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Bilag	Journalnummer	Kontor	Dato
1	102.G.31.a. 104.DAN.8.b.50		13. februar 2014

Statsrevisorernes beretning nr. 18/2012 om revisionen af statsregnskabet for 2012

I brev af 21. november 2013 fra Statsrevisorernes sekretariat, hvormed beretning nr. 18/2012 om revisionen af statsregnskabet for 2012 blev fremsendt, anmodes Udenrigsministeriet om at redegøre for de foranstaltninger og overvejelser, som beretningen har givet anledning til.

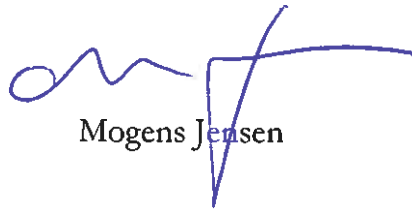
Supplerende til udviklingsministerens skrivelse af 17. januar 2014 og som svar på mail fra Statsrevisorernes sekretariat af 3. februar 2014 kan jeg vedrørende rekrutteringen af en rådgiver til et udredningsarbejde udført af Institut for Menneskerettigheder oplyse, at Udenrigsministeriet har gennemført en række initiativer for at løse de påpegede problemstillinger.

Der har ikke siden Rigsrevisionens rapport været givet bevillinger til udredninger, hvor ansatte i Udenrigsministeriet har deltaget som forskere. Udenrigsministeriet har ændret retningslinjerne for udredninger og herunder præciseret reglerne for rekruttering af forskere, der ikke er ansat ved de institutioner, der udfører udredningerne. Den seneste version fra januar 2014 vedlægges (se side 5).

Udenrigsministeriet er derudover i gang med at forbedre den generelle arkiveringspraksis. Et nyt elektronisk sags- og dokumenthåndteringssystem forventes udrullet fra 2. kvartal 2014, og samtidig iværksættes en række initiativer til forbedring af arkiveringskulturen og til styrkelse af sagsbehandlingspraksis i ministeriet.

Redegørelsen er samtidig sendt til Rigsrevisor.

Med venlig hilsen

A handwritten signature in blue ink, consisting of a series of loops and a long horizontal stroke that extends to the right.

Mogens Jensen

Annexes: 3
Responsible department: TAS
J.nr.: 104.Dan.8.b.
Date: 20st January 2014
Expiry date: 31 December 2014

Guideline for the administration of studies

GRANTS TO RESEARCH STUDIES

§ 06.35.01.15 Udredningsvirksomhed:

”Bevillingen anvendes til at yde tilskud til forskningsvirksomhed af udredningsmæssig karakter, der gennemføres med henblik på at styrke kvaliteten af det danske udviklingsamarbejde.”¹

¹ Finanslov for finansåret 2014

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1. Introduction and background

The Ministry of Foreign Affairs can provide grants for smaller research-based studies with legal basis in § 12 of the Act on International development cooperation:

§ 7. The Minister for Development Cooperation may provide grants for development research to enable developing countries to strengthen research capacity and create new knowledge that can address development problems."

The technical basis for the yearly appropriation is available on the annual budget laws:

§ 06.35.01.15 Minor research studies:

"The grant is used to subsidize research studies of elucidation nature undertaken in order to enhance the quality of Danish development cooperation."

A study is in this context considered as a smaller research-based study by Danish or foreign researchers or consultants, typically in relation to current development policy issues. The Minister for Development Cooperation has delegated the authority to make decision on the allocation and use of funds to the head of Technical Advisory Services (TAS). The overall responsibility for the account and the authority to approve applications for grants for studies lies with the head of TAS.

A description of the division of responsibilities between TAS and the commissioning department or embassy is explained below.

In the following the expression "the responsible unit" refers to the commissioning office or embassy. "FMI" refers to the Ministry's Financial Management Interface - a webform based interface used for handling all financial aspects of Danish development cooperation, and PDB is the Ministry's project database.

2. Call for proposals to studies and preliminary approval

At the beginning of a new fiscal year the priorities for the use of the funds in the account for studies is determined in a discussion with the senior management. Subsequent to this a call for proposals is sent from TAS to the relevant embassies and departments in the Ministry of Foreign Affairs stating the development priorities for the use of the funds during the year. The deadline for submission of proposals is normally set for mid-February. When submitting proposals for studies the description should be maximum half a page with an emphasis on the objectives of the study and a suggestion for researcher or research institution. Furthermore, an indicative budget should be enclosed.

Upon receipt of the submitted proposals and suggestions for studies for the current financial

year, these will be assessed and prioritized by relevance according to development priorities, and submitted to the senior Management for preliminary approval.

Immediately after receiving management's decision regarding the use of the funds, a preliminary approval will be sent by TAS to relevant units and the preparation of the study may be initiated.

3. Grants to research studies and registration of commitments

Studies are carried out on the basis of a clear mandate prepared by the unit responsible. The mandate should contain Terms of Reference (ToR) and a budget for the assignment. The results of completed studies should be published and/or presented at a workshop or similar event, either in a relevant country or in Copenhagen. A budget to cover the cost for the final workshop should be included in the overall budget for the study. The responsibility for ensuring that appropriate dissemination of results including that a workshop takes place lies with the commissioning department or embassy. It is also the responsibility of the commissioning department or embassy to ensure that the quality delivered corresponds to what was contained in the agreement and in line with the ToR for the task.

The terms of reference / project proposal for studies must include:

- Purpose
- Background
- Operationalisation of the objectives / outputs
- Research institution expected to undertake the study
- Timetable
- Budget (if the study is expected to continue over more than one financial year, the annual disbursement budget should be indicated)
- Terms of Reference (ToR) for the task
- Plans for dissemination of the results; including a final workshop
- Risk factors

After preliminary approval of the proposed study, the unit responsible should proceed with the task of creating the project in PDB and drafting the appropriation note (Use the format: Kontorchefens Bevillingsnotits) for the study.

See PDB for further guidance: <http://pdbprod.um.dk/>

The grant or appropriation should be created using the following numbers in FMI, PDB etc.:

Finance Act: § 06.35.01.15.

Please look at FMI Guides and Training at the Internet:

<http://intranet/Organisation/O0/Clover/Training/FMI/Pages/FMI.aspx>

Note:

From 2014 the unit responsible has to Create Commitment Budget and Disbursement Budget via own access at FMI. UFT will transfer the frame to the responsible units (department/representation) via FMI. All appropriation notes have to be approved and signed by the Head of TAS.

The responsible desk officer in the commissioning office or embassy should be quoted on the appropriation note as the desk officer. The commissioning office or embassy is responsible for updating details of the study in both PDB as well as FMI (i.e., introduction of budgets for disbursements and registration of Commitment in FMI, maintenance in PDB, obtaining relevant accounting and audit reports and information, uploading of documents, and termination of commitments and closure of project in PDB)

For further guidance reference is made to the guideline for the management of development funds.²

In order to ensure adequate time for handling incoming proposals for studies, the draft appropriation note should be submitted to TAS **at least 3 weeks before the planned beginning** of the assignment or study. The proposals will upon receipt in TAS be recorded by the desk officer and presented to the Head of TAS for approval and signature.

Please observe that the deadline for submission of draft grant documents to the head of TAS is 1st September. The deadline for registration of Commitment in FMI is 1st October.

After having obtained the approval from TAS, the unit responsible is accountable for the implementation of study and should make contact with the executive researchers / research institutions.

The commissioning office or embassy drafts and concludes the agreement with the relevant researcher or research institution. The contractual basis should be uploaded to PDB and used as documentation for the registration of the commitment in FMI as well as filled in UM-ark.

Agreements can only be made with institutions and not with individual researchers. If researchers involved in a study funded under the above-mentioned budget line are not permanent staff of the institution selected for the assignment, they must be recruited according to the rules applying to such recruitments. Usual considerations concerning conflict of interest apply. This implies that researchers involved in a study cannot be relatives of staff in the responsible unit (husbands, wives, brothers, sisters, parents or children).

The commitment letter to the receiving researcher or research institution could be drafted based on the attached template (Appendix 1). The letter should be attached the latest version of the "General Guidelines for Accounting and Auditing of Grants through Governmental and

² http://intranet/Redskaber/udvpol_redskaber/Finansielforvaltning/23.%20MFA%20guide%20to%20grants-Tilskudsvejledning/Sider/default.aspx

Parastatal Organisations", which can be downloaded from the internet: <http://amg.um.dk/en> under technical guidelines.

4. Disbursement of grant and administration

The commissioning office or embassy is responsible for undertaking the payment to the performing researcher or research institution, and therefore also for the introduction of disbursement budgets in FMI. For the sake of the overall budgetary management in TAS, the responsible unit is obliged within one month to notify TAS of any deviations from planned yearly disbursement.

The disbursement must be in accordance with the general rules of the Ministry of Foreign Affairs and take place at an appropriate pace based on the budgetary needs of the recipient in order not to accumulate unspent funds. As the total amount granted for a study is normally a relatively small amount, these will generally be paid by 75% in the first installment and the remaining 25% after the submission and approval of the audited accounts (**Please note that you have to use standard specification 62 in IndFak and FMI disbursement**).

The disbursement letter must be signed by an authorised signatory. Remember to get an acknowledgement of receipt of funds. Changes with respect to the employees with authorised signatory should immediately be communicated to OKO, see the accounting manual for the Ministry of Foreign Affairs³.

5. Accounting, control and audit of the accounts

The commissioning office or embassy is responsible for obtaining the final accounts for the study. The audited accounts must be available within three months after the completion of the study. If the audited accounts have not been submitted within this period the unit responsible should send a reminder and the researcher or research institution should be given a month to submit the accounts. **If accounts are not sent after two reminders, TAS/KVA should be informed about this and possible future steps including the repayment of the grant should be considered.**

Please check your Service Agreement with KVA with regards to accounts, cover notes, reminders and closing of PDB and FMI.

With respect to institutions audited by the Office of the Auditor General in Denmark, the accounts are not submitted for external audit. Accounts shall instead be authenticated by the management and finance officer.

3

[http://intranet/Redskaber/R3/Regnskabsinstruks/_layouts/WordViewer.aspx?id=/Redskaber/R3/Regnskabsinstruks/Documents/Regnskabsinstruks%20januar%202013%20\(141212\).docx&Source=http%3A%2F%2Fintranet%2FRedskaber%2FR3%2FRegnskabsinstruks%2FSider%2Fdefault%2Easpx&DefaultItemOpen=1](http://intranet/Redskaber/R3/Regnskabsinstruks/_layouts/WordViewer.aspx?id=/Redskaber/R3/Regnskabsinstruks/Documents/Regnskabsinstruks%20januar%202013%20(141212).docx&Source=http%3A%2F%2Fintranet%2FRedskaber%2FR3%2FRegnskabsinstruks%2FSider%2Fdefault%2Easpx&DefaultItemOpen=1)

The following standard text (in Danish) may be used as a management statement⁴:

”Ledelsespåtegning

Regnskabet for projektet (projektets navn) revideres af Rigsrevisionen, som reviderer (institutionens navn) regnskab.

På (institutionens navn) vegne kan jeg som økonomiansvarlig erklære at:

Regnskabet er opstillet med de retningslinjer, der er anført i (tilskudsyders navn) tiltrædelsesskrivelse, og at regnskabet i øvrigt stemmer overens med det tiltrådte budget.

Jeg har endvidere påset, at der foreligger projektrelateret bilagsmateriale til dokumentation for de i projektregnskabet anførte udgiftsposter, og at intet bilag udviser omkostninger, der ikke kan føres tilbage til de af Udenrigsministeriet godkendte budgetposter.

(sted, dato, navn og stillingsbetegnelse)”

The responsibility of ensuring that the management of the grant and the financial statements meet the stated requirements lies with the institution's management and finance Officer.

Under current rules a Danish research institution is entitled to receive up to 20 percent of the grant as an administrative contribution. The administrative fee is calculated based on actual direct expenditure (salaries, travel and other direct costs). If the grant is not used entirely, the unused funds, and possibly overpaid administrative contributions must be repaid to the Ministry of Foreign Affairs. The commissioning office or embassy is responsible for ensuring this.

If a satisfactory reporting in the form of a narrative reporting to the unit responsible and the publication of results, organization of workshop and accounts for the grant is not submitted according to the agreement; the disbursed funds should be reclaimed. A reclaim of funds should be made by the unit responsible with a deadline for the repayment of one month.

It is the responsibility of the commissioning office or embassy to follow up on the repayment.

6. Follow-up on studies

As indicated above, it is mandatory that the result of the completed study is published and/ or presented at a workshop or similar in Copenhagen. The responsibility for this is vested with the commissioning office or embassy. The final reporting should be uploaded to PDB after completion of the study. The final report should also be sent to uft@um.dk. All reports are being published at our website: <http://um.dk/cn/danida-cn/partners/research/other/...>

⁴ Only applicable for institutions audited by the Danish Auditor General's Office

The final report shall other than a financial statement also contain a short narrative reporting, related to the objectives.

Once the final financial statements and reports are received and any unspent funds repaid, it is the responsibility of the commissioning office or embassy to close the file in PDB and cancel any remaining commitment in FMI.

7. Reporting on research studies

Reporting on the use of funds from the account takes place in the annual research report which is presented sent to the Research Committee and the Board of Danida for information.

8. Measurement of results

For the purpose of further strengthening the use and quality of the funds for studies and in the broader context with the aim of enhancing the overall quality of the Danish Development Cooperation, TAS carries out an internal review approximately every 5th year. The review will include an assessment of whether the number of working papers and policy briefs and workshops are according to the agreements and the grant documents.

9. List of Annexes

Annex 1: Template for authorization letter to grant recipient

Annex 2: Template for disbursement letter

Annex 1 – English version

Dear xxx,

Referring to previous correspondence and the preparation of Terms of Reference / a research study on xxx, it is hereby confirmed that the Ministry of Foreign Affairs has granted an amount of

DKK xxx

for the financing of the study during the period xxx-yyy. Please find a copy of the final Terms of reference enclosed.

In accordance with the submitted budget the appropriation is budgeted as follows:

Salary costs	DKK
Other expenses (travel, seminar, etc.)	DKK
Budget margin	DKK
Total	DKK

It is agreed that the total grant will be disbursed with xxx million in 20XX, while yyy million will be paid with 20YY. It is understood that (institution) (if applicable) makes the appropriate reporting of tax payable to the tax authorities.

Accounting for the allocated amount shall be made within 3 months after the finalization of the study. For institutions audited by the Danish Auditor General, an external audit of the accounts shall not be necessary. Accounts shall instead be authenticated by the institution's management and finance Officer. It is the responsibility of the institution's management and finance officer to ensure that the management of the grant and the financial statements comply with the guidelines. (see attached "General Guidelines for Accounting and Auditing of Grants through Governmental and Parastatal Organisations").

Please confirm acceptance of the above conditions by returning this letter bearing a signature. Please indicate the bank account and bank address in order for the disbursement of the first installment to take place. Please send an acknowledgement of receipt of funds. The remaining amount for (year) will be assigned when appropriate reporting and audited accounts have been approved by the Ministry of Foreign Affairs on completion of the project.

The contact at (unit responsible) will be Mr./Ms. xxx.

Sincerely,

(Danish Version)

Kære xxx,

Under henvisning til tidligere korrespondance om udarbejdelsen af Terms of Reference/en udredning om xxx kan det hermed bekræftes, at Udenrigsministeriet har bevilliget

xxx kr.

til finansiering af udredningen i perioden xxx -yyy. Kopi af de endelige ToRs vedlægges.

I overensstemmelse med det indsendte budget er Udenrigsministeriets bevilling budgetteret som følger:

Lønudgifter	kr.
Øvrige udgifter (rejseudgifter, seminar mv.)	kr.
Uforudsete udgifter	<u>kr.</u>
I alt	kr.

Det er aftalt, at det samlede tilskud vil blive udbetalt med xxx kr. i 20XX, mens yyy kr. vil blive udbetalt i 20YY. Det forudsættes, at (institutionen) foretager opgivelse af skattepligtige beløb til skattemyndighederne.

Regnskabsaflæggelse for det bevilgede beløb skal ske senest 3 måneder efter udredningens afslutning. For så vidt angår regnskaber fra institutioner, der revideres af Rigsrevisionen, skal der ikke foranstaltes ekstern revision. Regnskabet skal derimod være påtegnet af institutionens ledelse og regnskabsansvarlige. Det påhviler institutionens regnskabsansvarlige at sikre, at forvaltningen af tilskuddet og selve regnskabet lever op til retningslinjerne (se vedlagte "General Guidelines for Accounting and Auditing of Grants through Governmental and Parastatal Organisations").

Accept af ovenstående betingelser bedes bekræftet ved returnering af fremsendte brev forsynet med underskrift. Beløbet for (år) vil derefter kunne anvises ved angivelse af bankadresse, bankkonto og projektets nr. Beløbet for (år) vil kunne anvises, når det reviderede regnskab er endelig godkendt af (det rekvirerende kontor/ambassade) ved afslutningen af projektet.

Kontaktperson i (det rekvirerende kontor/ambassade) vil være xxx.

Med venlig hilsen

Annexe 2:

Dear,

Re: Research Study: "..."

Please be informed that the Ministry of Foreign Affairs has taken steps to transfer the amount of

DKK, -

to the following account no. ..

The amount represents the 1st instalment/contribution for the above mentioned study.

We kindly ask you to acknowledge the receipt of the funds.

Appropriate reporting, accounting and audited accounts for the allocated amount shall be made within 3 months after the termination of the study.

For institutions audited by the Danish Auditor General, accounts shall be authenticated by the institution's management and finance officer. It is the responsibility of institution's finance officer to ensure that the management of the grant and the financial statements comply with the guidelines (see attached "General Guidelines for Accounting and Auditing of Grants through Governmental and Parastatal Organisations").

Sincerely,

(Danish version)

Kære ,

Udredning: ” ”

Jeg kan oplyse, at Udenrigsministeriet har taget skridt til at overføre

DKK,-

til konto nr...

Bidraget dækker Udenrigsministeriets bidrag til udredningen ” ”.

I bedes venligst kvittere for modtagelsen. Regnskabsaflæggelse for det bevilgede beløb skal ske senest 3 måneder efter udredningens afslutning. For så vidt angår regnskaber fra institutioner, der revideres af Rigsrevisionen, skal der ikke foranstalles ekstern revision. Regnskabet skal derimod være påtegnet af institutionens ledelse og regnskabsansvarlige. Det påhviler institutionens regnskabsansvarlige at sikre, at forvaltningen af tilskuddet og selve regnskabet lever op til retningslinjerne (se vedlagte ”General Guidelines for Accounting and Auditing of Grants through Governmental and Parastatal Organisations”).

Følgende standardtekst skal anvendes som ledelsespåtegning:

”Ledelsespåtegning

Regnskabet for projektet (projektets navn) revideres af Rigsrevisionen, som reviderer (institutionens navn) regnskab.

På (institutionens navn) vegne kan jeg som økonomiansvarlig erklære at:

Regnskabet er opstillet med de retningslinier, der er anført i (tilskudsyders navn) tiltrædelsesskrivelse, og at regnskabet i øvrigt stemmer overens med det tiltrådte budget.

Jeg har endvidere påset, at der foreligger projektrelateret bilagsmateriale til dokumentation for de i projektregnskabet anførte udgiftsposter, og at intet bilag udviser omkostninger, der ikke kan føres tilbage til de af Udenrigsministeriet godkendte budgetposter.

(sted, dato, navn og stillingsbetegnelse)”

Med venlig hilsen,