

UNDP Support to Strengthening National Implementation Capacity

Country: Liberia

UNDAF Outcome(s)/Indicator(s): By 2012 democratic, accountable and transparent governance is being advanced in a participatory and inclusive manner
(Link to UNDAF outcome., if no UNDAF, leave blank)

Expected Outcome(s)/Indicator (s): Governance systems reformed to promote and sustain democratic principles with strengthened decentralized capacity
(CPAP outcomes linked to the MYFF goal and service line):

Expected Output(s)/Annual Targets: i) National Capacities for national implementation enhanced
(CPAP outputs linked to the above CPAP outcome)

Implementing partner: Ministry of Planning and Economic Affairs

Responsible parties: UNDP-Liberia

Executive Summary

The objective of this project is to build the capacities of national institutions to implement UNDP funded programmes/projects and provide significant direct implementation support for the gradual transfer from the current Direct Implementation Modality to one of National Implementation across all projects and programmes in Liberia. The project is expected to improve the overall performance of national institutions particularly in the areas of programme, procurement and financial management and consequently enhance the external assistance for the country's development. This will be achieved through a multi-pronged capacity development approach as detailed in this project document. The project is being implemented in compliment to other ongoing UN Capacity Development Initiatives which are more long term than the planned two-year duration of this immediate project. It is expected that over time, national institutions would have the capacity to take over increased responsibility for implementing UNDP supported programmes.

The areas of focus for the capacity development activities of focus in this document is

- Programme Management
- Financial management
- Procurement
- Information and communication technology
- Production of a National Implementation manual

Programme Period: 01 July 2008 – 30 June 2010
 Programme Component: Democratic Governance
 Project Title: State Institutional Capacity Strengthening
 Project ID: _____
 Project Duration: 24 months
 Management Arrangement: Direct Implementation/ National Implementation

Total Budget	\$1,345,000
Allocated resources:	_____
• Government	_____
• Regular	\$100,000
• Other:	_____
○ Donor	_____
○ Donor	_____
○ Donor	_____
• In kind contributions	_____
Unfunded budget:	\$1,245,000

¹ If an NGO is the Executing entity, it would not sign this page, but rather the Project Cooperation Agreement with UNDP

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Agreed by (Implementing partner²):



Dr. Toga McIntosh
Minister
Ministry of Planning and Economic Affairs

Agreed by (UNDP):



Dominic Sam
Country Director

² If an NGO is the Executing entity, it would not sign this page, but rather the Project Cooperation Agreement with UNDP

PART I

1A. SITUATION ANALYSIS

Liberia has begun its slow recovery from the ravages of 14 years of civil conflict. However, the country still suffers from enormous institutional and human capacity constraints. The public service is decimated and ill-equipped to support the delivery of basic services. A significant proportion of skilled human resources required for spearheading the implementation of projects and relevant reform initiatives reside outside of the country. Consequently, during the last programme cycle 2004 – 2007, the transfer of responsibility for programme implementation from the Government to UNDP was as a result of lack of adequate human resources and the total breakdown of financial and administrative systems of government.

Against the country's current transitional backdrop and from the UNDP perspective, the need for more effective and efficient implementation of development programmes to deliver expected results has never been clearer. With significant increases in financing for development comes the responsibility to ensure these resources are spent efficiently and accountably to contribute to targeted development goals. But clear development strategies and sufficient funding are not enough. Without the capacities required to implement strategies and manage resources, development programmes will waste time and money, jeopardizing the achievement of desired results and long-term impact.

Key to addressing this issue is the development of national and sub-national capacities to own, manage and improve implementation functions, including: programme and project management, procurement, and financial management. Moreover, developing national implementation capacities is a key objective of the **Paris Declaration on Aid Effectiveness**, where donor and partner countries have committed to strengthening and increasing the use of country systems in financial management and procurement, and to decreasing the use of parallel implementation units.

Following its global core mandate of capacity development for partner countries, UNDP has initiated a broad programme to support national implementation capacity development. The key objectives of this programme are to (1) provide field-based advocacy and advisory support services in implementation capacities; (2) collect, produce, and disseminate guidance materials, tools, and techniques for field use; and (3) support the measurement and improvement of Paris Declaration indicators relating to the strengthening and use of country systems.

To strengthen this programme, UNDP, in partnership with Danida (Danish International Development Assistance), has launched a UN Procurement Capacity Development Centre (PCDC) based in Copenhagen. The PCDC works with and through national partners, UN agencies, the private sector, and other development partners to address the objectives of the programme, focusing primarily on capacity development in the area of procurement. Earlier this year, the PCDC spent one week in Liberia working closely with the Ministry of Public Works and other key national stakeholders in the provision of training and capacity building initiatives to those working in the procurement sector. This 'first step initiative' has set the first building blocks in laying the foundation for the range of capacity development activities which UNDP will undertake specifically outlined under this project document.

Programming Framework in Liberia

On 26 June 2008, the Government of Liberia presented its first ever Poverty Reduction Strategy (PRS) at the Berlin Partners Forum in Germany. The PRS articulates the Government's overall vision and major strategies for moving toward rapid, inclusive and sustainable growth and development during the period 2008-2011. The PRS focuses on four areas; expanding peace and security, revitalizing the economy, strengthening governance and rule of law and rehabilitating infrastructure and delivery basic services.

In late March 2008, UNDP and other UN Executive Committee Agencies rolled out the UN Common Country Programming Process in Liberia. This process was concluded with a joint signing ceremony of the agencies' CPAPs with the Government of Liberia represented by the Ministry of Planning and Economic Affairs. UNDP support to the Government of Liberia is outlined in the Country Programme Action Plan 2008 – 2012 which draws heavily for policy guidance and substantive focus on the UNDP Corporate Strategic Plan 2008-2012. The Strategic Plan states that the single most important overarching objective of UNDP Country Offices work should be that of Capacity Development to Governments, National Institutions and Civil society. The UNDP CPAP therefore reflects the priorities of the Corporate Plan as well as weaving into our programme cloth the national development priorities elaborated in the Government of Liberia Poverty Reduction Strategy. The substantive focus of UNDP assistance over the period will be on two priority areas: i) Democratic Governance and ii) Pro-Poor Economic Development. The overall objective of the programme is to promote an integrated approach to peace building, recovery, reconstruction, sustainable economic growth and development of Liberia with the view of accelerating progress towards achieving the MDGs. Capacity development remains the strategic foundation on which all UNDP support will be built, in line with UN reforms and the imperatives of UNDP's region-wide strategy of promoting local capacity development for pro-poor growth and accountability.

In formulating the management arrangements in the current Country Programme Action Plan, UNDP has adopted a mix of direct implementation and national implementation. The direct implementation modality will be operational during year one of the CPAP and there would be a gradual introduction of national implementation in subsequent years. Government ministries and agencies and Civil Society Organizations would continue to be much valued partners in the implementation of the Annual Work Plans. National Implementation of AWP's will be preceded by an assessment of the capacity of Government and civil society organizations called upon to implement UNDP-funded programmes and projects.

The Ministry of Planning and Economic Affairs, as the government coordinating agency is primarily responsible for the planning, coordination and overall management of the programmes. Implementing partners will be responsible to UNDP for the achievement of planned results and the use of UNDP resources in a transparent and accountable manner. Implementing Partners are also responsible for reporting and accounting on resources utilized. Monitoring and evaluation of all the UNDP programmes will be undertaken jointly by UNDP, IPs and the Ministry of Planning and Economic Affairs as the government coordinating agency.

The planned gradual shift from Direct to National Implementation modality

Presently, in the implementation of UNDP Programmes, full responsibility in the financial and programmatic management of UNDP funds and programmes is not assumed by the Government. The prevailing modality for the programme implementation is mainly Direct and financial transactions of the Programmes/projects are Direct Payment by the UNDP Country Office. The responsibility of the Country Office is not only for the disbursement of funds, but also for the financial accounting, recording, documenting and reporting to donors and HQ on the use of funds rather than the government.

By applying the direct implementation modality, the country office has been able to:

- Avoid the non-settlement of advances over long periods of time which could create serious receivable problems in the UNDP books;
- Provide reasonable assurance of transparency, accountability and control in the utilization of UNDP funds;
- Accelerate delivery of planned results by facilitating the prompt recording/reporting of expenditures;
- Avoid audit problems in the financial management and reporting of funds by implementing agencies.

This has however reduced programme/project monitoring opportunities of the Country Office as the Programme related workload becomes centralized in the Country Office and diminished in the field and has transferred substantive accountability risks from the Government to the UNDP Country Office. The reality of ownership for programmes has been obscured and the role of Government in the management of Programmes is effectively diminished.

Even though the capacity constraints in the country are being addressed through special short-term initiatives like TOKTEN, SES and LECBS, linked to the longer term 10-year capacity development strategy being developed, additional capacities are still required. Within the CPAP/AWP framework, and in the context of the longer term capacity development strategy, it is expected that the capacity development of national institutions could be enhanced and the national implementation modality could be gradually rolled out by way of a phased approach. National Implementation will not solve all these problems, but it will at least begin the process of transferring ownership of programmes to government and contributing to the process of national capacity development. The National Implementation modality will also be consistent with all the principles of the Paris Declaration as well.

IB. OBJECTIVES

The objective of this project is to build national capacities for national implementation of UNDP funded programmes/projects and provide a significant direct implementation support for the gradual transfer from direct implementation to national implementation modality across all projects in Liberia. The aim is to improve the efficiency of performance particularly in the area of programme and financial management. It is designed to enhance the external assistance for the country's development by strengthening its institutional capability to take over increased

responsibility for implementing UNDP assisted programmes and provide assistance in the progressive expansion of national implementation modality.

At the end of the project it is expected that programme and financial responsibilities will be transferred to the Government executing agents resulting in a gradual transfer from Direct Implementation to National Implementation across all programme/ projects.

1C. STRATEGY

The UNDP Country office intends within the context of the present CPAP systematically move from Direct Implementation towards full National Implementation progressively across all programmes and projects.

A gradual movement from Direct Implementation to National Implementation would require an independent and in-depth capacity assessment of national institutions to effectively implement projects and programmes and identify those areas requiring development and strengthening. Areas of concern are Programme Management, Financial Management, Procurement and Information and Communication Technology.

The strategy calls for the following:

- Engagement of Partners and Consensus Building on the objectives of the capacity development process and the expectations of key stakeholders in the process. This step is essential to ensure national ownership of the process and its long term sustainability.
- Assessment of current capacities and skills for national implementation in key implementing partners. It is important to involve partners in planning the assessment. This is underway as part of the formulation of the 10-year capacity development strategy. At the end of the assessment, the findings will be summarized and the results interpreted. Findings will be validated through meetings with stakeholders before finalization of the report.
- Based on the findings of the assessment, a Capacity Development Strategy and Action Plan will be elaborated. This will build on institutional strengths and focus on quick-wins and short term initiatives. A clear exit strategy which integrates and feeds into the wider UNDP project on National Capacity Development will also be prepared.
- Implement and monitor Capacity Development Strategies defined in close collaboration with implementing partners.
- Evaluate the Capacity development Strategies, document and share lessons learnt.

1D. PROJECT IMPLEMENTATION AND MANAGEMENT

Project implementation would require the setting up of a small project office which would act as the 'hub centre' for the project. The primary responsibility of this unit will be to work with and through the government coordinating agency i.e. the Ministry of Planning and Economic Affairs, on a continuous basis, to identify capacity gaps and constraints in government and civil society implementing partners and develop a programme of capacity building and skills transfer to the Implementing Partners for programme implementation and financial management. Capacity development and skills transfer will be determined on the basis of findings of the capacity assessment

The project will also provide timely response and support needed to operationalize National Implementation modality for programmes and projects, especially in the area of financial and operational management.

The selection of the first IPs will be based criteria to be agreed upon with the coordinating agency and drawn from implementing partners already identified under current work plans. Criteria could include (i.e. TRAC allocation balances, delivery rate, number of programmes implemented and percentage received to date).

A preliminary assessment of government capacity through a human resource capacity audit³ reveals that government suffers from limited capacity with very limited capability for policy formulation and implementation. In formulating the capacity development strategy and action plan, the following elements will be taking into consideration

- Identification of capacity building gaps as per assessment report.
- For each of these gaps, outline possible Capacity Development strategies that will address these gaps. More than one strategy can be identified for each gap and strategies should include "quick-wins" (e.g. under one year) and short/medium term strategies of one year or more.
- Identification of baselines (current capacity); indicators to measure change and set target on an annual basis to measure progress towards the change.
- The Capacity Development Strategy and Action plan will also identify time-frames, priorities and responsible parties.

Moreover, the project will undertake the development of Training Modules on National Implementation based on Global Modules but adapted to the local context in collaboration with a local capacity development institution. This will include an update of existing guidelines in financial, administrative and operational aspects of National implementation to help National Programmes cope with UNDP and government policies and procedures;

³ This assessment, mounted in May 2008 seeks to examine the human resource capacity development dimension of the broader strategy and the full findings are slated to be discussed in July 2008.

The project will also undertake adequately paced training courses/workshops to acquaint and familiarize officials of relevant Government agencies and civil society organizations in all aspects of national implementation. Real priority areas are:

- a) Programme management – focus of operations of many government ministries is on day to day recurrent activities. Development of programmes and projects which respond to needs within the sector and/ or communities needs to be enhanced, especially developing these issues/opportunities/constraints into projects through elaboration of logically linked objectives, activities and budget. The management of programmes/projects effectively and efficiently utilizing available resources (human, material and financial) to meet stated objects is also a culture that has to be built within the public sector in particular. Civil Society has much better experience and hence capacity in this area, but still need to have their skills enhanced in achieving delivery and risk management.
- b) Financial management – most financial guidelines are outdated and outmoded and most financial practitioners in both the public and civil society sector lack skills and experience in accounting in financial management and reporting.
- c) Procurement – extensive reform has taken place in the sector with the establishment of a Public Procurement and Concession Commission (PPCC) and the elaboration of detailed procurement guidelines. The responsibility for procurement has additionally been decentralized from the General Services Agency to individual agencies and ministries. However most of the ministries and agencies have not had hands on experience in standard procurement procedures though the PPCC has been conducting some training. The focus of the PPCC has been on mainly large scale contracts and concessions. There is still a need to build the capacity of the public sector through hands on experience in terms of developing of procurement plans, development of specifications for goods and services and competitive and transparent bidding processes to ensure timely delivery of quality goods and services.
- d) Depending on the outcome of the assessment, monitoring and evaluation, human resources development and IT will be prioritized as separate modules or topics, based on needs/gaps identified.
- e) Development of a National Implementation Manual for use by Government and partners on policies and practices under the National Execution modality. In this regard, UNDP with the MPEA will select consultants to be fielded to work on this key task.

The project will also undertake regular visits to the field to monitor financial management and improve communication lines between UNDP country office and national implementation programme management. The project office will work to enhance existing systems for financial reporting, including linkages to ATLAS;

In the application of the Advance modality, the UNDP country office will provide quarterly advances, from which funds the national implementation programmes/projects will incur its

expenditures. At the end of each quarter, replenishment of advances will be granted by the country office upon submission of the financial report of the prior quarter expenditures.

Efforts will be taken by the UNDP Country Office to avoid the occurrence of similar problems from the past whereby the national implementation programmes were unable to report the expenditures incurred from the Cash Advances, resulting in unliquidated advances that remained long outstanding in the UNDP books and became subject of critical comments from both external and internal audit. Effective Quality Control will be placed for payments of Advances. Any advance that is not liquidated two weeks following the submission deadline will result in the suspension of the Advance modality for the national implementation Programmes and payments will be effected on the basis of direct payment requests until such time that the outstanding advance is liquidated and the corresponding financial report is submitted.

With the establishment of a National Implementation Project Office, it is planned that periodic visits to the IPs offices will be undertaken, to monitor the financial management and provide training for staff not only in Finance but also in Programme Management. Care will be taken to ensure a balance of roles and responsibilities so that programme units can effectively provide substantive technical and programme management backstopping as well.

PART II- RESULTS FRAMEWORK

RESULTS AND RESOURCE FRAMEWORK

Intended Outcome: Democratic, accountable and transparent governance advanced	
Outcome Indicator: Enhanced government accountability for the effective use of UNDP resources through satisfactory and adequate financial reporting and the achievement of national implementation programme/project objectives by 2010.	
Baseline: Currently, the Country Office operates programmes/projects primarily through a direct implementation modality and this will continue at least until end 2008. Hence as of mid-2008 virtually all programmes under the new CPAP are being executed in a direct implementation manner.	
Partnership Strategy: The Ministry of Planning and Economic Affairs will execute the project in collaboration with the UNDP country office. Implementing Partners (Ministries, Agencies, Government Institutions, NGOs and CSOs) will directly implement activities under current the AWP and will be responsible for the implementation of this project. Implementing Partners will help ensure the effective use of UNDP resources through efficient delivery of outputs in their areas of responsibilities.	
Project Title and Number:	
Intended Outputs	Output Target by Years
1.1 Improved capacity for programme financial management in national implementation modality	2008 – 2010 Shift in implementation modality from Direct to National for all programme/projects Timely and accurate submission of narrative and financial reports
Indicative Activities	Time Frame
1.1.1 assess programme and financial management capacity of key IPs 1.1.2 change in modality from DPR to Advance in national implementation	2008
Budget Description	Indicative Budget
UNDP CO	Description Contractual Services - \$150,000 US\$

	Strengthened capacity for programme and financial mgt	<p>1.1.3 Programmes in key implementing partners develop accounting systems and synchronize with ATLAS</p> <p>1.1.4 Develop reporting format and conduct training on reporting</p> <p>1.1.5 issue revised financial and programming guidelines</p> <p>1.1.6 conduct periodic financial monitoring and inspection visits</p> <p>1.1.7 conduct training programmes for national implementation programme mgt staff and IPs</p> <p>1.1.8 Develop a National Implementation programme Manual</p>			<p>1.1.3 Consultant-\$35,000 Software- \$10,000</p> <p>Miscellaneous-\$15,000</p> <p>Printing - \$10,000</p> <p>Training- \$80,000</p> <p>Manual Development and Production \$120,000</p>
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Sub-Total 1.2 Strengthened programme and financial monitoring and support to Country Programme by CO	Established project office	1.2.1 recruit Project staff (1 International Senior Programme Manager ALD-4 ; procurement experts in mission from PCDC Copenhagen; 1 x National Finance Assistant; 1 National Project Assistant 1.2.3 develop training modules		\$420,000 Salaries - \$800,000 Equip- 75,000 Misc. 15,000 Evaluation and reviews - \$ 35,000
Sub-total				\$ 925,000
TOTAL				\$ 1.345 mil.

PART III MANAGEMENT ARRANGEMENTS

The project will be executed under the national implementation modality. The Ministry of Planning and Economic Affairs (MPEA) will assume direct responsibility for the execution, while the Programme Management units within the Implementing partners will manage and co-ordinate the activities of the programmes within their institutions. The national implementation focal points, will report to UNDP and the MPEA on the production of outputs, achievement of objectives and the use of resources provided by UNDP. Accordingly, the IPs will follow the national implementation guidelines on accounting, financial reporting and auditing and shall be responsible for maintaining records on all implementation actions, including financial records.

UNDP will support the implementation of the national implementation programmes, particularly in the areas for strengthening national implementation support capacity within the country office. It will provide support services in the recruitment of staff and in the training and monitoring. It will work closely with the MPEA to ensure policy direction, guidance and technical support to the project. In line with UNDP's Executive Board decision 98/2 "all costs associated with the delivery of other resources funded programme at country level are to be fully covered through cost recovery mechanisms". In this regards, General Management Service fee of approximately 7% will be charged on non-core resources mobilized in the implementation of this programme.

A Project Board comprising the Ministry of Planning and Economic Affairs as chair; UNDP as co-chair and Liberia Reconstruction and Development Committee, Ministry of Finance, Civil Service Agency and Civil Society Advisory Committee as members will be established. Other stakeholders may be added as the project evolves.

PART IV LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Government of Liberia and the United Nations Development Programme, UNDP on 27 April 1977. The host country, executing and implementing agencies shall, for the purposes of the Standard Basic Assistance Agreement, refer to the Government cooperating Agency described in that Agreement.

The following types of revisions may be made to the project document with the signature of the UNDP Resident Representative only; provided that he is assured that the other signatories of the project document have no objections to the proposed changes.

- (a) Revisions in, or additions to, any of the project document;
- (b) Revisions which do not involve significant changes in the immediate objectives, outputs, or activities of the project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation;
- (c) Mandatory annual revisions, which rephrase the delivery of agreed, project inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

PART V PROJECT MONITORING, REPORTING AND EVALUATION

The Implementing Partners, will submit progress reports, both narrative and financial to UNDP every three months. The UNDP country office will also monitor the activities of the project on a quarterly basis to ensure compliance with set guidelines and where necessary, recommend review or realignment of project activities.

There shall be mid-term and annual reviews of the project with stakeholders. A project terminal evaluation will be conducted at the end of the project period. The evaluation will be conducted by an independent evaluator that will be recruited by UNDP in close collaboration with GoL. The mid-term review will be conducted at the end of the first six months to determine progress in the achievement of the planned results.

The second review will be an annual review followed by a terminal evaluation of the project at the end of the project period of two years. There will be a final report at the end of the period of project execution which is currently estimated at two years from start of project implementation.



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Computer name: Cfayia
Printer name: \\Cfayia\hp LaserJet 1300 PCL 6
Printer model: hp LaserJet 1300 PCL 6
Color support: Yes
Port name(s): DOT4_001
Data format: RAW
Share name: laserjet
Location:
Comment:
Driver name: UNIDRV.DLL
Data file: HPC13006.GPD
Config file: UNIDRVUI.DLL
Driver version: 5.00
Environment: windows NT x86
Monitor: HP Master Monitor

Additional files used by this driver:

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C:\WINDOWS\System32\spool\DRIVERS\W32X86\3\HPCXRD05.DLL (60.05.17.02)
C:\WINDOWS\System32\spool\DRIVERS\W32X86\3\HP6MAC05.GPD
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