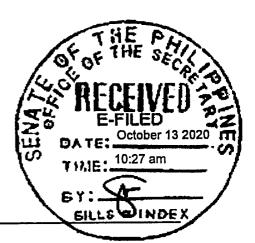
EIGHTEENTH CONGRESS OF THE)
REPUBLIC OF THE PHILIPPINES)
Second Regular Session)

SENATE S.B. No. ____**1885**



Introduced by SENATOR IMEE R. MARCOS

AN ACT ESTABLISHING A RESULTS-BASED NATIONAL EVALUATION POLICY (RBNEP)

EXPLANATORY NOTE

The whole-of-government regularly designs and implements multi-year programs/projects and undertakes activities, oftentimes huge in scale, using funds from the national budget, domestic and foreign loans, grants and donations. As programs and projects, these are time-bound, they follow a life cycle where activities undertaken should lead to desired objectives and results within the life of the project or program.

However, much remains to be improved with government programs/projects which have been usually marked with extensions, cost overruns and outputs and outcomes that do not fit the desired objectives. Regular monitoring and evaluation (M&E), which is a critical activity within the life of a project or program, aimed to monitor progress of implementation, identify problems encountered and ensure that the project or program is on track is hardly undertaken. The M&E of these well-meant endeavors has not been dedicated enough to ensure that intended results are achieved on a timely basis within the costs allocated.

This Bill aims to institutionalize and legalize a National Evaluation Policy that is interlinked with Results-Based Management (RBM) approaches and builds upon current and future integrated M&E systems. This Results-Based National Evaluation Policy (RBNEP) is aimed to apply to all branches of government, i.e. Executive, Legislative and Judiciary. Thus, the purpose of RBNEP is to harness the enormous potential of evaluations as important means for alleviating poverty and improving the lives of all Filipinos by ensuring that public policies, strategies, programs and projects are informed by sound evidence and lead to effective and equitable results.

The RBNEP builds upon previous Executive Orders (EOs), Administrative Orders (AOs), and Memorandum Circulars (MCs) related to various M&E and performance management frameworks including: a) EO 376 (1989) establishing the Regional Project M&E System (RPMES); b) AO 25 (2011) setting up the Results-Based Performance

Management System (RBPMS); c) Circulars from the Department of Budget and Management (DBM) establishing the Organizational Performance Indicators Framework (OPIF); d) NEDA/DBM Joint Memo Circular 2015 (dated July 2015) establishing the National Evaluation Policy Framework (NEPF); and e) NEDA/DBM Joint Memo Circular No.2020-01 (dated Jan.2020): Guidelines on the Initial Implementation of the NEPF in the National Government.

NEDA and DBM, through their Joint Memo Circulars (2015 and 2020) developed the National Evaluation Policy Framework (NEPF) to provide a system for the purposive conduct of evaluations of programs and projects being implemented by government departments and agencies in support of good governance, transparency, accountability, and evidence-based decision-making.

The NEPF Circular covered all agencies, State Universities and Colleges (SUCs), Government-Owned and/or Controlled Corporations (GOCCs), Government Financial Institutions (GFIs) with budgetary support from the National Government, and other instrumentalities of the national government. The scope of the NEPF included all projects and programs being implemented by the above-mentioned entities supported by local and foreign funds.

However, the NEDA/ DBM NEPF Circular applies only to the agencies of the Executive Branch and does not cover the Legislative and Judicial branches of government. And like other Executive Circulars, the establishment and operationalization of the NEPF is not institutionalized through a legal mandate and is thus subject to uncertainty especially when there is a change in priorities of a new government administration.

It is important to understand the inter-linkages and dependencies (as well as differences) between and among evaluation policy frameworks, integrated planning, monitoring & evaluation systems, performance management and other results- based management approaches. The specific focus of this RBNEP Bill is on evaluations. But the effectiveness of evaluation policies requires an enabling environment that consists primarily of a working Monitoring and Evaluation (M&E) system, logical frameworks and other results-based approaches.

Evaluation depends to a great extent on good planning and monitoring of ongoing activities. Good planning helps to focus on the results that matter, i.e. the outputs, outcomes and impact of a program or project. Without proper planning and clear description of objectives, scope and intended results, it is not clear what should be monitored and how. Without effective planning and the presence of clear results frameworks, the basis for evaluation is weak. Monitoring helps us to learn from past successes and challenges in implementation of programs and projects.

Evaluation is useful in improving programs, policies and organizational performance. It provides independent and impartial judgement to the performance of

government entities and provides findings and recommendations for appropriate management actions. Evaluations produce lessons learned and best practices that enhance the design and implementation of future programs and projects. Clearly, this would deter the repetition of past mistakes or shortfalls, thus raising the bar on the quality of implementation and results

Unfortunately, evaluation has not been widely implemented and systematically integrated in the processes and systems of government. Evaluation has been conducted on only a few and selected foreign-assisted programs and projects, largely on the initiative of international development agencies and donors. Lately, however, starting 2018, as part of the operationalization of the NEPF, NEDA under the ongoing NEDA-UNDP Strategic Monitoring and Evaluation to Accelerate the Implementation of the PDP 2017-2022 Project (or the Strategic M&E Project) has initiated, the systematic evaluations of selected projects and programs as well as the capacity development of evaluators from several government agencies.

Recognizing the critical importance of evaluation in policymaking and decision making, many developed countries, especially those belonging to the Organization for Economic Cooperation and Development (OECD) have passed legislations institutionalizing variants of a National Evaluation Policy. Many international development organizations and United Nations (UN) agencies have likewise developed and operationalized their own Evaluation Policies,

International agencies and development partners have encouraged developing countries to institutionalize their respective evaluation policies starting with the development of local evaluation capacities and dissemination of documents related to internationally accepted evaluation norms, policies, quality standards and good practices. Notable among these evaluation agencies and organizations are the: a) OECD Development Assistance Committee (DAC); b) United Nations Evaluation Group (UNEG); c) World Bank Independent Evaluation Group (IEG); and the d) Asian Development Bank Independent Evaluation Department (IED).

Thus, we have an array of experiences gained and lessons learned about evaluation to build upon. But we need to do more to exploit further the full potential of evaluations to improve living conditions of Filipinos through better results from policies, strategies, programs and projects.

The immediate passage of this RBNEP Bill is earnestly sought.

IMEE R. MARCOS

EIGHTEENTH CONGRESS OF THE)
REPUBLIC OF THE PHILIPPINES)
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SENATES.B. No. ___1885

Introduced by SENATOR IMEE R. MARCOS

AN ACT ESTABLISHING A RESULTS-BASED NATIONAL EVALUATION POLICY (RBNEP)

Be it enacted by the Senate and House of Representatives of the Philippines in Congress assembled:

Section 1. Short Title. – This Act shall be known as the "Results-Based National Evaluation Policy (RBNEP) Act."

Sec. 2. *Declaration of Policy.* – It is the policy of the State to improve the overall effectiveness of public policies, strategies, programs, projects, and overall organizational performance by strengthening accountability and learning through the enactment of this Results-Based National Evaluation Policy (RBNEP). The RBNEP aims to contribute to the achievement of inclusive development and poverty reduction goals by institutionalizing the legal framework for the regular conduct of monitoring and evaluation (M&E) of the results of ongoing and completed development interventions.

Sec. 3. *Policy Objectives.* – The RBNEP intends to achieve the following specific objectives:

a.) Facilitate the development and strengthening of an integrated M&E system of the national government to ensure the systematic collection of useful data and credible information on specific, measurable, achievable, relevant and time-bound performance indicators that enable the assessment and reporting of the progress made, the achievement of objectives and the overall improvement of the performance of departments, agencies and other government instrumentalities;

- b.) Validate the results, i.e. output, outcome, and impact and assess the relevance, effectiveness, efficiency, sustainability and impact of a policy, strategy, program, project and other development interventions.
- c.) Ensure the timely provision to government policymakers, managers and other stakeholders of transparent, impartial, independent and useful evidence- based information and knowledge to strengthen the policymaking and decision- making processes;
- d) Ensure the utilization, dissemination and feedback of evaluation findings, recommendations and lessons learned for the continuous improvement of the design, planning, programming, budgeting and implementation of public policies, strategies, programs, and projects;
- e) Ensure the accountability to stakeholders and taxpayers by government departments, agencies and various instrumentalities for public expenditures and the delivery of development results.
 - Sec. 4. *Definition of Terms.* The terms used in this Act are defined as follows:
- a) Evaluation refers to the systematic and impartial assessment or review of a completed or ongoing development intervention, i.e. policy, strategy, program or project, its design, implementation and results. It aims to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision—making process. Evaluation should not be confused with implementation monitoring and reporting, audit, inspection, investigation or assessment of individual performance. Evaluation and monitoring are two separate functions that fulfill different purposes and cannot be treated almost as if they were synonyms;
- b) Monitoring refers to the systematic collection of data on specified indicators to provide internal management and the main stakeholders of an ongoing development intervention such as a project or program with indications of the progress made in

- implementing activities towards intended results. The main purpose of monitoring is to enable project management to keep track of what is happening and to check that progress is being made towards the achievement of objectives. More effective monitoring could prevent projects and programs from failing. Systematic monitoring, based on a monitoring framework, is of great importance for evaluations, as it provides a significant part of the data on which evaluation is based. Monitoring should be linked directly to project management on a regular basis as the function provides key information useful for management;
 - c) Results comprise of the outputs, outcomes and impacts of policies, strategies, programs, or projects being implemented or completed;

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- d) Outputs refer to the specific goods and services produced by budgeted and implemented policies, strategies, programs, projects, and other interventions. Outputs are the results of the completion of implementing activities. Refer specifically to Major Final Outputs (MFO) defined as goods or services that a department, agency or government instrumentality is mandated to deliver to external clients through the implementation of the National Expenditure Program (NEP) or approved government budget;
- e) Outcomes refer to the actual finite and measurable changes in the behavior of target individuals, groups, or organizations and/or improvements in systems, the quality of processes and services as an immediate effect of specific interventions. Refer more specifically to Organizational Outcomes and Sector Outcomes. Organizational Outcomes are the short- to medium-term benefits to the clients and community as a result of delivering MFOs. Sector Outcomes are the longer-term benefits for the sector from initiatives of the department/agency or government instrumentality;
- f) Impacts refer to the fundamental, broad sectoral and higher-level societal changes (both intended and unintended, positive or negative) that take place long after target individuals, groups, systems or organizations have experienced the outputs and outcomes of specific interventions. Refer more specifically to Societal Goals defined as

the societal benefits sought from sector-based economic activity or the intended desirable impacts of MFOs on society;

- g) PAPs refer to the acronym for Programs, Activities and Projects. It shall pertain to the list of priority programs and projects that contribute to the societal goals, sector outcomes, organizational outcomes and outputs spelled out in the Philippine Development Plan (PDP). Programs are special undertakings by a department/agency/instrumentality implemented within a definite period and intended to result in some pre- determined goods and services. Refer also to a group of similar projects. Projects are activities implemented within a specific period by a department/agency/instrumentality to achieve the purpose for which it is established or created or to deliver its MFOs;
- h) Results-Based Management System (RBMS) refers to a management strategy that focuses on performance and the achievement of results, i.e. outputs, outcomes, and impacts. Refers specifically to Results Based Performance Management (RBPMS) as established under AO No.5 series of 2011. RBPMS serves as the single performance management system for the whole of the Executive Branch in place of the multiple and disparate performance management systems that were currently being implemented. It consists of a set of comprehensive performance indicators that cut across societal and sectoral performance, down to organizational and individual performance. The logical framework (logframe), the Organizational Performance Indicators Framework (OPIF) and the Results Matrix (RM) are the underlying frameworks for the RBPMS, which will be used by all government agencies mandated to exercise broad oversight over the performance of all agencies in the government;
- i) Organizational Performance Indicators Framework (OPIF) refers to a strategic budgeting management framework. An approach to expenditure management or budgeting that directs resources for major final outputs (MFOs) toward results and measures performance by key quality, quantity, timeliness, and cost indicators;
- j) Logical Framework (or Logframe) refers to a management tool used to improve the design and planning of development interventions, most often at the

project level. It involves identifying strategic elements (inputs, outputs, outcomes or effects, and impact or goal) and their causal relationships (also called results chain), performance indicators, monitoring sources, and the assumptions or risks that may influence success and failure. The logframe thus facilitates planning, implementation, monitoring and evaluation of a development intervention. Results Chain: The causal sequence for a development intervention that stipulates the necessary sequence to achieve desired objectives beginning with inputs, moving through activities and outputs, and culminating in outcomes, impacts, and feedback;

- k) Results Framework refers to a management tool that illustrates how the results statements at the PDP level (sector and sub-sector outcomes) will link to the OPIF logframes (outputs and organizational outcomes) at the organizational level. OPIF Agency Logical Framework (OPIF logframe): a planning and budgeting tool used to establish the link of MFOs that department/agency delivers or produces through the implementation of PAPs to the sector outcomes and societal goals it seeks to influence. As part of the results framework, it shows the focus of resource allocation, spending, monitoring, reporting and evaluation of results based on a set of performance indicators; and
- I) Regional Project Monitoring and Evaluation System (RPMES), as established through EO 376 (dated Nov. 1989, refers to a scheme for monitoring and evaluating projects at the national, regional, provincial/city and municipal levels, with the extensive and active participation of various government agencies, local government units (LGUs) and nongovernment organizations (NGOs). The RPMES primarily aims to facilitate project implementation, and devolve project facilitation, problem-solving, monitoring and evaluation to the regional, provincial/city and municipal levels.

Sec. 5. Coverage. — The RBNEP shall apply to the following:

a) departments, agencies, state universities and colleges (SUCs), government-owned and/or controlled corporations (GOCCs), government financial institutions and other instrumentalities of the executive, legislative and judicial branches of the National Government; and

- b) all public policies, strategies, programs, projects, and other development interventions formulated and implemented by the above entities and funded by local and foreign funds including those contracted to and executed, produced and delivered by private sector and civil society organizations.
 - Sec. 6. *Evaluation Principles*. The credibility, quality and usefulness of evaluations will be ensured through adherence to the following core principles:
 - a) Adherence to international good practice and evaluation standards.

The national evaluation policy will be consistent with internationally accepted evaluation norms, standards and good practices in the context of RBM approaches.

b) Evaluation ethics.

Ethical standards will apply to the managers of evaluations and individual evaluators. Organizations and persons engaged in evaluation activities shall abide by the Code of Conduct and Ethical Standards for Public Officials and Employees (Republic Act 2 No. 6713).

c) Independence of evaluation process.

There will be separation of evaluation management and implementation responsibility from line management functions for policies, strategies, programs and projects. Evaluators will be selected from a wide and diversified pool according to agreed criteria. Evaluation reports will provide critical assessment and an independent perspective, be informative, and recommend actionable follow-up.

d) Ensuring professionalism in the conduct and management of evaluation.

Evaluations will be undertaken by qualified technical experts and evaluators with the needed knowledge, skills and abilities in evaluation as well as expertise and relevant experience on the subject area they are evaluating. Evaluators will adhere to the highest technical standards, and respond to all criteria of professionalism, including the responsible handling of confidential information.

e) Transparency of evaluation process

Evaluations will be conducted using a transparent process involving stakeholders to ensure factual accuracy and full ownership. Evaluation findings,

conclusions, recommendations and lessons learned will be disseminated to constituents, Congress and other oversight agencies and partners concerned, to inform decision-making and support organizational learning.

Sec. 7. *Evaluation Criteria*. - In all evaluations, however, the evaluation criteria must be applied in an unambiguous and, above all, transparent way. Evaluation criteria refer to different result levels founded on the logical framework or result chains.

At the minimum, evaluations of national government policies, strategies, programs, and projects shall assess and report on the following five (5) internationally accepted set of criteria, namely: effectiveness, efficiency, relevance, impact and sustainability.

- Sec. 8. Creation of the RBNEC National Evaluation Council (NEC). A National Evaluation Council (NEC) is hereby established as the lead agency for the full development and operationalization of the RBNEP. The membership of the NEC shall ensure adequate representation of the executive, legislative and judicial branches of the government. The NEC shall also ensure that sufficient participation of experts and other stakeholders from the academe, private sector and civil society are taken into consideration in its decisions. Its organizational and staffing pattern shall be in accordance with existing DBM policies, rules and regulations.
- Sec. 9. *Composition of the National Evaluation Council (NEC)* The NEC shall have eight (8) voting members which shall consist of the following:
- a) A career Undersecretary of the National Economic and Development Authority (NEDA) in charge of monitoring and evaluation to be appointed by the NEDA Secretary and Director General as his/her official representative to the NEC;
- b) A career Undersecretary of the Department of Budget and Management (DBM) in charge of government performance reporting, monitoring and evaluation and/or improvement as Co-Chairperson, to be appointed by the DBM Secretary as his/her official representative;
- c) The head of the Presidential Management Staff (PMS) or his/her official representative;

d) A career Deputy Secretary General/ Director General in charge of policy planning, research and/or evaluation in the House of Representatives, to be appointed by the House Speaker as his/her official representative;

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- e) A career Deputy Secretary General/ Director General in charge of policy planning, research and/or evaluation in the Philippine Senate, to be appointed by the Senate President;
- f) A Deputy Court Administrator in charge of performance monitoring and evaluation of the judicial branch, to be appointed by the Court Administrator as his/her official representative;
- g) A Commissioner of the Commission on Audit (COA) to be appointed by the COA Chairperson as his/her official representative; and
- h) The head of the Philippine Statistical Authority (PSA) or his/her official representative.
- Sec. 10. Functions of the RBNEP National Evaluation Council (NEC). The NEC shall perform the following functions to operationalize the RBNEP:
 - a) provide overall policy direction and coordination on the implementation of the Results-Based National Evaluation Policy (RBNEP), including its agenda, plans and strategies in all branches of the government;
 - b) develop the basic guidelines for the systematic, impartial and credible evaluations of national policies, strategies, programs and projects. Knowledge management and learning from evaluation
 - c) serve as the national government's repository for M&E reports;
 - d) review the evaluation reports to ensure these meet international standards and good practices;
- e) disseminate the findings, recommendations and lessons learned from evaluations for use in decision making by government policy makers and managers of programs and projects in the executive, legislative and judicial branches of the government;

f) develop and strengthen institutional capacities for evaluation so that a critical number of institutions are able to promote and facilitate quality evaluations;

- g) build individual capacities for evaluation by organizing and conducting evaluation training courses for evaluators, managers, and users of evaluation;
- h) strengthen the enabling environment for evaluation by ensuring that all government departments, agencies and instrumentalities understand and appreciate the value of evaluation;
- i) facilitate or manage the conduct of high-level evaluations (policy and strategy) and special evaluation studies, on top of those independent evaluations conducted by departments, agencies and instrumentalities;
- j) prepare the annual National Evaluation Report for submission to Congress, NEDA Board, oversight agencies and other government agencies and instrumentalities.
- k) facilitate the development of national and regional M&E professional associations; and
- I) work for the development and eventual recognition of evaluation as a profession.

The RBNEP NEC shall meet every quarter or as often as necessary. It may authorize the creation of technical committees, advisory bodies and other mechanisms to ensure high-quality evaluations.

Sec. 11. Creation of the RBNEP NEC Secretariat and its Functions. - In the interim, the Monitoring and Evaluation Staff of the NEDA shall serve as the NEC Secretariat. Within six (6) months after the enactment of this policy, the NEC Secretariat shall be formally organized to provide technical, managerial and administrative support to the NEC. The NEC Secretariat shall be headed by an Executive Director.

Subject to the approval of the NEC and to existing government laws and regulations on government organization, staffing, services and divisions as needed to effectively support the NEC's functions and responsibilities shall be created.

The NEC Secretariat shall have the following functions:

a) recommend for the NEC's approval, evaluation policies, principles, standards, criteria, strategies and guidelines for the effective implementation of the RBNEP;

- b) recommend to the NEC the format and content of evaluation plans and reports;
- c) monitor and report on progress and results of evaluation activities undertaken by the NEC and covered entities;
- d) serve as a repository of all evaluation plans and reports of the national government and its departments, agencies and instrumentalities;
- e) upload in its website within 15 days from completion all final evaluation reports for public policies, strategies, programs, and projects of the national government and its agencies and instrumentalities;
- f) notify the key stakeholders of the national government within 15 days from completion about final evaluation plans and completed evaluations of public policies, programs, projects and services;
- g) provide hard and soft copies of final evaluation reports to the following stakeholders of the Philippine Congress: the House Speaker; the Senate President; the concerned chairpersons and committee secretaries of congressional committees with jurisdictions over public policies, programs, projects and services being evaluated; and the support offices of the House of Representatives and the Philippine Senate performing budget and policy research and technical assistance to the members of Congress;
- h) prepare a consolidated report of individual evaluations, disseminate completed evaluation reports and gather management replies and feedback (to the evaluation findings, conclusions and recommendations);
- i) conduct capacity-development activities on evaluation with partners from the government, private and civil society sectors and donors and development partners;
 - j) provide Secretariat support to the NEC;
 - k) recommend sanctions and incentives; and

I) prepare a consolidated report of individual evaluations for the NEC's appropriate action.

Sec. 12. *National Evaluation Agenda (NEA)* - All departments, agencies and instrumentalities of the national government from the executive, legislative and judicial branches shall formulate and maintain a continuously updated six-year evaluation agenda, to coincide with the timeframe of the Philippine Development Plan (PDP) and Public Investment Program (PIP). The evaluation agenda shall specify public policies, strategies, programs, projects and services to be subjected to impact, thematic, project or self-evaluations and their timelines.

The NEC, with the assistance of its Secretariat, shall review the six-year evaluation agenda of national government agencies and instrumentalities to identify high-priority evaluations for integration in the National Evaluation Agenda.

Sec. 13. Creation of Independent Evaluation Units (IEUs) of Covered Entities. The head of any national government department, agency or instrumentality shall
establish capable Independent Evaluation Units (IEU) initially at the central level subject
to existing policies, rules, and regulations of the DBM on organizational and staffing
pattern changes. The head of the IEU reports directly to the head of the department,
agency or instrumentality.

To support the work of the independent evaluation unit, the head of the national government department, agency or instrumentality shall establish a senior-level M&E advisory committee for support and oversight of M&E initiatives of the entity covered by the NEP.

Sec. 14. Utilization of Evaluation Findings and Recommendations. - The heads of departments, agencies and instrumentalities shall submit reports on their management response and other actions on the findings, conclusions and recommendations of completed evaluations, to the NEC and its Secretariat, the Speaker of the House and the Senate President and to the relevant committee chairpersons and support offices of the two branches of Congress.

The heads of departments, agencies and instrumentalities of the executive, legislative and judicial branches of the national government shall ensure that Evaluation findings recommendations and lessons learned are used to guide and improve the design, planning, programming, budgeting, implementation and oversight of public policies, strategies, programs and projects.

The NEC and its Secretariat and the evaluation units and M&E advisory committees of the entities covered by this policy shall monitor the actions of the national government and its agencies and instrumentalities, on evaluation findings and recommendations.

- Sec. 15. Funding for Operationalization of the RBNEP. The national government and its departments, agencies and instrumentalities in the executive, legislative and judicial branches shall allocate at least three percent (3%) of their annual budgets for the implementation of the RBNEP. Such funds shall be used for:
 - a) evaluation capacity development;

- b) ongoing salaries, recruitment and training to ensure an adequate supply of internal personnel competent in evaluation;
 - c) operations and maintenance; and,
 - d) external evaluation professional service fees.
- Sec. 16. *Implementing Rules and Regulations.* The NEC shall formulate the implementing rules and regulations (IRR) of this Act. The IRR shall specify the target outputs, short-term and medium-term outcomes, long-term impacts and other intended results of this policy. The IRR shall provide for the conduct of formative and summative evaluations of the NEP for two (2) and five (5) years, respectively, after its initial implementation.
- Sec. 17. Amendment. The findings and recommendations of the formative and summative evaluations, in addition to the feedback of various stakeholders including but not limited to the NEC and its Secretariat, neutral evaluation units of entities covered by the NER and private sector and civil society organizations including

- international donor agencies shall guide proposed amendments of the NEP including 1 the basic guidelines for NEP's implementation formulated by the NEC. 2
- Sec. 18. Repealing Clause. All laws, decrees, orders, rules and regulations or 3 other issuances or parts thereof inconsistent with the provisions of this Act are hereby repealed or modified accordingly.
 - Sec. 19. Separability Clause. If any portion or provision of this Act is declared unconstitutional, the remainder of this Act or any provision not affected thereby shall remain in force and effect.
 - Sec. 20. Effectivity. -- This Act shall take effect after fifteen (15) days following the completion of its publication either in the Official Gazette or in a newspaper of general circulation in the Philippines.

Approved,

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