13 % are research projects. A random check shows that most of the projects where a PCR was lacking are smaller projects, e.g. local grant projects and B2B projects. A list with file numbers of these projects as well as a categorisation according to countries is shown in Annex 3. The categorisation according to countries provides an indication of the countries from where the highest proportion

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[15] The PPO 2008 list used was a draft, as it was still in the finalisation process, at the time of this part of the analysis.

of lacking PCRs originate. A few of the lacking PCRs might be explained by situations where a project has been approved, but no funds were used, i.e. the project did not start, or include situations where a document has been uploaded under another name than a completion report in lieu of a PCR following the normal formats. An explanation could further be that although a project in terms of the PPO is regarded as closed, in implementation terms it is regarded as continued[16] into a new stage and hence it is premature to prepare a PCR.

A detailed analysis has been carried out of the 180 bilateral projects and programmes in the PPO 2008 in order to attempt to categorise the projects and programmes where a PCR was not identified and could thus not be included in the analysis. It is possible from the PPO to obtain information about the country in which the project is implemented, the grant budget, the sector and the grant type. This information has been used to categorise the projects and programmes.

Table 3: Distribution of projects which have not been covered by the analysis, by grant size, 2008

BILATERAL	NUMBER	%
Below 0.1 million	28	16
0.1 to 0.5 million	43	24
0.5 to 1 million	25	14
1 to 5 million	64	36
Above 5 million	20	11
Total	**180**	**100**

As seen in table 3, 40 % of these projects/programmes were below DKK 0.5 million, and almost 90 % were below DKK 5 million.

Table 4: Distribution of projects which have not been covered by the analysis, by sector, 2008

SECTOR	NUMBER	%
Good governance	53	29
Industry	35	19
Environment	19	11
Education	15	8
Health	15	8
Agriculture	14	8
Other sectors	29	16
Total	**180**	**100**

Table 4 shows that the major sectors where projects have not been included in the analysis, are the good governance, industry and environment sectors which in total accounts for close to 60% of all projects/programmes without PCRs.

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[16] This applies to B2B start-up projects, which in implementation terms are regarded as ongoing if further activities are carried out under a new budget line.

Table 5: Distribution of projects which have not been covered by the analysis, by grant base, 2008

GRANT TYPE	NUMBER	%
Local grants	71	39
B2B	36	20
Research	25	14
Various other projects	48	27
Total	**180**	**100**

In table 5 it is shown that the local grants, B2B and research projects account for the major part (about ¾) of the projects for which PCRs were not included in the analysis.

There is a difference of 329 PCRs between the 745 PCRs included in the analysis and the 416 PCRs for projects, which in the PPOs for 2007 and 2008 are mentioned as financially closed. This means that a PCR has been found for 329 projects that are not mentioned as financially closed in the PPOs from 2007 and 2008. The 329 PCRs can originate from projects that had a closing date before 2007 or during 2007 or 2008, but which are yet to be financially closed. They may appear in the PPO as an ongoing project or programme. However, they may also be from projects or programmes, which were financially closed before 2007 but where the PCRs have only been uploaded during 2007 or 2008 and thus included in the analysis. In these cases the relevant projects would have appeared as financially closed in a PPO prior to 2007.

According to the above, a total of 380 projects still need to prepare a PCR. The 380 PCRs that according to the above are lacking can in principle originate from two major sources: (i) The PCR could have been uploaded before 2006[17], but the project only financially closed during 2007 or 2008 or (ii) the PCRs were yet to be uploaded at the time of the analysis, even though the project has been financially closed. It should further be mentioned that the procedural requirement of informing the Evaluation Department when a PCR has been uploaded in the PDB has not been followed in a number of cases.

The analysis above shows that for a range of reasons there exist a higher number of PCRs for closed projects in the PDB than included in this analysis. However, as this analysis is based on a considerable portion of PCRs (both in terms of number and budgets) its conclusions and recommendations can be regarded as valid.

The analysis shows, that either there is a longer time span between uploading the PCR and the financial closure of the project than the target set in the PCR guideline of 6 months, or there is a need to secure that a project cannot be closed, if a PCR is yet to be made. The situation with a substantial difference between the number of PCRs as generated from the PDB and the number of financially closed projects as shown in the PPO calls for a closer connection between the two systems.

Given that the value added – in terms of lesson learning – from PCRs on minor activities is limited (see below), it is suggested to make an exemption to the PCR guideline so that projects with a budget below say DKK 0.5 million should not prepare a PCR. If there had been a lower limit of DKK 0.5 million[18], the number of PCRs would have decreased by 200 from 745 to 545 in this

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[17] A comparison has been made between the list of PCRs uploaded during 2006 and the projects mentioned as closed (but yet to submit a PCR) in the PPOs for 2007 and 2008.

[18] The figure of DKK 0.5 million is arbitrarily set. Had the lower limit been DKK 1 million, the number of PCRs would have decreased by 302 from 745 to 442.

analysis. In this regard considerations could also be given to exclude certain aid modalities[19] from preparing a PCR. The aid modalities that could be excluded should be decided on the basis of further discussions within Danida.

6.   PCR Formats

During the analysis of the PCRs the language in which the PCRs were filled in was recorded.

Figure 29   Language in which PCRs are filled in (Number of PCRs)
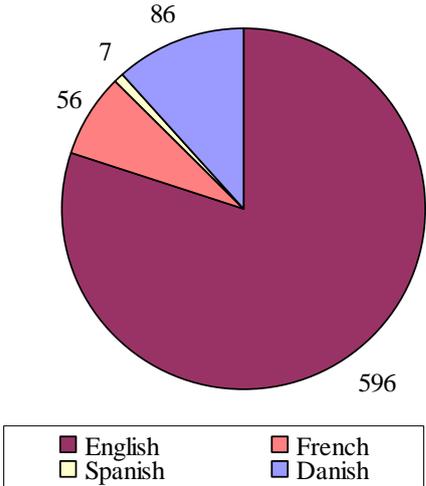
The absolute majority (80 %) of PCRs are prepared in English. Only 7 PCRs for projects in Spanish speaking countries (out of 62 projects in these countries) have been prepared in Spanish. Instead these PCRs have been prepared in English or Danish. PCRs for projects in French speaking countries are almost entirely prepared in French, with a few having been made in English or Danish. Of the 86 PCRs prepared in Danish, 62 are for NGO projects.

PCRs for projects in Portuguese speaking countries have all been prepared in English. There is a need for creating the PCR formats in Portuguese, enabling also recipient institutions in Portuguese speaking countries to fill in the requested format.

In a number of cases PCRs have been filled in partly in Danish, partly in English. This is the case for format 1, the Hum/NGO format as well as for the "other" format category.

More than half (56 %) of the PCRs have been filled in using one of the three new formats introduced in 2006.

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[19] Examples could be workshops, start-up B2B projects and minor studies.

Figure 30   Formats used for PCRs (Number of PCRs)

Of these the absolute majority is format 3 for projects below DKK 5 million. This reflects the overall composition of projects, of which the major part is small projects. Of the remaining, 125 projects have used the Hum/NGO format[20]. A total of 199 PCRs (above 26 %) are in the category "other". Many of these follow one of the old PCR formats.
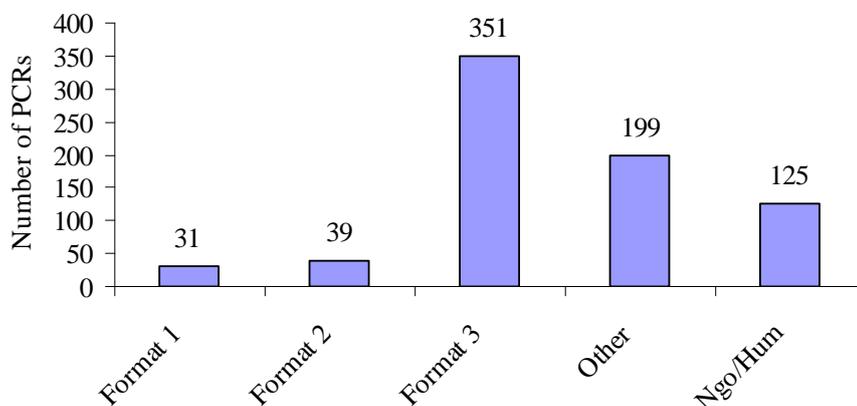
The new PCR formats have been used in three years. Analysing the uploaded PCRs during 2007 and 2008, the following have been found:

- In some cases there appears to be confusion between the formats (format 1,2 and 3) in terms of which one to use. Format 1 has been used for projects below DKK 5 million and for components, and format 2 has been used for other activities than components.
- In a number of cases start and end dates, planned or actual, have not been filled in.
- The DAC code has in a number of cases not been filled in or an old DAC code has been used.
- The rating of performance of non-Hum/NGO projects has in a number of cases not been made.
- In some cases adjustments have been made to format 3, by inclusion of a number of additional (immediate) objectives and in some cases the rating system was reversed making "a" the lowest performance.
- The relevance of the lessons learned in format 3 is questionable, as it is requested that comments should be made on alignment and harmonisation. Many small projects cover interventions like studies, research, piloting, conferences and other types of activities, which can be difficult to assess in the light of harmonisation and alignment.
- Format 3 gives the possibility of creating a rating on the fulfilment of project objectives. In some cases more than one objective exists for a project. In those cases it has in a number of instances been unclear whether the ratings given referred to the overall development objective or to one or more of the immediate objectives.
- It is the impression that the recipient organisation or cooperation partners have often not been involved in preparation of the PCR, specifically in case of projects reported on the Hum/NGO format, as the PCR have in many cases been prepared in Danish.
- It has been difficult to single out what the lessons learned have been for many Hum/NGO projects, as there is not a single box/question for this in the format. If there is an explicit wish to focus more on lessons learned a specific question to this effect should be included in the Hum/NGO format.

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[20] Of the 157 categorised as Hum/NGO projects.

In terms of quality of the PCRs received during 2007 and 2008, it can in summary be said that more than ¼ of the PCRs do not follow one of the formats that are officially in use at present, i.e. formats 1 to 3 and the Hum/NGO formats. Considering that a backlog of PCRs from earlier completed projects were included in the 2006 analysis of PCRs, it is surprising that there are such a high number of PCRs in the category "Other format". Furthermore, quite a number of PCRs have some missing data, and a significant number is filled out in a language which is unknown by the recipients.

If there is a wish to have a uniform use of PCR formats and enable statistical and other analysis of PCRs, there is a need for securing an effective quality assurance of PCRs at the time of uploading. The quality assurance is not meant to provide a qualitative assessment of the content of the PCR in terms of lessons learned and other types of analysis, but to secure that all the required data on the programme or project (e.g. planned and actual start and ending dates, approved and utilised budget, correct DAC code) are included, that the correct format for the PCR is used, that lessons learned are included and that a rating of performance has been carried out. This analysis has shown that quality assurance is in particular needed for the smaller projects. The analysis has also shown, however, that for very small activities it may not be worthwhile to maintain the demand for a PCR.

A gradually higher proportion of the bilateral aid is provided closely together with other donors in different forms (basket funding, sector or general budget support, SWAP etc.), hence in the future, it might not be feasible to prepare a PCR for the Danish contribution alone. Currently, in terms of numbers this consideration would only affect a smaller number of PCRs, but in terms of budget it is likely to be substantial, as present phases of supported programmes under these new aid modalities begin to be completed.

As it will be difficult to demand a specific completion report for the Danish contribution in a number of these cases, a completion report in a suitable format, preferably a format developed and used by recipient governments, should be accepted by Danida. In the case of general budget support, characterised by non-earmarking of funds, it will be a particular issue how completion reporting covering the donor contribution will be prepared. The analysis of PCRs from 2007 and 2008 does not indicate that this has been an issue. Even so, the question of how to deal with these types of programmes will have to be discussed and agreed upon at an early stage.

7. Lessons Learned

Annex 2 of this report presents a condensed version of the lessons learned as expressed in the analysed PCRs from 2007 and 2008. The lessons learned are from bilateral programmes, NGO as well as humanitarian projects. The wording in the PCRs has not been changed and no attempt has been made to make an interpretation of the statements as expressed in the PCRs.

The lessons learned shown in Annex 2 have been selected along the criteria of having wider relevance than the project itself and providing information that is useful for a wider audience. In the absolute majority of the cases the lessons learned shown in Annex 2 have specifically been stated as lessons learned in the PCRs. In a few cases the text in the PCRs has implicated that it was a lesson learned, although it was not specifically stated as such. Some of the lessons learned have been translated from Danish or French into English.

It is not within the scope of this analysis to carry out spot checks of the lessons learned or other issues raised in the PCRs through visits to programmes or projects. Instead, the following

paragraph highlights issues of a more general nature that might be relevant to include in either future country or thematic evaluations to be carried out by the Evaluation Department:

- *Longer than planned implementation*: Close to half of the programmes and projects covered by the analysis had a longer implementation time than foreseen in the programme/project documents. This could indicate that there is an unrealistic time horizon when planning aid interventions in many instances, taking into account the outputs/objectives to be reached.
- *Scoring*: While in general there is a high score on performance at programme level, the scores seem to be lower in particular on the HIV/AIDS response. This tendency can also to a certain degree be observed on gender equality.
- *Alignment and harmonisation*: Alignment and harmonisation are high on the aid agenda and many efforts are made to adjust approaches to these principles. The PCRs show that in a country like Bangladesh it is difficult to implement due to the nature of the government systems, which prolong the time horizon and steps towards alignment.
- *Technical assistance*: The roles and organisation of technical assistance to support implementation are determining factors for impact of the aid interventions. While there is a clear wish from the donor side to avoid executive roles of advisers and only let the technical assistance team have pure advisory roles this can be difficult in practise, due to different cultures and counterparts who might change during the implementation. Where advisers act as agents of change it is important that the advisers are able to act within a political framework, where the understanding of the political, social and cultural framework is as important as the technical knowledge.
- *Perception of capacity development*: Building of capacity within organisations and changing institutional structures, especially across existing organisations is difficult, and breaking of institutional barriers requires more than a donor project to be sustained. There can be many differences in the perception of capacity building, from a clear focus on processes, introduction of new methodologies and close involvement of counterpart staff to focussing on tangible outputs like figures or reports.
- *Guidelines, procedures and formats*: Some of the practices in the Danida aid management guidelines including procedures and formats for financial and physical progress reporting can be different from practices and procedures of the recipient government institutions. Flexibility in applying the procedures and adjusting these to feasible government systems is a continuous issue.

8.   Overall Conclusions and Recommendations

The analysis of PCRs from the period 2007-8 has shown that there are a number of challenges to overcome in a.o. registration of PCRs, procedures to be adjusted, quality assurance of incoming PCRs and securing that all programmes and projects that according to the guidelines have to prepare a PCR actually upload these. There is also a need for lessons learned from the many programmes and projects to be disseminated to relevant users and for following up on the way the system handles PCRs in the coming years.

Overall, the analysis has shown that:
- PCRs for major programmes are generally of a higher standard than PCRs for smaller projects. Some of the PCRs for major programmes and components – though not all – are of a standard which makes them useful for lessons learning and as an input for evaluation work.
- PCRs for small projects are less useful and for some of these, the usefulness of preparing PCRs can be questioned from a resource utilisation point of view (see below).

- In general, PCRs are mainly useful for projects or programmes with a log frame or similar definition of main purpose, outcomes, outputs and activities. They are less useful when relating to grants to cover e.g. workshops or to very small grants.

The analysis in this report has also shown that there are a number of cases where PCRs have not been uploaded in the PDB, although this should have been the case according to the PCR guidelines from 2006, which includes detailed procedures and formats for the PCR reporting.

According to the PCR guidelines the Evaluation Department is responsible for screening incoming PCRs regarding quality and format, and for changing the status of the programme or project in the PDB to "completed" when both the PCR and the audited final accounts have been uploaded and the final accounts have been approved.

The practise over the past years has differed from the guideline in two respects:
- The Evaluation Department has not in all cases been informed about the up-loading of PCRs and has not had the resources to carry out quality assurance of individual PCRs on an ongoing basis. Instead, the issues of quality, usefulness and formats of PCRs have been included in the cross-cutting analysis conducted of PCRs in 2007 and 2009 respectively.
- Responsible entities (Embassies and offices in MFA) have themselves changed the status of projects and programmes upon completion of financial accounts and after preparation and up-loading of a PCR.

The present analysis has shown a need for implementing a more thorough quality assurance procedure for preparation of PCRs. The quality assurance is meant to secure that all the required data on the programme or project are included, that the correct format for the PCR is used, that lessons learned are included and that a rating of performance has been carried out. Quality assurance seems especially to be needed for the smaller projects. Two major options exist for carrying out quality assurance: (i) Through better and systematic information to the ones responsible for preparation of PCRs, before the PCR is prepared, or/and (ii) a quality check of PCRs at the time these are uploaded in the PDB.

In the light of the challenges faced in implementing the PCR 2006 guidelines and reflecting the current practise, it is suggested that MFA considers relocating the responsibility for quality assurance of PCRs from the Evaluation Department to the Quality Assurance Department. This department already holds the responsibility for quality control of other phases of the development cooperation and would thus be the logical entity to ensure quality assurance of PCRs. The Evaluation Department should maintain responsibility for undertaking cross-programme and other analyses of selected issues reported in the PCRs as this assignment is well in line with the mandate and functions of the Evaluation Department to facilitate learning and documentation of development cooperation.

The PCRs prepared by sector programmes and larger projects in general contain a significant amount of relevant information including lessons learned which can be useful for programmes and projects in other sectors or countries, as well as for the conduct of independent evaluations commissioned by the Evaluation Department. Many of the NGO PCRs also include valuable information. However, the relevance of preparation of PCRs for very small projects could be questioned from a resource utilisation perspective, as lessons learned from these are typically not significant or just not reported. At present a significant number of PCRs are prepared for budgets below the proposed threshold, implying a substantial burden on the system without really adding value. Ensuring that PCRs for smaller projects become useful would demand significant efforts to

improve and ensure their enhanced quality. The present analysis does not support that such efforts would be justifiable, not least taking into account that financial accounts are being prepared for all grants and that PCRs serve the purpose of lessons learning rather than ensuring financial accountability.

Introduction of a minimum level of budget below which a PCR should not be prepared would thus be recommendable and should be combined with a more detailed description of exemptions of certain types of activities from the requirement to prepare a PCR.

The relevance of the lessons learned in format 3 is questionable, as it is requested that comments should be made on alignment and harmonisation. Many small projects cover interventions like studies, research, piloting, conferences and other types of activities, which can be difficult to assess in the light of harmonisation and alignment. This, in combination with other clarifications, should be addressed in a revised guideline for preparation of PCRs. A proposal for a revised PCR guideline is included as an annex to this report.

Based on these conclusions and the analysis in the preceding sections, the following recommendations are put forward for the consideration by the MFA.

It is recommended that:
- The optimal institutional location of PCR responsibilities be discussed within the MFA.
- Consideration be given to exempt projects with a budget say below DKK 0.5 million from preparing a PCR.
- Discussions be carried out with a view to exempt certain types of activities that do not have a real "project or programme nature" from preparing a PCR.
- A project that according to the PCR guidelines must prepare a PCR, should only be shown in the PPO as closed, if it is checked that a PCR has been prepared and uploaded.
- An improved and more effective quality assurance of uploaded PCRs be carried out.
- The PCR guidelines be further edited in order to provide additional clarity to the users.
- An analysis of uploaded PCRs for programmes and projects completed during 2009 and 2010 be carried out in 2011 to synthesise lessons learned, provide an assessment of implementation of recommendations of the present PCR analysis and present major statistics on incoming PCRs.

Ref. 104.A.1.e.58
5th January 2009

Terms of Reference

Analysis of Programme/Project Completion Reports 2007-2008

1. Background:

Project-and programme completion reports, PCRs, were introduced by Danida by the late 1980s. By then, the purposes of reporting at the stage, where Danida's development support is terminated, were several:

- To document the status of the project (and of the results achieved) at the time of the completion of the assistance;
- To provide an assessment of the need for possible further assistance after completion of the project;
- To contribute to the accumulation and dissemination of experiences (lessons learnt);
- Finally, the PCR would also provide a basis for determining whether an evaluation (final or ex-post) is warranted.

The first guidelines for the elaboration of the PCRs were drafted by a task-force in 1988/89, and tested up to 1991. Subsequently, the Head of the South Group 19 May 1992 directed all units and relevant embassies to draft a completion report of all Danish (bilateral) assistance activities, approved by Danida's Board, and completed after 1 May 1992. Only those projects of which a PCR had been drafted could be included in the Annual Report to the Finance Committee ('Projektorientering)' as completed.

A revised Guidelines for Project Completion Reports was issued in 1997, making a distinction between PCRs for projects of more than DKK 3 mio., and project completion sheets, PCS, of assistance between DKK 0,1 and 3 mio. Moreover, the general Sector Programme Support Guidelines of 1996 introduced the PCRs of SPSs and SPS-components.

With the introduction of the electronic project database, PDB, in 2000, the regional departments were directed to upload the PCRs on the PDB, and subsequently from 1 September 2003, with the decentralisation of the development assistance, all representations were made responsible for the direct uploading of PCRs on the PDB in a standard format. Subsequently, the Evaluation Department is to be notified by the representation by e-mail when the PCR has been uploaded on the PDB, and no paper version is submitted.

Up to 1992 about 4.300 PCRs were drafted. Most of these were later up-loaded in the PDB in electronic form. For the period 1 may 1992 – 1 September 2003, the Evaluation Department maintained a physical archive of the received reports.

Experience over the years indicates that the **documentation purpose of the PCRs** has at least to some extent been fulfilled. PCRs have thus constituted a major source of information for e.g. the four country programme evaluations commissioned by EVAL in recent years covering Uganda,

Mozambique, Ghana and Benin respectively. PCRs are also used in connection with the preparation of thematic reviews and evaluations as well as by the Auditors General when they analyse Danish development assistance.

However, to assess the quality of the PCRs, and in more general terms to deduct the lessons learned several attempts have been made to undertake analysis of the reports. As the quality, formatting and contents of the PCRs has varied substantially (at least up to 1 January 2006), introduction of systematic assessments on an on-going basis has been difficult. In addition, most PCRs are descriptive, and not very analytic.

In 1998, a consulting company was commissioned to look into the PCR-system. Based on a sample of about 200 PCRs they found i.a. that many reports are drafted long time after the completion of the activities making them less useful; and that the standard review sheets are rarely used for comments on the drafted PCRs by the respective embassies and regional offices. They recommended in particular to simplify the reporting formats, and to introduce a graduation of the achievement of the support objectives. More information should be provided by simply ticking pre-designed options to facilitate the subsequent assessment and statistical analysis.

By 1 January 2006 a new format was introduced, partly complying with the previous recommendations, and in particular to ensure a better link between the PCRs and the on-going monitoring of the support programmes and the regular performance reviews.

The new format and guidelines of the PCRs (available from the Aid Management Guidelines a (www.um.dk) have been in use since then and apply to all bilateral programmes and projects in both programme and non-programme countries. A PCR must be prepared at the end of the appropriation period (i.e. at the end of each phase of a programme) by the programme/ project management, and presented to the decision-making representatives of Danida and partners (e.g. the Steering Committee) three months before the end of a programme, project or component. After the accounts have been finalised and audited, the final version of the report must be approved by the relevant partner representative and the Head of the Representation/Department at latest six months after the end of the programme, project or component, and entered in the PDB by the responsible desk-officer of the representation (or, in the case of non-programme countries, by the regional department). Only three formats are now used: A Project Completion Sheet for projects below DKK 5 million; a Component Completion Report for components; and a Programme/Project Completion Report for programmes and projects above DKK 5 million.

In 2006, the Evaluation Department commissioned an explorative desk-study to follow-up and explore the application of the new programme- and projects completion-system. The purposes of the study were to analyse the PCRs submitted and make the findings available to MFA-staff, partners in programme and non-programme countries as well as the wider public in order to contribute to the development of a systematic knowledge-sharing of Danish lessons from development cooperation. The second purpose was to contribute to the establishment of a simple system of (scheduled/annual) electronically based and user-friendly synthesizing of lessons learned from PCRs.

The report from the explorative study (available at www.evaluation.dk under *other reports*) has been shared with the Danida Board, senior management in the MFA and relevant departments such as KVA, UDV and BFT.

The report contained a number of findings, lessons learned and recommendations. It suggested, among others, to undertake an annual update of lessons learned, as expressed in the PCRs and of the statistics that can be generated from the PCRs. Also in the period 2006-2007, the General Auditor's Office conducted a review of the MFA's administration of support to NGOs, including the PCRs submitted by NGOs. In relation hereto, the MFA stated that EVAL would undertake an overall analysis of the PCRs. Against this background, the Evaluation Department has now decided to conduct a follow-up to the explorative study published in 2007.

2. Objectives:
- to summarize key features and lessons learned from PCRs that have been up-loaded in the PDB during 2007 and 2008
- to provide an overview of key issues raised in the PCRs which may warrant follow-up by MFA management, the Quality Assurance Department, embassies, BFT, EVAL or other actors (including e.g. NGOs)
- to assess progress with respect to the implementation and continued relevance of the recommendations made in the exploratory study on PCRs and up-date recommendations in view of recent decisions (Accra Agenda for Action etc) as deemed necessary.

3. Scope of Work:
The consultant's assignment will comprise, but not be limited to:

- Provide, based on information from EVAL, an overview of PCRs received in 2007 and 2008 respectively according to country/regional programme; sector; NGO, Gov't, multilateral actors etc.
- Compare with other lists of projects/programme (PDB, annual project/programme information, Annual Report of Danida, list of Auditor-General), and identify gaps, if any;
- Carry out a quality check of received PCRs after 1 January 2007. Do the PCRs comply with the standards, i.e. to which degree have the formats been properly filled in?
- Identify common users' constraints/challenges relating to current format;
- From the new PCRs: provide an overview of the responses question by question, synthesize and analyse the responses, and present the findings in simple matrixes and boxes;
- Identify those PCRs up-loaded after 1 January 2007 which are not drafted in the new format (if any);
- Establish the extent to which the PCRs provide information considered relevant and useful to lesson learning and identify gaps in information provided in the new formats (e.g. more info on results at outcome and impact level to be included in the format?);
- Identify in a systematic manner, obstacles for the PCRs to increasingly serve the purpose of learning and propose further action that may help increase the usefulness of PCRs;
- Assess compliance of the PCR-system with new trends in development cooperation (including the commitments made by Danida and a wide range of development actors in the Accra Agenda for Action);
- Register the time used for the elaboration of the overview, analysis, synthesis, and presentation of the new PCRs;
- Assess how the PDB is functioning in relation to the filing, access, reporting, etc. of PCRs;
- Carry out any other task related to the study as agreed upon;
- Draft a brief report (max. 15-20 pages, excl. annexes) of the work carried out.

It should be considered to cover the PCRs submitted by the NGOs separately (but in line with the scope outlined above), in order to facilitate sharing of results and experience within this distinct area, and highlight any issues of particular concern. This is especially relevant given current discussions on the format of PCRs for the NGOs.

4. Methods to be used
The assignment will be conducted as desk-work in Copenhagen and will primarily comprise analysis of PCRs up-loaded during 2007 and 2008 as well as other relevant documents.

The documentary study may be supplemented with interviews with key actors in MFA (BFT, EVAL, KVA, HUM, UDV and senior management level) and outside the MFA (evaluators, NGO s and representatives of the General Auditors as deemed relevant) on their perceptions of the usefulness of the PCRs and the extent to which the current three formats fulfil the demands of the various potential users of the reports.

5. Outputs:
The outputs of the assignment shall be:
- As CD-Rom: Tables/lists of the status of PCRs received, missing, analysed, etc.
- Draft report including the findings and recommendations, and the work carried out (max. 15-20 pages), annexed with the CD-Rom
- Final report (to be submitted not more than two weeks after the receipt of comments to the draft report from Danida).

If deemed relevant and feasible, a separate report (or annex) will be submitted covering the PCRs submitted by NGOs.

6. Required Inputs:
Consultant, qualified in data collection and analysis, desk-studies, knowledgeable and experiences of development issues and Danish development policies, administration and guidelines.

7. Timing:
The assignment will start as soon as possible. Delivery of a draft final Report by 20th February 2007.

8. Reference:
The consultant will work closely with and be guided in the work by the responsible desk-officer of the Evaluation Department, Deputy Head, Margrethe Holm Andersen and, as far as the NGO-PCRs is concerned with Eva Broegaard, Senior Technical Adviser. The consultant will not have direct access to the PDB, but information and reporting from the database will be provided by EVAL's student, Ms. Maria Petersen.

9. Background Material:
Explorative Study of Programme/Project Completion Reports. Ministry of Foreign Affairs of Denmark, October 2007.
Beretning til statsrevisorerne om Udenrigsministeriets administration af NGO-bistanden. Rigsrevisionen, Marts 2007, RB A502/07 (Danish only).

Lessons Learned

Environment and Natural Resource Management Sector

Cambodia, Natural Resource and Environment Programme Coordination Project:
The experience with the NRE Programme is that projects can be suitable to provide effective support to a specific topic or problem. There is high visibility of the donor support through projects. But there are trade-offs due to the potential relative large costs in comparison with outcomes, because a delivery system with procedures is established with limited use. There might also be a lower level of alignment with Government procedures. As a result there can be a low degree of sustainability because the project structure disappears when funding is terminated, though the result during the implementation can be impressive.

Interregional: Consolidation Phase for DUCED SLUSE (Danish University Consortium on Environment and Development, Sustainable Land Use and Natural Resource Management):
In SLUSE we have successfully set up and contained a partnership amongst 10 universities in 6 countries. The main lesson learned from setting up this joint university programme in different countries, cultures and university systems, is to be as contexttually flexible and sensitive as possible, to pay attention to needs of the partners, and to be open for new solutions.

Malaysia, Urban Environmental Management System (UEMS) in Kuching. Sarawak:
The major reason for the success of the UEMS-project is the support from the political system. The political system's unambiguous involvement and commitment to the UEMS-project must be transferred to each of the individual components and tasks that are the responsibility of the relevant agencies. The receiving agencies commitment is equally important for the successful continuation of the projects. The ability of the UEMS-project to understand and act according to political norms in Sarawak must be seen as an important reason for the overall success of the project.

Health Sector

The Danish Family Planning Association, Women's Health and Rights Advocacy Partnership:
Advocacy is not a linear process and requires flexibility in the work plans

The Danish Family Planning Association, Aidsnet – The Danish NGO-network on Aids and Development:
Networking is established and consolidated over time and not completed within a five year period. There is need for support over a longer period of time. It is necessary with a professional founded secretariat, that can support members fast and effective, and undertake administration in relation to the activities.

The Danish Haemophilia Society: Haemophilia life in India, phase II:
The project has shown that support to voluntary local work provide a significant surplus. There has been a high level of activity in most local organisations, not only in the 20 local organisations that have received support for office staff and facilities. Most local organisations can, in addition to medicin at a low price, now offer the patients physiotherapy, open consultations and psychosocial support through womengroups and camps. However, the stronger the local organisations are, the less need there is for a federation. Until now the import of medicine has created a natural

coherence in the organisation, but as more states and local organisations start to buy the medicine outside Hemophilia Federation India, the organisation becomes weaker.

<u>Malawi, Integrated HIV/AIDS Project, phase 5:</u>
For optimal knowledge and skills sharing, a lot of community dialogue sessions have to be conducted. This is also seen to be the best advocacy tool because people are able to go through a problem and solution identification process pertinent to their way of living thereby empowering them in their own development processes. There is a need also to announce the dates and topics in advance so that people can effectively contribute to the discussions.
Stakeholders at all levels need to be involved from the very beginning of the project to win their support in the implementation of the different project components.
The care of orphans and vulnerable children is best achieved when the children are in their culturally accepted environment, but some foster parents wanted the orphan to be in orphanages in order to get donations from well wishers. When they are raised up in an orphange they may end up acquiring strange and unaccepted behaviors and then become strangers to society.

Agriculture, Fisheries and Forestry Sector

<u>Vietnam, Vegatable Production Based on Integrated Production, phase 2:</u>
At a local level of the farmers union the management and training capacity have significantly increased, but it is obvious that still plenty of work is needed before the farmers union at central level have the capacity to start Farmers Field Schools and Integrated Pest Management activities in large scale by themselves. It has proven difficult to change the farmer unions attitude as a top down driven organisation primarily focussing on propaganda, into a more demand driven farmer union, setting the farmers in the center of the activities.

<u>Bangladesh, Greater Noakhali Aquaculture Extension Component:</u>
There is no blueprint for aquaculture development. There is a need to identify appropriate interventions for different livelihood systems. This applies not only to technology, but also to support services like credit. The key role of the private sector in such a development and the need for specific technical support to the private sector in a variety of business development services needs to be recognised.

<u>Bangladesh, Patuakhali Barguna Aquaculture Extension Component:</u>
Alignment with the Government of Bangladesh's systems is a difficult and complex process as irregularities are frequent. The rules and regulations of the Government of Bangladesh are not properly implemented and enforced, making the systems dysfunctional. Alignment with the procedures of the Government of Bangladesh is further constrained because of differences in the requirements for working plans, budget and procedures etc. among the two governments.

<u>Bangladesh, Rehabilitation of Grain Silo Project:</u>
Provision of adequate funding from the Ministry of Finance to maintain the silos should be part of the obligation to receive aid.

<u>Bangladesh, Integrated Soil Fertility and Fertilizer Management Project, Phase II:</u>
Though institutionally integrated, financial, procurement and reporting systems can be better aligned with existing partner procedures. Joint managament has appeared to be a good strategy in the present context to ensure that both the interests of the recipient organisation and the donor are aligned through close and constant consultation between the project director and the senior adviser. However, the target should be that the partner organisation in due time will take full

responsibility for the management of the component in a commonly agreed accountable and transparent manner.

Bangladesh, Seed Industry Component (SID):
Previous seed programmes in Bangladesh tended to concentrate on specific parts of the seed industry, with different a focus at different times. In contrast, SID has covered all parts of the seed sector. This is both a strength and a weakness: SID operates on a broad front, with many different stakeholders and a large and diverse set of activities. It is thus a complex component, and this has made management challenging.

The Ministry of Agriculture Seed Wing and the Seed Certification Agency are still far from being able to fulfil their mandate as set out in the National Seed Policy. Both have suffered serious dilution of staff trained under SID and earlier projects. Future initiatives to support the Ministry of Agriculture Seed Wing and the Seed Certification Agency require first and foremost a reduced rate of staff turnover, and the formation of a permanent seed cadre.

Bangladesh, Smallholder Livestock Development Project in Five Southern Districts:
The work of training and engaging the targeted number of beneficiaries in 16 out of 26 upazilas remains to be done due to an early termination date.

A simple approach to smallholder poultry production produces much better, more sustainable and more profitable results than a complicated system linking many separate enterprises.

Provision of training and credit by the same partner NGO produces a conflict of interest and should be avoided.

Monitoring on the basis of random sampling from a database identifying all beneficiaries was a highly effective mean of quality control and motivation of field staff.

Bangladesh, Local Initiatives for Farmers' Training:
Improving household livelihood security is most effective through the provision of both technical training and social awareness programming.

Adopting a family based approach with a particular focus on women, rather than a more exclusive focus on women, is much more effective and sustainable in conservative areas such as Noakhali. Similarly, engaging in broad community support programmes is also critical in ensuring lasting change and improvements to improved livelihood security.

Bangladesh, Policy and Planning Support Unit, Ministry of Fisheries and Livestock:
More pro-active efforts are required to further the donor harmonisation agenda and to this end it could be considered to engage and utilise the resource base of advisers more effectively. Given their field presence and networks, advisers are the "frontline" when it comes to actual, practical day-to-day interaction and coordination/integration of donor supported efforts. These efforts remain complementary to the important and very necessary coordination and harmonisation efforts at higher (policy) levels. Whereas the harmonisation rhetoric is persuasive, realities on the ground suggest that there is still a long way to go towards true and full harmonisation.

Component management (including monitoring): Integration into existing structures for management and monitoring is a big challenge, especially where existing structures may be weak.

Transport Sector

Bangladesh, Transport Sector/Major Roads Programme in Patuakhali and Barguna:
The process for project approval should be initiated much earlier.
Close supervision of construction work is needed.
Lack of delegation of decision making power to local engineer hampers efficient implementation.

Bangladesh, Minor Roads and District Maintenance Systems:
The use of female Labour Contracting Society (LCS) groups is found to be a viable alternative to conventional contracting. The LCS has been competing well with regular contractors in quality as well as speed of works. LCS groups are capable of carrying out fairly complicated technical works under competent supervision.

Institutional arrangements for road maintenance systems development and implementation need to be given careful consideration at the planning stage.

Urban Sector

Bhutan, Urban Sector Programme Support:
Development assistance was delivered in accordance with urban sector priorities of Bhutan and a fairly clear division of labour between development partners maintained. However, more harmonised efforts will need to be based on analytical work. Development partners need to harmonise procedures and practices especially fielding of individual missions one after another.

Bhutan, Support to Central Government for Development of the Urban Sector:
Regular programme meetings including regular reviews facilitated management of the Component including monitoring. Component management and monitoring could have, however, been improved, if appropriate monitoring systems such as the results based management were worked out.

Bhutan, Urban Development and Management of Thimphu City:
The design of any infrastructure project should be carried out within the country so that inhouse capacity is developed and any changes/alterations to the design can be made by local counterparts. Design at the consultant's office may only be allowed if it is not technically feasible due to lack of facilities. However, a full time counterpart must be attached with the consultant.

Bhutan, Support to Urban Development & Management of Phuentsholing City:
Planning, survey, design, tendering, land acquisition etc. to be given adequate time and planned properly prior to start of any major infrastructure projects.

Staff capacity of Municipalities needs to be assessed prior to the launching of any Programmes and if required, additional staff should be recruited and put in place prior to start of the Programme.

Quality assurance implementation plan to be put in place (incorporated in the contract) to ensure contractors do not cheat the client and to avoid corruption.

Bhutan, Support to Urban Development & Management of District Municipalities:
The implementation of the programme activities should be left completely to the Municipalities including procurement, mnagement of Technical Assistance so that they learn to take responsibility

too for their own actions. The headquarter should only monitor their work and assist only where towns have no capacity at all.

Water Sector

Vietnam, Water Sector Programme Support:
The descrase in number of advisers placed a heavy burden on the shoulder of the Chief Technical Adviser, who took over the counterpart duties in four Rural Water Supply and Sanitation sub-components additional to the two National Capacity Building sub-components he was counterpart to already. The effect was that the Chief Technical Adviser often bacame a bottleneck and not sufficient time could be made available to certain activities. On the international consultancy the Government of Vietnam have often expressed that the working visits to Vitnam of international consultants were too short, ranging from 2-3 weeks, making it hard for them to get used to the local conditions and to provide effective advice. Another issue is the use of National Technical Assistance, whose mobilisation had to be in line with Danida's principles. Vietnam does not have a tradition for private consultants or consulting companies and most consultants have therfore employment relations with the Government of Vietnam. The Danida Guidelines do not clearly define when which type of employed people can be hired as consultants with the result that most hired consultants have been retired Government of Vietnam staff.

Vietnam, Integrated River Basin Management Component:
A major lesson learned from the component was that getting the right objectives agreed in the sub-component document is essential. The expectations of the provinces to some of the outputs were much different from the ideas of Danida despite the fact that the provinces were much involved in the formulation of the sub-components. The difference appeared already when comparing the English and the Vietnamese versions of the Sub-component documents. The English version did not indicate that physical construction should be done by grant funds in the Output, but that there was no doubt for the Vietnamese counterparts that the main parts of the funds for that output should be spend on physical rehabilitation of worn-down irrigation systems.

Research Projects

Denmark: Forskningsrådet for Udviklingsforskning:
Most of the cost has been on salary and travel. It is likely that focus on larger research themes would have resulted in more significant research results.

Various Danida priority countries: Performance Contract between Ministry of Foreign Affairs and Danish Centre for Forest, Landscape and Planning:
Capacity building in research and education requires time (more than a four year contract period). Effectiveness has been increased from focusing on a limited number of strategic partner institutions.

Guinea-Bissau, Non-specific effects of vaccinations: From specific disease prevention to controlled immune stimulation:
It has been a major problem that WHO has tried to suppress the research we have been doing. This has cost dearly in terms of time, resources, and missed funding. As evidenced by a recent editorial in the "Tropical Medicine and International Health" some of our strongest critics have had to admit that methodologically our studies were better than the ones sponsored by WHO to contradict our results. Controversial results are not appreciated in donor sponsored international health.

<u>Denmark, Danish Network for Agricultural Research for Development (NETARD):</u>
Involvement of the South in all phases of research collaboration is a necessary, although not sufficient precondition for success.
There is no single model of how North-South research collaboration should be carried out. Different approaches should be applied to different countries, taking into consideration the local context and changes in priorities and policies.
The participatory and multi-stakeholder approach has been the most successful approach applied by NETARD in Agricultural Sector Programme Support (ASPS) related North-South research collaboration, but it is also complex and time consuming, and in some countries it may be "premature".
There is need to develop country specific guidelines and tools for ASPS related research collaboration.

Humanitarian Projects

<u>Mozambique: Community Based Disaster Preparedness Programme, Phase I:</u>
While many positive activities have been accomplished, more than half the planned activities have been significantly delayed or left incomplete. There are many reasons advanced to explanin delays. General preparation, including such critical aspects as community selection, curriculum development, and contracting of consultants has taken much longer than anticipated. The consultative process used at all stages, and particularly in the selction of communities, is time consuming. In addition, a fragile programme management structure has a significant impact on programme completion. One person's absence at any single programme management level can disrupt the entire programme sequence and create unnecessary delays. It is essential that programme structures are able to accommodate such unavoidable events as illness, without jeopardising activities. Danish Red Cross considers the lack of activity completion to be more of a problem than does the Mozambican Red Cross. This suggests that the two parties do not share a common programme vision. This perception is supported by the lack of follow up on previous recommendations and plans arising from lessons learned workshps and internal reviews.

Country Specific Lessons Learned

<u>Vietnam: Assessment of the Living Marine Resources of Vietnam, Phase II:</u>
In the Vietnamese governmental salary system staff involved in tasks like data analysis and report writing are paid additional incentives. The fact that incentives for the Vietnamese Institute for Fisheries Economy and Planning and the Research Institute for Marine Fisheries staff for analysing collected data and profile writing has not been made available by either Danida or the Ministry of Fisheries (MOFI) has further delayed the process.

A lesson from the cooperation between the Assessment of the Living Marine Resources in Vietnam, Phase II component and MOFI is the diference in perception of the purpose and outputs of a capacity building component. From Danidas perspective there is a clear focus on processes and the introduction of new methodologies with a strong involvement of the counterparts in the working process to secure the sustainability in capacity building. From a Vietnamese perspective the expectations on the other hand focus very much on tangible results such as figures or reports. This has resulted in many discussions and frustrations from both sides during the implementation of the component.

Tanzania, Supporting Implementation of the Foundation for Civil Society Strategic Plan 2005-2008:
Coordination among development partners of various initiatives undertaken by civil society is very crucial. The Foundation for Civil Society presents one of the most innovative approaches to supporting civil society organisations in Tanzania.

Afghanistan, Herat, District Health System:
It can be difficult to recruit experienced expatriate staff, especially doctors and accountants. The reasons are among others the security situation in Afghanistan, which is often portrayed in the public media as being worse than in reality, that there in Denmark at present is a lack of people with these professions and that work in third world countries is not an advantage in the further careers of doctors. In this situation, the conditions offered by an NGO will often not be sufficiently attractive.

The cooperation with the Afghan public sector, especialy at the national level, is complicated due to a heavy and slow bureaucracy.

The UN salary conditions are seriously biasing the competion for staff, not only for NGOs but especially for the Afghan government. As an example, drivers in the UN are better paid than a doctor in the public system. Is is assumed that this will lower the sustsiability of the international reconstruction efforts considerably.

Zimbabwe and Republic of South Africa, Rehabilitation and Research Centre for Torture Victims:
Zimbabwian/context dependent methods for rehabilitation is a necessary supplement to methods originating in a western context, as well as common approaches supplements individual methods of treatment.
It is possible despite suppression to survive as a human rights organisation through organisational development and development of a high professional flexibility of the staff.
Documentation of torture and organised violence can have an effect.
In a situation with continuously increasing suppresion, strategies against torture and organised violence requires long term and strategic interventions.

Ethiopia, Prevention and Protection of Sexual Abuse and Exploitation of Children in Bahir Dar:
The project mainly targeted sexually abused and exploited, school and out of school children in Bahir Dar town. However, it was learned that the prevention activities need to go beyond the destination towns and include source areas to prevent sexual abuse and exploitation of children in the long term basis. Rehabilitation programmes require a huge amout of reseources in order to be effectively implemented. Therefore, due consideration should be given particularly in allocating adequate budgets for activities related to Income Generating Activities and vocational skills training if the project is to achieve its stated objective within the specific project period.

Ethiopia, Gidan Integrated Child Development Consolidation and Phasing Out Phase Project:
Gidan district is highly prone to recurrent drought and children are victims of socio economic problems. Therefore, ensuring food security should be integrated with other development initiatives.

Empowering people or allowing genuine participation in the process of planning, implementation and monitoring of the project was very supportive for the sustainability of the project.

Uganda, Child Rights Education and Support Services:
It is important to use a variety of strategies to get active involvement of different age groups of children who come from different backgrounds with different personalities. The more varied the opportunities the more active the involvement of the children got in the project.

Uganda, Bunya Integrated Health Project, phase 3:
It takes time to build the capacity of the community groups. As such, establishment and support for sustainability structures must be started early enough in the life cycle of the project. The established community groups may thus still need to be supported to firmly take root and carry on with their activities in the community.
Low literacy and numeracy skills hindered establishing loan schemes and forming the different business institutions. Literacy and numeracy skills are essential for members to manage finance and therefore a business.

Cambodia, Primary Health Care Programme – Pilot phase:
It is possible to cooperate with the Cambodian Red Cross on a health development approach, which was the overall piloting idea behind the Primary Health Care project. It has been proven that most interventions have had very good outcomes and has shown essential lifesaving impact. It has been learned that a multi-sector approach is efficient also in a Cambodian context, and only direct agricultural interventions are not recommended in future programmes since none of the partners have enough technical expertise in this area.

Uganda, Integrated Health Programme:
The programme has clearly demonstrated the added value and impact of working with community volunteers who work, live and stay in their communities, in terms of the cost effectiveness of interventions as well as securing community ownership of the interventions.

Design and Implementation Approaches

Cambodia: Natural Resource and Environment Program Coordination Project:
The NRE programme was implemented in a moving comtext. The project based approach with emphasis on capacity development was relevant in the year 2000 in Cambodia, although this is no longer aimed for by the government and donors in 2006 with an emphasis on programme based approaches. The mainstreaming of natural resources and environment in national programmes of other sectors, like decentralisation, can add value to both the donor programme and the national programme.

Although praised as an innovative approach it is difficult to provide institutional capacity development across existing organisations. Breaking of institutional barriers requires more than a donor projct to be sustained.

Availability and motivation of counterpart staff is subject to additional personalised benefits such as supplementary salaries. It is an inescple evil but may be used proactively by ensuring that payments are linked to performance and originates from the employer rather from a donor funded project.

Malaysia: Urban Environmental Management System (UEMS) in Kuching. Sarawak:
Change of management procedures and organisation cannot be scheduled in a series of pre-determined activities. Things happen when they happen. Laws are changed when they are changed – not when this is scheduled in a project document. Changes have to be an organic part of the

environment in which they work, and which is not only affected by the project, but by a large number of different external and internal factors, of which the project only constitutes one. To obtain results the project must realise this and adapt schedules, procedures and activities to this "living organism" continously. This means that project documents or terms of reference should be formulated in a way to allow for such flexibility so that the project is opportunity driven and allows the necessary trial and errors that will automatically come by such an approach. Following this, an essential lesson learned from UEMS-project is that the principal consultants (CTA) must be able to act within a political framework. The technical knowledge of the CTA is important, but equally important is the CTA's understanding of the political, social and cultural framework. Hence, having a CTA on reduced time in the latter stages of the project is not recommended, because the ability to act on political changes must be dealt with immediately and not when the next mission of the CTA is scheduled.

Nicaragua: Phase II of Danish Support to Hunanitarian Mine Action:
The well conceived national framework for demining and adherence to international standards has promoted donor harmonisation and alignment. The coordination mechanism established by the Organisation of American States, the National Demining Commission and the Nicaraguan Army have resulted in a uniform approach acroos all five fronts to humanitarian mine action – despite different funding modalities among donors. It has been difficult to forecast the actual number of mines. The current situation with an increasing number of identified mines would have warranted a more flexible and dynamic programme approach.

Indonesia, Environmental Sector Programme (ESP) Support:
Considerable effort was spent by Bappenas, and all participating government institutions, to learn the Danida aid management procedures, systems and reporting formats for ESP phase I administration and financial management. While the principles are standard, some of the practices were not in line with existing government regulation procedures and systems. Many of these issues have been resolved, laying solid procedural foundations for ESP phase II.

ANNEX 3

Comparison between PPOs 2007 and PPOs 2008 with Received PCRs

Bilateral Projects Closed in 2007

Bilateral projects	Included PCR	Closed	Not included PCR	Not included %
Eritrea	0	6	6	100%
Iran	0	3	3	100%
Kenya	0	9	7	78%
Somalia	0	1	1	100%
South Africa	0	10	10	100%
Mozambique	3	20	17	85%
Arabian Countries	2	9	7	78%
Malaysia	2	4	2	50%
Middele East	1	2	1	50%
Benin	9	17	8	47%
Vietnam	27	50	23	46%
Palistine	5	9	4	44%
Ghana	22	35	13	37%
Egypt	7	11	4	36%
Indonesia	7	11	4	36%
Tanzania	13	19	6	32%
DAN	38	55	17	31%
Nicaragua	9	12	3	25%
Thailand	6	8	2	25%
104.M.	4	5	1	20%
Bangladesh	25	28	3	11%
Zambia	16	18	2	11%
Bolivia	14	15	1	7%
Other	47	68	23	34%
Total	**257**	**425**	**168**	**40%**

Bilateral Projects Closed in 2008

Bilateral Projects	Included PCR	Closed	Not included PCR	Not included %
Eritrea	0	2	2	100%
Kenya	0	3	3	100%
South Africa	0	5	5	100%
Ethiopia	0	1	1	100%
China	0	1	1	100%
Burma	0	1	1	100%
Honduras	0	1	1	100%
India	0	1	1	100%
Cambodia	1	8	7	88%
Nicaragua	1	8	7	88%
Arabian Countries	1	7	6	86%
Palestine	1	4	3	75%
Zimbabwe	1	4	3	75%
Uganda	4	15	11	73%
Bangladesh	9	28	19	68%
Mozambique	1	3	2	67%
Bolivia	1	3	2	67%
DAN	15	45	30	67%
Vietnam	6	16	10	63%
Ghana	5	12	7	58%
Indonesia	2	4	2	50%
Tanzania	9	18	9	50%
Burkina Faso	7	13	6	46%
Benin	4	7	3	43%
Thailand	4	6	2	33%
Zambia	2	3	1	33%
Egypt	4	6	2	33%
Nepal	11	14	3	21%
Niger	9	11	2	18%
Bhutan	7	8	1	13%
Other	6	33	27	82%
Total	**111**	**291**	**180**	62%

Not included PCRs – 2007 PPO

DANIDA FILE NO.
Bilateral Projects
104.Palæstina.33-04
104.A.1.b.MRD.2.Burma.2-18.
104.A.1.r-2.
104.A.1.x.1.
104.A.1.y.
104.A.33-5.
104.Arabiske Lande.1.MRD.21
104.Arabiske Lande.1.MRD.28
104.Arabiske Lande.1.MRD.35
104.Arabiske Lande.1.MRD.36.
104.Arabiske Lande.1.MRD.70
104.Arabiske Lande.1.MRD.72
104.Arabiske Lande.1.MRD.79.
104.Asien.11.
104.Asien.12.
104.B.39-18.
104.Bang.200
104.Bangladesh.200-53
104.Bangladesh.200-57
104.Bangladesh.204.
104.Bangladesh.814.
104.Benin.21
104.Benin.26-22.
104.Benin.27-14.
104.Benin.31.
104.Benin.31.a.
104.Benin.31.b.
104.Benin.31.c.
104.Benin.814-1.
104.Bolivia.21-II-08.
104.Burundi.12.
104.C.134
104.Centralasien.2.
104.dan.2-2.b.
104.dan.2-7-2005.
104.dan.2-7-2007.
104.dan.4.52.k-1.
104.dan.4-52.24.
104.dan.4-52.k.6-1.
104.dan.4-52-5-3.
104.dan.4-52-8.
104.dan.7.b.
104.dan.7-131.
104.dan.8.b.3.
104.dan.8.L.3000.
104.dan.8.L.3004.
104.dan.8.L.726.
104.dan.8-720.

104.dan.8-875.
104.dan.8-881
104.dan.8-90931
104.Egypten.8/53A
104.Egypten.8-37.A
104.Egypten.8-39.A
104.Egypten.8-52.A
104.Eritrea.7.MP.09.
104.Eritrea.7.MP.20.
104.Eritrea.7.MP.23.
104.Eritrea.7.MP.31.
104.Eritrea.7.MP.36.
104.Eritrea.9.
104.Ghana.12-160
104.Ghana.12-173
104.Ghana.12-174
104.Ghana.12-176
104.Ghana.12-179
104.Ghana.20.R.35
104.Ghana.20.R.47
104.Ghana.20.R.48
104.Ghana.20.R.50
104.Ghana.20.R.57
104.Ghana.20-213
104.Ghana.20-225
104.Ghana.20-n
104.Guatemala.8/1
104.Indien.108
104.Indonesien.1.MFS.3-4.
104.Indonesien.1.MFS.3-5.
104.Indonesien.1.MRD.0-73.
104.Indonesien.1.MRD.0-80.
104.iran.1.b.MRD.0-1.
104.iran.1.b.MRD.0-2.
104.iran.1.b.MRD.0-3.
104.Kenya.131.
104.Kenya.134
104.Kenya.135-201
104.Kenya.135-206-1
104.Kenya.135-228
104.Kenya.135-238
104.Kenya.135-245
104.Kenya.135-246
104.Kenya.135-261
104.Laos.1.MFS.7.
104.M.52.
104.Malaysia.1.MFS.15
104.Malaysia.1.MFS.81
104.Mellemøsten.4-6-1.
104.Moz.1.MFS.2-17

104.Moz.1.MFS.2-22	104.Vietnam.40.j.HAN
104.Moz.1.MFS.2-8	104.Vietnam.40/Handelskompagniet
104.Mozambique.1.MFS.1-1.	104.Vietnam.40/Royal Denship
104.Mozambique.1.MFS.17	104.Vietnam.40-112.Fabricius
104.Mozambique.100.b.	104.Vietnam.40-114.WaterTech.
104.Mozambique.100.c.	104.Vietnam.40-119.KMC
104.Mozambique.100.d.	104.Vietnam.40-125.Global
104.Mozambique.100.m.	104.Vietnam.40-128.Prime.
104.Mozambique.100-204-2	104.Vietnam.40-249-01/MAN B&W
104.Mozambique.100-212-2	104.Vietnam.40-254.Aker Kvaerner
104.Mozambique.50-102.	104.Vietnam.40-260.L&S Flag
104.Mozambique.50-120.	104.Vietnam.40-261.NCG
104.Mozambique.50-134	104.Vietnam.40-268/Jydsk Emblem Fabrik
104.Mozambique.50-138	104.Vietnam.40-270/Øland
104.Mozambique.810-Bridging	104.Vietnam.40-271
104.Mozambique.88.	104.Vietnam.40-272/Soil Recovery
104.N.1.	104.Vietnam.40-282
104.N.536	104.Vietnam.40-50.Topas.
104.Nicaragua.65.	104.Vietnam.44.e/B2B share expenses
104.Nicaragua.71-11-2	104.Vietnam.803.
104.Nicaragua.71-6-2.	104.X.46
104.Pal.21-7	104.X.50-18
104.Pal.23-05	104.Zambia.18-123
104.Palæstina.21-18	104.Zambia.18-133.
104.Q.61-15	104.ØT.1.MRD.7.
104.Som.10/17	46.C.61-1.
104.Swaziland.1.MFS.6.	97.a.40-7.c.
104.Sydafrika.1.MFS.2-15.	**HUM**
104.Sydafrika.1.MFS.66.	46.Libanon.5.b.
104.Sydafrika.1.MRD.1.	46.H.7-110.b.
104.Sydafrika.14.h	46.h.7-3-135.
104.Sydafrika.14-005	46.H.7-5-114.a.
104.Sydafrika.4.a.152.	**NGO**
104.Sydafrika.4.a.158.	104.N.100.b.21.
104.Sydafrika.4.a.167.	104.N.250.Aids.1.
104.Sydafrika.4.a.200.	104.N.250.b.16.
104.Sydafrika.4.a.205.	104.N.300.b.14.
104.Sydøstasien.1.MFS.3.	104.N.314.b.1
104.Tanzania.1.MFS.4.	104.N.381.b.3.
104.Tanzania.160-183.	104.N.425.b.1.
104.Tanzania.160-186.	104.N.491.b.3.
104.Tanzania.220.k.	104.N.395.b.1.
104.Tanzania.220.n.	
104.Tanzania.222	
104.Thailand.1.MFS.34.	
104.Thailand.1.MFS.88.	
104.Vietnam.1.MFS.6.	
104.Vietnam.30.m/61	
104.Vietnam.39/Legal - Bridging	
104.Vietnam.39-3.HAN.	

Not included PCRs – 2008 PPO

DANIDA FILE NO.
Bilateral Projects
104.Afrika.1
104.Dan.8.b.16
400.E.16.ACP.1-5
104.Afrika.1.Klima
104.DAN.8.L.317
5.D.276.a.1-1
104.DAN.8.b.13
104.Bangladesh.200-35
104.Bangladesh.200-40
104.Bangladesh.200-56
104.Bangladesh.200-47
104.Bangladesh.125.a.3-11
104.Bangladesh.200-45
104.Bangladesh.200-21
104.Bangladesh.200-18
104.Bangladesh.125.a.4-23
104.Bangladesh.125.a.3-16
104.Bangladesh.200.DAC
104.Bangladesh.125.a.4/04
104.Bangladesh.125.20-55-DAC
104.Bangladesh.125.a.9-02
104.Bangladesh.125.20-59-DAC
104.Bangladesh.125.a.9/08
104.Bangladesh.125.20-50-DAC
104.Bangladesh.125.20-61-DAC
104.Bangladesh.125.a.4/27
104.Benin.26-36
104.Benin.26-37
104.Benin.26-28
104.Bhutan.3/83
104.Bolivia.34.42
104.Bolivia.34.24
104.Burkina Faso.813
104.BKF.43-53
104.BKF.43-81
104.Burkina Faso.46-4
104.Burkina Faso.46-2
104.BKF.43-64
5.D.107.a.1
104.Cambodia.1.MRD.26
104.Cambodia.1.MRD.21
104.Cambodia.1.MRD.19
104.Cambodia.1.MFS.2-22
104.Cambodia.1.MRD.23
104.Cambodia.1.MFS.2-17
104.Cambodia.1.MFS.2-23
104.Sydlige Afrika.1.MFS.1-1
104.Egypten.11
104.Egypten.29-59
104.Arabiske Lande.3-1-3

104.Arabiske Lande.3-1-5
104.Eritrea.7.MP.33
104.Eritrea.7.MP.35
104.Etiopien.19-2
104.PAL.33-11
104.Palæstina.33-09
104.Palæstina.33-02
104.Ghana.12-140
104.Ghana.12-166
104.Ghana.12-200
104.Ghana.12-196
104.Ghana.20-234
104.Ghana.20-232
104.Ghana.20-230
104.Latinamerika.7.5
104.P.3.Indien
104.Indonesien.1.MRD.0-79
104.A.1.b.MRD.2.Indonesien.2
104.DAN.8-909
104.Dan.8.r.2
104.Asien.10
104.A.1.L.1
104.X.60-10
104.C.1.a
104.B.39-43
104.DAN.8-811
104.DAN.8-850
104.C.24-8
104.DAN.8-807
104.Dan.8.b.11
104.N.1-23.b
104.B.39-12.b.1
104.B.39-17
104.Dan.8-902
104.Dan.4-52-9
104.G.7-2
104.N.1-23.a
104.DAN.8.b.27
104.DAN.4-52.k.6-1
104.DAN.4-52-8
104.DAN.8-782
123/324-0229-i
104.DAN.8.b.21
104.Dan.8-870
104.Dan.8-886
104.Dan.8-745
104.DAN.8-882
104.Dan.8-761.f
104.C.122.b
104.DAN.8b.19
104.DAN.4-52-3-1
104.DAN.4-52-23

73.C.95.c
104.C.13-8-2
104.B.39-12.b.2
46.B.115-10
104.DAN.4-52-5-4
46.B.87.a.3
104.DAN.4-52.k-1
104.C.13.e
104.Arabiske Lande.1.MRD.60
104.Kenya.136
104.Kenya.120/116(37)
104.Kenya.120.mini/88(09)
104.X.60-1-6
5.D.280
104.Arabiske Lande.1.MRD.53
104.Arabiske Lande.1.MRD.24
104.Centralamerika.17-3-Bilat
104.DAN.8.L.1601
104.Latinamerika.7.2
104.Arabiske Lande.1.MRD.52
104.Dan.8.b.22
104.Mozambique.95
104.Mozambique.1.MFS.10
104.DAN.8-903
104.Nepal.802
104.Nepal.5/05/06
104.Nep.5/10/02
104.Nicaragua.805
104.Nicaragua.31-II-58
104.Nicaragua.31.II.46
104.Nicaragua.71.16.2
104.Nicaragua.71-7-2
104.Nic.31-2-59.MGA
104.Nicaragua.31/II/61
104.Niger.10
104.Niger.18-9
104.Sydafrika.14.i
104.Sydafrika.4.a.197
104.Sydafrika.14-213
104.Sydafrika.4.a.196
104.tanzania.217
104.Tanzania.1.MFS.8
104.Tanzania.160-232.minor
104.Tanzania.220.05
104.Tanzania.160-194.minor
104.Tanzania.160-250
104.Tanzania.160-195.minor
104.Tanzania.220-257
104.Tanzania.809-11-3
104.Thailand.1.MFS.61
104.Thailand.1.MFS.79
104.Uganda.39

104.Uganda.101/04/03
104.Uganda.101/07/08
104.Uganda.101/04/06
104.Uganda.101/04/02
104.Uganda.101/05/05
104.Uganda.101/05/07
104.Uganda.62-m
104.Uganda.101/07/14
104.Uganda.102/05/02
104.Uganda.102/05/05
104.Vietnam.43/BLP
104.Vietnam.40-228/Eyecadcher
104.X.60-36-3
104.Vietnam.30.m.96
104.Vietnam.40-253-2/Stubert
104.Vietnam.30.m/99
104.Vietnam.30.m/83
104.Vietnam.40-298
104.Vietnam.40-290
104.DAN.8-884
104.X.60-36-1/Mascot
104.Zambia.18-138
104.Zimbabwe.1.MFS.8
104.Zimbabwe.1.MFS.5
104.Zimbabwe.1.MRD.2
104.DAN.8.l.208
HUM
46.H.7-114
46.H.7-2-132.h
46.H.7-5-121
46.H.7-1-144
46.H.7-2-129
46.H.7-10-100.a
46.H.7-20.b
17.C.29-105
46.h.7-3-147.
46.Libanon.5.b
46.H.7-19-108
46.H.7-2-142
46.Nepal.5.b-ACF
46.H.7-3-146
46.H.7-2-146
46.H.7-19-107.b
46.H.7-7-118
NGO
104.N.238-06
104.N.139.PDB.37

ANNEX 4

Detailed Proposals for Adjustments to the PCR Guideline and Formats

Note:
In this annex proposals for changes in the various formats are marked with track changes.

MINISTRY OF FOREIGN AFFAIRS OF DENMARK
Danida

GUIDELINES FOR PROGRAMME AND PROJECT COMPLETION REPORTS

July~~March~~ 200~~7~~9

INTRODUCTION

For all bilateral programmes and projects in both programme and non-programme countries a completion report must be prepared upon the end of the period covered by the appropriation (i.e. at the end of each phase of a programme).

Format 1-3 given in the following must be used[21] for all bilateral activities, including sector programme support, other programmes and projects, activities funded by the Business-to-Business Programme, the Regions of Origin Programme, the NGO allocation and the Wider Middle East Initiative[22].

The only Danida-funded activities excepted from the request for completion reports are multilateral activities and activities funded by the Mixed Credit Scheme.

Use the TAB to navigate the form.
Spell control does not function in the form but it is possibly to cut and paste from WORD.

OBJECTIVES

Project and Programme Completion Reports (PCR) have the *double purpose* of
providing documentation for the use of Danish funds in accordance with general principles for financial management of public resources;
generating lessons learned of general interest to future Danida-funded activities.

THREE DIFFERENT FORMATS exist:

Format 1: Programme Support~~and Project~~ Completion Report - for programmes support and other programme activities ~~and projects~~ *above DKK 5 million* (approx. 10-15 pages). In a programme with two or more components the format for Programme Support~~and Project~~ Completion Reports should be filled in for the entire programme, while the format for Component Completion Reports should be filled in for each of the components and annexed, i.e. Format 2 should be used for the Component Completion Report. All programme~~ject~~ activities should be reported in one PCR (e.g. the various activities in a credit support programme~~ject~~ should be reported together, when the programme~~ject~~ ends[23]).

Format 1

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[21] Should the PCR cover a project which has been completed before this guideline is issued, the relevant format in this guideline must be followed.
[22] A special NGO completion format exists. It is found at www.amg.um.dk under technical guidelines/NGO/general guidelines annex 3.
[23] Also activities extended in a possible new phase must be reported.

Format 2: Partner Programme / Component Completion Report - *for components* (approx. 5-10 pages). This format should also be used for projects above DKK 5 million.

Format 2

Format 3: Project Completion Sheet - *for projects below DKK 5 million* (approx. 2 pages).

Format 3

RESPONSIBILITY

Programme (or Project) Management is responsible for drafting the report and presenting it to the decision-making representatives for Danida and partners (this may be a Steering Committee or another forum including the Embassy and partner authorities).

Decision-making representatives of Danida and partners must discuss the draft report and approve the final report. If a Steering Committee or similar body exists, the chairman signs the final report - otherwise, other relevant partner representatives must sign.

The Head of Representation/Head of Department[24] signs the final report. The Representation/responsible department is responsible for entering the reports into the Programme and Project Data Base (PDB) and for informing the Evaluation Department (**eval@um.dk**) by e-mail that the programme or project is completed and final accounts have been uploaded[25].

Evaluation Department is responsible for screening incoming reports regarding quality and format and may decide to require further elaboration by the Representation or the relevant department, if the PCR is signed by the Head of Department in MFA. ~~The Evaluation Department changes the status of the programme or project in PDB to 'completed' when both the PCR and audited final accounts have been uploaded, and final accounts have been approved by a chief financial officer at the embassy (programme countries) or Quality Assurance Department, KVA (non programme countries)~~. At regular intervals the Evaluation Department undertakes cross-programme analyses of selected issues reported in the PCRs.

TIMING

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[24] For activities in countries covered by the decentralisation (i.e. the 15 programme countries, South Africa, Malaysia, Thailand, and Gaza/West Bank), the Head of Representation/Ambassador signs the PCR. For activities in other countries the Head of Department in MFA signs.

[25] PCRs for components should be entered into PDB under the programme. In the mail to the Evaluation Department the file number and the UMF Account number should be indicated. The PCR should not be attached to the e-mail to the Evaluation Department. Paper versions of the reports are neither~~ot~~ needed nor accepted.

A draft report must be presented to decision-making representatives of Danida and partners *three months before* the end of a programme, project or component.

After the accounts have been finalised and audited, the final version of the report must be entered into PDB at latest *six months after* the end of the programme, project or component phase.

The programme/project will only be shown in the PPO as closed when it has been financially closed and a PCR uploaded in the PDB.

LANGUAGE AND OTHER REQUIRMENTS
The report must be completed electronically in word (13 point Garamond) preferably in English or if necessary in French, Spanish or Portuguese. Danish versions are not accepted.

FORMAT 1:
PROGRAMME SUPPORT COMPLETION REPORT[26]

<div style="text-align: right;">

☐

File Number

</div>

1. BASIC DATA

Country:				
Name of programme support:				
Budget account number[27]				
UMF account number:				
Purpose code[28]:				
Programme support period: Month and year	Planned		Actual	
Total Danida contribution (DKK million)	Planned		Actual	
Date of agreement:				
Date of programme support end:				
Programme manager:				
All national partner organisations (incl. local government):				
Other development partners (donors):				
Date of completing PCR:				

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[26] Programme Support Completion Reports are prepared for programme support and other programme activities, where the Danida contribution is exceeding DKK 5 million.

[27] Budget account number is 'finanslovskonto' in Danish.

[28] The five-digit purpose code specifies the Development Assistance Committee (DAC) code. The latest version of the purpose codes should be used (presently the 2009 version).

2. FUNDING DATA

Funding modalities: (for example Danida separate, basket or other joint financing arrangement, sector budget support – specify for each sub-component) Comp.1. Comp.2. Comp.3[29].						
	Danida funding (DKK)		Partner funding (DKK)		Other donors (DKK)	
	Planned	Actual	Planned	Actual	Planned	Actual
Total						
	Danida (DKK)		Partner (DKK)		Other donors (DKK)	
Total undisbursed						
Comments on major deviations between programme budgets and disbursements						

3. SUMMARY OF PROGRAMME SUPPORT ACTIVITIES

(to be copied from the most recent Programme and Project Orientation (PPO))

4. OBJECTIVES

For each of the objectives listed below, the contribution by the programme/project to achieving the objectives should be assessed. This should be seen in the context of the general situation in the country, but it is the efforts of the Danida-supported activities – not the national partners – which should be assessed.

4.a. Fulfilment of overall development objectives

Assess the extent to which the programme has achieved the general objectives as defined in the partner programme document, and discuss the contribution by Danida to achieving the objectives

Objectives	
Rating[30]	a [ ] b [ ] c [ ] d [ ]
Assessment	

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[29] To include more components please press "enter" and specify component numbers

[30] The assessment system has the following categories:

Very satisfactory: ~~ed to adjust plans and strategy~~. Objective fully achieved, very few or no shortcomings

Satisfactory: ~~Minor problems may arise and small adjustments may be necessary.~~ Objective largely achieved, despite few shortcomings

Less satisfactory: ~~Adjustments to plans and/or strategy are necessary.~~ Objective partially achieved.

Unsatisfactory: Very limited achievement, extensive shortcomings. ~~The sustainability of the activities is questionable. Major adjustments/re-organisations will be necessary in a possible new phase or in the follow up by partner organisations.~~

4.b. Fulfilment of the objectives concerning poverty reduction
Assess the extent to which the partner programme has achieved the objectives concerning poverty reduction as defined in the programme document, and discuss the contribution by Danida to achieving the objectives

Objectives	
Rating	a [　] b [　] c [　] d [　]
Assessment	

4.c. Fulfilment of gender equality objectives
To what extent has the programme supported mainstreaming of gender equality in terms of i) Promotion of equal rights, (ii) Equal access to resources, and (iii) Promotion of equal influence?

Rating	a [　] b [　] c [　] d [　]
Assessment	

4.d. Fulfilment of objectives concerning environmental considerations
To what extent has the programme supported mainstreaming of environmental sustainability in terms of (i) National policies and strategies, (ii) Cross-sectoral procedures and plans, and (iii) Sector-specific procedures and plans?

Rating	a [　] b [　] c [　] d [　]
Assessment	

4.e. Fulfilment of objectives concerning human rights, democracy, and good governance
To what extent has the programme supported mainstreaming of human rights, democratisation, people's participation and good governance in terms of (i) Legislation, (ii) Policies and strategies, and (iii) Sector specific procedures and plans?

Rating	a [　] b [　] c [　] d [　]
Assessment	

4.f. Assessment of contribution to national HIV/AIDS response
To what extent has the programme supported (i) preparatory analyses if the national framework and institutions are not yet established, (ii) development/implementation of sector-specific AIDS initiatives, or (iii) national preventive work and mitigating effects on the programme

Rating	a [　] b [　] c [　] d [　]
Assessment	

5. PROGRAMME SUPPORT RESULTS (AGGREGATED)

One key output for each component	Targets defined in programme document	Results achieved	Budget[31]	Expenditure
Output/ Comp.1				
Output/ Comp.2				
Output/ Comp.3				
Output/ Comp.4				
Output/ Comp.5				
Output/ Comp.6				
Output/ Comp.7				
Output/ Comp.8				
Output/ Comp.9				
Technical assistance				

Effectiveness: Discuss results compared to targets (focus on major deviations)

Efficiency: Discuss results compared to expenditure

6. CAPACITY DEVELOPMENT

Which changes in output (policies, services, etc.) have been experienced by partner organisations? Discuss the contribution by the programme/project to achieving the possible changes.

7. OUTSTANDING ISSUES

Discuss major outstanding issues after the end of the programme support (phase), incl. relevant sustainability issues.

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[31] All programmes prepared after 1 September 2003 are expected to have output-based budgets. For programmes prepared before this date, it may not be possible to indicate the budget and expenditure for one key output per component. However, the targets achieved should still be filled in, together with the technical assistance.

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8. RISK AND ASSUMPTIONS

Discuss whether major risks and assumptions, identified during the preparation of the programme support, have materialised and have been sufficiently considered during the implementation.

9. LESSONS LEARNED

Important lessons of general interest to Danida with particular emphasis on (i) alignment, (ii) harmonisation, (iii) programme management (incl. monitoring).

10. DOCUMENTATION

List all relevant documents[32] prepared during the lifespan of the programme (details in annex).		
Title	**Date**	**Where to be found**
Ex.- Inventory of assets handed over to partner organisation	*Feb. 2005*	*Copy in the Embassy*
Minutes of SC meetings	*Jan.2000- Dec.2004*	*PDB*

ENDORSEMENT[33]

Chairman of the Steering Committee
Or other relevant partner representative   *(name)*

                                                        (date)

Ambassador/Head of Department   *(name)*

                                                        (date)

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[32] Documents covering all components must be listed.
[33] A paper version with signatures is filed in the Representation, while an electronic version (including names and dates of signatories) is uploaded in the Programme and Project Data Base (PDB).

FORMAT~~TEMPLATE~~ 2:
PARTNER PROGRAMME / COMPONENT COMPLETION REPORT[34]

1. BASIC DATA

Country:	
Name of programme support:	
Name of partner programme /component:	
File number:	
Budget account number[35]:	
UMF account number:	
Purpose code[36]:	

Prgramme/component period: Month and year	Planned		Actual	
Total Danida contribution (DKK million)	Planned		Actual	

Date of agreement:	
Date of programme support	
Component manager:	
All national partner organisations (incl. local government):	
Other development partners (donors):	
Date of completing PCR:	

2. FUNDING DATA

Funding modalities for the component: (for example Danida separate, basket or other joint financing arrangement, budget support)						
	Danida funding (DKK)		Partner funding (DKK)		Other donors (DKK)	
	Planned	Actual	Planned	Actual	Planned	Actual
Total						
	Danida (DKK)		Partner (DKK)		Other donors (DKK)	
Total undisbursed						
Comments on major deviations between budgets and disbursements						

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[34] Partner programme / component completion reports are prepared for each component of a programme support and entered into PDB under the programme. This format should also be used for projects above DKK 5 million.

[35] Budget account number is 'finanslovskonto' in Danish.

[36] The five-digit purpose code specifies the Development Assistance Committee (DAC) code. The latest version of the purpose codes should be used (presently the 2006 version).

3. SUMMARY OF PARTNER PROGRAMME /COMPONENT ACTIVITIES

(to be copied from the most recent Programme and Project Orientation (PPO))

4. OBJECTIVES
For each of the objectives listed below, the contribution by the partner programme / component to achieving the objectives should be assessed. This should be seen in the context of the general situation in the country, but it is the Danish-supported partner activities that should be assessed.

4.a. Fulfilment of overall objectives of the partner programme / component
Assess the extent to which the programme/component has achieved the general objectives as defined in the partner programme document, and discuss the contribution by Danida to achieving the objectives

Objectives	
Rating[37]	a ☐ b ☐ c ☐ d ☐
Assessment	

4.b. Fulfilment of the objectives concerning poverty reduction
Assess the extent to which the programme/component has achieved the objectives concerning poverty reduction as defined in the partner programme document / component description, and discuss the contribution by Danida to achieving the objectives

Objectives	
Rating	a ☐ b ☐ c ☐ d ☐
Assessment	

4.c. Fulfilment of gender equality objectives
To what extent has the programme/component supported mainstreaming of gender equality in terms of i) Promotion of equal rights, (ii) Equal access to resources, and (iii) Promotion of equal influence?

---

[37] The assessment system has the following categories:

Very satisfactory: ~~No need to adjust plans and strategy.~~ Objective fully achieved, very few or no shortcomings

Satisfactory: ~~Minor problems may arise and small adjustments may be necessary.~~ Objective largely achieved, despite few shortcomings.

Less satisfactory: ~~Adjustments to plans and/or strategy are necessary.~~ Objective partially achieved.

Unsatisfactory: ~~The sustainability of the activities is questionable. Major adjustments/re-organisations will be necessary in a possible new phase or in the follow up by partner organisations.~~ Very limited achievement, extensive shortcomings.

Rating	a [ ] b [ ] c [ ] d [ ]
Assessment	

4.d. Fulfilment of objectives concerning environmental considerations

To what extent has the programme/component supported mainstreaming of environmental sustainability in terms of (i) National policies and strategies, (ii) Cross-sectoral procedures and plans, and (iii) Sector-specific procedures and plans?

Rating	a [ ] b [ ] c [ ] d [ ]
Assessment	

4.e. Fulfilment of objectives concerning human rights, democracy, and good governance

To what extent has the programme/component supported mainstreaming of human rights, democratisation, people's participation and good governance in terms of (i) Legislation, (ii) Policies and strategies, and (iii) Sector specific procedures and plans?

Rating	a [ ] b [ ] c [ ] d [ ]
Assessment	

4.f. Assessment of contribution to national HIV/AIDS response

To what extent has the programme/component supported (i) preparatory analyses if the national framework and institutions are not yet established, (ii) development/implementation of sector-specific AIDS initiatives, or (iii) national preventive work and mitigating effects on the programme

Rating	a [ ] b [ ] c [ ] d [ ]
Assessment	

5. PARTNER PROGRAMME / COMPONENT RESULTS

One key output for each component	*Targets defined in programme document*	*Results achieved*	*Budget[38]*	Expenditure
Output/ Comp.1				
Output/ Comp.2				

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[38] All programmes prepared after 1 September 2003 are expected to have output-based budgets. For programmes prepared before this date, it may not be possible to indicate the budget and expenditure for one key output per component. However, the targets defined and the results achieved should still be filled in, together with the technical assistance.

Output/ Comp.3			
Output/ Comp.4			
Output/ Comp.5			
Output/ Comp.6			
Output/ Comp.7			
Output/ Comp.8			
Output/ Comp.9			
Technical assistance			

Effectiveness: Discuss results compared to targets (focus on major deviations)

Efficiency: Discuss results compared to expenditure

6. CAPACITY DEVELOPMENT

Which changes in output (policies, services, etc.) have been experienced by partner organisations? Discuss the contribution by the component to achieving the possible changes.

7. OUTSTANDING ISSUES

Discuss major outstanding issues after the end of the component, incl. relevant sustainability issues.

8. RISK AND ASSUMPTIONS

Discuss whether major risks and assumptions, identified during the preparation of the component, have materialised and have been sufficiently considered during the implementation

9. LESSONS LEARNED

Important lessons of general interest to Danida with particular emphasis on (i) alignment, (ii) harmonisation, (iii) component management (incl. monitoring).

ENDORSEMENT[39]

Chairman of the Steering Committee
Or other relevant partner representative   *(name)*

                                           (date)

Ambassador/Head of Department   *(name)*

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[39] A paper version with signatures is filed in the Representation, while an electronic version (including names and dates of signatories) is uploaded in the Programme and Project Data Base (PDB).

FORMAT 3:
PROJECT COMPLETION SHEET[40]

_____
(file number)

1. BASIC PROJECT DATA

Country:		
Name of project		
Budget account number[41]:		
UMF account number:		
Purpose code[42]:		
Project period: Month and year	(planned)	(actual)
Total Danida contribution (DKK million)[43]	(planned)	(actual)
Date of agreement:		
Date of project end:		
Project manager:		
All national partner organisations (incl. local government):		
Other development partners (donors):		
Date of completing PCR:		

List of Abbreviations should be attached as Annex 1.

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[40] Project Completion Sheets are prepared for projects where the Danida contribution is less than DKK 5 million.

[41] Budget account number is 'finanslovskonto' in Danish.

[42] The five-digit purpose code specifies the Development Assistance Committee (DAC) code. The latest version of the purpose codes should be used (presently the 20069 version).

[43] The amounts for both planned and actual spending must be given in DKK only.

2. FULFILMENT OF PROJECT OBJECTIVE

Assess the extent to which the project has achieved its development objective as defined in the project document, and discuss the contribution by Danida to achieving this

Objectives	
Rating[44]	a ( ) b ( ) c ( ) d ( )
Assessment	

3. LESSONS LEARNED

Important lessons of general interest to Danida should be included. This could e.g. be in relation to the project design process, project management, monitoring, use of technical assistance, ownership by partner organisation and sustainability~~with particular emphasis on (i) alignment, (ii) harmonisation, (iii) component management (incl. monitoring)~~. Lessons learned of a wider relevance than for Danida should also be included.

4. DOCUMENTATION

List all relevant documents prepared during the lifespan of the project (details in annex).

Title	Date	Where to be found
Ex.		
Progress reports	*Jan.200~~3~~8-Jan.200~~4~~9*	*Embassy*

ENDORSEMENT[45]

Ambassador/Head of Department
(name)
(date)

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[44] The assessment system has the following categories:

Very satisfactory: Objective fully achieved, with very few or no shortcomings~~No need to adjust plans and strategy~~.

Satisfactory: Objective largely achieved, despite few shortcomings~~Minor problems may arise and small adjustments may be necessary~~.

Less satisfactory: Objective partially achieved~~Adjustments to plans and/or strategy are necessary~~.

Very unsatisfactory: Very limited achievement, extensive shortcomings~~The sustainability of the activities is questionable. Major adjustments/re-organisations will be necessary in a possible new phase or in the follow up by partner organisations~~.

[45] A paper version with the signature is filed in the Representation, while an electronic version (including names and dates of signatories) is uploaded in PDB.