



## ANNUAL PROJECT REPORT 2009

United Nations Development Programme  
Cambodia

**DDLG – Democratic and Decentralized Local Governance**

**01-01-2009 – 31-12-2009**

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<p><b>Project ID &amp; Title:</b> DDLG <b>Duration:</b> 5 years <b>Total Budget:</b> 10,5 M Euros <b>Implementing Partners/Responsible parties:</b> Ministry of Interior <b>Country Programme Outcome:</b> D&amp;D and Local Governance</p>
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## Table of Content

Table of Content .....	2
I. Executive summary .....	3
II. Implementation Progress	
- Progress towards Project Outputs.....	5
- Progress towards CPAP Outputs .....	9
- Progress towards CPAP Outcomes .....	9
Capacity Development .....	10
Gender.....	10
Lessons learned .....	10
III. Project implementation challenges.....	11
- Updated project risks and actions .....	11
- Updated project issues and actions .....	11
IV. Financial status and utilization .....	12

## I. Executive summary

### Progress against CPAP Output:

Looking at the CPAP indicators related to DDLG, the project has (since its inception) completed 2 out of the 4 outputs and is making tangible progress towards achieving the remain 2 by the end of 2011. DDLG's 2009 results indicates that the project is on track. As end of December, the disbursement rate reached 93% out of a total annual budget of USD 3,286,367.51. At the management level, the log-frame was revised to reflect Cambodia's on-going D&D reform process and improve the project's efficiency and effectiveness (result orientated). A request for a no-cost extension<sup>1</sup> was forwarded to the EC with a revised ProDoc and budget. The project also took actions (see next sections) to strengthen its M&E (including reporting) system and ensure that gender and CD are systematically addressed. The project implemented the 2008 Audit recommendations and conducted spot checks to identify and respond to ICC accountability and financial management issues. In the area of partnerships and considering the forthcoming NP SNDD, DDLG engaged with MoI, the NCDD and DPs. As an example, DDLG's 2010 AWP/B will be aligned to the NP and part of a joint PSDD, DDLG and UNCDF annual framework.

### Progress against DDLG outputs:

Under **Output 1 (Voice & Accountability)**, the project helped conducted 2 Regional, 11 Provincial and 55 District Forums. In addition, the NLC/S participated in 2 Forums organized by the Senate for female councilors. These activities contributed to building "horizontal voices" and raising local governance issues at provincial and national levels<sup>2</sup>. As a result amongst others, the new strategy of the Ministry of Women Affairs was formulated considering gender issues raised in Regional Forums. Likewise, an environmental problem was solved following a District Forum. The launch of the Best Practice Award and the progress made to establish a Steering Committee, design and test forms are other key results. In terms of communication, national newspapers published 5 NLC/S articles on local governance and the 11 provincial workshops aired on TV channels.

Under **Output 2 (Local Government Associations)**, the priority remained to strengthen NLC/S and PAC/S institutional development. Recognizing staffing issues, a HR Strategy was designed and now allows the League to recruit (and directly manage) 4 additional staffs, under a set of transparent internal regulations. Likewise, the NLC/S is recruiting a consultant to design an M&E system (and train staff). The League is also preparing the formulation of its next 5 year Strategic Plan (and CD Plan) and conducted with DDLG's (and VNG) support a comprehensive need assessment of C/S needs and challenges<sup>3</sup>.

At the **Inter-Commune Cooperation level (Output 3)**, USD 1,832,000.00 was disbursed for ICC (of which 183,200.00 allocated to directly support Provincial Operations and CD costs). In 2009, 105 new ICC projects (42 are service projects) were selected and as of December 104 projects completed their selection and procurement process and 63 are fully completed. This year, a first step towards the integration of the ICC concept in the PIM was made with the merging of the ICC guideline for Service Projects with the Infrastructure one. A study will be conducted early 2010 to asses the Guideline and design a road map for its integration under the PIM and possible linkage with the CSF. In the area of M&E, the project developed a new set of tools for monitoring at national and provincial<sup>4</sup> levels. As of December, 49 officers are trained

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<sup>1</sup> : Project Board decision, August 2009.

<sup>2</sup> : Note: Issues raised in Regional forums are consolidated by the NLC/S and addressed to relevant Ministries.

<sup>3</sup> : A desk review of C/S was conducted and is now followed by Provincial forums/workshops (11 forums conducted this year) to gather additional information and validate findings directly with C/S councilors.

<sup>4</sup> : In addition to the M&E system that already exist at the local level.

and started collecting data (to be analyzed in 2010). Spot checks were conducted in all 12 ICC provinces. Out of the 67 projects in 2008, one irregularity was found and highlighted the importance of Mol's oversight<sup>5</sup> and communications between the project, UNDP and the IP.

Under the 4<sup>th</sup> output (Policy support), the project provided technical and policy support to the NCDD/S for the formulation and subsequent revisions of the 5 drafts of the NP SNDD. The project facilitated coordination and information sharing between NCDD/S and its development partners, and helped initiate preliminary discussions in preparation of the Development Partners Assistance Framework (DPAF) for the 10 year national programme. As approved by the last Project Board, the ToR of the Policy advisor was revised.

**Key challenges:**

At the policy level, the D&D reform required the DDLG to anticipate programmatic and operations changes to align itself to Government and donor's priorities. At the strategic level, a certain degree of caution was needed to position the LGAs in this sensitive D&D context. On the management side, the revision of the Logframe, the adjustment made to the ProDoc/budget and the introduction of result based planning and reporting impacted the flow of activities and has put (in some occasions) the project team in a situation of "capacity substitution" because national counterparts were unprepared. At the implementation level, the limitation of NLC/S and PAC/S technical capacities and human resources delayed a few activities. This situation improved in 3<sup>rd</sup> quarter, since the NLC/S contracted NGOs and additional staffs.

**Lessons learned:**

As mentioned above, the introduction of new management requirements and procedures caused a degree of dissatisfaction amongst counterparts who often felt unprepared. It's suggested that such changes be introduced more progressively (giving time to ensure understanding, ownership and building capacities). DDLG spot checks also stressed the importance of setting joint missions (IP, Project and CO) and reporting procedures. The ICC study tour organized in Indonesia finally demonstrated the impact of such activities to generate new ideas, build commitments and strengthen team work.

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<sup>5</sup> : In 1 case, it was found that all ICC procedures were not followed (budget being shifted from 1 project to another).

## II. Implementation progress

### PROGRESS TOWARDS PROJECT OUTPUTS

OUTPUT 1: Commune/Sangkat councils use appropriate processes to share experience, raise interests and advocate for them.						
Output Indicators	Baseline (Sep 2008)	Target (Multi year)	Current status (Cumulative)			
Nr. of forums held to allow commune councilors to raise issues and concerns for local authorities and/or policymakers' responses	0 National forum, 2 Regional forums and 26 District forums in 2008	2 National, 24 Provincial and 120 District forums by 2011	National (0), Regional (8), Provincial (11) and District 55 forums.			
Best practice and recognition programme for local governments launched and completed the first cycle	no in 2008	yes in 2010	MoU signed. Procedures and forms developed and tested. National official launch conducted.			
Manual for best practice and recognition developed (based on lessons from the first cycle)	no in 2008	yes in 2010	Activity has not started			
# of councilors and staff who were exposed to Commune/Sangkat Best Practices	0 in 2008	250 by 2011)	Activity has not started			
# of local governance articles published by the NLC/S in national newspapers	0 in 2008	target 6/year from 2009	5 article in newspapers and 2 bulletins			
<p>a. Under <b>Output 1 (Voice &amp; Accountability)</b>, a total of 74 forums (Regional, Provincial and District) were organized as planned. In addition, NLC/S participated in another 2 forums organized by the Senate for female councilors.</p> <p>b. Whilst the forums helped build common voices and synergies amongst councilors, it is still important to support the NLC/S and the PAC/S ensure that the issues are systematically addressed at the relevant tiers of administration/government<sup>6</sup>.</p> <p>c. This year the NLC/S compiled all issues raised in Regional forums and forwarded them to Ministries. Follow-up will be made through NLC/S participation in NCDD Sub-Committees as well as with the organization of a National forum in 2010.</p> <p>d. With the Best Practice Award programme launched, C/S will be increasingly visible and encouraged to share best practices amongst themselves. Considering that this is a unique horizontal learning opportunity for C/S, the NLC/S and Mol would need to actively support this process and ensure that CCSP delivers as planned.</p> <p>e. Particular attention will also be needed in the communication front and could be further envisaged with UNDP and other interested partners.</p>						
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<sup>6</sup> : As an example of these results, the new Strategy of the Ministry of Women Affairs now integrated some of the gender issues that were raised in the Regional Forums. Similarly, at the sub-national level, an environmental problem was solved following discussions initiated in a District Forum.

**OUTPUT 2: NLC/S and PAC/S have basic capacities in communication, advocacy and provision of common LGA services for communes.**

<b>Output Indicators</b>	<b>Baseline (Sep 2008)</b>	<b>Target (Multi year)</b>	<b>Current status (Cumulative)</b>
Regulations/systems on finance, procurement, M&E, HR, developed for NLC/S to carry out its functions	finance, procurement in 2008	M&E, HR, Finance in 2010	HR Strategy developed and approved. Recruitment of M&E Consultant in progress. The recruitment of the communication officer and administrative clerk is under process.
# of staff of the NLC/S and PAC/S trained by topic on regulations/ systems	10 in 2008	220 by 2011	24 Secretaries and 24 leaders of PAC/S are trained on administration and finance. NLC/S M&E committee members (14) trained and participated in a field-practice. 4 members (PAC/S and NLC/S) attended LGA workshops in Nepal and Indonesia.
New NLC/S strategic plan and capacity development plan formulated	2007-2009 strategic plan and no capacity development plan	new strategic plan for 2010-2015 including a capacity development plan, in 2010	Activity will start in 2010. The assessment of C/S need and challenges is under progress.
# of PAC/S that received technical support/capacity development from contracted institution/NGO per year	12 PAC/S in 2008	16 PAC/S by 2011. Remaining PAC/S should be covered by other DP	12 PAC/S have receiving direct assistance and CD support from CFD.

- a. Under **Output 2 (Local Government Associations)**, this year, positioning the NLC/S in the D&D politically sensitive environment and providing support for institutional development the NLC/S and the 24 PAC/s remained a priority.
- b. This year, the NLC/S was formally recognized as a key partner on D&D and granted a permanent seat in the NCDD Sub-committees. This will contribute to strengthening the voice of C/S councilors and advocating local governance issues at national level. Whilst DDLG is supporting the NLC/S better respond to C/S needs, the League would need to identify its approach when participating to NCDD's work.
- c. Looking at the NLC/S most critical institutional needs, a HR strategy was finally developed for the NLC/S to directly recruit and manage additional staffs. Considering sustainability, it was agreed that NLC/S would have its own HR regulations and salary scale (ranging from USD 250-800/month) and progressively contribute to staffing costs (starting with 10% of year 1).
- d. In the area of M&E, and considering the fragmentation of the current system, the NLC/S will establish (Jan/Feb 2010 based on a "theory-driven" methodology) an M&E system that would look at the wider institutional development needs.
- e. DDLG started to assist the League prepare its second 5 Year Strategic Plan (and CD Plan). For this, a broad assessment of C/S started this year with a desk review (reports and databases) and is now followed by a series of Provincial workshops (11 as of December). While the findings will help formulate the Strategic and CD Plans, this nation wise assessment helped NLC/S better advocate and document local governance issues and helped C/S better understanding NLC/s mandate and its future roles (advocacy and services/CD).
- f. At the provincial level, PAC/S (12) received CD support from CFD (contracted NGO). Support is directly provided by locally based NGO staff (10 PAC/S) and indirectly in 2 other cases. Capacity baselines are now established and progress assessed against.

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**OUTPUT 3: Communes/Sangkats have appropriate systems and capacities to plan and manage inter-commune projects that respond to local needs, especially poor members.**

Outcome Indicators	Baseline (Sep 2008)	Target (Multi year)	Current status (Cumulative)
Guidelines for selection and implementation of Inter-Commune Cooperation (ICC) Projects developed for both infrastructure and service type projects	Piloted ICC project-based management guideline developed and put in place for ICC projects	ICC project management guideline integrated into C/S project implementation manual	Final version of ICC project-based management guideline developed and put in place for ICC projects
# of officers breakdown by administrative levels (national, provincial and commune) trained (and refreshed) on ICC guidelines	20 National officers, 120 Provincial officers and 1,500 C/S officers in 2008	similar annual target in 2009 and 2010, and 20 National officers and 120 Provincial officers in 2011	- 30 nat. officers - 448 prov. officers - 216 dist. officers - 1,630 C/S councilors/clerks trained on ICC guidelines
Disbursement in USD for ICC projects	USD 1,832,000 in 2008; same target in 2009 and 2010	no investments in 2011	USD 1,832,000 disbursed to 12 targeted P/M
ICC M&E system developed (for provincial and national levels)	no in 2008	yes in 2010	ICC M&E data system in place

Key additional deliverables within each output indicators during 2009:

**Indicator 1:**

- ICC service project management guideline was developed based on the approved C/S project implementation manual in February 2009.
- The ICC service project guideline was fully integrated into the ICC project guideline in July and the ICC merged guideline (infra plus service) was approved on the same month, and distributed to provinces for reference in 2010 project-cycle implementation.
- Consultant's ToR for ICC guideline study on its appropriateness and consistency with C/S administration, organic law, D&D regulation etc. drafted (unfortunately none of the 2 preferred candidates accepted the offer because of other commitments).

**Indicator 2:**

- 1 ICC Working group members attended a short training-course on financial management, 1 on project monitoring and evaluation, and 4 on project management. Further, 30 national officers joined the ICC project management training organized on 14-15 September 2009.
- A total of 448 provincial officers in the 12 targeted provinces and the capital are trained in ICC project management guideline.
- 216 district level officers attended training on ICC project management conducted by targeted provinces.
- A total of 1,630 C/S councilors and clerks are trained on ICC project management conducted by targeted provincial facilitators.
- 12 staffs (8 from ministry of interior and 4 from UNDP) joined in a Study Tour on inter local government cooperation process (Indonesia from 25-31 October 2009).

**Indicator 3:**

- A total of 105 ICC projects (42 are service projects) were selected and approved by C/S project management committees for implementation in 2009 project cycle.
- Out of 105 ICC project approved for 2009 funding, 104 completed procurement process and 63 totally completed.
- The ICC project reflection workshop was organized in December 2009 with 154 participants from the 12 targeted provinces and the capital in order to share lessons learnt and prepare for the next implementation cycle.

**Indicator 4:**

- The ICC M&E data collection system was developed and put in place for implementation in May. Information and data required are collected as required.

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**OUTPUT 4: DDLG influences the D&D policy development, and DDLG key priorities are mainstreamed in the NP SNDD.**

<b>Outcome Indicators</b>	<i>Baseline (Sep 2008)</i>	<i>Target (Multi year)</i>	<i>Current status (Dec 2009)</i>
<ul style="list-style-type: none"> <li># regulations necessary for implementation of the Organic Law drafted with inputs from DDLG advisor</li> </ul>	5 in 2008	50 by 2011	Approx 30 regulations drafted by the NCDD Policy Team. Inputs and policy advices provided through out the formulation process (and 5 drafts) of the NP NCDD
<ul style="list-style-type: none"> <li>NCDD Unit work plan developed. Capacity needs of staff assessed and addressed</li> </ul>	no in 2008	yes by 2011	Activity has not started considering the request from NCDD and Project Board to adjust the ToR of the Policy Advisor.
<ul style="list-style-type: none"> <li># of initiatives developed by DDLG for the implementation or oversight of the NP SNDD</li> </ul>	no in 2008	15 by 2011	Pending launched of the NP NSDD.
<p>a. In this first year of DDLG's policy support to the NCDD/S (Policy Unit), the project was confronted with a number of implementation challenges due to the fact that the NCDD/S Policy team was only established at the beginning of the year with limited resources and coordination tools.</p> <p>b. In this context and considering the support that was needed for the formulation of the NP SNDD, the project adjusted its priority and concentrated its technical assistance to support the formulation of the NP SNDD and subsequent revisions (5 drafts).</p> <p>c. At the request of the NCDD/S and DPs, the project also facilitated coordination and information sharing between NCDD/S and its partners, and recently initiate discussions in preparation of the Development Partners Assistance Framework (DPAF) for the 10 year national programme.</p> <p>d. As approved by the last Project Board, the ToR of the Policy advisor are revised to support the Head of the NCDD Secretariat from January 2010.</p>			
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## PROGRESS TOWARDS COUNTRY PROGRAMME (CPAP) OUTPUT

<b>CPAP OUTPUT: Mechanisms and capacities of local government improved to promote voices, accountability and partnership at national and sub-national level.</b>			
<b>Output Indicators</b>	<i>Baseline</i>	<i>Target</i>	<i>Current status</i>
■ National League of Communes/Sangkats operational with permanent Secretariat	0	1	Completed
■ No. of Provincial Associations of Communes/Sangkats established (baseline: 24 in 2008; completed)	0	24	Completed
■ # of new local government associations established (for district and provincial councils) (baseline: 0 in 2008; target: to be determined by options study conducted in 2009)	0	Depending on options study	Not started
■ Inter-Commune Cooperation (ICC) guidelines for infrastructure and service projects developed, tested and finalized and merged as one ICC manual (baseline: ongoing; target: completed in 2010)	No	Yes	In process (integration in PIM is expected in 2010)
<p>Four years after its inception, DDLG has achieved 2 out of the 4 CPAP outputs indicators and is making tangible process in the ICC output indicator. As of December 2009, the establishment of new Local government associations (for the newly elected Provincial and district Councils) is pending a review of international practices and an assessment of Cambodia's needs and requirements that will need to be conducted in association with Government, the NLC/S and other key stakeholders.</p>			

## PROGRESS TOWARDS COUNTRY PROGRAMME (CPAP) OUTCOME

<b>CPAP OUTCOME: Improving the delivery of social services and increasing participation of the poor in decision-making.</b>			
<b>Outcome Indicators</b>	<i>Baseline</i>	<i>Target</i>	<i>Current status</i>
■ % of national revenue allocated to communes	2.75% in 2008	2.90% in 2011	2.75% in 2009
■ Funds in million USD by development partners and Government channeled through the national D&D mechanism per year	45m in 2006	120m in 2011	USD 82M in 2009
■ No of development projects identified through commune planning process which are funded from commune fund, district and provincial funds and NGOs	13,128 in 2008	20,000 in 2011	Data not yet available
■ ICC guideline integrated in the Project Implementation Manual as a formal national guideline for Communes and Sangkats projects	no in 2008	yes in 2011	In process
■ % of citizens attended commune/local development meeting	34% in 2007	60% in 2011	Data not yet available
■ # of communes that adopted at least one best governance practice that was awarded under NLC/S-MoI recognition programme	0 in 2008	50 by 2011	In process
■ # of governance issues raised by the NLC/S and formally considered by the Senate and/or the NCDD	0 in 2008	5 by 2011	In process
<p>Attribution of DDLG's intervention towards this CPAP outcome can not be objectively measured at this stage. Nonetheless, DDLG is clearly contributing to the CPAP outcome through the progress made and results achieved in the areas of inter-communal cooperation; the establishment of the Best Practice Award programme and the follow-up of issues and challenges raised in forums (3 of the CPAP Outcome indicators).</p> <p>As a result amongst others, one can mention the new strategy of the Ministry of Women Affairs which was formulated considering gender issues raised in Regional Forums. Likewise, an environmental problem was solved following a District Forum. This year, the NLC/S was also formally recognized as a key partner on D&amp;D and granted a permanent seat in the NCDD Sub-committees. This will certainly contribute to strengthening the voice of C/S councilors and advocating local governance issues at national level.</p>			

## Capacity Development

This year, particular attention was given to address CD more systematically (at policies, institutional and individual levels), through baselines, mapping needs, setting goals and ensuring that CD/trainings interventions/activities are tracked.

- a. At the policy level, the project is helping Mol/DoLA assess ICC guidelines for a possible integration in the PIM, similarly in preparation of the NLC/S second Strategic Plan (and CD plan) DDLG is supporting NLC/S conduct a country wise assessment of C/S challenges.
- b. At the institutional level, the project assisted the NLC/S develop an HR strategy and strengthen its M&E system. For the ICC projects, an M&E tool was developed to help evaluate national and provincial capacity to manage ICC projects (these M&E tools are complementary to the existing M&E system already implemented at local level). A capacity baseline was also conducted by CFD (contracted by NLC/S) for each of the PAC/S that are supported.
- c. At the individual level, the NLC/S and the Mol/DoLa organized series of trainings workshops (see inventory in annex) related to financial management, administration, ICC management and M&E. This year, over 72, including 19 women have attended these trainings. The project also continued to support individual learning plans (based on individual TNA conducted in 2008) of 1 Mol/DoLA and 3 DDLG project staff (trainings provided by private institutions). In November, the ICC team conducted a study tour in Indonesia on inter-government cooperation. As a result, the ICC team is considering the expansion of the C/S cooperation concept to other tiers of sub-national administrations. NLC/S and PAC/S members also traveled to Nepal and Indonesia to look at local government associations and service delivery (key focus in the coming NLC/S Strategic Plan). Finally the Operations team provided continuous support and on-the-job trainings to national counterparts, particularly in the area of financial management and project monitoring and reporting standards.

## Gender

- a. Following DDLG's revised log frame (result based), annual work plans and budget are formulated with increased attention to women participation and Gender issues.
- b. As a result of NLC/S forums, the new strategy of the Ministry of Women Affairs was formulated taking into account gender issues raised in Regional Forums.

## Lessons learned

- a. As earlier mentioned, the introduction of new project management requirements and procedures caused a degree of dissatisfaction amongst counterparts who often felt unprepared. It's suggested that such changes be introduced more progressively (giving time to ensure understanding, ownership and building capacities).
- b. DDLG spot checks have highlighted the importance of setting joint missions (IP, Project and CO) and reporting procedures.
- c. The ICC study tour organized in Indonesia demonstrated the impact of such activities to generate new ideas, build commitments and strengthen team work.

### III. Project implementation challenges

#### Updated project risks and actions

#	Risks	Proposed Action in 2010
1	One year extension refused	Project Board to consider implications and take decision on further action.
2	Delay and difficulties to implement activities due to limited capacities.	Continue current TA (direct & outsourced) to NLC/S and PAC/S. NLC/S to recruit additional staff. Next Strategic Plan to be focused on key priorities.
3	Difficulties for the overall project implementation (incl. ICC at SNA) due to termination of salary supplements	Decision to be taken and communicated by Project Board and IPs.
4	Increased staff turnover due to up coming end of project	Workload and duties to be reassessed and mitigation actions defined (handover, team work).
5	Study on new LGAs delayed.	ToR and schedule to be finalized and approved by project stakeholders.

#### Updated project issues and actions

#	Issues	Proposed Action in 2010
1	Changes in project management can impact level of ownership and leadership	Introduction of new management and programme requirements should be better planned and communicated
2	Delay in the implementation of the Best Practice Award	Close monitoring and coordination with CCSP and other partners.
3	Deviation from ICC guidelines requirements	Moi to ensure full compliance with ICC guideline and increased oversight.
4	Quality of M&E	Project M&E: Current arrangements to continue with existing staff.  ICC M&E at provincial/national levels. Short term consultant to be recruited to analyses data (collected by DoLA) and prepare report/lessons learned (once a year)
5	Clarification of administrative arrangements for PSDD provincial advisors supported by DDLG (12)	Clarification to be made between project stakeholders, NCDD and PSDD.

#### IV. Financial status and utilization

##### Annual expenditure by Activity (in Atlas format) [Jan 2009 to Dec 2009]

Activity	2009 APPROVED BUDGET	2009 EXPENDITURE	BALANCE	DELIVERY (%)
Activity 1	93,661.36	68,793.32	24,868.04	73%
Activity 2	32,959.00	34,453.60	1,494.60	105%
Activity 3	0.00	5,030.44	5,030.44	0%
Activity 4	7,994.61	1,394.61	6,600.00	17%
Activity 5	18,000.00	503.97	17,496.03	3%
Activity 6	52,562.15	37,620.70	14,941.45	72%
Activity 7	53,100.88	51,111.01	1,989.87	96%
Activity 8	70,999.93	31,496.19	39,503.74	44%
Activity 9	3,500.00	0.00	3,500.00	0%
Activity 10	141,973.77	80,805.66	61,168.11	57%
Activity 11	1,862,000.00	1,837,346.46	24,653.54	99%
Activity 12	30,000.00	83.59	29,916.41	0%
Activity 13	866,165.00	854,644.29	11,520.71	99%
Activity 13.1	30,000.00	26,147.85	3,852.15	87%
Activity 14	27,440.00	6,851.58	20,588.42	25%
Activity15	36,046.00	29,581.18	6,464.82	82%
GMS 7%	221,325.14	220,503.06	822.08	100%
<b>Total</b>	<b>3,547,727.84</b>	<b>3,286,367.51</b>	<b>261,360.33</b>	<b>93%</b>