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Enabling the rural poor
to overcome poverty

President's report

Proposed grant to the Republic of Guinea for the

Village Communities Support Project – Phase II

Executive Board — Ninety-first Session
Rome, 11 – 12 September 2007

For: **Approval**

Note to Executive Board Directors

This document is submitted for approval by the Executive Board.

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Recommendation for approval

The Executive Board is invited to approve the recommendation for the proposed grant to the Republic of Guinea for the Village Communities Support Project – Phase II, as contained in paragraph 35.

Map of the project area

Guinea

Village Communities Support Project - Phase II

Project area



The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.

Map compiled by IFAD

Republic of Guinea

Village Communities Support Project – Phase II

Grant summary

Initiating institution:	World Bank
Recipient:	Republic of Guinea
Executing agency:	Ministry of Planning
Total project cost:	US\$56.0 million
Amount of IFAD grant:	SDR 6.6 million (equivalent to approximately US\$10.0 million)
Cofinanciers:	International Development Association (IDA) Agence Française de Développement (AFD) Global Environment Facility (GEF)
Amount of cofinancing:	IDA: US\$17.0 million AFD: US\$12.0 million GEF: US\$10.0 million
Contribution of recipient:	US\$1.5 million
Contribution of beneficiaries:	US\$5.5 million
Appraising institution:	IFAD
Cooperating institution:	World Bank

Proposed grant to the Republic of Guinea for the Village Communities Support Project – Phase II

I. The project

A. Main development opportunity addressed by the project

1. In Guinea, the new decentralization regulatory framework – *the Code des collectivités locales* – has ushered in a new era by empowering local government to become a key player in local service delivery. The implementation of the Code will entail major changes with respect to the roles and responsibilities of existing government structures, financing arrangements, staffing, and accountability linkages. Support to the Government in this effort will be key to ensuring that the potential benefits of decentralized local development are realized. Recognizing the importance of decentralization in poverty reduction, the Government has renewed a request to donors for their support in the change process for improved local governance. This project will use this opportunity to support the Government.

B. Proposed financing

Terms and conditions

2. It is proposed that IFAD provide a grant to the Republic of Guinea in the amount of SDR 6.6 million (equivalent to approximately US\$10.0 million) to help finance the Village Communities Support Project – Phase II.

Relationship to the IFAD performance-based allocation system

3. The allocation defined for 2007-2009 under the performance-based allocation system is US\$18.1 million.

Country debt burden and absorptive capacity of the State

4. In 2005, external debt arrears amounted to about US\$670 million, and because of the country's poor fiscal situation, the Government is seeking rescheduling of this external debt. The Government's priority is to reach completion point under the Debt Initiative for Heavily Indebted Poor Countries and thus qualify for external debt relief. Assistance is currently being sought from the International Monetary Fund by the Government for its intended reform policies, through an arrangement under the International Monetary Fund's Poverty Reduction and Growth Facility. If followed through, these reforms will restore macroeconomic stability and form the base for sustainable growth and poverty reduction. IFAD's contribution to the Debt Initiative for Heavily Indebted Poor Countries has been estimated at about SDR 5.1 million.

Flow of funds

5. IFAD will establish a project grant account in the name of the recipient. Two special accounts (A and B) will be opened in Conakry at a commercial bank acceptable to IFAD. Special account A will be managed by the national coordination unit and special account B, by the National Decentralization Directorate.

Supervision arrangements

6. The grant will be administered and supervised by the World Bank as the cooperating institution.

Exceptions to IFAD General Conditions for Agricultural Development Financing and operational policies

7. No exceptions are foreseen. A procurement plan for the first 18 months has been prepared.

Governance

8. Standards of governance will be enhanced by open competition for implementation contracts in the public, private and non-profit sectors.

C. Target group and participation

Target group

9. The project will target the 303 rural development communities supported by the National Programme for Decentralized Rural Development, the local development plans and the annual investment programme, which together provide the framework for all local-level interventions in Guinea.

Targeting approach

10. In accordance with the IFAD Policy on Targeting, project design was a highly participatory process, involving local governments, beneficiary communities and individual citizens. Every effort will be made in the planning and implementation of the project's local development activities to ensure wide social inclusion, involving all districts and marginalized groups.

Participation

11. Participatory diagnostic and planning processes will ensure that target communities – especially the women and vulnerable people within them – effectively participate in planning and preparing development plans and investment plans. The targeted local government bodies and communities will be able to prioritize their needs and manage the resources provided by the project.

D. Development objectives

Key project objectives

12. The Village Communities Support Project – Phase II will seek to strengthen local governance in rural Guinea and promote the social and economic empowerment of the rural population, including women, young people and other marginalized groups. The long-term vision is for local communities and their representative local governments to develop the capacity to: (i) identify, prioritize, plan, and manage their own infrastructure and service needs; (ii) mobilize and use transparently the resources necessary to finance the establishment, rehabilitation and maintenance of basic community infrastructure; (iii) oversee the implementation, operation and maintenance of community infrastructure; and (iv) sustain development efforts and enhance good governance practices.

Policy and institutional objectives

13. The project supports the implementation of the Government's decentralized rural development strategy, as operationalized through its *Code des collectivités locales*. Several projects with the common central objective of supporting rural decentralization and local government are currently being implemented within this overall framework. At the national level, the project will support a national cadre to evaluate these experiences and harmonize various approaches to decentralized rural development. The cadre will play an important role in the exchange of ideas and experiences, the medium-term goal being the adoption of best practices by all donors.

IFAD policy and strategy alignment

14. The project is in line with the objectives of the IFAD Strategic Framework 2007-2010, of building human and social capital and of promoting good governance for rural poverty reduction, in particular the promotion of transparency, responsiveness and accountability in the planning, financing and provision of public-sector services. Accordingly, the project will support the Government's efforts to decentralize and develop an enabling institutional framework that will create the space for dialogue between poor rural communities and the Government on key rural issues.

E. Harmonization and alignment

Alignment with national priorities

15. The project is consistent with the national development priorities and contributes to the Government's vision for rural poverty reduction. In addition, it is closely aligned with IFAD's country strategic opportunities programme, which is formulated around the pillars of the poverty reduction strategy paper. The first such pillar – fostering sustainable and equitable growth through developing the capacity of decentralized institutions to tackle development issues – is supported by the project. As regards the second pillar – improving access and quality of basic social services – the project will create a local initiatives fund to finance socio-economic infrastructure and capacity-building activities for strengthening decentralized service delivery. The third pillar – strengthening governance and institutional and human capacity – will also receive particular attention under the project.

Harmonization with development partners

16. The project provides the opportunity of working with a variety of partners: the World Bank is the initiating institution, while the other cofinanciers of the project are: Agence Française de Développement and the Global Environment Facility. The project will coordinate its activities with those of the African Development Bank, European Union, United Nations Capital Development Fund and United Nations Development Programme.

F. Components and expenditure categories

Main components

17. The project is structured around three components: (i) local investment fund; (ii) capacity strengthening for decentralized local development; and (iii) project management, and monitoring and evaluation.

Expenditure categories

18. There are six expenditure categories: (i) goods and services (9 per cent of project cost); (ii) civil works (4 per cent); (iii) technical assistance (11 per cent); (iv) training (13 per cent); (v) microprojects (55 per cent); and (vi) operating costs (8 per cent).

G. Management, implementation responsibilities and partnerships

Key implementing partners

19. The key project implementing partners are the: (i) Ministry of Planning; (ii) Ministry of Territorial Administration and Decentralization; (iii) Prefecture Development Council; (iv) rural development communities; (v) World Bank; (vi) Agence Française de Développement; and (vii) the Global Environment Facility.

Implementation responsibilities

20. Overall project oversight and orientation will be the responsibility of a project steering committee. The National Coordination Unit is responsible for overall project management. At the prefecture level, the Prefecture Development Service will undertake the monitoring and evaluation activities and support the planning and implementation process of the rural development communities. These communities will be responsible for the identification and implementation of the infrastructure microprojects to be financed by the local investment fund.

Role of technical assistance

21. The Village Communities Support Project – Phase II will provide technical assistance and training to community leaders and locally elected officials and encourage the development of a local civil service through the recruitment of local public accountants. It will also earmark resources for technical assistance for the contracting of local artisans and private- and public-sector service providers for the planning and building of infrastructure.

Status of key implementation agreements

22. In addition to the grant agreement, the National Coordination Unit will work with implementing partners either through binding memorandums of understanding with public-sector partners or through contracts with participating NGOs and private-sector parties.

Key financing partners and amounts committed

23. The overall project cost amounts to US\$56.0 million. The principal sources of financing are IFAD (18 per cent); the International Development Association (30 per cent); Agence Française de Développement (21 per cent); the Global Environment Facility (18 per cent); the Government (3 per cent); and rural development communities (10 per cent).

H. Benefits and economic and financial justification

Main categories of benefits generated

24. The main benefits expected include: (i) better access by rural communities to socio-economic services such as schools, health facilities, drinking water and markets; (ii) improved rural living conditions; (iii) greater capacity of local government leaders and empowered rural communities; and (iv) increased and enhanced social capital.

Economic and financial viability

25. Given the demand-driven and flexible nature of its activities, the project does not lend itself to standard quantitative cost-benefit analysis. The ex-ante economic analysis is couched largely in qualitative terms. However, the economic rationale for the project is strong and it can be demonstrated that: (a) the project will generate substantial economic benefits; and (b) compared with alternative possibilities, the approach adopted by the project will enhance the cost-efficiency and sustainability of the investments and activities to be undertaken. The implementation manual includes eligibility criteria for specific investments to ensure that they are economically justified. Internal rates of return for individual microprojects and cost per beneficiary will be used where feasible and applicable. An external technical review will be carried out annually to assess, on the basis of a representative sample, the technical quality, cost and socio-economic impact of the microprojects.

I. Knowledge management, innovation and scaling up

Knowledge management arrangements

26. The project will adopt a holistic approach to knowledge sharing. Key features of the project are the use of participatory monitoring and evaluation. Furthermore, annual project implementation workshops and donor round-table meetings will serve as platforms for knowledge sharing, and in particular as a showcase for the success stories and creative approaches of service providers and other partners.

Development innovations that the project will promote

27. The project will help establish legally mandated institutions at the level of rural development communities and transfer basic functional skills to them. It will support the development and use of innovative tools to increase local government revenues. The project will support the creation of a national cadre for dialogue and exchange of experiences to capitalize on decentralized rural development activities and harmonize approaches. The national and regional forums will support knowledge management and harmonization, and will provide a venue for sharing experiences. The project will support "learning-by-doing" at the decentralized level and will promote strong accountability measures to foster an environment of transparent and equitable governance.

Scaling-up approach

28. The proposed project will expand the geographical area covered by the National Programme for Decentralized Rural Development, with the aim of reaching all 303

rural development communities in the country. Furthermore, it will increase the range of eligible microprojects to include all types of socio-economic infrastructure of a public goods nature.

J. Main risks

Main risks and mitigation measures

29. Risks are recognized as being relatively high, and as a consequence the project requires close monitoring and policy dialogue. From a financial management perspective, the risks are substantial. Accordingly, the project's financial management arrangements have been designed to ensure that funds are used for the purpose intended, and that timely information is produced for review by the project management unit and the Government. The decentralization of service delivery through a transfer of responsibilities for planning and implementation to local government produced good results in project implementation in the first phase.

Environmental classification

30. Pursuant to IFAD's environmental assessment procedures, the project has been classified as a Category B operation, in that it is not likely to have any significant negative environmental impact.

K. Sustainability

31. The first phase of the project provided strong evidence that involving existing Government institutions in project implementation is an important step in ensuring sustainability. In that respect, the second phase will deepen its support to skills transfer to Government institutions at the national, regional and local levels. A second key element in project sustainability lies in the fiscal situation of the rural development communities. The project will work to build the capacity of the communities to increase their own revenue base.

II. Legal instruments and authority

32. A project grant agreement between the Republic of Guinea and IFAD will constitute the legal instrument for extending the proposed grant to the recipient. Important assurances included in the negotiated project grant agreement are attached as an annex.
33. The Republic of Guinea is empowered under its laws to receive financing from IFAD.
34. I am satisfied that the proposed grant will comply with the Agreement Establishing IFAD.

III. Recommendation

35. I recommend that the Executive Board approve the proposed grant in terms of the following resolution:

RESOLVED: that the Fund shall provide a grant to the Republic of Guinea in various currencies in an amount equivalent to six million six hundred thousand special drawing rights (SDR 6,600,000) and upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented herein.

Lennart Båge
President

Important assurances included in the negotiated project grant agreement

(Negotiations concluded on 9 July 2007)

Environmental and social safeguards

1. (a) The Government will ensure that project interventions are carried out in conformity with the provisions of the environmental and social management framework and the resettlement policy framework, and, unless otherwise agreed by IFAD or the International Development Association (IDA), the Government will not amend, cancel or discontinue, or permit any provision of the frameworks to be amended, cancelled or discontinued, if such modification or discontinuation could, according to IFAD or IDA, adversely or materially affect project implementation or the attainment of project objectives.

(b) The Government will ensure that any microprojects likely to have a negative environmental or social impact are evaluated, approved, and monitored in conformity with the provisions of the environmental and social management framework and the resettlement policy framework, and the specific procedures set forth in the project implementation manual.

Monitoring and evaluation

2. (a) The Government will undertake monitoring and evaluation of project progress and prepare project reports on the basis of indicators agreed with IFAD and IDA, specified in (b) of this paragraph. Each project report will cover a six calendar month period and will be submitted to IFAD and IDA not later than 45 days after the period covered by the report.

(b) The aforementioned performance indicators relate to:
 - (i) The percentage of members of the supported rural development communities who participated in the local development planning process.
 - (ii) The percentage of members of the supported rural development communities who consider that their opinion was taken into consideration in the local development planning process.
 - (iii) The percentage of infrastructure investments financed by the project that are staffed on completion.
 - (iv) The collection rate of local development tax in the rural development communities.

Insurance of project personnel

3. The Government will insure project personnel against health and accident risks to the extent consistent with customary practice in the country.

Recruitment

4. Recruitment of project personnel will be undertaken on a competitive basis through national calls for bids published in the national press, in accordance with current procedures of the Government and on the basis of two-year renewable contracts, which may in no case exceed the duration of the project. The recruitment of key project staff, namely (i) the national coordinator; (ii) the technical officer; (iii) the administrative and financial officer; (iv) the procurement officer; and (v) the monitoring and evaluation officer, and any decision to interrupt their contracts will be undertaken in agreement with IFAD. Project personnel will be subject to performance evaluations under modalities to be defined in the project implementation manual and their contracts may be terminated on the basis of the

findings of those evaluations. Management of staff will be subject to procedures in force within the Government's territory.

Equality

5. No discrimination based on sex, age, ethnic background or religious affiliation will be permitted in the recruitment of project personnel, in accordance with the legislation in force within the Government's territory. However, all other things being equal, the Government will give preference to women candidates, especially to fill technical positions under the project.

Suspension by IFAD

6. IFAD may suspend, in whole or in part, the right of the Government to request withdrawals from the grant account upon occurrence of any of the events set forth in the General Conditions for Agricultural Development Financing, or any of the following events:
 - (a) The grant agreement has not become effective by the stipulated date or such other date as may be set for such purpose;
 - (b) The counterpart funds are not available under conditions satisfactory to IFAD;
 - (c) IFAD has given notice to the Government that credible allegations of corrupt or fraudulent practices in connection with the project have come to the attention of IFAD, and the Government has failed to take timely and appropriate action to address the matters to the satisfaction of IFAD; or thereafter, based on the conclusions of the aforesaid investigation and any other information available to it, IFAD, in consultation with the Government, determines that such practices have occurred, and the Government has failed to take timely and appropriate action to remedy the matter to IFAD's satisfaction;
 - (d) The project implementation manual, or any of its provisions has been suspended, revoked in whole or in part, waived or in any other way amended without prior notice to IFAD, which must take action within 30 days. IFAD deems that such alerts have had or are likely to have a material adverse effect on the project;
 - (e) The Government's right to withdraw funds from IDA grant has been suspended, cancelled or revoked, in whole or in part, or upon the occurrence of any event that, with notice or with the passage of time, could result in the same.

Suspension in the event of non-compliance of audit requirement by the Government

7. IFAD will suspend the right of the Government to request withdrawals from the grant account if it has not received the audit reports within the six month period stipulated in the IDA financing agreement.

Conditions precedent to effectiveness

8. The grant agreement will become effective upon the fulfilment of the following conditions precedent:
 - (a) A favourable legal opinion, issued by the authority having competence within the territory of the Government, concerning the elements cited in Section 7.02 of the grant agreement and acceptable in both form and substance to IFAD shall have been transmitted by the Government to IFAD;
 - (b) The IDA financing agreement has entered into effect.

Key reference documents

Country Reference Documents

National poverty reduction strategy paper and action plan 2006-2008

Lettre des Politiques de Développement Agricoles, Version Provisoire

Texte des lois portant la Code des Collectivités Locales en République de Guinée.
Ministère de l'Administration du Territoire et de la Décentralisation (MATD), May 2006.

Evolution de la Décentralisation en République de Guinée. Rapport Final. PNUD et MATD,
March 2005.

Rapport synthèse de préparation du PACV2. Ministère du Plan. August 2006

Ordonnance No. 079/PRG/SCG/86, Portant Réorganisation Territoriale de la République
de Guinée et Institution des Collectivités Décentralisées.

Decret No. 004/PRG/SFG/89, du 5 janvier 1989, Portant Missions et Organisation de
l'Administration Préfectorale.

Guide Générale pour l'Harmonisation des Méthodes. Outils et Procédures utilisés pour la
planification, le suivi et l'évaluation participatives au niveau des CRD. Direction Nationale
de la Décentralisation, MATD avec l'appui technique du Cabinet Nord Sud Consult,
Version finale

Manuel de Suivi-Evaluation. Volume 1. Elements de Base et Suivi d'impact. Jean Pierre
Muiman Kalala, May 2005

Manuel de Suivi-Evaluation, Volume 2. Montage Institutionnel et outils de Collecte des
données sur le niveau d'exécution du PACV 2. Jean Pierre Muimana Kalala, Consultant,
May 2005.

Ordonnance N0. 079/PRG/SCG/86, du 5 janvier 1989, Portant Mission et Organisation de
l'Administration Préfectorale.

Etude Analytique du Cadre Institutionnel et Organisationnel du PACV2. Cabinet Nord Sud
Consult, May 2006.

Etude sur l'Analyse Economique et Financière du PACV2. Ansoumane Camara et Aly Sy,
Consultants Nationaux, May 2005.

Etude Portant sur l'Amélioration des Recettes Fiscales et de leur Collecte au Niveau des
Collectivités Locales (CRD). TAFSIR Audit & Conseil, February 2005.

Guide Générale pour l'Harmonisation des Méthodes, Outils et Procédures utilisées pour la
planification, le suivi et l'évaluation participatives au niveau des CRD. Direction Nationale
de la Décentralisation, MATD avec l'appui technique du Cabinet Nord Sud Consult,
Version Finale, May 2006.

Manuel d'Exécution, PACV Phase II, Version Provisoire, May 2005

Manuel d'Exécution du Fonds d'Investissement Local (FIL)- Guichet 1, PACV Phase II.
MCG Conseils, April 2005

IFAD Reference Documents

IFAD Strategic Framework 2007-2010
IFAD Policy on conflict prevention and recovery
Guinea COSOP, May 1999
Project design document and Key files
IFAD Learning notes (targeting, gender, community development funds, etc.)
Prerequisites for gender sensitive design
Administrative procedures on environmental assessment
Procurement manual
RIMS

Other Donors Reference Documents

Document Conceptuel d'Orientation Stratégique pour un Appui de PNUD/FENU à la Décentralisation et au Développement Local en Guinée. FENU/PNUD, June 2006.
World Bank (2003). Country Assistance Strategy
USAID/Guinea, Annual Report, FY 2006, January 2006
USAID/Guinea, Strategy Statement, 2006-2008. December 2005.
Capitalisation des Expériences des Projets d'Appui en Développement Local et Décentralisation en Afrique de l'Ouest : le Cas de la Guinée. FENU, June 2006.

Logical framework

Summary	Objectively Verifiable Indicators	Source of information	Risks/hypotheses
1. GOAL			
CRDs are enabled to fulfil their legal mandate by planning and implementing inclusive local development activities, and improving revenue performance to sustain their revenue costs.	<ul style="list-style-type: none"> - Citizens participating in planning and preparation of local development plan - Infrastructure investments adequately staffed and maintained 	<ul style="list-style-type: none"> - Project mid-term report - project completion report - specialised studies 	<ul style="list-style-type: none"> - stable economic and political situation - decentralised policy operational - complementarity and synergy with other projects and programmes
2. SPECIFIC OBJECTIVES			
1. CRDs receive and manage transparently and in accordance with project guidelines	<ul style="list-style-type: none"> - Number of CRDs receiving resources directly from the project - % of regular, random technical and financial audits at CRD classified as unqualified - % of CRDs that inform citizens on financial details (budget and annual investment plan) 	<ul style="list-style-type: none"> - monitoring and evaluation reports - specialised studies 	<ul style="list-style-type: none"> - Bank Services are available
2. CRDs prepare and implement development and investment plans in an inclusive manner, with the adequate support for prefecture and sub-prefecture once their capacity strengthened	<ul style="list-style-type: none"> - % of subprojects in PAI implemented within the established deadlines - % of CRDs with required functional management committees - Number of good quality of PDLs prepared in a participatory manner - PDLs adequately implemented by CRDs - % of women on CRD management communities (structure de gestion) 	<ul style="list-style-type: none"> - monitoring and evaluation reports - mid-term reviews - project completion reports 	<ul style="list-style-type: none"> - training modules adapted to the stakeholders (CRD and others) needs - absence of conflicts between social groups, local authorities and communities.
3. CRDs understand their roles and responsibilities under the Code	<ul style="list-style-type: none"> - % of CRD with a unique LPD with multiple funding sources reflected in their annual investment plan 	<ul style="list-style-type: none"> - monitoring and evaluation reports - mid-term reviews - project completion reports 	<ul style="list-style-type: none"> -
4. CRDs increase their own-source revenues	<ul style="list-style-type: none"> - % increase in CRD contribution to infrastructure investments 	<ul style="list-style-type: none"> - 	<ul style="list-style-type: none"> -
5. Project components are effectively coordinated and monitored	<ul style="list-style-type: none"> - % of financial and procurement audits at project level are qualified plan - % of preferences provide the required monitoring data by the end of the first year - % of total project disbursement 	<ul style="list-style-type: none"> - monitoring and evaluation reports - mid-term reviews - project completion reports 	<ul style="list-style-type: none"> -
3. EXPECTED OUTPUTS			
Rural Communities/population are strengthened and are thus capable to identify, prepare and implement their investment plan	<ul style="list-style-type: none"> - Number of Rural communities assisted - Number of contracts signed and Implemented - Participation of women in decision making process 	<ul style="list-style-type: none"> - monitoring and evaluation reports - mid-term reviews - project completion reports 	<ul style="list-style-type: none"> -
Rural community access to socio-economic infrastructure built/rehabilitated effectively operational	<ul style="list-style-type: none"> - Number of infrastructure built - Number of infrastructure are maintained and operational - Number of people/gender using the infrastructure 	<ul style="list-style-type: none"> - monitoring and evaluation reports - mid-term reviews - project completion reports 	<ul style="list-style-type: none"> -