Memorandum Circular

No. 22
Series of 2009

SUBJECT: DSWD MONITORING AND EVALUATION (M & E) FRAMEWORK

I. INTRODUCTION

The Reform Agenda (RA) has laid down the niche of the Department of Social Welfare and Development (DSWD) that is to be at the forefront of the social protection (SP) sector. With the heavy involvement in the two components of SP, namely the social welfare and social safety nets, it is important to strengthen its technical capacity as well as establish a comprehensive monitoring and evaluation system in order to determine the achievement and impact of the RA and its relation to institutional and organizational development.

With the internal assessment conducted by the Department through the National Sector Support for Social Welfare and Development Reform Project (NSS-SWDRP), challenges needed to build capacities and synergies to enable the Department to lead and steer amidst varying demands in social protection were identified. One of the challenges identified is the absence of a department-wide monitoring and evaluation system. This is one of the weaknesses in establishing a comprehensive assessment of the programs and projects as well as performance of the DSWD. The establishment of an M & E system shall be used in the Department’s assessment of its performance vis-à-vis the reform agenda and the major final outputs (MFOs).

The current monitoring and evaluation functions of M & E system in the DSWD is being undertaken by the respective unit with key result areas of monitoring and evaluation. It can be described as project-based and limited to a small amount of information, particularly cost-effectiveness of the outputs (Lanzona 2008). Thus, establishment of the M & E was included in the Reform Agenda, particularly under RA 4 which is Improving Delivery Systems and Capacities. A comprehensive M & E will then provide the Department with a mechanism to measure the progress which both internal and external stakeholders can interact with one another in arriving at appropriate policies, programs and projects.

II. DESCRIPTION

The establishment of M & E in the Department can be put in place as a development management system that would track the progress or changes in the Department’s performance over time. M & E measures organizational
RA 1: Engaging the sector in establishing strategic and results-oriented policies in social protection
RA 2: Providing faster and better social protection programs
RA 3: Introducing financial reforms to sustain the reform process
RA 4: Improving delivery systems and capacities

The M & E would look into the implementation of the Reform Agenda pillars which emphasized the following strategic outputs:

- Effective policies and sustainable programs
- Clear and effective communications
- Empowered LGUs, NGOs, POs and other stakeholders
- Better relationship with partners in social protection

III. DEFINITION OF TERMS

- **Monitoring** is the systematic collection of data to provide management, donors and other stakeholders with an indication of project or program progress. It is a process of determining if the target inputs, activities and/or outputs are being achieved on time (Source: Monitoring and Evaluation Report of Dr. Leonardo Lanzona and Harvey Buena Consultant of National Sector Support for Social Welfare and Development Project, 2008).

- **Evaluation** is the systematic and objective assessment of an ongoing or completed project or program, including its design, implementation, and results. It is a process of determining if the target effects, outcomes and/or impacts are achieved. Evaluation leads to more informed decisions, allowing those involved in the project or program to learn from experience and to be accountable to donors and stakeholders (Source: Monitoring and Evaluation Report of Dr. Leonardo Lanzona and Harvey Buena Consultant of National Sector Support for Social Welfare and Development Project, 2008).

- **Monitoring and Evaluation** refer to the whole process of assessing progress of a program/project/activities towards its results (Source: Basic Concept on Monitoring and Evaluation, Chapter 2, PASSIA Seminars document).

- **Indicator** is a quantitative or qualitative factor or variable that provides a simple and reliable basis for assessing achievement, change or performance (Source: Basic Concept on Monitoring and Evaluation, Chapter 2, PASSIA Seminars document).

- **Logical Framework** is a management tool that aims to promote good project design by clearly stating the defined project logic and components
M & E Action Plan consists of detailed information and targets to implement the M & E process (Source: Brief Guide to Action Planning with M & E Components, Development Center for Asia Africa Pacific, 2009)

M & E Logmap provides the framework for the action plan. It shows the element and the ingredients of a program/project. It also shows that the objective which contains the effects, outcomes and impacts are to be evaluated, the inputs, activities and outputs are to be monitored (Source: Brief Guide to Action Planning with M & E Components, Development Center for Asia Africa Pacific, 2009)

IV. LEVELS OF M & E

The following are the different levels of program/project M & E:

- Inputs are necessary to produce the intended results of a program/project (e.g. human resources, financial resources, equipments).
- Activities/processes refer to different steps in the implementation of programs/projects (e.g. training sessions conducted).
- Outputs are the immediate results of the activities conducted (no. of people trained, kilometer of roads built).
- Outcomes are the medium term results of one or several activities (e.g. efficiency, effectiveness, productivity, capacity, access)
- Impact refers to the highest level of results. It generally refers to the overall goal or goals of the program/project (e.g. reduced poverty, reduced malnutrition).

V. M & E FRAMEWORK

The Department M & E component shall be two-pronged, the first shall be for organizational performance and the second is for program/project. This is to ascertain how an organization performs in terms of management, productivity, efficiency and overall performance.
The above diagram (Figure 1) shall be the framework for both the performance and program/project M & E of the Department. M & E have distinct function, however, they are in a way interrelated. It primarily deals with the tracking of qualitative and quantitative data pertaining to program/project/performance inputs and outputs while evaluation focuses on whether the expected outcomes and impacts were achieved.

- **The Logical Framework**

The logical framework (LogFrame) helps to clarify Objectives and Goals of any project, program or policy. It leads to the identification of performance indicators at each stage of the chain: inputs, processes, outputs, outcomes and impact. The LogFrame serves as a useful tool for results monitoring and evaluation to review progress and take corrective action especially if the programs/projects/activities (P/P/As) are experiencing slippages in achieving the desired results.

- **Program / Project Indicators**

It is important to identify key indicators to establish quantitative or qualitative measurements for each of the objectives especially for the outcomes and impact level.

**A. Performance M & E**

The devolution of power to the local government units allows for more participatory processes that render poverty reduction programs to be more responsive to the needs of the community. Consequently, this demands a shift in the roles of the DSWD. The issuance of Executive Order 15 as amended by Executive Order 221 magnified the roles of the Department as leader in social welfare and development.
The shift requires an equally strategic focus on institutional strengthening and management to ensure that the development and utilization of organizational resources, capacities and competencies are geared towards achieving economy, efficiency and effectiveness in corporate performance. Performance monitoring and evaluation require key indicators that will determine if the organization’s strategic goals, objectives, vision and values are achieved.

The performance of the Department shall be monitored through the existing performance indicators as reflected in the Major Final Outputs (MFOs) which consist of four areas that were classified based on the Department’s mandate. Its output indicators laid emphasis on the services provided to the clientele group of the Department. It is a tool to evaluate performance vis-à-vis budget allocation.

Monitoring the Department’s performance is done annually. On the other hand, impact evaluation which is either a long or medium-term is done every three or five years to evaluate the Department’s performance. Monitoring and evaluation will focus on program implementation as regard to the achievement of the Department’s MFOs, Reform Agenda, contribution to the achievement of the Medium-Term Philippine Development Plan (MTPDP), Millennium Development Goals (MDGs) and various international commitments.

With the recent Reform Agenda, the Department takes the task of providing leadership role in the social protection sector. To carry out its mandate, the following objectives and their corresponding performance measures are to be used to monitor the implementation and effectiveness of the Department’s strategies, determine the gap between the actual and targeted performance as well as determine its operational efficiency. Attached is the logframe for the Department showing the goals, objectives, verifiable indicators, means of verification and assumptions/risks pertaining to the Department’s internal and external environment.

- Objectives and Performance Indicators

**Objective 1:** Poverty Reduction by improving the outcomes of basic social welfare and development services in reducing vulnerabilities and improving welfare of the poorest and marginalized groups through targeted programs and coherent and effective social policies.

- Percent or number of households assessed for the National Household Targeting System for Poverty Reduction (NHTSPR)
- No. of agencies utilizing the NHTSPR database
- Percent or number of poor families included in SWD programs/projects
- Percent or number of LGUs with Social Protection and Development Report
- No. of SWD-related social policy researches conducted
- No. of social protection policies and programs formulated and implemented at the national and local levels
- Functional harmonized system of accreditation/licensing/registration
Objective 2: Improved Governance and Capacity Building in order to improve service delivery of basic social assistance and social protection through integrated reforms at national and local level.

- Percent or no. of SWDAs, DSWD and LGUs complied to social welfare and development standards
- Percent or no. of intermediaries and partners provided technical assistance on analysis, design, implementation, monitoring and evaluation of social protection programs
- Percent or no. of DSWD staff / intermediaries trained
- Pilot-testing/implementation of Social Protection Handbook to percent or no. of LGUs
- Percent or no. of LGUs assessed through a systematic diagnosis and provided with appropriate technical assistance/capacity building and monitoring of performance
- Percent or no. of SWD policies implemented/adopted at the LGU level
- Percent or no. of LGUs and NGOs provided incentives/recognition for exemplary performance/best practices
- Operational classification system for the LGUs as basis for program interventions
- Functional performance-based system for devolved programs and resources
- Operational Monitoring and Evaluation (M & E) system
- Percent or no. of visit by DSWD staff, partners and stakeholders to the Knowledge Management Portal

Objective 3: Empowering the poor and increasing their opportunities to address causes of vulnerabilities by improving the demand side of social service access.

- Percent or no. of households/families provided services through different programs and projects of DSWD
- Percent or no. of coverage of social protection programs/services vis-à-vis target beneficiaries
- No. and scope of social protection programs addressing specific risks/vulnerabilities
- Initiatives to address risks/vulnerabilities
- Community/citizen engagement in poverty reduction programs

B. Program/Project M & E

The results of monitoring of program and project inputs and outputs are useful tool in the evaluation process. It also provides feedback to the monitoring system to improve indicators and other components of the monitoring process. Similarly, the result of the impact evaluation provides relevant information to program/project inputs as basis for policy decisions, program enrichment, expansion, replication, development of social technologies and for further research and study. Meanwhile, some program/project evaluation only establishes the interventions being
undertaken in making a difference. Results presented are the achievement of the overall goal or goals of the programs/projects.

VI. M & E Action Plan and Logmap

The M & E Action Plan will serve as a guide in the annual plan implementation of the M & E of the Department. It provides as basis to work on strategies for each level of M & E and assist in implementing the M & E framework. It includes priority action on how each M & E level will be reviewed and monitored to include various components such as resources, technical competencies, activities, timeframe of data collection and analysis, frequency of reporting, dissemination and use of findings. This will be in a matrix form containing the following parts: the beneficiaries/stakeholders; the objectives or the effects or outcomes the project wants to achieve; the outputs, activities, inputs, responsible unit/staff and the timeline. (Please refer to Annex A). The Action Plan contains major components such as the physical and financial forms (Please refer to Annex A.1) which will serve as a monitoring and evaluation tool, to determine how much of the target outputs (physical), activities (process) and/or inputs (financial) have been achieved during the period.

On the other hand, a logmap will provide the framework for the M & E Action Plan. It shows the elements and the objective which are to be monitored and evaluated (Please refer to Annex B). It was designed as an alternative to the logframe for a more user-friendly tool.

VII. EFFECTIVITY

This Memorandum Circular shall take effect immediately upon its approval.

Issued this 9th day of December 2009 in Quezon City, Philippines.
Department of Social Welfare and Development

MONITORING AND EVALUATION (M & E) LOGICAL FRAMEWORK MATRIX

Goal: Reduced Poverty Incidence and Improved Quality of Life

<table>
<thead>
<tr>
<th>OBJECTIVE</th>
<th>VARIABLE/INDICATOR</th>
<th>MEANS OF VERIFICATION</th>
<th>ASSUMPTION</th>
</tr>
</thead>
</table>
| Improved Capacity and Increased Opportunities for the Poor, Vulnerable and Disadvantaged Sector | Poverty reduction by improving the outcomes of basic social welfare and development services | - Percent or no. of households assessed for the National Household Targeting System for Poverty Reduction (NHTSPR)  
- No. of agencies (NGAs, LGUs, NGOs) utilizing the NHTSPR database  
- Percent or no. of poor families included in SWD programs/projects  
- Percent or no. of LGUs with Social Protection and Development Report  
- No. of SWD-related social policy researches conducted  
- No. of social protection policies and programs formulated and implemented at the national and local levels  
- Functional harmonized system of accreditation/licensing/registration  
- No. or percent of SWDAs, DSWD and LGUs complied to social welfare and development standards | > NHTSPR Baseline Database  
> Social Protection and Development Report (SPDR)  
> Inventory of SWD researches  
> Inventory of social protection laws and policies  
> Inventory of agencies utilizing the NHTSPR database  
> Annual/semestral/quarterly accomplishment report  
> Administrative Order/Department Order/Memorandum Circular  
> Inventory of local legislations/ordinances passed/adopted/implemented | > Utilization of the National Household Targeting System for Poverty Reduction  
> Adoption of the SP Framework  
> Roll-out of the SPDR to FOs and LGU level  
> MTEP budget allocation for researches and social protection programs |

| Impact | Improve governance and capacity building | Percent or no. of intermediaries and partners provided technical assistance on analysis, design, implementation, monitoring and evaluation of social protection programs  
Percent or no. of DSWD staff/intermediaries trained  
Pilot-testing/implementation of Social Protection Handbook to Percent or No. of LGUs  
Percent or no. of LGUs assessed through a systematic diagnosis and provided with appropriate technical assistance/capacity building and monitoring of performance  
Percent or no. of SWD policies implemented/adopted at the LGU level  
Percent or no. of LGUs and NGOs provided incentives/recognition for exemplary performance/best practices  
Operational classification system for the LGUs as basis for program interventions | > Report on capability buildings conducted  
> Annual/semestral/quarterly accomplishment reports  
> LGU social protection and development report  
> Performance Assessment Report  
> Monitoring and Evaluation Report  
> SWD related local policies/ordinances adopted at the LGU level | > Compliance of SWD standards by all SWDAs  
> Capacity building plan for DSWD Intermediaries/Development Partners  
> LGU compliance to SPD report  
> Regular reporting & monitoring  
> Rationalized allocation of budget for SWD PIP/As |
<table>
<thead>
<tr>
<th>Objective</th>
<th>Variable/Indicator</th>
<th>Means of Verification</th>
<th>Assumption</th>
</tr>
</thead>
<tbody>
<tr>
<td>OPIF / Major Final Output (MFO)</td>
<td>Reform Agenda</td>
<td>Empowering the poor and increasing their opportunities</td>
<td>- Functional performance-based system for devolved programs and resources - Operational Monitoring and Evaluation (M &amp; E) System - Percent or no. of visit by DSWD staff, partners and stakeholders to the Knowledge Management Portal</td>
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<td>&gt; Result of client satisfaction survey</td>
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<td>&gt; Results of Focused Group Discussions (FGDs)</td>
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<td>&gt; Local social welfare and development report</td>
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<td>&gt; LGU Scorecard</td>
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<td>&gt; LGU Annual Investment Plan</td>
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<td></td>
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<td>&gt; Inventory of organized local structures</td>
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</tbody>
</table>

### Outcomes

**Responsive Policy Environment for Social Welfare and Development Concerns**

- **Reduction of Poverty and Reduction of Vulnerabilities**
  - Reduced poverty incidence
  - Enhanced LGU capacity and fiscal performance to deliver SP programs/projects
  - No. or % of LGUs/SWDAs capacity and fiscal performance to deliver SP programs and projects

**Strengthened Capacity and Increased Resources of Intermediaries Sector**

- **Social Protection**
  - Protecting the Poor & Vulnerable from Risks
  - No. or % of family/HH provided/extended programs/projects

**Empowered/Protected Poor Disadvantaged and Vulnerable Individuals, Families and Communities**

- **Mitigate Pressures on Households**
  - No. or % of family/HH provided/extended programs/projects

**Outputs**

- **Policies, Plans and Programs Formulated/Enhanced/Implemented**
  - No. of SP policies formulated/enhanced/implemented
  - No. of SP programs/projects developed/implemented

- **SDC Resolution No. 1**
- **AO 232, AO 232-A**
- **D.O. No. 1 s. 2008**
- **Social Pact on Social Protection**

- **Continued pro-poor programs with the change/new administration**
- **Commitment of LGUs to SWD programs and services**
- **Policies are geared towards strengthening social protection to the poor and vulnerable**
<table>
<thead>
<tr>
<th>OBJECTIVE</th>
<th>Reform Agenda</th>
<th>VARIABLE/INDICATOR</th>
<th>MEANS OF VERIFICATION</th>
<th>ASSUMPTION</th>
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<tr>
<td></td>
<td>Strengthen regulatory functions to ensure standards and quality assurance</td>
<td>- No. of clear standards formulated for quality implementation of SP programs &amp; services</td>
<td>&gt; Developed incentive system for performing LGUs/NGOs</td>
<td>&gt; Functional ABSNET</td>
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<td></td>
<td>Codification of all existing policies and ensure easy access by partners and intermediaries</td>
<td>- No. of harmonized system of accreditation developed</td>
<td>&gt; Accreditation System Tool</td>
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<td></td>
<td>Development of incentive system for performing LGUs/NGOs</td>
<td>- No. of performance-based system for devolved programs and resources implemented</td>
<td>&gt; LGU Performance Reports/Reports on Best Practices</td>
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<td></td>
<td></td>
<td>- No. of SWD standards developed</td>
<td>&gt; Masterlist of Intermediaries Registered/Licensed and Accredited</td>
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<td>- No. of auxiliary SWDAs registered</td>
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<td>- No. of SWDAs registered and licensed</td>
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<td>- No. of SWA programs and services accredited</td>
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<td>- No. of DSWD centers and institutions monitored</td>
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<td>- No. of LGU centers and facilities monitored</td>
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<td>- No. of Senior Citizen Centers accredited</td>
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<td>- No. of Service Providers accredited</td>
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<td>- No. of SWDA monitored</td>
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<tr>
<td>Training and Capability-Building, Technical Assistance and Resource Augmentation Provided to Intermediaries</td>
<td>Capability building of management and staff CB-TA to LGUs</td>
<td>- No. of trained staff (internal)</td>
<td>&gt; Core group of specialists/experts</td>
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<td></td>
<td>Service delivery models</td>
<td>- No. of trained implementers (external)</td>
<td>&gt; Capacity Building Plan &amp; Accomplished Report</td>
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<td></td>
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<td>- No. of appropriate SWD models developed</td>
<td>&gt; SWD models replicated by partners on social protection</td>
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<td></td>
<td></td>
<td>- No. of best practices documented and replicated</td>
<td>&gt; Harmonized delivery models in place</td>
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<tr>
<td>Appropriate SWD Services Delivered to Community and Center-Based Clients</td>
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<tr>
<td>Inputs</td>
<td>RA 1 - Engaging and leading the sector in establishing strategic and results-oriented policies in social protection</td>
<td>Major Final Output (MFO) 1</td>
<td>&gt; MFO Reporting Forms</td>
<td>&gt; MFOs continue to respond to the mandate and functions of the Department</td>
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<tr>
<td></td>
<td>RA 2 - Providing faster and better social protection programs</td>
<td>Major Final Output (MFO) 2</td>
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<td>OBJECTIVE</td>
<td>VARIABLE/INDICATOR</td>
<td>MEANS OF VERIFICATION</td>
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<td><strong>OPIF / Major Final Output (MFO)</strong></td>
<td><strong>Reform Agenda</strong></td>
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<td>MFO 3 - Provision of Technical Assistance and Capability Building to Intermediaries (Training and Capability Building Program - Central Office (SWIDB))</td>
<td>RA 3 - Introducing Financial Reforms to Sustain the Reform Process</td>
<td>&gt; MFO Reporting Forms</td>
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<td>&gt; MTEP Report</td>
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<td>RA 4 - Improving Delivery Systems and Capacities</td>
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<td>Major Final Output (MFO) 3</td>
<td>&gt; Institutional Development Report</td>
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<td></td>
<td>Major Final Output (MFO) 2</td>
<td>&gt; MIS Report</td>
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<td></td>
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<td>&gt; M &amp; E Report</td>
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<tr>
<td>MFO 4 - Provision of Services for Community and Center-Based Clients (Protective and Rehabilitation Services for Community and Center-Based Clients - Foreign Assisted Project - KALAHI-CIDSS)</td>
<td>Major Final Output (MFO) 4</td>
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<td></td>
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<td>MFO Reporting Forms</td>
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<td>Major Final Output (MFO) 4 C</td>
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<td>- FAPs Report</td>
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<td>Major Final Output (MFO) 5</td>
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<td>- MFO Reporting Forms</td>
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<td>MFO 5 - Strategic Support Services</td>
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File: local disk\m & e\logical framework matrix as of July 8, 2009/Oct 21, 2009
# ACTION PLAN

<table>
<thead>
<tr>
<th>Beneficiaries/Stakeholders</th>
<th>Objective</th>
<th>Output</th>
<th>Activities</th>
<th>Input</th>
<th>Responsible Unit/Staff</th>
<th>Timeline</th>
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</thead>
<tbody>
<tr>
<td>250 farmers</td>
<td>To improve knowledge of 250 farmers on water management through training</td>
<td>250 farmers trained on water management</td>
<td>10 training sessions conducted</td>
<td>P250,000</td>
<td>Department of Agriculture</td>
<td>January 2 to May 30, 2010</td>
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### Sample M & E Physical and Financial Form

**Department of Social Welfare and Development**  
M & E Physical and Financial Monitoring Form

<table>
<thead>
<tr>
<th>Outputs/Activities/Inputs</th>
<th>Physical</th>
<th>Financial</th>
<th>REMARKS</th>
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<tr>
<td></td>
<td>Target</td>
<td>Actual</td>
<td>Target</td>
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<td>% Acc</td>
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### AGENCY

<table>
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<tr>
<th>INPUTS</th>
<th>ACTIVITIES</th>
<th>OUTPUTS</th>
<th>OUTCOMES</th>
<th>IMPACTS</th>
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<tr>
<td>Management</td>
<td>Technical Assistance</td>
<td>Technical assistance report</td>
<td>Personal</td>
<td>Societal</td>
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<tr>
<td>Manpower</td>
<td>Conduct training sessions</td>
<td>Training design developed</td>
<td>Knowledge</td>
<td>Reduced poverty</td>
</tr>
<tr>
<td>Money</td>
<td></td>
<td>Trained staff</td>
<td>Attitude</td>
<td>Reduced malnutrition</td>
</tr>
<tr>
<td>Materials</td>
<td></td>
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<td>Skills</td>
<td>Increased employment</td>
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<tr>
<td>Machines</td>
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<td>Manhour</td>
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<tr>
<td>Message</td>
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</tbody>
</table>

### COMMUNITY

- **Personal**
  - Knowledge
  - Attitude
  - Skills

- **Organizational**
  - Efficiency
  - Effectiveness
  - Productivity
  - Performance
  - Quality
  - Access
  - Empowerment