

Project Completion Reports:

A Review of Findings from Reports prepared on Projects Approved between 1983 and 1998

by Simon Robbins and Andrew Felton

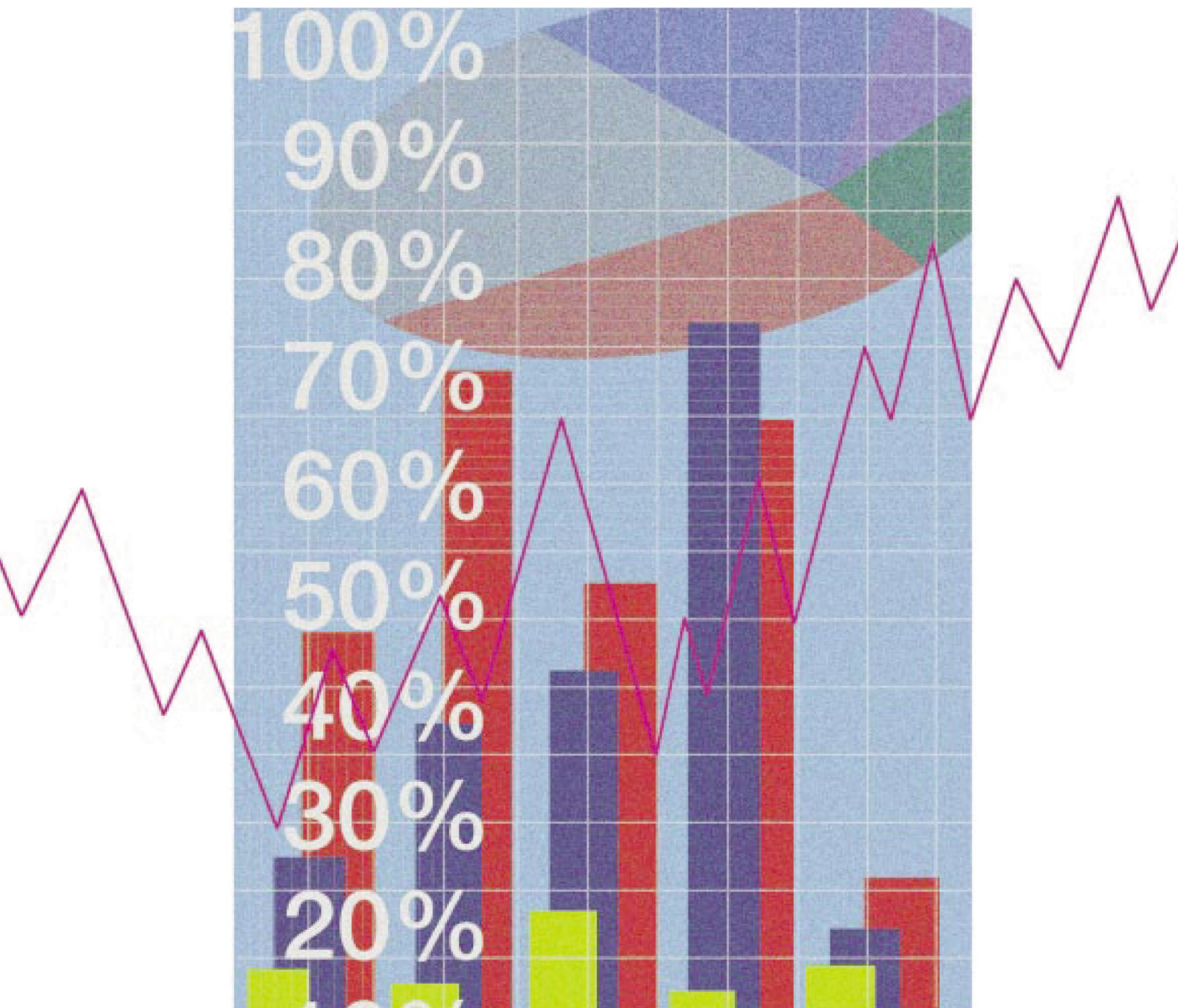


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PREFACE

This study is an analysis of the findings of a collection of **617 Project Completion Reports (PCRs)** prepared by project managers and received over the last five years. It is effectively an update of the report issued in December 1998, which covered 492 reports. The main purpose of a PCR is to provide an assessment of the effectiveness of the project's implementation. It also provides an early estimate of project impact, as well as helping to identify projects which may be suitable for future *ex post* evaluation.

This study was undertaken by the following two members of Evaluation Department -

- Simon Robbins, Principal Administrator
- Andrew Felton, Research Officer

in collaboration with Kim Bradford-Smith of Statistics Department, whose assistance and advice is gratefully acknowledged. The study involved the following stages:

- an analysis of all relevant PCRs;
- preparation of a draft report;
- submission of the report to DFID top management for consideration of the report findings and their possible implications for DFID's current and future programmes;
- agreement on the final report for publication together with a separate summary sheet (EVSUM).

Evaluation Department
August 1999

ABBREVIATIONS & ACRONYMS

DFID Department for International Development

PCR Project Completion Report

Note:

*The former Overseas Development Administration (ODA) became the Department for International Development (**DFID**) in May 1997. Although for convenience the acronym "DFID" has been used throughout the report, it should be remembered that the projects it covers were current almost entirely within the period of the ODA's existence.*

Summary

Project Completion Reports (PCRs) cannot on their own provide a comprehensive picture of changes in project performance over time. Any analysis of them must be interpreted with caution. A comparison of the performance ratings awarded in PCRs completed on projects approved during four periods (1983-89, 1990-91, 1992-93 and 1994-1998) suggests, roughly in line with the previous report, that in most respects there has been a steady overall improvement, albeit with some variations year on year and between regions. It is difficult to attribute the improvements to any one influence, especially when the external environment can be so variable. But the findings continue to create an abiding impression that the progressive refinements to project management procedures over the years may well have had a cumulatively beneficial effect.

Introduction

1. The purpose of this study is to highlight the main trends in performance of DFID's projects over time through an examination of data provided in Project Completion Reports (PCRs). It is the sixth review Evaluation Department has undertaken of DFID PCRs, and effectively updates the fifth, similarly-structured report produced in December 1998. Analysis of PCRs is just one of a number of other systems being developed by DFID to monitor and report on the performance of our portfolio.
2. PCRs are designed to provide both assessments of experience of project implementation and forecasts of expected success in achieving stated project objectives. They also provide one means of identifying projects suitable for subsequent evaluation. **A PCR is required for every geographical bilateral project with expenditure over £500,000.** PCRs are optional below this threshold, and similarly are only voluntary for sectoral bilateral projects or multilateral aid. They become due once disbursement of allocated funds reaches 95% and are usually completed by the project manager in the relevant Geographical Department or Overseas Office. In contrast with ex post evaluation studies, which are undertaken by independent consultants, preparation of PCRs is a project management function and their authors may be rating projects in which either they or - where staff have moved on - their immediate predecessors were directly involved. Completed PCRs are submitted to the Evaluation Department which examines them closely for internal consistency and overall quality before finally accepting them.
3. The format used for all the PCRs covered by this report is shown in Appendix C. However, with effect from 1 July 1999 a revised and simplified PCR form came into use, and this is shown in Appendix D.

4. This review follows the new format and approach introduced in the December 1998 report, the main features of which *vis-à-vis* previous practice were as follows:-

- The PCRs are analysed on the basis of *year of project approval* rather than year of completion, which enables us better to gauge how far changes in DFID's operating procedures may have brought about corresponding improvements in project management and overall success.
- The analysis covers virtually *all* PCRs incorporated into DFID's Management Information Systems database since the latter was set up, although in this case projects approved before 1983 are excluded.
- Projects smaller than £500,000 are now covered where PCRs were prepared for them. At the same time the analysis excludes two exceptionally large projects¹ which otherwise distort the expenditure data unduly.
- Wherever possible presentation is graphical or diagrammatic rather than tabular, with only the minimum of commentary.
- At present no analysis is made of lessons learned. This partly reflects the size of the task of synthesising entries of very varying length and quality from many hundred PCRs, and partly the proven, more general difficulty of extracting lessons of substance and value even from small numbers. At the same time the potential of the PCR system as a source of useful lessons is considerable and it is hoped that the new simplified PCR form referred to in §3 will make their analysis easier and facilitate re-inclusion of a section on lessons in future issues of the Synthesis. This development would usefully complement the planned inclusion of PCRs in DFID's new Performance Reporting Information System for Management (PRISM), a centralised portfolio database currently under development and intended, among other things, as a means of facilitating effective dissemination of the lessons of experience throughout the Office.

For now it remains our intention at present to follow the present format in future analyses, adding each year's data to the existing population.

5. **This report is accordingly based on a population of 617 PCRs which together account for some £1.89 billion of expenditure.** The projects covered by the PCRs were approved between 1983 and 1998. Some projects over the £½m threshold lack PCRs, partly because certain categories of expenditure create practical difficulties for completion reporting in its current format, and partly because compliance with completion reporting requirements has often been low. But it is expected that the introduction of the new form will go a long way towards obviating these problems; and in this regard it is noteworthy that, although many projects fall below the PCR expenditure threshold, projects over the threshold cover well over 80% of geographical bilateral expenditure.

6. A sizeable proportion of PCRs (8½% by number, 27% by value) relate to Programme Aid interventions, which are usually of shorter duration and often of higher value than the normal run of projects; where their inclusion in the analysis was found to affect the results appreciably, the material has been disaggregated to make this clear.

¹ These projects are: Lake Rihand Coal-fired Power Station, India (approved 1982), and Hindustan Zinc Mining and Smelting Complex, India (approved 1987); expenditure on the two projects combined amounted to £210m in total. The PCRs for these projects show the former to have been partially successful in achieving its objectives, the latter largely unsuccessful.

7. As in the more recent studies, the analysis has been undertaken mainly on an aggregated basis. Key trends by region have been drawn out. No formal analysis by sector has been included as the sample cell sizes often become too small to provide a reliable guide; but some raw data is provided in the supplementary statistical breakdown presented in Appendix B, Tables 4-15. Judgements of success are made on the basis of a rating scale of five, as follows: *highly successful*, *successful*, *partially successful*, *largely unsuccessful* and *wholly unsuccessful*. A positive or successful performance is assumed if either of the top two ratings is assigned. The middle, *partially successful* rating is in this context ambiguous, and has therefore been ignored in successive PCR analyses, including this one. For more details on ratings, see the form at Appendix C.

Analysis of Results

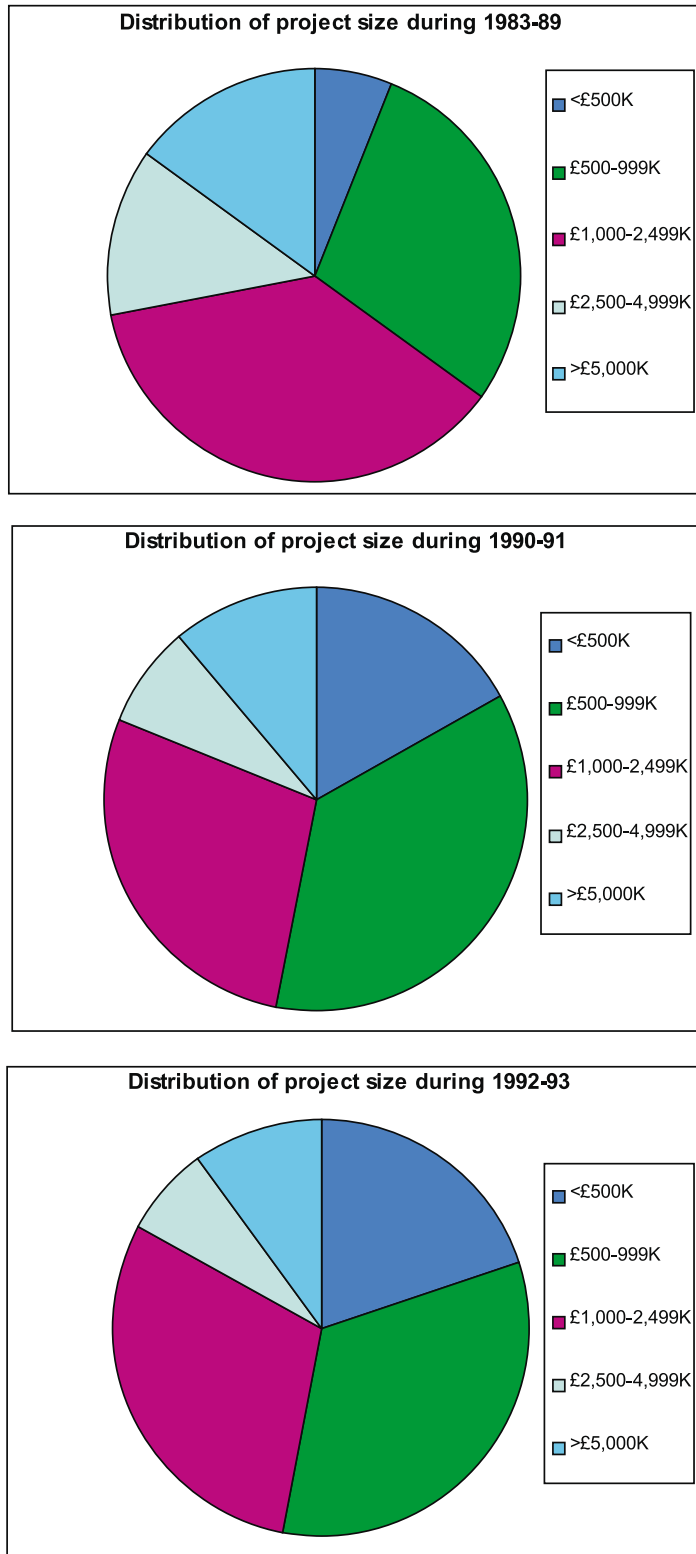
8. The basic data on the population of PCRs covered by this report is presented in **Tables 1-3** (in Appendix A). The data show, on a year of approval basis and subdivided by sector and region, the distribution of the PCRs on three bases: (i) **number**; (ii) corresponding **total project expenditure**; and (iii) corresponding **average project expenditure**. The data are presented in both absolute and percentage terms, and in current prices. For the approval year periods 1983-89 and 1994-98 the data are aggregated. This is partly to avoid inconveniently large tables. But partly also it was assumed that for the earlier period there is now less interest in a detailed breakdown in view of the extensive changes in project cycle management procedures introduced in the 1990s; while for the most recent period, from 1994 onwards, an increasing number of projects approved have yet to run their full course and be reported on, with consequently progressively smaller annual samples as well as a bias towards shorter projects.

9. The data is, as previously, further aggregated for the analysis covered by subsequent paragraphs and the associated diagrams. Findings are compared for four approval periods: 1983-1989 (175 PCRs); 1990-1991 (177); 1992-1993 (144); and 1994-98 (121). These groupings avoid excessive disparities between the sizes of the populations compared.

10. Tables 1-2 confirm earlier evidence of appreciable changes in the **sectoral balance**, for example declines in the proportional numbers of Natural Resources, Energy and Education/Training projects, and a predictable increase in Programme Aid.

11. **Project Size.** Figure 1 shows the distribution of projects approved in each period by project size, including Programme Aid. The two bands comprising expenditure between £1½m and £2½m, taken together, continue to be dominant, but with a noticeable drop in the most recent period: this is confirmed by Tables 2-3 which show that, when Programme Aid is excluded, the average overall size of projects fell appreciably up to 1994 but then rose sharply in the most recent period, mostly reflecting the advent of one or two large projects in certain sectors, notably health. Even so, projects of less than £1m accounted for 30% of PCRs in the period 1994-98. Figure 2 presents an alternative breakdown of the same information, by main region.

Figure 1 (in current prices)



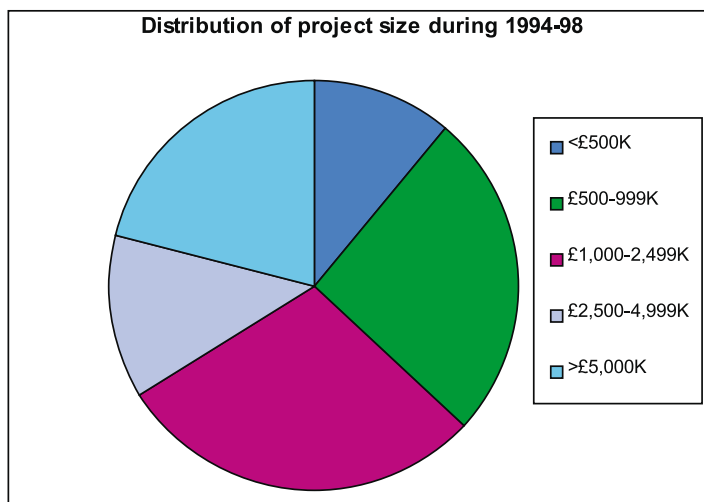
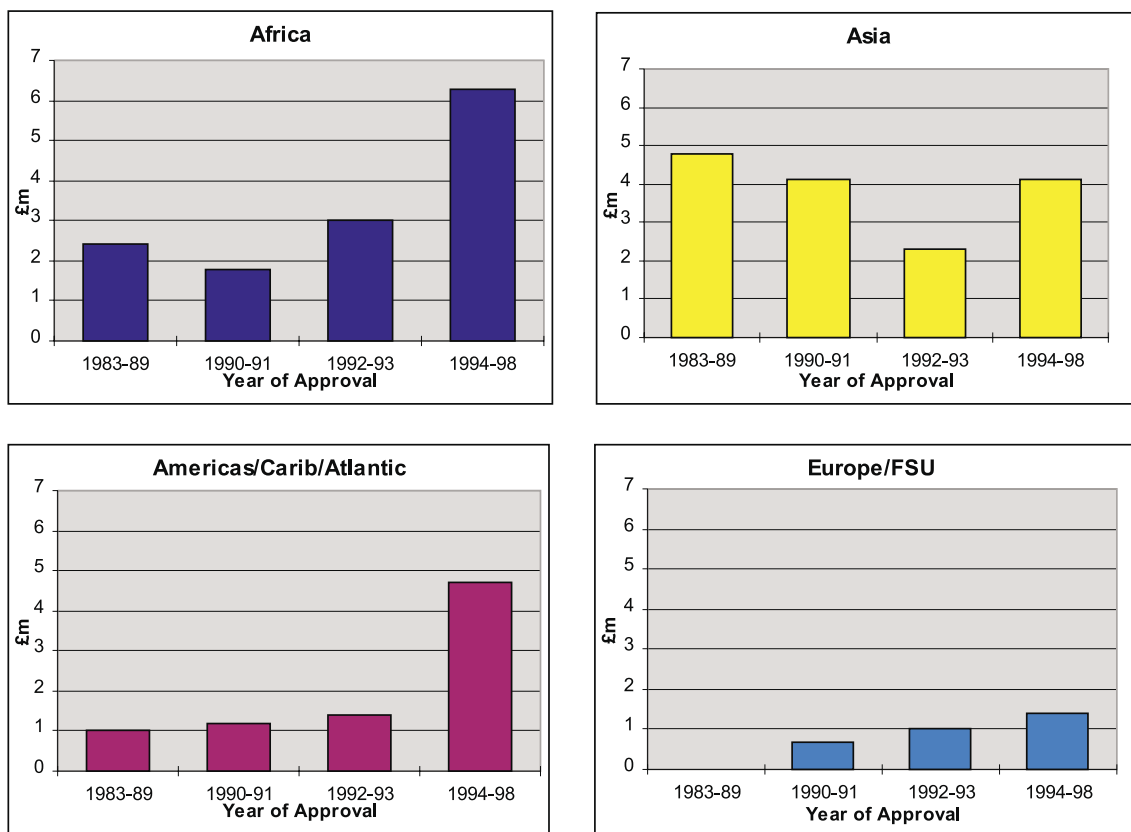


Figure 2 Average Overall Value of Projects for which PCRs were available (current prices)13.



12. Although the distribution of project size is of general background interest, our analysis indicated virtually no correlation between project performance and project size, such performance differences as exist between larger and smaller projects being for all intents and purposes negligible. This includes projects below the £0.5 million PCR threshold, where completion of the forms is discretionary.

13. **Time and Expenditure Management.** Figures 3 and 4 show a steady improvement in the standard of project management in terms of keeping project duration and expenditure within 10% of that planned. The previously reported decline in over-runs continues. The improvement in expenditure control continues to be the most marked.

Figure 3

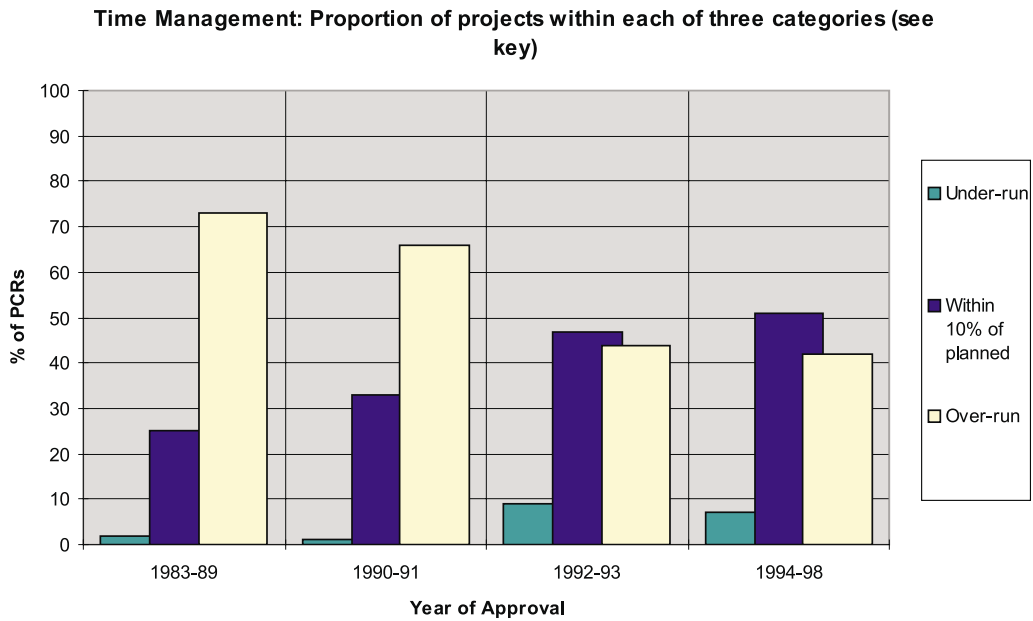
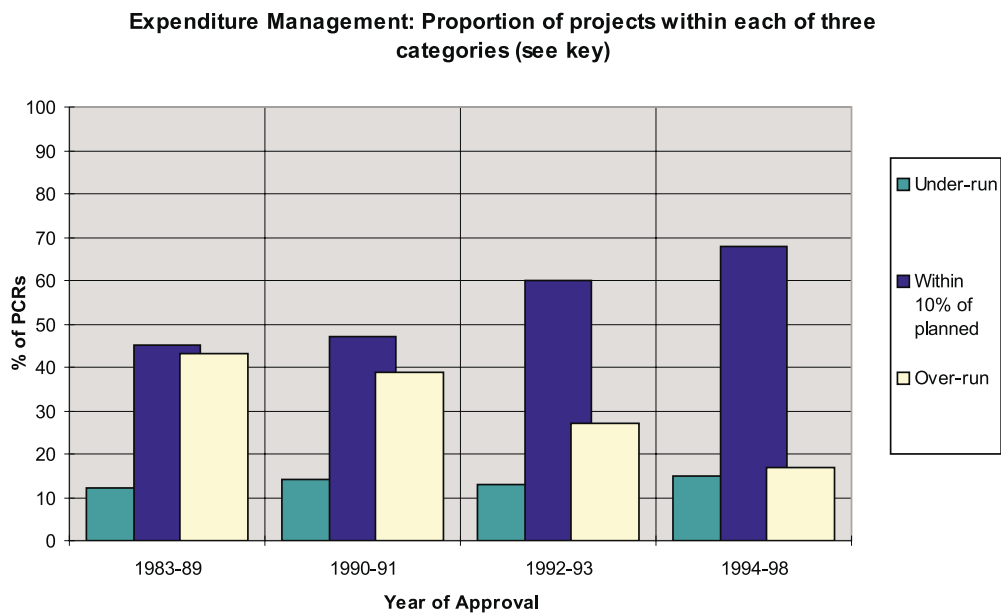
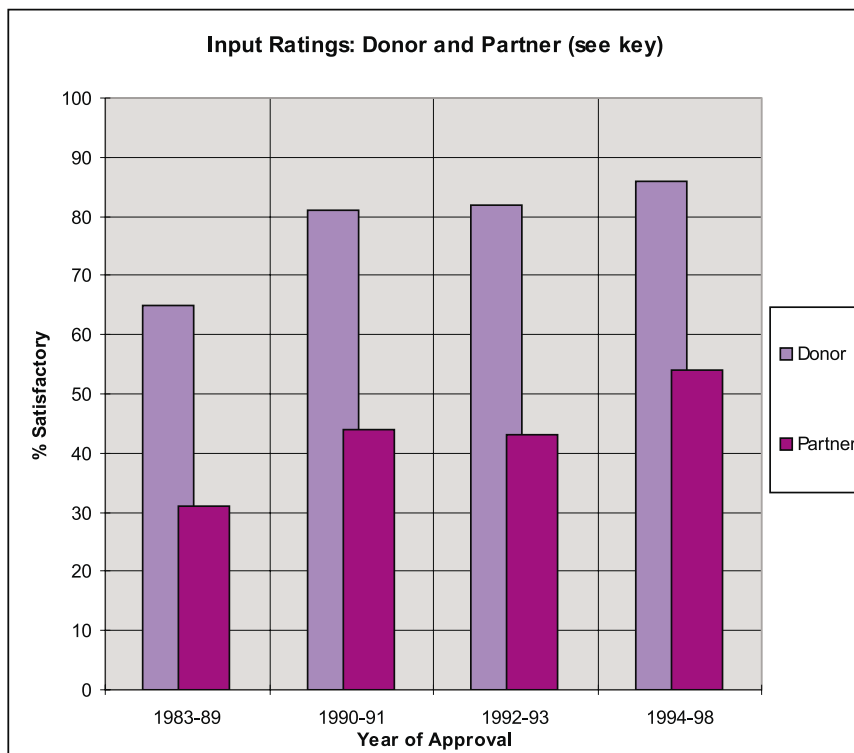


Figure 4



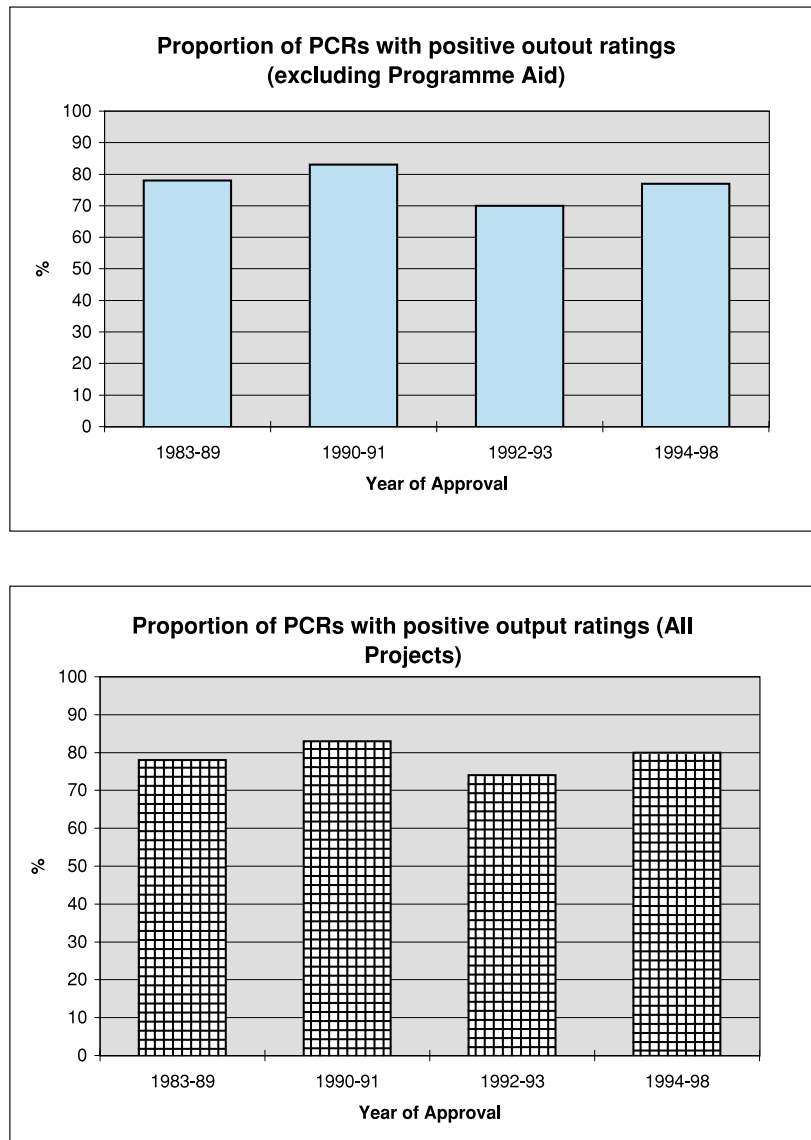
14. **Delivery of Project Inputs.** The performance results for delivery of project inputs (for both donor and overseas partner) are shown in Figure 5. In terms of donor performance, Programme Aid outperforms the normal run of projects, with 95% satisfactory in the 1994-98 period. But even when Programme Aid is excluded from the total, the trend has been strongly positive. The trend in performance by overseas partners is also positive, albeit from a low base, over half of projects recording satisfactory accomplishment of agreed inputs in 1994-98.

Figure 5



15. **Delivery of Project Outputs.** As Figure 6 shows, project performance in terms of output delivery has shown no clear trend between successive approval periods, although there appears to be a degree of underlying stability over time, despite quite wide regional fluctuations (see Appendix B, table 12).

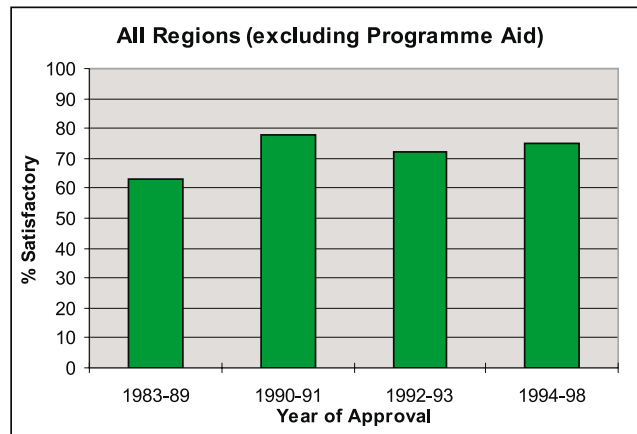
Figure 6



16. **Expected Achievement of Project Purpose.** Figure 7 shows the trend in achievement of project purpose (formerly referred to as "immediate objectives") over time, including a regional breakdown. Performance of Programme Aid has generally outstripped that of projects, but even when it

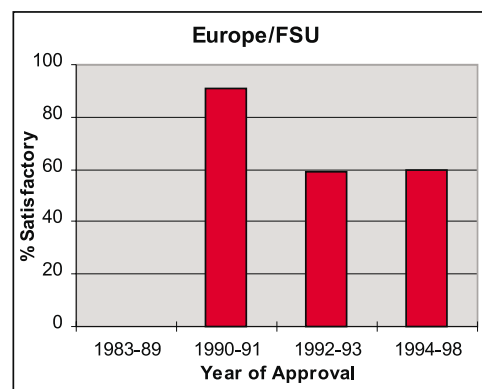
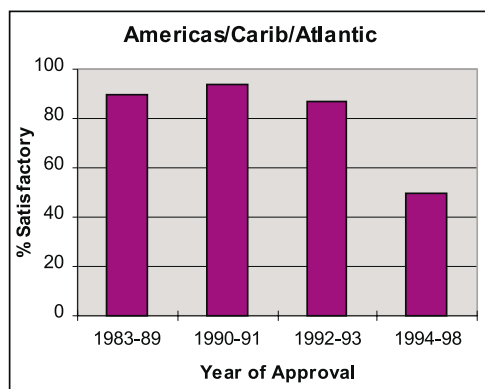
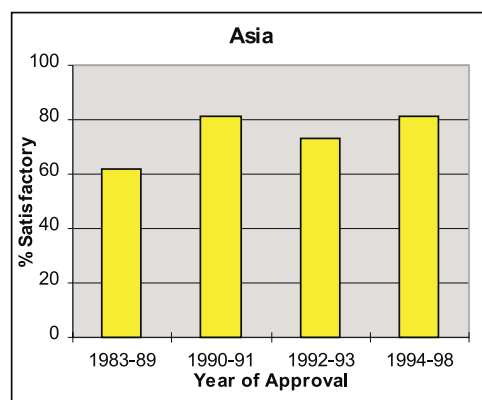
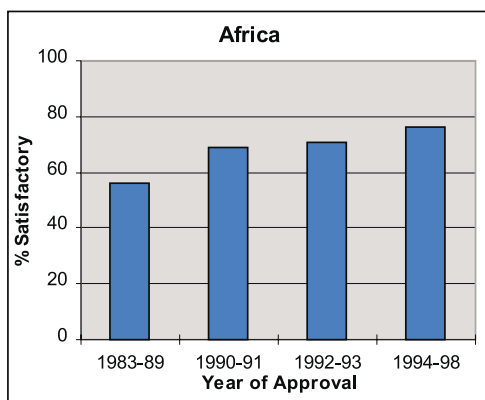
is excluded from the totals, about three-quarters of projects approved in the 1990s are judged likely to fulfil their purpose. There were considerable regional variations, however.

Figure 7



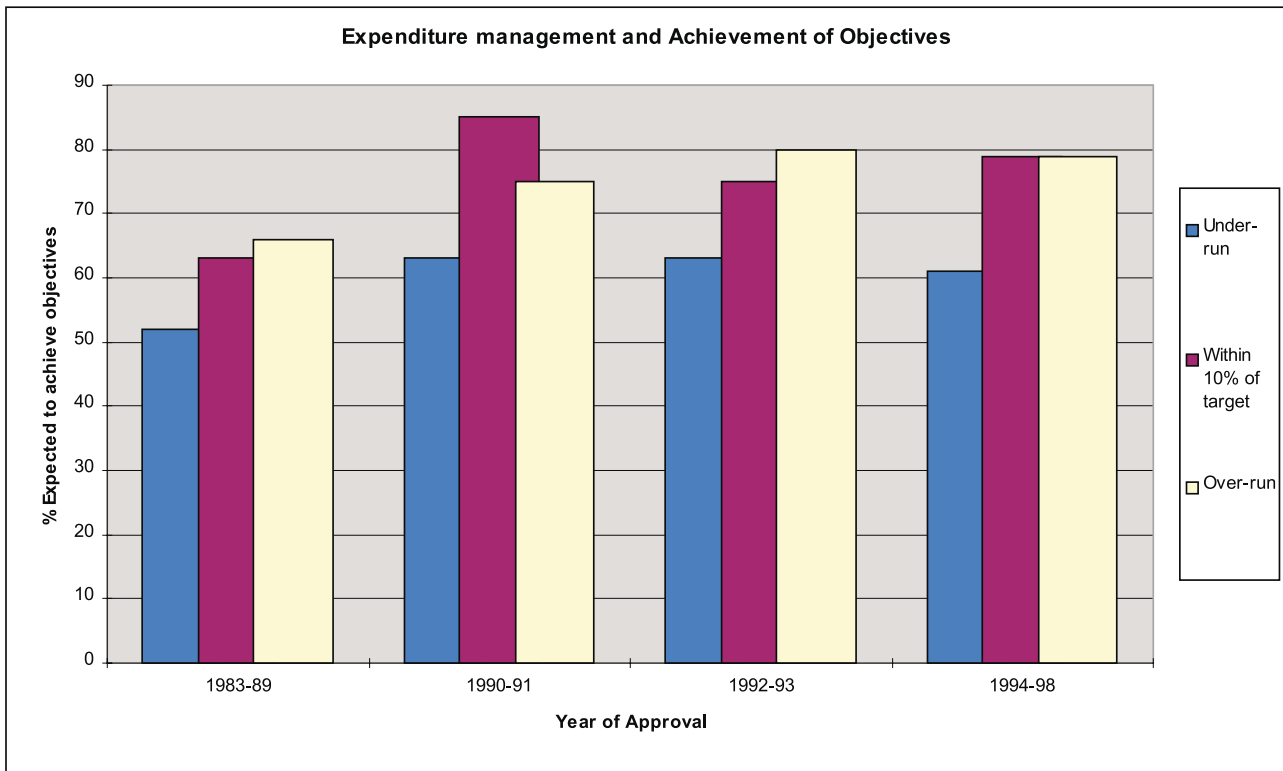
African projects have exhibited the most steady improvement in expected achievement of purpose. The data for the Americas and Caribbean suggest there has been a sharp recent decline from a high base, but it is probably still too early to conclude that this is a firm trend.

Regional analysis excluding Programme Aid



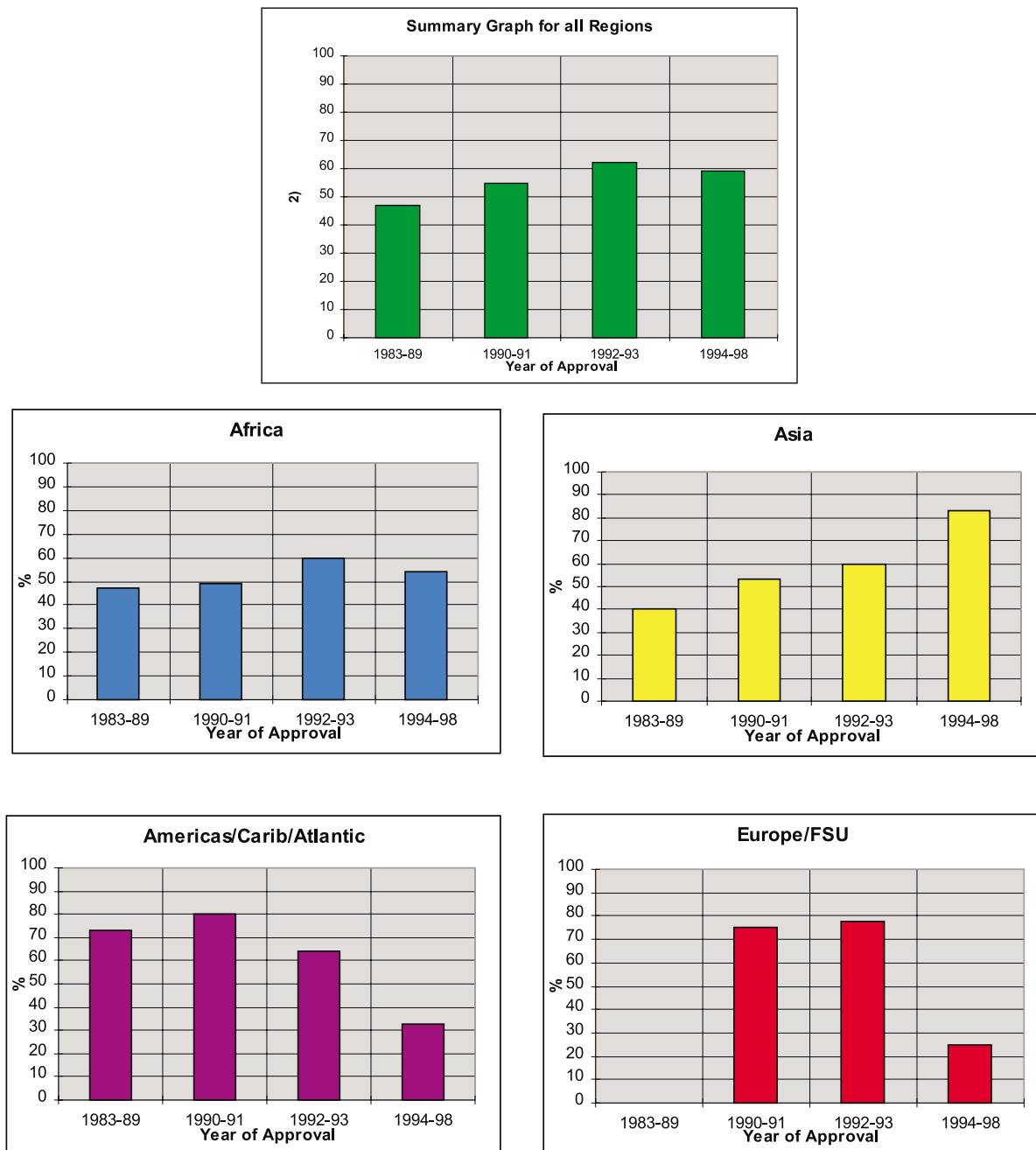
17. There are some positive correlations between achievement of project purpose and some other aspects of performance. For example, projects in which overseas partners broadly complied with agreed conditions were more likely to achieve their objectives than those in which compliance rates were lower. In another respect, Figure 8 shows that projects in which expenditure was held within 10% of that planned performed consistently better than those in which underspends occurred, although overspending projects also performed well. The corresponding data for time management were much less conclusive.

Figure 8



18. **Expected Achievement of Project Goal.** The trends for achievement of goal (i.e. the wider, longer-term objectives to which the project purpose is directed), albeit only forecast, are shown in Figure 9, for all projects combined and by region, but excluding Programme Aid. There are considerable regional variations, and overall the expected success rate is around the 60% mark. It should, however, be noted that project managers are not always inclined to make forecasts, and it was found that rating forecasts were offered in under three-quarters of PCRs received.

Figure 9



19. **Sustainability.** Many PCRs include no rating for sustainability, the project managers maintaining that it was too early to make a judgement. But in those cases where a rating for sustainability was given, it was found that, where satisfactory ratings were allocated for expected achievement of purpose or goal, a positive sustainability rating was awarded in over 85% of all cases, both overall and in all regions. Even where less flattering achievement ratings were awarded, those objectives that were still expected to be achieved, however partially, were largely also expected to be sustainable.

20. **Sectoral Data.** As mentioned earlier, Appendix B provides supplementary statistical data including some disaggregation by sector. It is reiterated that the results should be interpreted with care. In particular it should be noted that in a number of cases the breakdown of the data results in small cell sizes yielding results which should be interpreted with special caution. Where the cell size consists of between one and five PCRs, the result is shown in parentheses.

21. The raw data suggests at first sight that improvements in overall portfolio performance over time are reflected rather less evenly by sector than by region. But the great variation in the size of the individual cells still precludes the possibility of a rigorous sectoral analysis complementary to the regional analysis, as the findings could well be misleading and unrepresentative in some respects, and open to misinterpretation. Nonetheless it remains our intention that sectoral analyses should feature in future studies, just as soon as the cell size constraint has diminished sufficiently to enable useful, statistically significant comparisons to be made.

APPENDIX A: TABLES 1-3

Table 1: Number and Percentage of PCRs in each Sector and Region, by year of approval

Table 2: Sector and Regional Expenditure, by year of approval

Table 3: Average Expenditure per Project by Sector and Region, by year of approval

TABLE 1: Number and Percentage of PCRs in each Sector and Region, by year of approval

Synthesis Sector	1983-89		1990		1991		1992		1993		1994-98	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Renewable Natural Resources	61	35	23	25	12	14	13	17	8	12	9	7
Business/Financial Services	0	0	4	4	9	11	8	10	7	10	8	7
Education and Training	32	18	18	20	26	31	12	16	9	13	13	11
Energy	12	7	6	7	5	6	4	5	3	4	2	2
Government and Administration	12	7	9	10	8	9	13	17	8	12	26	21
Health and Population	15	9	5	5	4	5	9	12	7	10	17	14
Transport	16	9	7	8	12	14	4	5	6	9	6	5
Water and Sanitation	12	7	9	10	3	4	2	3	4	6	4	3
Mining and Miscellaneous	13	7	7	8	4	5	4	5	3	4	12	10
Sub-Totals	173		88		83		69		55		97	
Programme Aid	2	1	4	4	2	2	8	10	12	18	24	20
Grand Totals	175	100	92	100	85	100	77	100	67	100	121	100
Region												
East Africa	31	18	13	14	8	9	9	12	12	18	35	29
Central & Southern Africa	25	14	19	21	17	20	9	12	14	21	25	21
West and North Africa	30	17	15	16	11	13	14	18	3	4	6	5
South and West Asia	43	25	19	21	9	11	11	14	11	16	16	13
East Asia and Pacific	25	14	11	12	9	11	15	19	9	13	24	20
Americas/Caribbean/Atlantic	21	12	9	10	14	16	9	12	11	16	3	2
East Europe and FSU	0	0	6	7	17	20	10	13	7	10	12	10
Grand Totals	175	100	92	100	85	100	77	100	67	100	121	100

TABLE 2: Sector and Regional Expenditure, by year of approval

Synthesis Sector	1983-89		1990		1991		1992		1993		1994-98	
	£K	%	£K	%	£K	%	£K	%	£K	%	£K	%
Renewable Natural Resources	101,124	18	67,476	29	22,345	15	25,326	16	6,566	4	10,355	2
Business/Financial Services	0	0	10,139	4	5,931	4	9,393	6	15,359	9	28,174	5
Education and Training	39,820	7	21,939	9	27,369	18	14,726	9	5,954	3	29,746	5
Energy	151,411	27	33,483	14	8,616	6	17,997	11	1,903	1	2,034	0
Government and Administration	14,413	3	7,506	3	7,899	5	7,473	5	23,995	14	73,453	12
Health and Population	24,151	4	8,843	4	5,355	4	10,386	6	7,422	4	116,618	19
Transport	119,490	21	20,631	9	44,838	30	15,169	9	7,142	4	23,952	4
Water and Sanitation	16,821	3	10,570	5	3,532	2	2,970	2	4,565	3	3,554	1
Mining and Miscellaneous	48,334	9	19,416	8	5,659	4	2,713	2	4,026	2	58,956	10
Sub-Totals	515,564		200,003		131,544		106,153		76,932		346,842	
Programme Aid	45,960	8	34,500	15	19,663	13	56,483	35	93,558	55	263,080	43
Grand Totals	561,524	100	234,503	100	151,207	100	162,636	100	170,490	100	609,922	100
Region												
East Africa	81,016	14	24,742	11	26,597	18	27,304	17	44,903	26	240,798	39
Central & Southern Africa	56,009	10	28,013	12	24,440	16	10,768	7	69,879	41	166,370	27
West and North Africa	71,505	13	30,871	13	12,471	8	23,845	15	8,154	5	8,457	1
South and West Asia	163,356	29	63,582	27	25,148	17	32,964	20	11,747	7	123,763	20
East Asia and Pacific	160,945	29	75,405	32	31,512	21	43,999	27	14,800	9	40,204	7
Americas/Caribbean/Atlantic	28,693	5	6,786	3	20,317	13	14,948	9	12,646	7	14,072	2
East Europe and FSU	0	0	5,104	2	10,722	7	8,808	5	8,361	5	16,258	3
Grand Totals	561,524	100	234,503	100	151,207	100	162,636	100	170,490	100	609,922	100

TABLE 3: Average Expenditure per Project by Sector and Region, by year of approval

Synthesis Sector	1983-89	1990	1991	1992	1993	1994-98
	£K	£K	£K	£K	£K	£K
Renewable Natural Resources	1,658	2,934	1,862	1,948	821	1,151
Business/Financial Services	-	2,535	659	1,174	2,194	3,522
Education and Training	1,244	1,219	1,053	1,227	662	2,288
Energy	12,618	5,581	1,723	4,499	634	1,017
Government and Administration	1,201	834	987	575	2,999	2,825
Health and Population	1,610	1,769	1,339	1,154	1,060	6,860
Transport	7,468	2,947	3,737	3,792	1,190	3,992
Water and Sanitation	1,402	1,174	1,177	1,485	1,141	889
Mining and Miscellaneous	3,718	2,774	1,415	678	1,342	4,913
Sub-Total Averages	2,980	2,273	1,585	1,538	1,399	3,576
Programme Aid	22,980	8,625	9,832	7,060	7,797	10,962
Grand Total Averages	3,209	2,549	1,779	2,112	2,545	5,041
Region						
East Africa	2,613	1,903	3,325	3,034	3,742	6,880
Central & Southern Africa	2,240	1,474	1,438	1,196	4,991	6,655
West and North Africa	2,384	2,058	1,134	1,703	2,718	1,410
South and West Asia	3,799	3,346	2,794	2,997	1,068	7,735
East Asia and Pacific	6,438	6,855	3,501	2,933	1,644	1,675
Americas/Caribbean/Atlantic	1,366	754	1,451	1,661	1,150	4,691
East Europe and FSU	-	851	631	881	1,194	1,355
Grand Total Averages	3,209	2,549	1,779	2,112	2,545	5,041

APPENDIX B: OTHER STATISTICAL TABLES (4-15)

NB: please see the introductory note below and the main text from paragraph 22.

- Table 4: Time Management Performance: Proportion of Projects completed within 10% of the Allocated Time, by Main Region
- Table 5: Time Management Performance: Proportion of Projects completed within 10% of the Allocated Time, by Sector
- Table 6: Expenditure Management Performance: Proportion of Projects completed within 10% of the Allocated Expenditure, by Main Region
- Table 7: Expenditure Management Performance: Proportion of Projects completed within 10% of the Allocated Expenditure, by Sector
- Table 8: Percentage of Donor Inputs Successfully Delivered, by Main Region
- Table 9: Percentage of Donor Inputs Successfully Delivered, by Sector
- Table 10: Percentage of Recipient Inputs Successfully Delivered, by Main Region
- Table 11: Percentage of Recipient Inputs Successfully Delivered, by Sector
- Table 12: Percentage of Outputs Successfully Delivered, by Main Region
- Table 13: Percentage of Outputs Successfully Delivered, by Sector
- Table 14: Percentage of Purpose-level Objectives Successfully Achieved, by Sector
- Table 15: Percentage of Goal-level Objectives Successfully Achieved, by Sector

Important Note: In some cases the breakdowns given in the following tables result in relatively small sub-populations or "cells". In such cases the results must be treated with particular care. Where the data consisted of between one and five PCRs, the result is shown in parentheses. Where no PCRs at all were available, this is indicated in the relevant cells by " - ".

TABLE 4: Time Management Performance: Proportion of Projects completed within 10% of the Allocated Time, by Main Region (%)

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
Africa	29	30	50	49
Asia	17	31	33	55
Latin America, Caribbean and Atlantic	35	25	47	(33)
Eastern Europe	-	57	75	50

TABLE 5: Time Management Performance: Proportion of Projects completed within 10% of the Allocated Time, by Sector (%)

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
Renewable Natural Resources	32	27	47	44
Business and Financial Services	-	54	40	50
Education and Training	32	43	71	73
Energy	0	20	0	(0)
Government and Administration	2	12	57	48
Health and Population	33	22	25	24
Transport	25	35	40	(40)
Water and Sanitation	9	17	17	(67)
Mining, Manufacturing and all other	0	60	67	40
Programme Aid	(50)	40	58	73

TABLE 6: Expenditure Management Performance: Proportion of Projects completed within 10% of the Allocated Expenditure, by Main Region (%)

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
<i>(i) including Programme Aid</i>				
Africa	46	41	57	70
Asia	46	60	60	70
Latin America, Caribbean and Atlantic	38	39	84	(33)
Eastern Europe	-	48	41	67
<i>(ii) excluding Programme Aid</i>				
Africa	45	41	51	63
Asia	45	60	57	68
Latin America, Caribbean and Atlantic	38	36	81	(33)
Eastern Europe	-	48	41	60
<i>(iii) Programme Aid only</i>				
Africa	(100)	(50)	79	74
Asia	(100)	(100)	(100)	(100)
Latin America, Caribbean and Atlantic	-	(100)	(100)	-
Eastern Europe	-	-	-	(100)

TABLE 7: Expenditure Management Performance: Proportion of Projects completed within 10% of the Allocated Expenditure, by Sector (%)

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
Renewable Natural Resources	35	34	52	44
Business and Financial Services	-	54	47	38
Education and Training	32	50	45	62
Energy	67	64	67	(100)
Government and Administration	33	41	48	65
Health and Population	67	44	69	71
Transport	69	42	80	100
Water and Sanitation	58	50	50	(50)
Mining, Manufacturing and all other	38	55	71	67
Programme Aid	(100)	67	85	88

TABLE 8: Percentage of Donor Inputs Successfully Delivered, by Main Region

<i>Year of Approval Period:</i> <i>Region:</i>	1983-89	1990-91	1992-93	1994-98
<i>(i) including Programme Aid</i>				
Africa	63	73	88	91
Asia	66	89	73	84
Latin America, Caribbean and Atlantic	75	80	94	(100)
Eastern Europe	-	91	82	80
<i>(ii) excluding Programme Aid</i>				
Africa	63	74	89	90
Asia	65	89	71	83
Latin America, Caribbean and Atlantic	75	80	93	(100)
Eastern Europe	-	91	82	75
<i>(iii) Programme Aid only</i>				
Africa	-	(67)	83	94
Asia	(100)	(100)	(100)	(100)
Latin America, Caribbean and Atlantic	-	-	(100)	-
Eastern Europe	-	-	-	(100)

TABLE 9: Percentage of Donor Inputs Successfully Delivered, by Sector

<i>Year of Approval Period:</i> <i>Region:</i>	1983-89	1990-91	1992-93	1994-98
Renewable Natural Resources	71	75	90	44
Business and Financial Services	-	90	100	86
Education and Training	65	76	79	100
Energy	75	82	33	(50)
Government and Administration	83	75	75	90
Health and Population	36	89	67	100
Transport	56	94	100	67
Water and Sanitation	50	83	100	(75)
Mining, Manufacturing and all other	69	90	83	100
Programme Aid	(100)	75	89	95

TABLE 10: Percentage of Recipient Inputs Successfully Delivered, by Main Region

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
<i>(i) including Programme Aid</i>				
Africa	24	33	47	51
Asia	33	54	39	61
Latin America, Caribbean and Atlantic	56	41	67	(100)
Eastern Europe	-	67	31	(40)
<i>(ii) excluding Programme Aid</i>				
Africa	24	33	43	47
Asia	33	54	39	63
Latin America, Caribbean and Atlantic	56	41	64	(100)
Eastern Europe	-	67	31	25
<i>(iii) Programme Aid only</i>				
Africa	-	-	(100)	71
Asia	-	-	(50)	(0)
Latin America, Caribbean and Atlantic	-	-	(100)	-
Eastern Europe	-	-	-	(100)

TABLE 11: Percentage of Recipient Inputs Successfully Delivered, by Sector

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
Renewable Natural Resources	38	31	24	14
Business and Financial Services	-	71	50	(33)
Education and Training	30	42	41	70
Energy	20	30	(20)	(50)
Government and Administration	18	20	44	44
Health and Population	9	63	40	87
Transport	47	69	71	50
Water and Sanitation	22	50	67	(50)
Mining, Manufacturing and all other	38	50	50	45
Programme Aid	-	-	83	67

TABLE 12: Percentage of Outputs Successfully Delivered, by Main Region

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
<i>(i) including Programme Aid</i>				
Africa	81	72	72	79
Asia	71	91	73	85
Latin America, Caribbean and Atlantic	90	87	85	(67)
Eastern Europe	-	100	71	75
<i>(ii) excluding Programme Aid</i>				
Africa	81	73	65	72
Asia	70	91	71	86
Latin America, Caribbean and Atlantic	90	86	82	(67)
Eastern Europe	-	100	71	70
<i>(iii) Programme Aid only</i>				
Africa	(100)	33	93	95
Asia	(100)	(100)	(100)	(50)
Latin America, Caribbean and Atlantic	-	(100)	(100)	-
Eastern Europe	-	-	-	(100)

TABLE 13: Percentage of Outputs Successfully Delivered, by Sector

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
Renewable Natural Resources	84	76	67	67
Business and Financial Services	-	100	87	63
Education and Training	81	79	60	77
Energy	83	82	57	(100)
Government and Administration	83	65	71	73
Health and Population	67	100	53	94
Transport	69	100	90	67
Water and Sanitation	58	83	100	(75)
Mining, Manufacturing and all other	77	91	71	73
Programme Aid	(100)	60	95	92

TABLE 14*: Percentage of Purpose-level Objectives Successfully Achieved, by Sector

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
Renewable Natural Resources	71	79	70	50
Business and Financial Services	-	100	80	75
Education and Training	61	79	70	69
Energy	83	80	57	(100)
Government and Administration	33	62	70	80
Health and Population	38	56	63	82
Transport	63	89	88	(80)
Water and Sanitation	64	73	83	(75)
Mining, Manufacturing and all other Programme Aid	62 (50)	80 (60)	83 89	75 82

TABLE 15*: Percentage of Goal-level Objectives(†) Successfully Achieved, by Sector

<i>Year of Approval Period:</i>	1983-89	1990-91	1992-93	1994-98
<i>Region:</i>				
Renewable Natural Resources	45	51	50	(0)
Business and Financial Services	-	83	84	43
Education and Training	52	67	52	85
Energy	57	35	50	-
Government and Administration	47	18	65	65
Health and Population	42	29	69	60
Transport	37	73	78	25
Water and Sanitation	33	75	40	(0)
Mining, Manufacturing and all other Programme Aid	43 (0)	67 (100)	67 53	56 58

* See text, paragraphs 17 and 20, for information on regional breakdowns at both purpose and goal levels.

† Where a rating was given. In many cases those completing the forms considered it too soon to give ratings.

APPENDIX C

The original PCR Form used for the data covered by this analysis

PROJECT COMPLETION REPORT

(If Logical Framework is attached to the PCR, questions marked `(*)` need not be completed)

A: BASIC DATA

COUNTRY:	SECTOR:	MIS CODE:
PROJECT/PROGRAMME TITLE:		
BRIEF DESCRIPTION:		
LEVEL APPROVED BY:		DATE APPROVED:

MANAGED BY: HQ

B: OUTPUTS OF IMPLEMENTATION PHASE

- 1: INITIAL(*): *(if there is a Logical Framework (LF), extract from outputs line; for Programme Aid or ATP, extract from appropriate approval document; for Process Projects, insert whatever outputs existed at start of project - if this is not possible insert earliest available outputs.)*
- 2: AMENDMENTS: *(where outputs have been revised over the lifetime of the project insert the most recently revised set of outputs).*
- 3: IF OUTPUTS HAVE BEEN AMENDED GIVE REASONS WHY:
- 4: ACHIEVEMENT: *(mark with an 'x'. If outputs have been amended give two ratings: one against the initial output (I) and one against the latest revised outputs (R))*

	I	R
Outputs completely realised	<input type="checkbox"/>	<input type="checkbox"/>
Outputs largely realised	<input type="checkbox"/>	<input type="checkbox"/>
Outputs partially realised	<input type="checkbox"/>	<input type="checkbox"/>
Very limited realisation of outputs	<input type="checkbox"/>	<input type="checkbox"/>
Outputs completely unrealised - project abandoned	<input type="checkbox"/>	<input type="checkbox"/>

EXPLAIN AND COMMENT:

C: FINANCIAL PROFILE

1: INITIALLY APPROVED ODA TOTAL COMMITMENT:

2: TOTAL ODA COMMITMENT AFTER ANY SUBSEQUENT AMENDMENTS:

3: EXPENDITURE PROFILE *(by financial year in £'000s):*

Financial Year	Actual Expenditure (£'000s)	Initial Commitment, Forecast
Total		

Current MIS Project Commitment	
Actual Expenditure as % of current project commitment	

4: WHEN COMMITMENT CHANGES WERE SOUGHT, WERE THEY PROPERLY JUSTIFIED AND EXPLAINED? *(select Yes or No):* Yes

EXPLAIN AND COMMENT:

5: ACTUAL EXPENDITURE AS % OF INITIALLY APPROVED COMMITMENT:

6: ACTUAL EXPENDITURE AS % OF COMMITMENT AFTER AMENDMENTS:

D: MONITORING AND PHYSICAL PROGRESS REPORT

1.

PROPOSED MONITORING	ACTUAL MONITORING
Monitoring Date	Monitoring Date
By Whom	By Whom

WAS MONITORING ADEQUATE? *(select Yes or No):*

EXPLAIN AND COMMENT:

2: IN ORDER TO ACHIEVE THE OUTPUTS OF THE IMPLEMENTATION PHASE WERE ACTIVITIES/INPUTS:

(enter a rating between 1 and 5; 1 = very good, 5 = very poor)

		To achieve initially intended outputs (up to the time of any change)		To achieve revised outputs (if applicable, subsequent to any change)	
		ODA Activities/Inputs	Recipient Government Activities/Inputs	ODA Activities/Inputs	Recipient Government Activities/Inputs
(a)	Appropriate?				
(b)	Sufficient?				
(c)	Timely?				
(d)	Well-coordinated?				
(e)	Efficiently procured and delivered?				

EXPLAIN AND COMMENT:

Initial Outputs:

Revised Outputs:

3: INITIALLY PLANNED PHYSICAL COMPLETION DATE:

4: ACTUAL PHYSICAL COMPLETION DATE:

5: ACTUAL IMPLEMENTATION TIME AS % OF INITIALLY PLANNED IMPLEMENTATION TIME:

EXPLAIN AND COMMENT:

E: CONDITIONS

(Set out each individual project condition - initial and subsequent amendments - in the table below and for each rate whether the condition was:

1 = Wholly met
4 = Largely unmet

2 = Largely met
5 = Not met at all

3 = Partially met

For ratings 1 and 2 only assess to what extent compliance had on the achievement of objectives, and for 3-5 only assess to what extent the lack of compliance had on the achievement of objectives:

A = Major Positive Effect
D = Significant Negative Effect

B = Significant Positive Effect
E = Major Negative Effect

C = Minor/Negligible Effect

Conditions can be extracted from intergovernmental agreement, Logical Framework, or approval document.

Additional space will be created within the table if insufficient space exists).

CONDITIONS	COMPLIANCE (1-5)	For Rating:	
		1,2	3,4,5
		Effect (A-E)	Effect (A-E)
Initial:			
(a)			
(b)			
(c)			
Subsequent Amendments:			
(a)			
(b)			
(c)			

EXPLAIN AND COMMENT:

F: ACHIEVEMENT OF PURPOSE, GOAL AND PIMS MARKERS

- LIKELY ACHIEVEMENT OF OBJECTIVES** (*Set out in the table below: each individual objective against purpose and goal, both initial and subsequent amendment; each individual ODA priority objective assigned together with its PIMS marker {1-4}; and for each rate whether it is:*

 - 1 = likely to be completely achieved*
 - 2 = likely to be largely achieved*
 - 3 = likely to be partially achieved*
 - 4 = only likely to be achieved to a very limited extent*
 - 5 = unlikely to be realised*
 - X = too early to judge the extent of achievement*

Purpose: Immediate Objectives	Rating [1-X]
<u>Initial:</u>	
<u>Subsequent Amendment:</u>	
Goal: Wider Objectives	
<u>Initial:</u>	
<u>Subsequent Amendment:</u>	
PIMS Markers assigned to ODA Priority Objectives	
<u>Priority Objectives:</u>	Marker 1-4
	Marker 1-4

EXPLAIN AND COMMENT (even if X-rated):

- OVERALL ACHIEVEMENT OF IMMEDIATE OBJECTIVES/PURPOSE**
(given the ratings in question 1 give an overall rating of immediate objectives/purpose):

3: LIST THE CONDITIONS NECESSARY FOR SUSTAINABILITY TO BE ACHIEVED:

4: DO YOU EXPECT THAT THE PROJECT WILL BE SUSTAINABLE?
(select Yes, No or Don't know): Yes

EXPLAIN AND COMMENT: *(for example, is project likely to achieve impact not originally envisaged; should the judgement on sustainability be qualified?)*

G: PARTICULAR LESSONS FROM IMPLEMENTATION PHASE

WHAT ARE THE MAIN LESSONS ODA CAN LEARN FROM THE IMPLEMENTATION PHASE OF THIS PROJECT?

(a) Positive aspects which may be replicable:

(b) Negative aspects which may be avoided in future:

(c) Other/General lessons:

H: EX-POST EVALUATION

IS THIS PROJECT/ PROGRAMME CONSIDERED PARTICULARLY USEFUL FOR FURTHER EVALUATION? *(select Yes or No):* Yes

(If yes, place an "x" in box(es) which apply)

(a)	Innovative	<input type="checkbox"/>
(b)	Particular relevance to achieving ODA's priority objectives	<input type="checkbox"/>
(c)	Rapidly increasing involvement in sector	<input type="checkbox"/>
(d)	Replicable project	<input type="checkbox"/>
(e)	Continuing project	<input type="checkbox"/>
(f)	Other (please specify):	<input type="checkbox"/>

EXPLAIN AND COMMENT:

PCR FINALISED BY:

PCR APPROVED BY:

DATE:

APPENDIX D

The new PCR Form (*introduced July 1999*)

PROJECT COMPLETION REPORT (PCR)

What?

Project Completion Reports (PCRs) provide a useful record of what has been achieved by your project and of key lessons for future application. They are required for all projects costing £500,000 or more.

Why?

PCRs, like Output-to-Purpose Reviews (OPRs), are part of the sequence of reports which chart project progress, achievement and impact, and so contribute to good Project Cycle Management; and they contain lessons which may well be valuable when designing projects with similar characteristics.

Who?

You and your colleagues know more about this project than anyone else in DFID. Share your knowledge! Evaluation Department stores all PCRs received on a central database and submits an annual synthesis report to the Projects and Evaluation Committee (PEC). PCRs are also used in evaluation studies. In due course, access to PCRs will be available through PRISM.

How?

The form attached provides the basic format for PCRs, recording the minimum information required.

- ✓ Consult your colleagues and project partners
- ✓ Complete the form in full, including the spaces provided for comment
- ✓ Use the scoring system outlined below for rating all aspects of performance
- ✓ If you wish, attach a supplementary report or supporting papers to provide more detail
- ✓ Return the completed form to Evaluation Department

Guide to Performance Ratings:

Very Good: fully achieved, very few or no shortcomings

Satisfactory: largely achieved, despite a few shortcomings

Fair: only partially achieved, benefits and shortcomings finely balanced

Poor: very limited achievement, extensive shortcomings

Failure: not achieved

Too Early: too soon to give an adequately reliable rating forecast (for Goal and Sustainability only, and then only when absolutely necessary)

Any questions?

✓ **Consult Evaluation Department**

PCR Form Version 2.1

SECTION I: BASIC DATA (to be completed from Project Header Sheet apart from last three rows)

COUNTRY:	SECTOR (INC. CODE):	MIS CODE(S):
Project/programme title:		
Managed by (DFID dept/overseas office):		
Brief description:		
Poverty aim markers (pam):		
Poverty objective markers (pom):		
Policy information markers (pims): principal (p) or significant (s)		
Level approved by:		
Date approved:		
Completion date originally envisaged:		
DFID financial commitment finally approved (i.e. after any amendments):		
DFID financ'l commitment originally approved (if different from above):		
Actual completion date (dd/mm/yyyy) :		
Actual dfid expenditure:		
Actual dfid expenditure as % of finally approved commitment:		

NOW USE THE SPACE BELOW TO EXPLAIN OR COMMENT BRIEFLY ON ANY NOTEWORTHY ASPECT OF THE DATA GIVEN ABOVE. (In particular recording and explaining any formal changes in financial, time or other constraints which were made during the course of the project/programme):

SECTION II: PERFORMANCE ASSESSMENT

Rating Guide

Very Good: fully achieved, very few or no shortcomings
Satisfactory: largely achieved, despite a few shortcomings
Fair: only partially achieved, benefits and shortcomings finely balanced

Poor: very limited achievement, extensive shortcomings
Failure: not achieved
Too Early: too soon to give an adequately reliable rating forecast (*Goal and Sustainability only*)

LogFrame Level	Achievement Rating	Comments
GOAL (state below, then provide a rating forecast with commentary):	(forecast only) <--Please Rate-->	
PURPOSE (state below, then rate & comment):	<--Please Rate-->	
WHETHER SUSTAINABLE (provide forecast & comment):	<--Please Select-->	

LogFrame Level (&c)	Performance Rating	Comments
OUTPUTS (list the <u>main</u> outputs below, rate against <u>each</u> , then give an overall rating):		
1	1<--Please Rate-->	
2	2<--Please Rate-->	
3	3<--Please Rate-->	
4	4<--Please Rate-->	
5	5<--Please Rate-->	
6	6<--Please Rate-->	
7	7<--Please Rate-->	
8	8<--Please Rate-->	
9	9<--Please Rate-->	
10	10<--Please Rate-->	
Overall Assessment of Output Delivery :-	<--Please Rate-->	

LogFrame Level (&c)	Performance Rating	Comments
INPUTS/ACTIVITIES (see footnote*):		
(a) Appropriateness (<i>quality</i>):	(a) DFID <--Please Rate--> (b) Partner <--Please Rate-->	
(b) Sufficiency (<i>quantity</i>):	(a) DFID <--Please Rate--> (b) Partner <--Please Rate-->	
(c) Efficiency (<i>timeliness &c</i>):	(a) DFID <--Please Rate--> (b) Partner <--Please Rate-->	
OVERALL ASSESSMENT* :	(a) DFID <--Please Rate--> (b) Partner <--Please Rate-->	
MONITORING AND REVIEW (<i>give an overall rating for the standard of monitoring and output-to-purpose reviewing; then, where available, list the project/programme OPR dates (year) along with the corresponding scores at output and purpose levels</i>) :	Overall Rating <--Please Rate--> Year Outputs Purpose Score Score Score	

(*) including conditionality aspects where relevant

SECTION III: LESSONS LEARNED

Please summarise below any lessons arising from this project that may help DFID perform better in future(if none please state):

i. Project/Programme Level Lessons

ii. Sector Level or Thematic Lessons

iii. General Developmental Lessons

iv. Finally, do you think there are issues arising from this project or programme which would make further research (e.g. an ex-post evaluation) useful? <--Please Select-->

If your answer is yes, please give brief reasons below:

PCR FINALISED BY:

PCR APPROVED BY:

DATE (dd/mm/yyyy):

The Department for International Development (DFID)

is the British government department responsible for promoting development and the reduction of poverty. The government elected in May 1997 increased its commitment to development by strengthening the department and increasing its budget.

The policy of the government was set out in the White Paper on International Development, published in November 1997. The central focus of the policy is a commitment to the internationally agreed target to halve the proportion of people living in extreme poverty by 2015, together with the associated targets including basic health care provision and universal access to primary education by the same date.

DFID seeks to work in partnership with governments which are committed to the international targets, and seeks to work with business, civil society and the research community to encourage progress which will help reduce poverty. We also work with multilateral institutions including the World Bank, United Nations agencies and the European Commission. The bulk of our assistance is concentrated on the poorest countries in Asia and sub-Saharan Africa.

We are also contributing to poverty elimination and sustainable development in middle income countries, and helping the transition countries in Central and Eastern Europe to try to ensure that the widest number of people benefit from the process of change.

As well as its headquarters in London and East Kilbride, DFID has offices in New Delhi, Bangkok, Nairobi, Harare, Pretoria, Dhaka, Kathmandu, Suva and Bridgetown. In other parts of the world, DFID works through staff based in British embassies and high commissions.

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