

The Government of the Syrian Arab Republic

**The United Nations Development Programme
&
The United Nations Population Fund**

Project:

“Establishing a Social Welfare Fund (SWF) in Syria”

SYR/07/002

Brief Description

The project aims to assist the Ministry of Social Affairs and Labour (MOSAL) in the Syrian Arab Republic in establishing a Social Welfare Fund (SWF). Available statistics based on the 2004 “Income and Expenditure Survey”, indicate that a little over one tenth of the population (11.4 percent) lives below the lower poverty line, and can not cover their basic food and non food needs. This group of the population may be classified in two categories: (a) the vulnerable ultra poor not able to work (b) the ultra poor able to work if they are offered suitable assistance. The project intends to put in place a proper mechanism to target the first category of the population, and to provide them with cash assistance.

While reviewing the mechanism of establishing the SWF, two main issues of discussions arise: (a) lifting the across of the board present system of subsidy for the total population, estimated at 14 percent of GDP in 2004, and (b) securing safety net mechanism for the ultra poor. Despite the fact that there is yet to be a clear policy and proper mechanism to lift the subsidy, the recommendation to establish a SWF is recommended in the 10th 5 Year Plan which is to be implemented by MOSAL. Indeed, MOSAL allocated the sum of SL 4 million (80 000 US \$) in 2007, to carry studies in connection with the Fund, and contacted the World Bank to conduct a study for targeting the ultra poor.

The project proposes to proceed in three phases: (a) finalizing a target policy where vulnerable ultra poor will be identified within their respective households (b) establishing the SWF under the auspices of MOSAL, and finalizing its managerial aspects, policy and mechanism and (c) enhancing the capacity of all actors involved in targeting the VUP and establishing the SWF.

COVER PAGE

Country: Syrian Arab Republic

UNDAF Outcome(s)/Indicator(s):
(Link to UNDAF outcome., If no UNDAF, leave blank)

Outcome 1: A socioeconomic environment in place that enables sustainable growth, employment equity and protection of vulnerable groups.

CP Outcome 1.1: Social protection strengthened and better targeted

CP Outcome 1.4: Poverty alleviation programme enhanced, including income generation and improved access to extension services in rural and poor areas

MYFF Goal No. 1: Achieving the MDGs and reducing Human Poverty

S/L: Globalization Benefiting the Poor

Expected Outcome(s)/Indicator (s):
(CPAP outcomes linked to the MYFF goal and service line)

Expected CPAP Outcome A.1 Strengthening and better targeting social protection

CPAP Outcome Indicators

- Percent of vulnerable persons (m/w) benefiting from Social Welfare Fund. Baseline: 0 – Target vulnerable ultra poor to be covered by 2011, representing presently around 6 percent of the population.

- Amount of funds allocated and distributed for safety nets. Baseline: 0 – Target: 9 600 million SL (192 million US \$) per year during the period of 2008 - 2012

Expected Output(s)/Annual Targets:
(CPAP outputs linked to the above CPAP outcome)

CPAP A1.1 Safety net programmes targeting the poor and vulnerable groups in place

Implementing partner:

Ministry of Social Affairs and Labour

Responsible parties:

The Exchange rate to be used is the current rate of 1 \$ = 50.40 SYP

<p>Programme Period: 2007-2011</p> <p>Programme Component: Poverty Eradication</p> <p>Project Title: Establishment of SWF</p> <p>Project ID: SYR/07/002</p> <p>Project Duration: 1 year</p> <p>Management Arrangement: NEX</p>	<table> <tr> <td>Budget</td> <td style="text-align: right;"><u>US\$ 319,818</u></td> </tr> <tr> <td>General Management Support Fees</td> <td style="text-align: right;"><u>US\$ 6,427</u></td> </tr> <tr> <td>Total Budget</td> <td style="text-align: right;"><u>US\$ 326,245</u></td> </tr> <tr> <td colspan="2">Total Budget</td> </tr> <tr> <td colspan="2">Allocated resources:</td> </tr> <tr> <td>• Government (MoSAL)</td> <td style="text-align: right;">US\$ 80,000</td> </tr> <tr> <td>• UNDP TRAC</td> <td style="text-align: right;">US\$ 206,245</td> </tr> <tr> <td>• UNFPA</td> <td style="text-align: right;">US\$ 40,000</td> </tr> </table>	Budget	<u>US\$ 319,818</u>	General Management Support Fees	<u>US\$ 6,427</u>	Total Budget	<u>US\$ 326,245</u>	Total Budget		Allocated resources:		• Government (MoSAL)	US\$ 80,000	• UNDP TRAC	US\$ 206,245	• UNFPA	US\$ 40,000
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Agreed by

H.E. Dr. Tayssir Al-Raddawi
Head of State Planning Commission
On behalf of the Syrian Government



Date:

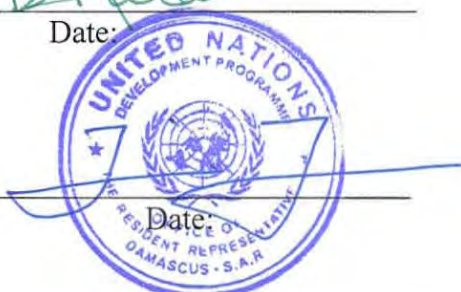
Agreed by:
H.E. Dr. Diala Haj Aref
Minister of Social Affairs and Labor
On behalf of the Implementing Partner



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Date:

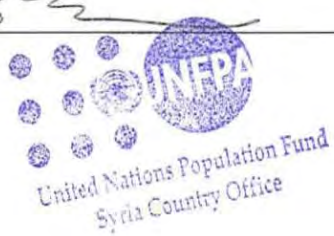
Agreed by
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UNDP Resident Representative, a.i



Date:

Agreed by:
Ms. Lina Mousa
UNFPA Representative

Lina Mousa



Date:

03/06/07

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PART I SITUATION ANALYSIS

The Syrian government has ratified the Millennium Development Goals and elaborated a vision for 2025 that explicitly places the following objectives at the top of the national priorities: elimination of mass poverty; achievement of a sustainable and equitable development; and empowerment of civil society. This vision has been translated into several strategic, long term and medium term, goals and targets for the period encompassing two successive five year plans. The Syrian government committed, in particular, to reduce by 25% the number of persons living under the lower poverty line between 2006 and 2010, and by another 25% between 2010 and 2015. The lower poverty rate should thereby decrease from 11.4% in 2004 to 8.7% at the end of 2010, and to 7% at the end of 2015 (half of the 1997 figure).

The 10th FYP explicitly recognizes that "direct and indirect poverty reduction efforts have not obviously been broad and effective enough, and have not concentrated on the needy social groups more than the others". Indeed, if overall poverty diminished between 1997 and 2004, the regional evolution has not been uniform and the benefits of growth in terms of expenditures' distribution were unequally spread between the wealthier categories of the population and the poorest ones.

The 10th FYP intends to remedy to the situation by addressing all dimensions of the poverty phenomenon. In the field of social protection, the Ministry of Social Affairs and Labor has been entrusted to implement a new Social Welfare Fund that will distribute cash assistance to the "vulnerable ultra poor", i.e. the persons unable to work and who live under the Syrian lower poverty line. More specifically, the beneficiaries of the SWF will belong to the following six categories: aged persons, widowed, divorced and separated women, orphans up to **15** years of age, disabled persons and families of prisoners.

Due to the fact that statistics on the number of "vulnerable ultra poor" are very limited, we provide in the next section a general description of the poverty phenomenon, while adding specific information each time they are available¹.

1.1 The poverty phenomenon at national and regional levels

The recent UNDP poverty study² gives detailed information about the poverty phenomenon all around Syria, and its geographical distribution. In 2004, about 2.2 million persons (11.4% of the population) lived under the lower poverty line (1458 SL a month), which means they couldn't satisfy their basic food and non food needs. This figure masks the following important disparities:

¹ Poverty studies in Syria (see note 2 below) did not distinguish between ultra poor able to work and those who are not able to work. It is believed that the proportion of the vulnerable population among the ultra poor (as defined above) is higher than in the rest of the remaining population.

Available poverty statistics indicate that the proportion of ultra poor not able to cover their basic food needs only, amounted to 4 percent in 2004. In addition, it is believed that 85 percent of the ultra poor do not enjoy any social or health insurance, and poor households with 9 members and more represent 53 percent of the total ultra poor. Based on the above, a reasonable "estimate" of the vulnerable ultra poor may be put at 6 percent of the population, i.e. 1.2 million.

² "Poverty in Syria: 1996 – 2004. Diagnosis and Pro-Poor Policy Consideration", Heba El Laithy and Khalid Abu-Ismaïl, UNDP, April 2005.

1. Poverty appears to be more of a rural phenomenon than an urban one, with poverty incidence in rural areas 1.55 to 1.96 times higher than in urban areas.
2. Poverty is strongly concentrated in one region, the North-Eastern, which hosts less than 45% of the population but 58% of the poor. In addition, it exhibits the highest level of inequality. Second on the classification list are the Middle and the Coastal regions. And third, the Southern urban region, whose place at the bottom of the poverty classification, should not conduce to forget the 'poverty pockets' that are developing in the unauthorized settlements around cities, such as Damascus.
3. While overall poverty decreased in Syria between 1997 and 2004, the regional evolution was, once again, different. The rural Southern and the urban Coastal parts benefited from the most positive pattern as increase in per capita expenditures combined with better income distribution to accentuate the poverty fall. All urban regions, except the Coastal ones, experienced an intermediate pattern, with the positive impact of per capita expenditures' increase being hampered by a worsening income distribution. Finally, the rural North-Eastern region displayed the worst pattern: poverty level, in fact, increased as expenditure per capita diminished and income distribution worsened.

I.2 Main characteristics of the poor³

Education

There is a very high correlation between education and poverty in Syria. The great majority of the poor (81%) have only a primary level of education or no education at all, 18% of them being illiterate; poverty is the deepest and the most severe among them.

Health including reproductive health

The Household Income and Expenditure Survey 2003-2004 demonstrated that health units or hospitals are available within a distance of 5 kilometers to only three quarters of the rural population. Maternal mortality ratio has significantly dropped from 134 per 100,000 live births in 1990 to 57.4 in 2004. However, wide disparities range from 34.3 in Damascus to 81 in Al-Raqqa governorate, in the Eastern Region. In rural areas home deliveries were 50.8 percent with traditional birth attendance supervising 30.9 percent of these deliveries. This highlights the challenge of making reproductive health services and family planning more accessible and affordable to the poor and vulnerable population, particularly in the north eastern region. This require, expanding partnership and coordination with the NGOs and local communities.

Employment, unemployment and underemployment

In general, the participation rate of the poor is inferior relatively to the non poor, particularly in urban areas (the ratio reaches 37.5% and 39.5% respectively). When they work, the poor are more often engaged in irregular/seasonal activities. Indeed, the number of the holders of a permanent position appears particularly weak in comparison to the non poor: the difference reaches 15 percentage points in urban areas, and 12 percentage points in rural areas.

³ Unless specified, figures are for year 2004.

As it can logically be expected, work precariousness translates into higher unemployment. In 2003-2004, 12% of the poor were unemployed in both urban and rural areas while the ratio fluctuated between 7.4% and 9% for the non poor. At the same time, structural visible underemployment is clearly observed among the poor. On average, they work more hours a day and more days per week, especially in urban areas, yet they obtain a lower return as their wages represent about 80% of the non poor.

Economic sector and employment status

At the national and regional levels, all poverty measures are the highest for workers of the informal private sector and the lowest for public sector employees. Globally, almost 50% of the rural poor and 31% of the urban ones are engaged in informal activities. The overall proportion of workers in the informal sector is rising constantly since the end of the eighties: it amounted to 23 % in 1987, 36 % in 1995, and 37.5% in 2003.

Considering the sector of activity, the poor are over-represented, at the national level, in agriculture and construction and to some extent in the manufacturing industries; all of which are sectors that are deemed to pay low wages. About 38.3% of poor are engaged in agriculture and poverty incidence is the highest in this sector, with construction in the second rank. If the classification remains identical in rural Syria, it does change in urban areas with manufacturing and construction activities employing 50% of the working poor.

Finally, it should be noted that the percent of paid workers is declining in comparison with the self-employed and unpaid categories which are characterized by lower income and higher incidence of poverty.

Poverty and household size

Even if larger families can benefit from economies of scale, their resources per capita are lower in absolute terms. Indeed, 53% of the poor live in households counting more than three children, and 44% in families counting seven to nine persons. The fertility rate remains high, but has declined from 5.1 during 1991-1995 to 3.58 in 2004. However, regional disparities can be as high as 6.21 in Der-e-Zor and 5.46 in Ar-Raqqa in the Eastern Region.

The gender dimension

Socio economic aspects

Despite the considerable progress in education and the significant break-through in the field of political representation achieved in the last decade, women's economic situation didn't register much advancement. Very big gender disparities still exist considering the accessibility to and control of assets and the opportunity to participate in economic activities.

The extent of discrepancies is difficult to assess due to the lack of chronological data and the methodology used in the traditional poverty studies. However, available UNDP studies indicate that the percentage of active women to active men, gives a ratio of 37% for Syria, compared to 45% and 48% for Egypt and Tunisia in year 2003 respectively. Regarding the participation rate of women, it is officially estimated at 17.4%, more than half of whom are employed in the service sector. Additionally –and with the notable exception of the public sector- women's work appears much less

lucrative. Nearly all women working in the informal private sector and 75% of those engaged in the formal sector earn 5000 SL, while the corresponding percentage is inferior to 49% for men.

Concerning the gender dimension of poverty, the UNDP study of 2004 does provide disaggregate data *only* for women headed households. Those cases -very uncommon in Syria (8.4% of families)- have registered lower poverty incidence and poverty gap than man-supported families, owing to the specific assistance received from public social welfare device and charities associations.

Nonetheless, it appears that widows, as heads of households, are over-represented among the poor, especially the ones with children. Indeed, the likelihood of poverty for a widow with more than three children was more than four times the average in urban areas, and about three times more in rural areas. The consequences are very serious, as one way to cope with risk for the poor is to retire children from school in order to send the boys to work and keep the girls at home for help in domestic work (see below).

Demographic and other aspects

Early marriage and early fertility -particularly among the poorer and less educated segments of the population- remains an issue to be addressed. According to the last PAPFAM Survey, 10.8% of the females aged 15-19 are married as opposed to 0.2% of males in the same age cohort. In 2001, 47% of all pregnancies were among women less than 24 years of age. The minimum legal age for marriage is 17 years for girls and 18 years for boys, although exceptions do exist. According to 2005 Human Development Report the girl's school drop-out rate, which fluctuates between 3.1% and 12.5% at primary and secondary levels, rises up to 28% during postsecondary studies. Family's pressures to marry early, combined to economic, social and cultural pressures and the absence of schools reserved to girls, are cited as reasons of the situation. Thus, reducing teen age pregnancies would have the greatest payoffs in terms of closing gender gaps in schooling and better health outcomes for young women and children.

There is an increased recognition of the importance of addressing gender based violence in the country as an integral aspect of the efforts related to gender concerns and women's empowerment. Recent research succeeded in identifying some forms of violence women are subjected to and have noted the need for improving institutional capacity in the field of data collection and analysis as well as systems and mechanisms related to the protection of women.

I.3 Trends affecting the vulnerability of the ultra-poor

Subsidies still constitute one of the main pillars of the Syrian social protection device⁴. On an annual basis, 3.8 billion USD (14% of GDP in 2005) are devoted to maintain the price of energy (oil, petroleum derivate products, gas and electricity) and basic food products at a low level. To increase the welfare impact, the Government is considering their removal in favor of cash and in-kind transfers who are reputed to be less costly and reaches the poor more efficiently.

⁴ An ILO survey indicates that public expenditures devoted to health and social protection represent 3.8% of GDP (with 60% going to health), a figure lower than in Egypt, Iran, Morocco or Tunisia.

In the category of risk mitigation, the most important instrument at the disposal of the Ministry of Social Affairs is the Social Insurance Establishment, responsible for three distinct funds: a pension, a work accident insurance and a death insurance fund. Despite its openness to workers of both the public and private sectors, and due to several obstacles⁵, only 27.7% of the employees (i.e. a smaller fraction of the global workforce) benefited from social security and pension funds, in 2004.

Considering this limited coverage, the planned removal of the subsidies - combined with the opening process of the economy and trade engaged by the authorities- call for the adoption of special measures, directed in priority and in favor of the "vulnerable ultra poor".

I.4 The Challenges

The technical and managerial challenge

Numerous studies aiming to compare the performance of the different targeting methods indicate the following:

- On average, targeting gives better redistributive results in favor of the poor than random selection,
- Big variations of performance *between* the methods are associated to important spreads *inside* each method, an observation which suggests that details of targeting design and implementation are of *great importance* in determining the final redistributive effect.

The participative and empowerment challenge

Civil society implication in combating poverty is already quite substantial. In year 2003, around one million citizens living under the poverty line received an annual assistance, estimated at a total of 2 billion SL, from civil various associations. In conformity with the 10th FYP, MoSAL intends to optimize this contribution by enhancing the dialogue with all stakeholders and by establishing a partnership relation with civil institutions. The logic underlying this approach is twofold:

- The enhanced knowledge of individual situations acquired by local actors and civil associations can help to fill the information gap faced by both the social planners and the potential beneficiaries, thereby increasing the outcomes of social policies;
- The participatory approach will enhance the capacity of civil/local actors to establish networks which will help them better express their positions and to play a more active role in the development process. However, for this impact to materialize, proper attention should be given to the conception of the participative mechanisms and to the power relations within the local communities.

⁵ The level of employer's contribution is the highest of the region; delays to compensate workers are very important; and there is no employment flexibility once an employee is registered.

PART II STRATEGY

II.1 Government Strategy

The 10th 5 Year Plan (2006 – 2010) of the Syrian Arab Republic sets out four main priority areas: (a) economic efficiency (b) social equity (c) preserving the environment and (d) national security. Poverty alleviation is considered to be the plan's top priority. As a matter of fact, chapter six of the Plan, entitled "Intersectorial Common Issues" adopts the following five objectives:

1. Link the macro economic policies to poverty reduction and social cost.
2. Expand investment in human development sectors and increase the opportunities of the poor to access the social and financial resources.
3. Expand the economic opportunities of the poor and the underdeveloped regions through the targeting programmes and projects, paying special attention to the Eastern-Northern region.
4. Increase the converge and accessibility of the poor to social protection programmes through expanding their inclusion process and setting up suitable social safety nets.
5. Increase the capacity and empowerment of the poor and enhance their community organizations (10th 5 YP Arabic version, p 166)

While dealing with the first two priority areas mentioned above, two main issues come to the center of discussion:(a) lifting the across of the board present system of subsidy for the total population and (b) securing a safety net for the ultra poor.

While different scenarios for lifting subsidies are still under discussion, the idea of establishing the SWF is well accepted. Two items, mentioned under «Projects » of the 10th 5 YP chapter six, call for (a) establishing SWF aiming at "decreasing the lower poverty incidence, which is estimated at 11.4 percent, by one forth, i.e. by 2.85 percent, as emergency plan targeting the ultra poor not able to work (aged, disabled, orphans, widowed and divorced females head of households) and selected by NGOs and Institutions" and (b) establishing the Development Wakf Fund (DWF). Furthermore, one can note the following in chapter six, under "Policies and Action Plan":

"Link the overall economic policies to poverty reduction (in relation to Objective 1)

Reconsider subsidy regulations and legislations in a way fulfilling resources investment efficiency, and retaining social justice and stabilization requirements at the same time, through restricting subsidy to the needy groups.

Increase the coverage of the poor with social protection programmes and expand safety nets (in relation to Objective 4).

Adopt a direct cash subsidy system targeting the vulnerable ultra poor, after revising the across of the board present subsidy policy, and implement a kind of emergency programmes to become the core of a forthcoming social security policy targeting: (a) the people unable to work due to chronic illness, disability and old age or due to social reasons such as widowhood or divorce (b) under age children, orphans and disabled" (10th 5 YP Arabic version, pp 167, 170 and 223).

The MOSAL is entrusted, during the 10th 5 YP, to play a major role in poverty alleviation, and in putting in place proper safety nets' policies and mechanisms. Indeed, the Ministry is in charge of establishing the SWF. It allocated the sum of 4 million SL (80 000 US \$) in 2007 to carry studies in connection with the establishment of the Fund, and contacted the World Bank to prepare a study on targeting the ultra poor. It was decided to put in place all preparatory steps (targeting policy and tools to reach the vulnerable ultra poor, managerial and administrative dimensions of the Fund, etc.) during 2007, so as to have the Fund fully operational starting in 2008.

In addition, MOSAL recently signed the UNDP / UNFPA project brief entitled « Strengthening Strategic Capacity of the MOSAL » in the Syrian Arab Republic, containing six project ideas, the first of which is establishing the Social Welfare Fund. It is also important to mention here, that MOSAL and UNDP are about to sign a new project brief entitled "Poverty Alleviation and Women Empowerment".

II.2 UNDP, UNFPA and other UN Agencies Strategy

Poverty alleviation and better targeting the ultra poor are main themes in all recent UN Agencies' reports and programmes (UNDAF, MDG, CCA and UNDP / CA). Of particular importance to mention here is the UNDP country programme outcome A1, which calls for:

“Strengthening and better targeting social protection

A1.1. Safety net programmes targeting the poor and vulnerable groups in place

A1.2. Studies carried out on the impact of economic reforms, including subsidy reform, on vulnerable groups”

UNFPA commitment to MDGs, including poverty reduction is clearly reflected in its mandate and areas of work. UNFPA supports national efforts in using population data for policies and programmes aiming at reducing poverty, and securing availability of reproductive health services to the poor and most vulnerable population, with a full recognition of the need to expanding partnership and coordination among all key stakeholders, government, private sector and NGOs. UNFPA during the previous cycle of assistance supported the Central Bureau of Statistics to undertake national and sub-national data collection activities, including 2002 Pan Arab Project for Family Health Survey (PAPFAM), 2004 Population Census and the 2005 Rapid Assessment Research, conducted in the north eastern governorates and two coastal governorates. These activities produced a vast range of population and related socio-economic data at national and sub-national level. This data was very useful in the preparation of the 10th FYP, which with the support of UNFPA, included population variables, gender and young people's concerns in its objectives, activities and strategies. This data will be as well very useful for the mapping exercise of the ultra poor and vulnerable people, proposed under this project. In addition, through this project UNFPA will expand its support to MOSAL in strengthening the capacity of the NGOs sector, particularly in the north eastern region, in development field.

Similarly, the MDG report, in its “Strategic Interventions”, calls to “develop a social welfare strategy that focuses especially on the disabled, and those who suffer from temporary risks and crises. The State is recommended to intervene in cooperation with NGOs, to provide a systematic support on a case by case basis” (p 36).

As motioned earlier, UNDP and MOSAL recently signed an agreement, to embark in establishing the SWF, and the present Project Document is intended to be the first step in this direction.

II.3 Project Strategy

Project Components and Expected Results

The ultimate objective of the project is to establish a SWF targeting the vulnerable ultra poor in Syria not able to work. Six vulnerability criteria will be retained to identify the Fund's beneficiaries that are: divorced and widowed women, elderly, orphans, disabled and prisoners' families. The project will certainly benefit from the ongoing Welfare Mapping Study, being conducted by UNDP under the activities of the 10th 5-Year Plan Project. The study will be used as a starting point. However, identifying the ultra poor in the different Mohafazats / Nahias in Syria, and listing them in their respective households, to receive the allocated cash assistance, is to be considered among the most important achievements of the project. It is recommended that the project proceeds in three distinct phases: (a) targeting of the vulnerable ultra poor within their respective households (b) establishing the SWF within the MOSAL, and putting in place its managerial structure, as well as its working relations with other Ministers, concerned UN and other International organizations, and (c) enhancing the capacity of all actors involved in targeting the VUP and establishing the SWF. It is expected that the SWF will be fully operational by early 2008.

The project will focus to achieve the following three main objectives (See section III "Results and Resources Framework" for more details concerning the detailed activities):

1. Identifying the targeted vulnerable ultra poor population

A combination of methods will be used during this phase to identify the targeted vulnerable ultra poor in their respective households⁶: (a) poverty / unemployment maps (b) field questionnaires (c) consultative committees at the village and Mohafazat levels, etc. A draft targeting policy and tools will be put in place, and will be tested in three different pilot areas, differing by the level of poverty incidence.

2. Establishing the SWF

It is expected that by the end of 2007, policies and tools, including conditional assistance measures, for targeting the vulnerable ultra poor and identifying them within their respective households, will be put in place. It is also expected that, based on the pilot surveys undertaken during the first phase, the vision and objective of the SWF, as well as the managerial and administrative set up of the national team, in charge of its establishment under the auspices of MOSAL, will also be finalized.

3. Enhancing the capacity of all actors involved in targeting the VUP and in establishing the SWF

⁶ Of particular importance to mention here is the targeting procedure undertaken by UNRWA

A series of training workshops, including training of trainers, will be implemented and addressed to the staff of the SWF and other local actors and civil society representatives, involved in better targeting the VUP, and in establishing the SWF

Time Frame

As mentioned earlier, the preparatory phases, to establish the SWF will last ten months. During 2007 the final targeting policies procedure and the managerial set up of the national team in charge of implementing SWF will be put in place, so that the SWF will become fully operational by early 2008.

Partnership for delivering support to the project

It is highly important that all concerned Ministries, Agencies and UN Parties, maintain close working relations in establishing the SWF, which is placed under the auspices of MOSAL. Of particular importance to mention here are SPC, Ministry of Agriculture and Agricultural Reform (MoAAR), Ministry of Local Administration and Environment (MoLAE), UNDP, UNFPA, WFP, and UNICEF.

Part III: Results & Resources Framework (Figures in US \$)

Intended Outcome as stated in the Country Programme Results and Resource Framework:

A.1 Strengthening and better targeting social protection

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets.

- Percentage of vulnerable persons (m / w) benefiting from Social Welfare Fund (direct transfers). B. 0 – T. All vulnerable ultra poor to be covered by 2011, representing presently around 6 percent of the population
- Percent of Syrians living below the lower poverty line. B. 11.4 percent – T. 8.7 percent in 2010
- Amount of funds to be allocated and distributed by the SWF. B. 0 – T. 9 600 million SL (192 million US \$) per year during the period of 2008 - 2012

Applicable MYFF Strategic Area of Support: Goal 1 Achieving the MDGs and reducing human poverty – S/L 1.6

Intended Outputs	Output Indicators	Indicative Activities	Inputs
1. Targeting policies, mechanisms and tools for the vulnerable ultra poor (VUP) developed	1.1 Project management recruited and office equipped	<p>1.1.1 Elaborate TORs for National Project Director, Administrative/Researcher Assistant, Accountant, IT Officer, and recruit the team.</p> <p>1.1.2 Procurement of office equipment, stationary, etc.</p>	<p>1.1.1 Total cost = US\$ 87 600, based on the following :</p> <p>NPD US\$ 5 000 x12=US\$ 60 000 Admin./Researcher Assistant US\$ 500 x12= US\$ 6 000 Accountant US\$ 600 x 12=US\$ 7 200 IT Officer 800 x12 = US\$ 9 600 Driver US\$ 400 x12= US\$ 4 800</p> <p>1.1.2 Total cost = US\$ 36 625, based on the following :</p> <p>Car= US\$ 23 000 IT equipment= US\$ 8 000 ADSL subscription= US\$ 625 Stationery= US\$ 5 000</p>
	1.2 Criteria for targeting vulnerable ultra poor identified	<p>1.2.1 Prepare technical study on "Size and Characteristics of Vulnerable Ultra Poor (VUP) in Syria"</p> <p>1.2.2 Review relevant international material on methodologies and practices of targeting ultra poor and functioning of National Assistance Funds (WB, UNDP, ILO...etc)</p> <p>1.2.3 Prepare technical study proposing a set of policies, mechanisms and tools to target the VUP in Syria, covering:</p> <p>(a) review of main poverty mapping studies in Syria (b) review of the current operational activities for targeting the VUP in Syria by the concerned Ministries and UN / International Organizations (c) develop the necessary questionnaires and other field work tools for a proper targeting (d) propose a set of recommendations for targeting the VUP in Syria, covering: policies, mechanisms and tools.</p> <p>1.2.4 Convene brainstorming meeting to review outcomes of indicative activities 1.2.1 and 1.2.3, and finalizing the set of proposed recommendations about policies and tools for targeting the VUP</p>	<p>1.2.1 International / national consultant= US\$ 4 000</p> <p>1.2.2 No cost. Internal review</p> <p>1.2.3 International consultant. Total cost = US\$ 34 660, based on following:</p> <p>Working days = 55 x US\$ 500 = US\$ 27 500 DSA: 28 x US\$ 170 = US\$ 4 760 Transportation: 3 round trips to Damascus : 3 x US\$ 800 = US\$ 2 400</p> <p>1.2.4 Brainstorming session = US\$ 1 500</p>
	1.3 Assessment of national and regional experiences in targeting ultra poor undertaken	<p>1.3.1 Conduct an Assessment of existing practices of targeting the the VUP at Mohafazat / village / cluster levels</p> <p>1.3.2 Consolidated Assessment Report on activity 1.3.1</p> <p>1.3.3 Conduct study tour of senior management officials to Tunisia/or Turkey and Jordan to benefit from their experiences in establishing a National Assistance Fund</p> <p>1.3.4 Prepare a consolidated report on the outcome of activity 1.3.3</p>	<p>1.3.1= US\$ 2 000 (10 days travel expenses to Jabal Al-Hos/Agha Khan/ Fardoss /Healthy Villages/Faradis)</p> <p>1.3.3 Total cost = US\$ 8 970 (for 3 staff) Tunisia = US\$ 4 590 Jordan = US\$ 4 380</p>

Intended Outputs	Output Indicators	Indicative Activities	Inputs
1. Targeting policies, mechanisms and tools for the vulnerable ultra poor (VUP) developed	1.4 Pilot testing for targeting vulnerable ultra poor implemented	<p>1.4.1 Selection of three pilot areas, with different poverty incidence levels and geographical location, for testing the agreed upon policies and tools for targeting VUP</p> <p>1.4.2 Conduct capacity needs assessment for local actors and civil society organizations in the identified pilot areas</p> <p>1.4.3 Design tailor made training modules based on the results of the capacity needs assessment</p> <p>1.4.4 Conduct Training events in pilot areas to local actors and civil society organizations</p> <p>1.4.5 Undertake the pilot testing covering not less than 100 households per selected area</p> <p>1.4.6 Consolidate a detailed report about the pilot testing capturing and codifying lessons learnt</p>	<p>1.4.2 and 1.4.3 National consultant = US\$ 6 000</p> <p>1.4.4 Training in pilot areas = US\$ 4 000 (10 trainees x US\$ 200 per day x 2)</p> <p>1.4.5 Field work = US\$ 4 000</p>
	1.5 Criteria for targeting vulnerable ultra poor finalized	<p>1.5.1 Prepare final draft proposing recommendations to target VUP in Syria, covering: policies, mechanisms and tools, based on outcomes of activities: 1.2.4, 1.3.2, 1.3.4 and 1.4.6</p> <p>1.5.2 Convene a brainstorming session with all the national and international stakeholders concerned, to review the outcomes of activity 1.5.1</p> <p>1.5.3 Generate a final report on policies and tools for targeting the VUP, under the direct responsibility and auspices of the MoSAL</p>	<p>1.5.1 International consultant (refer to 1.2.3)</p> <p>1.5.2 Brainstorming session = US\$ 1 500</p> <p>1.5.3 International consultant (refer to 1.2.3)</p>
		Subtotal Output 1	US\$ 190 855
2. Social Welfare Fund (SWF) Established	2.1 Managerial and administrative structure of the Fund established	<p>2.1.1 Define the vision/mission and objectives of SWF, in conformity with the targeting policies, mechanisms and tools identified under intended output 1 above, and determine the sharing responsibilities between MoSAL, the governorates and local levels</p> <p>2.1.2 Propose the organization structure of the SWF (organigramme) and define the TORs of the management team</p> <p>2.1.3 Convene a brainstorming meeting to review the recommendations of activities 2.1.1 and 2.1.2</p> <p>2.1.4 Finalize the set of recommendations regarding the vision/mission, functioning structure, registration of beneficiaries, disbursement mechanisms, evaluation and monitoring</p> <p>2.1.5 Prepare the SWF bylaws and the operational activities (procedure manual covering: registration, monitoring, evaluation... etc) at the national, governorate and local levels, in conformity with the outcomes of indicative activity 2.1.4</p>	<p>2.1.1 & 2.1.2 International consultant Total cost = US\$ 16 140, based on the following: working days 25 x US\$ 500 = US\$ 12 500 DSA : 12 days x US\$ 170 = US\$ 2 040 Transportation: 2 round trips to Damascus: 2 x US\$ 800 = US\$ 1 600</p> <p>2.1.3 Brainstorming session = US\$ 2,500</p> <p>2.1.4 International consultant (refer to 2.1.1)</p> <p>2.1.5 national/International consultant 2 working months = US\$ 10 000</p>
	2.2 Functioning of the Fund enhanced through Information technology and data base	<p>2.2.1 Assess the ICT infrastructure and specify the hardware and software requirements</p> <p>2.2.2 Design and implement a database system for the Fund's beneficiaries</p> <p>2.2.3 Design internal management information, networking systems, registration of beneficiaries and disbursement mechanisms</p>	<p>2.2.1, 2.2.2 & 2.2.3 International consultant. Total cost = US\$ 27,423 based on the following : work months 5 x US\$ 5 000 = US\$ 25 000</p> <p>transportation = US\$ 2,423</p>
	2.3 Communication Outreach	<p>2.3.1 Design media material for diffusion (Brochures, leaflets...)</p> <p>2.3.2 Organize a launching ceremony for the SWF</p>	<p>2.3.1 = US\$ 5 000</p> <p>2.3.2 = US\$ 4 000</p>
		Subtotal Output 2	US\$ 65,063

Intended Outputs	Output Indicators	Indicative Activities	Inputs
3. Capacity of local actors and civil society representatives for targeting the VUP and supporting the SWF enhanced	3.1 Training activities for supporting the SWF undertaken	<p>3.1.1 Define and propose training activities for SWF management and staff (NPD)</p> <p>3.1.2 Undertake the agreed upon training sessions as per 3.1.1</p> <p>3.1.3 Undertake training of trainers at both, local and mohafazat, levels, for better delivering SWF activities</p>	<p>3.1.2 = US\$ 9 600 : (12 persons x US\$ 200 a day x 4 days)</p> <p>3.1.3 Total cost = US\$ 33 200, based on following : DSA: 50 Part. x 10 day x US\$ 50 = US\$ 25 000 Transportation: 50 Part. x 2 x US\$ 10 = US\$ 1 000 Trainers = 18 days x 2 trainers x US\$ 200 /day = US\$ 7 200</p>
	3.2 Training activities for better targeting the VUP undertaken	<p>3.2.1 Undertake training sessions for strengthening the targeting skills of partners / NGOs representatives, involved in identifying the SWF beneficiaries, at both local and mohafazat levels</p> <p>3.2.2 Conduct workshops on "Awareness on Gender Issues"</p> <p>3.2.3 Conduct workshops on "Peer Education and Life Skills for Vulnerable Groups"</p> <p>3.2.4 Conduct workshops for NGOs capacity building to improve social services delivery</p>	<p>3.2.1 Total cost = US\$ 12 100, based on following : 4 working days x 2 trainers x US\$ 200= US\$ 1 600 DSA:50 Part. x US\$ 50 x 4 = US\$ 10 000 Transportation: 50 Part. x US\$ 10 = US\$ 500</p> <p>3.2.2 2 workshops x US\$ 1 500 = US\$ 3 000 3.2.3 2 workshops x US\$ 1 500 = US\$ 3 000 3.2.4 2workshops x US\$ 1 500 = US\$ 3 000</p>
		Subtotal Output 3	US\$ 63 900
		Grand total	US\$ 319 818

UNFPA total contribution = US\$ 40 000

* Activity 1.2 = US\$ 27 000

* Activity 3.2.2, 3.2.3, 3.2.4 = US\$ 9 000

* Activity 1.4.4 = US\$ 4 000

PART IV. ANNUAL WORK PROGRAMME BUDGET SHEET		2007									
		Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.
Intended Output	Indicative Activities										
1.1 Project team in place and office equipped	1.1.1 Elaborate TORs for National Project Director, Researcher Assistant, Administrative/Accountant, IT Officer, and recruit the team.										
	1.1.2 Equip the office										
1.2 Criteria for targeting vulnerable ultra poor identified	1.2.1 Prepare technical study on "Size and Characteristics of Vulnerable Ultra Poor (VUP) in Syria"										
	1.2.2 Review relevant international material on methodologies and practices of targeting ultra poor and functioning of National Assistance Funds (WB, UNDP, ILO... etc)										
	1.2.3 Prepare technical study proposing a set of policies, mechanisms and tools to target the VUP in Syria, covering: (a) review of main poverty mapping studies in Syria (b) review of the current operational activities for targeting the VUP in Syria by the concerned Ministries and UN / International Organizations (c) develop the necessary questionnaires and other field work tools for a proper targeting (d) propose a set of recommendations for targeting the VUP in Syria, covering: policies, mechanisms and tools.										
	1.2.4 Convene brainstorming meeting to review outcomes of indicative activities 1.2.1 and 1.2.3, and finalizing the set of proposed recommendations about policies and tools for targeting the VUP										
1.3 Assessment of national and regional experiences in targeting ultra poor undertaken	1.3.1 Conduct an Assessment of existing practices of targeting the VUP at Mohafazat / village / cluster levels										
	1.3.2 Consolidated Assessment Report on activity 1.3.1										
	1.3.3 Conduct study tour of senior management officials to Tunisia and Jordan to benefit from their experiences in establishing a National Assistance Fund										
	1.3.4 Prepare a consolidated report on the outcome of activity 1.3.3										
1.4 Pilot testing for targeting vulnerable ultra poor implemented	1.4.1 Selection of three pilot areas, with different poverty incidence levels and geographical location, for testing the agreed upon policies and tools for targeting VUP										
	1.4.2 Conduct capacity needs assessment for local actors and civil society organizations in the identified pilot areas										
	1.4.3 Design tailor made training modules based on the results of the capacity needs assessment										
	1.4.4 Conduct Training events in pilot areas to local actors and civil society organizations										
	1.4.5 Undertake the pilot testing covering not less than 100 households per selected area										
	1.4.6 Consolidate a detailed report about the pilot testing capturing and codifying lessons learned										
1.5 Criteria for targeting vulnerable ultra poor finalized	1.5.1 Prepare final draft proposing recommendations to target VUP in Syria, covering: policies, mechanisms and tools, based on outcomes of activities: 1.2.4, 1.3.2, 1.3.4 and 1.4.6										
	1.5.2 Convene a brainstorming session with all the national and international stakeholders concerned, to review the outcomes of activity 1.5.1										
	1.5.3 Generate a final report on policies and tools for targeting the VUP, under the direct responsibility and auspices of the MoSAL										

PART IV. ANNUAL WORK PROGRAMME BUDGET SHEET		2007									
		Mar.	Apr.	May	Jun.	Jul.	Aug.	Sep.	Oct.	Nov.	Dec.
2.1 Managerial and administrative structure of the Fund established	2.1.1 Define the vision/mission and objectives of SWF, in conformity with the targeting policies, mechanisms and tools identified under intended output 1 above, and determine the sharing responsibilities between MoSAL, the governorates and local levels										
	2.1.2 Propose the organization structure of the SWF (organigramme) and define the TORs of the management team										
	2.1.3 Convene a brainstorming meeting to review the recommendations of activities 2.1.1 and 2.1.2										
	2.1.4 Finalize the set of recommendations regarding the vision/mission, functioning structure, registration of beneficiaries, disbursement mechanisms, evaluation and monitoring										
	2.1.5 Recruit the management team										
	2.1.6 Prepare the SWF bylaws and the operational activities (procedure manual covering: registration, monitoring, evaluation...etc) at the national, governorate and local levels, in conformity with the outcomes of indicative activity 2.1.4										
2.2 Functioning of the Fund enhanced through Information technology and data base	2.2.1 Assess the ICT infrastructure and specify the hardware and software requirements										
	2.2.2 Design and implement a database system for the Fund's beneficiaries										
	2.2.3 Design internal management information, networking systems, registration of beneficiaries and disbursement mechanisms										
	2.2.4 Equip the Fund with necessary IT material										
2.3 Communication Outreach	2.3.1 Design media material for diffusion (Brochures, leaflets...)										
	2.3.2 Organize a launching ceremony for the SWF										
3.1 Training activities for supporting the SWF undertaken	3.1.1 Define and propose training activities for SWF management and staff										
	3.1.2 Undertake the agreed upon training sessions as per 3.1.1										
	3.1.3 Undertake training of trainers at both, local and mohafazat, levels, for better delivering SWF activities										
3.2 Training activities for better targeting the VUP undertaken	3.2.1 Undertake training sessions for strengthening the targeting skills of partners / NGOs representatives, involved in identifying the SWF beneficiaries, at both local and mohafazat levels										
	3.2.2 Conduct workshops on "Awareness on Gender Issues"										
	3.2.3 Conduct workshops on "Peer Education and Life Skills for Vulnerable Groups"										
	3.2.4 Conduct workshops for NGOs capacity building to improve social services delivery										

PART V. MANAGEMENT ARRANGEMENTS

The project is a joint programme between UNDP and UNFPA, using the pool fund management mechanism which implies that the project funds are pooled, with one UN agency acting as a Managing Agent (MA). In this project the UNDP will act as the managing agent of the fund. The contribution of UNFPA is clearly articulated and linked to specific activities in the RRF. Upon the signature of the document, the UNFPA will transfer the funds to UNDP (MA), and will provide specific TORs for the training activities which will be conducted within the framework of the project. The TORs will be annexed to the PD.

The project will be nationally executed (NEX), in accordance with the established UNDP rules and procedures, by the MOSAL. The MOSAL, referred to as the implementing partner, will be responsible for the overall implementation of the project and for ensuring that the day to day activities are implemented in accordance with the work plan. It will also be responsible for supervising the project staff and consultants in coordination with UNDP. Staff of the implementing agency will support the project as part of the capacity development requirements.

A Technical Committee (TC) will be established, under the leadership of MOSAL, to provide all support and guidance needed for the proper implementation of the project. The TC will consist of representatives from MOSAL and all other concerned Ministries /Commissions, namely the State Planning Commission, the Ministry of Local Administration and Environment, the Ministry of Agriculture and Agricultural Reform, NGO representatives, and all concerned UN Agencies, namely UNDP, UNFPA, UNICEF, WFP, UNRWA, etc. The TC will meet regularly, and as per the need of the project's implementation.

A Project Board (PB) will also be established to monitor the project's progress towards its results. The PB will consist of representatives from MOSAL, UNDP, UNFPA and the National Project Director (NPD). Other members from the TC may be asked to attend the Board's meeting, depending on the need. The PB will meet once every three months, and as often as the need arises.

The Project Management Team (PMT) will include the NPD (See Annex I for the related TORs), one project assistant and one accountant. All staff and other short term staff will be recruited by UNDP according to its rules and regulations. The NPD will be accountable for the implementation of all the activities of the project, coordination among the different stakeholders, ensuring adherence to and application of acceptable financial management systems and monitoring and evaluating the project's overall progress. He/She will be accountable to the PB, and any changes in the milestones and outputs of the project will be discussed with and agreed upon by the Board.

Planning and management of implementation will be governed through approved annual work plans, with schedules defined either monthly or quarterly. The approved annual work plan, once endorsed by MOSAL, will be the instrument of authorization to the PMT for implementation.

The PMT will be subjected to quarterly and annual reporting and review requirements. These reviews will reassess, if appropriate, the work plans. These reviews are intended to create the necessary conditions for effective and efficient execution as well as implementation.

PART VI. MONITORING AND EVALUATION

The project management and the government counterpart MOSAL will be responsible for delivering the outputs of the project, the implementation, input management, and sound administrative management. The NPD will develop and submit a detailed project work plan, a procurement plan at the outset of the project, quarterly financial reports, and quarterly progress reports to the UNDP/UNFPA country office. The report should include two sections, namely project implementation and project performance. It should receive inputs from Deliverable Descriptions, Outputs Definitions, Quality Log, Issues Log, and Risks Log. Additionally, a final project review report at the end of the project will be submitted to UNDP/UNFPA. These documents will provide critical information and lessons learnt regarding the effectiveness of the implementation strategy and the delivery of outputs.

The Project Board will meet on a regular basis in order to take stock of the progress of the project. The TC will also participate in a Final Review Meeting at the end of the project duration, where a Final Project Review Report highlighting the main achievements, results, and lessons learnt will be reviewed and discussed. The project is subject to auditing at least once in its lifetime, in accordance with NEX regulations.

Risks and Opportunities⁷

Successful implementation of this national project will depend in large on establishing close and collaborative working partnerships between MOSAL and different line ministries and SPC, at both the national and local levels. Since the principal interlocutor for UNDP in government is MOSAL, there is a need to ensure this coordination for the effective implementation of the project's outcomes. It is for that reason that the TC has been established.

The risks associated with implementation can be identified as follows:

Managerial risks

- Disparities in human resources capacity across Syria
- Risk of delays at all the stages of the implementation of SWF
- Possible delays incurred in relation to the definition of the juridical status of the SWF

Technical risks

- Lack of clarity in the definition of the targeted population
- Limited number of qualified social workers all around Syria
- Lack of technical experience related to the distribution of a non universal cash assistance transfer system
- Weak mechanism for cash disbursement
- Limited geographical coverage by NGOs, especially in remote areas
- Poor Information Communication ICT infrastructure, especially in remote areas

Financial risks

- Delays in securing the cash assistance for funding
- Delays in financing the Project of Establishing the SWF

However, these risks have been assessed during the project's formulation and discussions were held with major stakeholders. MOSAL is entrusted to establish the SWF, and it is very committed to ensuring the timely delivery of the project's activities including the speedy recruitment/release of its staff and other necessary project staff, to support the proper functioning of the Fund. In addition, the Tenth Development Plan clearly stated the establishment of the SWF in its recommended projects and programmes.

Annex 7.⁷

PART VII. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of the S.A.R. and the United Nations Development Programme, signed by the parties on 12 March 1981. The host-country implementing unit shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government cooperating agency described in that document.

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

1. Revisions in, or additions of, any of the annexes of the project document.
2. Revisions which do not involve significant changes in immediate objectives, outputs or activities of the project, but are necessitated by rearrangement of inputs already agreed to, or by cost increases due to inflation; and mandatory annual revisions, which re-phase the delivery of agreed project inputs or expert or other costs due to inflation or take into account expenditure flexibility.

ANNEXES

"Establishing a Social Welfare Fund (SWF) in Syria"

SYR/07/002

Annex 1: TOR Project Director (PD)

1. Project's Background

The project aims to assist the Ministry of Social Affairs and Labour (MOSAL) in the Syrian Arab Republic in establishing a SWF, and in disbursing cash assistance to the vulnerable ultra poor (VUP) not able to work. The project will proceed in three phases: (a) finalizing a target policy, where vulnerable ultra poor (VUP) will be identified in their respective households (b) establishing the SWF under the auspices of MOSAL, and finalizing its managerial aspects, policy mechanisms and tools, and (c) building the capacity of all actors involved in better targeting the VUP and in establishing the SWF

2. Objective

The PD, works under the supervision of the project board and is responsible for delivery of the project outputs as per the Project Document (PD) and in accordance with UNDP rules and regulations.

3. Responsibilities

3.1 Managerial

- a) Assume operational management of the project in consistency with the PD and UNDP rules and regulations, including policies and procedures for nationally executed projects;
- b) Manage project staff;
- c) Ensure that UNDP rules and regulations are implemented in all projects' activities, procurement and recruitment cases and others;
- d) Participate in all project meetings and annual reviews, especially Technical Committee (TC) and Project Board's (PB) meetings
- e) Liaise with UNDP programme officer on daily / weekly basis to ensure proper monitoring and realizing results;
- f) Support resource mobilization efforts to increase resources in cases where additional outputs are required;
- g) Support to media / communications work of the project;
- h) Ensure that UNDP is invited to all stake holder meetings.

3.2 Technical

- a) Set up and finalize the yearly / quarterly work programme of the project
- b) Finalize the yearly / quarterly progress reports of the project's activities
- c) Review and present in depth comments on the technical studies prepared, especially those related to the "Size and Characteristics of the VUP" (1.2.1), "Targeting Policies, Mechanisms, and Tools for Reaching VUP in Syria" (1.2.3)

- d) Review and present in depth comments on the proposed "Managerial and administrative Structure of the SWF" (activities 2.1.1, 2.1.2 and 2.1.6)
- e) Participate in all field visits to assess the national and regional experiences in targeting the VUP, and supervise the related visits' reports
- f) Design the pilot testing of the project, and supervise its implementation and final report
- g) Design and supervise the training programmes, including the training for trainers, to enhance the capacity of all SWF staff, local actors, and civil society representatives, involved in targeting the VUP and enhancing the SWF
- h) Participate in all brainstorming of the project, and supervise their respective final reports
- i) Work in close cooperation with international and national consultants of the project

3.3 Financial

- a) Act on behalf of the implementing partner in preparing and adjusting commitments and expenditures.
- b) Act as the sole authorizing officer for all project financial transactions (i.e. approve all financial expenditures and sign all direct payments.)
- c) Authorize commitments of resources and expenditures for inputs including staff, consultants, goods and services and training
- d) Hold Responsibility for delivery of project's services and achieving annual financial delivery targets;
- e) Manage the project resources e.g. vehicles, office equipment, furniture and stationery procured under the project and maintain asset register;
- f) Ensure that appropriate accounting records are kept and organized;
- g) Facilitate and cooperate with audit requirements at all times, as required.

3.4 Facilitation

- a) Ensure that UNDP's name is mentioned in all publications, workshops, and project's activities;
- b) Serve as the focal point of the project for coordination of the project activities with UNDP, the Government and other partners on behalf of the project;
- c) Ensure that the Government inputs for the project are available;
- d) Lead efforts to build partnerships for the support of outputs indicated in the project document;
- e) Any other business as required.

4. Qualifications and professional experience

- 4.1 Holds a post graduate degree in Business Administration or Social Sciences (Sociology, Economics, Demography...etc)
- 4.2 Very good working command of Arabic and English
- 4.3 At least 5 years of related experience in the social field
- 4.4 In depth knowledge of the Syrian administrative system

Duration of Assignment: 1 year

"Establishing a Social Welfare Fund (SWF) in Syria"

SYR/07/002

Annex 2: TOR International Consultant to prepare and finalize targeting policies, mechanisms and tools for identifying VUP in Syria

1. Project's Background

The project aims to assist the Ministry of Social Affairs and Labour (MOSAL) in the Syrian Arab Republic in establishing a SWF, and in disbursing cash assistance to the vulnerable ultra poor (VUP) not able to work. The project will proceed in three phases: (a) finalizing a target policy, where vulnerable ultra poor (VUP) will be identified in their respective households (b) establishing the SWF under the auspices of MOSAL, and finalizing its mandate / vision, policy, mechanisms and managerial aspects, and (c) building the capacity of all actors involved in better targeting the VUP and in establishing the SWF.

2. Objective

The international consultant, working in close cooperation with the National Project Director, is responsible for preparing a technical study entitled "Targeting policies, mechanism and tools for reaching the VUP in Syria", as per the attached TOR. In addition the consultant has to finalize concrete recommendations concerning policies, mechanisms and tools to identify VUP in Syria. As such, the international consultant will implement activities falling under point (a) mentioned above, and will perform the following:

3. Activities

- 3.1 Prepare a first report with detailed recommendations concerning: (a) policies (b) mechanisms and operational guidelines to be applied to verify qualifying for assistance and (c) tools and criteria in order to identify and qualify the VUP in Syria in their respective households (activity 1.2.3)
- 3.2 Overview the pilot testing and review its final report
- 3.2 Prepare a plan for monitoring implementation and progress being achieved, and prepare outline for impact assessment.
- 3.4 Draft outline for training activities of the SWF staff, including training of trainers
- 3.5 Design draft questionnaires for collecting data from households to be used to decide on their status regarding qualifying for assistance.
- 3.6 Design forms for households and individuals applying for assistance.
- 3.7 Provide a detailed work plan for mapping and identifying target individuals for assistance.
- 3.8 Review missions' final reports to assess national and regional experiences in targeting VUP
- 3.9 Review final reports of the related brainstorming meetings.

3.10 Prepare final report recommending policies, mechanisms and tools for better targeting VUP in their respective households.

3.11 Provide technical assistance to the group tasked with preparation of a blue print of the SWF include the draft objectives, policies, functions, organizational structure and job description

4 Academic qualifications and professional experience

4.1 A minimum of MA in Social Sciences

4.2 At least 10 years of practical experience in the field Social Sciences, and at least five years of experience in establishing / managing "National Assistance Fund"

4.3 Good working command of English and knowledge of Arabic is an asset

Annex 3. TOR, Technical Study entitled "Targeting Policies, Mechanisms and Tools for Reaching the Vulnerable Ultra Poor (VUP) in Syria" (Activity 1.2.3)

The aim of this study is to present a set of policies, mechanisms and tools to target the vulnerable ultra poor in Syria, which may be characterized as follows: (a) they are below the lower poverty line (b) not able to work, and (c) fall under one or more criteria retained for vulnerability, that are: divorced and widowed women, aged, disabled, orphans and families' of prisoners. These policies and tools should assist the management of the Social Welfare Fund (SWF) to reach the vulnerable ultra poor in their respective households, in order to provide them with cash assistance. The study should benefit from the international experience for targeting the poor, and should review the present policies, mechanisms and tools applied in Syria, to target the ultra poor in one way or another. In addition, the study should also benefit from the reports prepared in connection with : (a) visits to the Mohafazats and local committees to assess the present situation (b) study tours to discuss successful regional experiences in establishing SWF (c) pilot testing, and the (d) different brainstorming with the main stakeholders.

Based on the above, the international consultant, to be recruited for this assignment, should submit two reports: (a) first report covering the chapters mentioned below, and (b) a final report, amending the first one, based on the reports mentioned above.

As such this study is deemed to be a key output in establishing the SFD, since it has to propose the detailed policies, mechanism and tools, through which the vulnerable ultra poor are identified in their respective households.

Based on the above, the following outline of the first report is proposed:

1. Chapter 1: Review of studies for targeting poor and poverty maps in Syria

This chapter reviews critically the most important studies targeting the poor and poverty maps in Syria. Of particular importance to mention here are (a) The UNDP study prepared by Heba El Laithy and Khaled Abu Ismail, (b) the recent living conditions map prepared by Heba El Laithy and (c) the forthcoming World Bank study on targeting the poor in Syria.

2. Chapter 2. Review of the present policies and tools for targeting poor in Syria

A few Ministries (Ministry of Agriculture and Agricultural Reform, Ministry of Local Administration and Environment...) and UN Agencies (UNDP, WFP, UNRWA...) are providing assistance to poor in Syria, whether as cash assistance or micro credits. It is important to present here an analytical summary of the policies, mechanism and tools applied to reach the beneficiaries, in order to better proposing a consolidated system to target the vulnerable ultra poor, constituting the beneficiaries of the SWD..

3. Chapter 3. Targeting policies, mechanisms and tools for identifying vulnerable ultra poor in Syria

Based on the review of the Syrian situation described above, and taking into consideration the international experience, this chapter presents its detailed recommendations in the areas of (a) policies (b) mechanism and (c) tools, including field questionnaires, manuals of instructions...etc, in order to identify the vulnerable ultra poor in Syria in their respective households.

Brief Proposed Modalities for Conducting the Technical Study entitled "Targeting Policies, Mechanisms and Tools for Reaching the Vulnerable Ultra Poor (VUP) in Syria"

Background and objectives:

The establishment of the Syrian Welfare Fund (SWF) aims at assisting the vulnerable ultra poor groups, who are known to be the poorest of the poor. These groups are defined to include people with the following criteria: a) people fall below the lower poverty line, i.e. those who cannot afford to acquire the minimum basic food and non food needs; b) unable to work; and c) fall under one or more of the following criteria: divorced or widowed women, aged, disabled, orphans and families of prisoners. The SWF after establishment, will operate based on well defined and articulated policies and procedures to meet its objectives.

Providing assistance to these groups starts by identifying the target population is the most challenging function of the whole process. This challenge emerges from the fact that the target population combines between individuals and households. These issues will be clarified during the assignment based on discussions to be conducted with the MoSAL. Nevertheless, the mapping process may follow an approach or a combination of approaches.

To start with, based on census data and data from the income and expenditure survey can serve as basis to provide figures on incidence of poverty based on set forth criteria. This provides objective bases for allocation of resources in the geographical regions. The next step is to operationalize the work of the SWF. In other words, to identify households and individuals who qualify for assistance? This can take place through different modalities or approaches.

First approach:

This approach is based on calling up on people in communities to apply for assistance by filling specially designed forms for this purpose. This form should reflect pre set criteria through questions or classifications into well defined categories. Information compiled using these questionnaires will be categorized, scored and checked against the criteria and decide whether the household or individual qualify for assistance or not. This forms the first step of the process of selection, which should be followed by further steps. The number of cases qualifying in an administrative division should fall within an identified margin according to the expectation based on data analyzed from the census and the income and expenditure survey. This step should be followed by a field verification step through visiting the household and verify information collected, and collect additional information on the household conditions that helps informed final decision regarding the qualification for assistance. This approach however, may not provide high coverage of cases, because many of the needy individuals and households may not be able to come forward and apply for assistance either because they do not know about it, or are not able to reach the assigned centers. This obstacle can be overcome to a great extent, through the community leaders who are knowledgeable about the people in their communities. This should also be followed by home visits for verification.

Second approach:

Another approach is to conduct community based survey through visiting all households in communities or villages identified to be generally poor, collect the necessary information that help classify households and/or individuals to eligible or non eligible for assistance. The advantage of this approach is the good coverage of all households in the selected communities.

The approach is very much dependent of the robustness of the procedure of selection of communities, which should be based on specific criteria. As an introductory step, communities should be classified based on available data from the census. Such data should be used to assign scores for communities based on aggregated data from the census representing the household conditions at large, availability of public services and household member characteristics. An overall score (composite index) for each community will be computed. This score should be used to classify communities into a number of categories reflecting the overall socioeconomic level of communities. Then, communities may be classified as: a) very high socioeconomic level; b) high level, c) average, d) less than average; e) low level; and f) very low level. Then, the process of mapping the ultra poor can start in the lowest categories (e & f for example) as first priority before moving to other better-off communities. While this community based approach targets the poorest of the poor as the first priority, it does not target the population who qualify for assistance in other areas at the early stages of the project.

Third approach:

A third approach, which may combines between the two approaches, can be applied. The idea is to define the high priority communities (e and f of the second approach) and conduct a house-to-house survey, in these communities. This should be supplemented by a component borrowed from the first approach in communities (i.e. call for direct applicants and/or with the assistance of community leaders) and then follow up with the same steps as noted in the first approach.

"Establishing a Social Welfare Fund (SWF) in Syria"

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Annex 4: TOR International Consultant to prepare and finalize the mandate / vision of the SWF, its organizational structure, policies and mechanisms.

1. Project's Background

The project aims to assist the Ministry of Social Affairs and Labour (MOSAL) in the Syrian Arab Republic in establishing a SWF, and in disbursing cash assistance to the vulnerable ultra poor (VUP) not able to work. The project will proceed in three phases: (a) finalizing a target policy, where vulnerable ultra poor (VUP) will be identified in their respective households (b) establishing the SWF under the auspices of MOSAL, and finalizing its mandate / vision, policy, mechanisms and managerial aspects, and (c) building the capacity of all actors involved in better targeting the VUP and in establishing the SWF

2. Objective

The international consultant, working in close cooperation with the National Project Director, is responsible for preparing and finalizing a set of recommendations concerning the mandate / vision of the SWF, its organizational structure, policies and mechanisms, including practical means for cash disbursement, taking into consideration the outcomes of intended output 1 "Targeting policies, mechanisms and tools for identifying the vulnerable ultra poor (VUP) in Syria". As such, the international consultant will implement activities falling under point (b) mentioned above, and will perform the following:

3. Activities

- 3.1 Review carefully the outputs of intended output 1
- 3.2 Propose concrete recommendations concerning: (i) the mandate / vision of the Fund (ii) policies and mechanisms (iii) human resources needed at all levels (iv) organizational structure at the central as well mohafazat levels and (v) practical mean to disburse cash assistance.
- 3.3 Participate in the brainstorming meeting to discuss the recommendations emanating from 3.2 above
- 3.4 Finalize the recommendations, based on the outcome of the brainstorming.
- 3.5 Advise on training activities, including training of trainers, to be undertaken for a better functioning of the Fund, including the training of the Fund's high management staff
- 3.6 Elaborate the TORs of the Fund's core managing staff

4 Academic qualifications and professional experience

- 4.1 A minimum of BA in Social Sciences
- 4.2 At least 10 years of practical experience in the field Social Sciences, and at least five years of experience in establishing / managing "National Assistance Fund"
- 4.3 Good working command of English / knowledge of Arabic is required

Annex 5. TOR, Technical Study entitled "Size and Characteristics of Vulnerable Ultra Poor in Syria" (Activity 1.2.1)

Based on data provided by the 2004 "Income Expenditure Survey", this study gives a general idea about the methodology used to determine the upper and lower poverty line in Syria. It will elaborate on the size and characteristics of the ultra poor living below the lower poverty line, and it will present in details, estimates of the size and characteristics of the different categories of the vulnerable ultra poor in Syria, which may be characterized as follows: (a) they are below the lower poverty line (b) not able to work, and (c) fall under one or more criteria retained for vulnerability, that are: divorced and widowed women, aged, disabled, orphans and families' of prisoners.

Based on the above, the following outline of the study is proposed:

1) Chapter 1: Methodology used for estimating poverty lines in Syria.

This chapter gives a general idea about the methodologies used for estimating poverty lines in Syria. It will present in more details, the last methodology used for the 2004 survey.

2) Chapter 2. Size and Characteristics of the ultra poor in Syria: 2004

This chapter gives in details the size and characteristics of the ultra poor in Syria, living below the lower poverty line. Of particular importance to be presented here, is the size and characteristics, of the ultra poor not able to cover their basic nutrition needs, ie: the abject poor. In addition, this chapter should differentiate between the ultra poor able and not able to work.

3) Chapter 3. Size and characteristics of the vulnerable ultra poor in Syria: 2004

As mentioned earlier, the vulnerable ultra poor are defined as those who : (a) are below the lower poverty line (b) not able to work, and (c) fall under one or more criteria retained for vulnerability, that are: divorced and widowed women, aged, disabled, orphans and families' of prisoners.

Based on the above, this chapter gives details about each category of the vulnerable ultra poor as defined earlier, and should try to give, in addition to the poverty incidence of each category, the related intensity and poverty gap.

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Annex 6: TOR International Consultant for building a fully automated information system for the proper functioning of the SWF

1. Project's Background

The project aims to assist the Ministry of Social Affairs and Labour (MOSAL) in the Syrian Arab Republic in establishing a SWF, and in disbursing cash assistance to the vulnerable ultra poor (VUP) not able to work. The project will proceed in three phases: (a) finalizing a target policy, where vulnerable ultra poor (VUP) will be identified in their respective households (b) establishing the SWF under the auspices of MOSAL, and finalizing its mandate / vision, policy, mechanisms and managerial aspects, and (c) building the capacity of all actors involved in better targeting the VUP and in establishing the SWF

2. Objective

The international consultant, working in close cooperation with the National Project Director, is responsible for building a fully automated information system for the proper functioning of the SWF, as per the attached TOR. As such, the international consultant will implement activities falling under point (b) mentioned above, and will perform the following activities:

3. Activities

- 3.1 Provide SWF staff, all over Syria with the state of the art automated system for data processing, on line report generation, and for planning, budgeting and controlling applications.
- 3.2 Assess the ICT infrastructure and specify the required hardware and software needed, on the light of the Fund mission and objectives.
- 3.3 Design and implement a data base system for the Fund's beneficiaries
- 3.4 Design internal management information, networking systems, registration of beneficiaries and disbursement mechanisms
- 3.5 Provide management with information needed for decision making
- 3.6 Keep the system up to date with automation industry standard to eliminate its becoming obsolete
- 3.7 Provide required technical support and training that improves users skills and ensure the smooth system operations.
- 3.8 Produce clear and simple manuals that document system feature, operation instructions trouble shooting and procedures

4 Academic qualifications and professional experience

- 4.1 A minimum of BA in Computer Sciences
- 4.2 At least 10 years of practical experience in the field Information Technology
- 4.3 Fluent in Arabic and good working command of English

