



THE GOVERNMENT OF THE SYRIAN ARAB REPUBLIC

&

THE UNITED NATIONS DEVELOPMENT PROGRAMME

Project Title:

**“Improving municipal services in the North-Eastern region
(Deir Ezzor and Raqqa)”**

Project number SYR/07/004

Brief Description

This project aims at improving the quality and effectiveness of municipal services delivered by the City Councils of Raqqa and Deir Ezzor. These services have been carefully selected on the basis of thorough assessment and because of their direct impact on citizens’ life and business. The specific objectives of the project in the both cities are:

- Assist the municipalities’ development of internal service-oriented modernisation plans, structures and information systems.
- Simplify and optimize the administrative work at the municipal level, in introducing alternative work methods
- Facilitate dissemination and sharing of information and knowledge to the citizens.

The project supports the enhancement and strengthening of the existing “One Window” system, through the implementation of coherent, simple and effective Municipal automated system, which could set the example for the local administration in the Syrian Eastern Region. It supports also the development of the municipality IT infrastructure and the design of an internal IT solution, aiming at improving quickly the computerization of data and the relevant processes.

SIGNATURE PAGE

Country: **Syrian Arab Republic**

UNDAF Outcome(s) **UNDAF Outcome 2:** Efficiency and accountability of governance structures at central and local levels strengthened, by government, civil society and the private sector, towards sustainable development

Expected Outcome(s): **CPAP B5:** Improved administrative services for citizens and courts' administrations taking into account citizens' rights and the needs of vulnerable groups

MYFF Goal 2: Fostering Democratic Governance Service

Core result 2.7: Public administration reform for efficient, effective, responsive and pro-poor public services promoted.

Service Line 2.7: Public administration reform and anti-corruption.

Expected Output(s): **B.5.1:** better targeting, access to, and improved quality of selected administrative services through reform of legal frameworks, processes (cutting red-tape) and automation

Implementing Partner: Ministry of Local Administration & Environment

Responsible Parties: City Council of Raqqa
 City Council of Deir Ezzor

Other Partners: State Planning Commission (SPC)
 Spanish Agency for International Cooperation (AECI)

Programme Period: 2007 – 2011 Programme Component: Democratic Governance Project Title: Improving municipal services delivery in the North-Eastern region Project ID: SYR/07/004 Project Duration: 24 months (Sep 2007 – Sep 2009) Management Arrangement: NEX	Programme budget: \$530,000 General Management Support Fee: \$31,934 Total Project Budget: \$561,934 Allocated resources: • Govt cost-sharing: \$179,319 • UNDP: \$ 25,000 • AECI : 270,000 EURO* (US\$ 357,615) • In kind contributions: ○ Office premises & facilities. Note: 1US\$= 0.755 EURO
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Agreed by H.E. Mr. Tayseer Al-Raddawi, Head of the State Planning Commission
 On behalf of the Syrian Government and the State Planning Commission.

Signature: Date:

Agreed by H.E. Hilal Al Atrash, Minister for Local Administration & Environment,
 On behalf of the Ministry of Local Administration & Environment, the Implementing Partner.

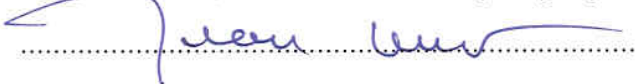
Signature: Date:

Agreed by H.E. Mr. Juan Serrat, Ambassador Extraordinary and plenipotentiary, Kingdom of Spain

Signature: Date:

Agreed by Mr. Ali Al-Za'tari, Resident Representative, UNDP.

Signature: Date: **13/9/07**



PART 1a. Situation Analysis

Eastern Region – Background¹

The Syrian Eastern Region (governorates of: Deir Ezzor, Raqqa and Hassaka) is the poorest and most needy area of Syria, as highlighted in the UNDP's Poverty Study (2005). According to the 10th FYP, the poverty rate is 17.9% in rural areas and 11.2% in urban centers, . The area registers the highest maternal and infant mortality rates in the country.

While it has vital economic resources such as oil, agricultural products, water, animal wealth and other natural resources, as well as good potential as a tourist destination, the region presents great challenges to reaching the Millennium Development Goals (MDG) since it is lacking the sufficient infrastructure, human resources and the capacities necessary to foster good local governance.

The cities of Raqqa and Deir Ezzor have been selected to be the first included in this project for the following two reasons:

1. Raqqa has a high rate of unemployment (7%).
2. Deir Ezzor has the lowest literacy rate in Syria (60.3%) compared to 67.1% in Raqqa, 94.9% in Damascus and 82.9% at the national average

Syrian local administration model²

Syrian local administration structure operates according to the Law No. 15, that was adopted on 11 May 1971. The organizational structure of Local Administration in Syria is illustrated in Chart 1.

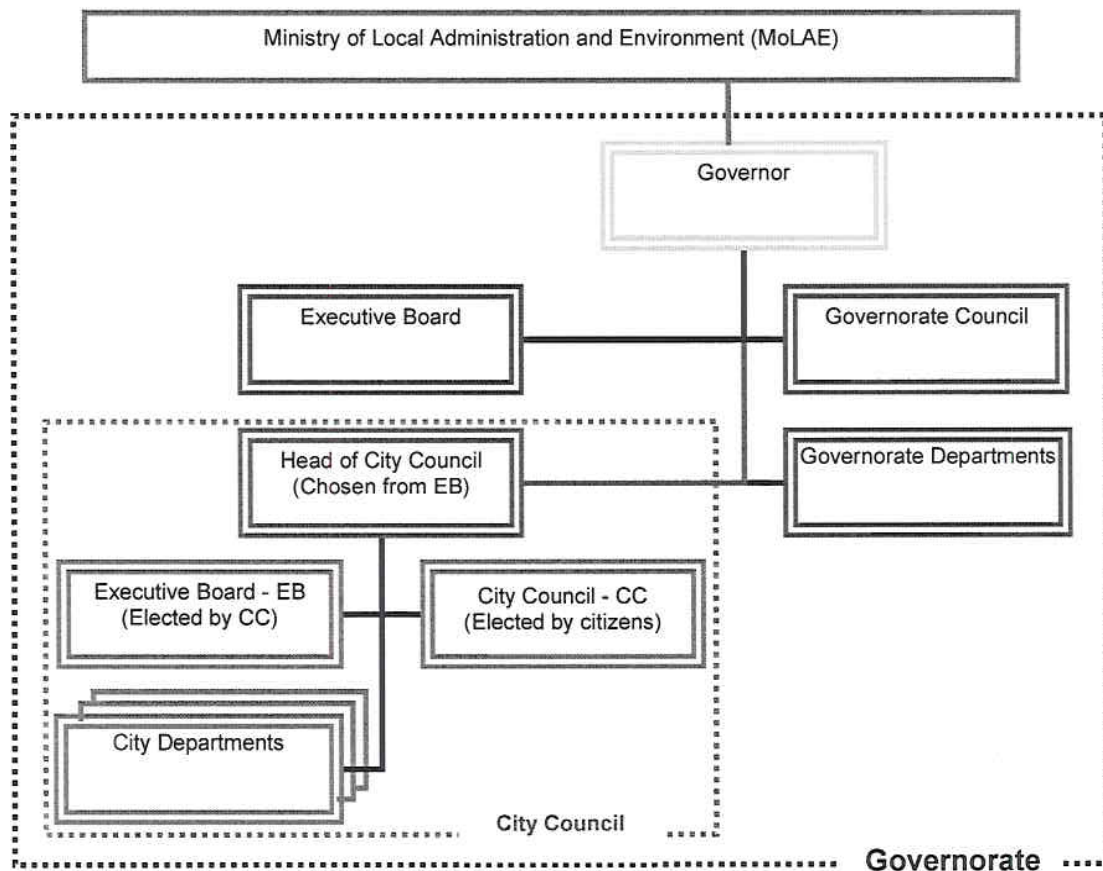
From a legal and theoretical "Reform" point of view, City Council is granted the majority of Governorate civil power within the administrative borders of the city itself. Practically, the administrative authority in Syrian cities is shared between Governorate and City Council. Three types of activities and responsibilities are distinguished on this level:

- o City responsibilities: administrative and technical services in the city itself.
- o Shared responsibilities: services and activities which affect areas and population inside and outside the city at the same time, such as common lands (green lands), roads, education, administrative elections in the city.
- o Governorate responsibilities: political, socio-cultural and environmental activities, including all big projects (for example: dams, waste management, etc.) and the management of natural and mineral resources, as well as the financial management in all cities in the Governorate.

¹ See Annexes 2 UNDP's Application for the AECI Open and Permanent Call of Assistance "grant application" and Annex 3 Mission report from Alcobendas experts (Jan. 2007) for more detailed situation analysis. Please also refer to the outlines of 10th Five Year Plan of Syria at www.planning.gov.sy and Poverty Study conducted by UNDP Syria 2005, www.undp.org.sy

² The terms of "Municipality" and "City Council" are used in Syrian cities as synonyms of "City Local Administration"

Chart 1 : The Local Administration in Syria



The organizational structure of Deir Ezzor and Raqqa are slightly different as indicated by the following description. The Project will operate within each respective framework.

Deir Ezzor city – administrative structure, human resources, infrastructure and citizen services

Structure

- Office of the Head of City Council
- Administrative and Legal Directorate
- Technical Directorate
- Financial Directorate
- Health Directorate
- Vehicles Directorate

Human resources

Permanent employees: 820
 Temporary employees (Workers): 436

IT applications

Software: Microsoft Office, Tax imposing and collection Access database
 Hardware: 24 PC's (in addition to 11 old PC's)

Citizens service

Deir Ezzor municipality has undertaken a substantial effort to develop their one-window service. In a single physical space, employees of different departments of the municipal administration work under the direction of the Director of the One-Window service.

The Municipality provides the following services through “One Window”:

- Building and construction licensing.
- Administrative licensing (e.g. profession license)
- Distribution of building’s communal properties (e.g. breakdown of buildings owned by a group of residents into individual apartments)
- Dispute settlement at the municipal level (i.e. controlling the breaches of administrative municipal laws and by-laws. For example, illegal constructions may lead to a decision to remove them or even legalize these breaches)
- General and common complains at the municipal level.
- Certificate of property (temporary real estate registration documents)
- Financial clearances and municipal tax payment.
- Certificate of land urban categorization.

Deir Ezzor One Window is also in charge of a system of notice and complaints.

Raqqa city – administrative structure, human resources, infrastructure and citizen services

Structure

- Office of the Head of City Council
- City’s Secretary
- Technical Directorate
- Financial Directorate

Human resources

Permanent employees: 438

Temporary employees (Workers): 298

IT applications

Software: Microsoft Office, One Window registration forms.

Hardware: 12 PC’s

Citizens services

The One window service of Raqqa is very basic and limited to delivery of information and document rather than processing requests.

The Municipality provides the following services through “One Window”:

- Building licensing
- Certificate of property
- Financial clearance and municipal tax payment

Challenges

The following elements are strongly affecting the administrative performance of the City Councils in Raqqa and Deir Ezzor:

- Both of the local administrations started applying the central instructions of “simplification” required by the Ministry of Local Administration and Environment (MoLAE) under the internal campaign of “Simplification of Processes”. The Ministry is steadily preparing new forms to be used by all Syrian municipalities in cities and governorates and publishing them on its website.

The published simplified processes concern Administrative licenses (Industrial profession’s license and Building license), Sanitary License, Tourism business license, Educational (schools) license, Water and sewerage license, Agricultural license, Irrigation license and Telecommunication license.

However in Deir Ezzor and Raqqa, some of the “simplified forms of building license” are redundant, and, hence, not used.

- Because of the lack of financial resources and appropriate technical assistance, these cities are making many efforts to develop their manual paper-based information management through establishing a modest “One Window”, without computerization. The concept of “workflow” and how to link the “back-office” to the “front-office” have not been adopted yet. There has been an attempt to introduce the “One Window” concept to many services processes, but the traditional work flow continues.
- Citizens’ applications and the processing of citizens’ services are unsystematic, i.e. the same process can be managed and performed in different ways without any logical reason.
- Business workflow is strongly related to the central decision of the Head of City Council or the Executive Board. Also, the Head of the City Council has to make *ad hoc* decisions for exceptional cases which fall outside the existing provisions.
- The computerization of administrative procedures is inexistent. The use of computers started recently but is not an integral part of the municipal development plan. In general, the introduction of computers was met by difficulties and some resistance. Internet communications are in general difficult due to the poor technical infrastructure. Electronic mailing systems, websites and use of internet are also inexistent.
- Qualified staff in both cities is very limited. Shortage of adequate staff is delaying the implementation of a modernization policy. In comparison with other Syrian cities (centers of governorates) it is clearly observed in Deir Ezzor and Raqqa that staff self-motivation is very low.
- Very limited budget for local administration development is available. The municipal tax collection is ineffective and the Government budget allocation is not sufficient.
- Lack of smooth communication and integration between the City Council and other local governmental establishments acting in the city such as: Financial Department, Real Estate Department, Water and Electricity authorities etc.

PART 1b. Strategy

Government strategy

The Syrian Government’s 10th Five Year Plan laid down the national development priorities for the next five years (2006-2010). It identifies the regional disparities in achieving MDGs and socio-economic growth as critical challenges. Therefore the Plan emphasises the need to dedicate special attention to the North-Eastern region.

The Eastern Region Development chapter notably includes:

- Eliminating restrictions and creating the proper economic environment in the Region to increase private sector contribution, facilitate the licensing and establishment of investment projects and encourage inter-regional trade.
- Developing and enhancing qualitative individual and institutional capacity in the three governorates.
- Promoting standard of services/utilities/infrastructure to create the proper economic environment and further facilitate the provision of decent standard of living in the framework of regional economic integration.

Administrative development, based on institutional and human capacity reinforcement is also a core priority for the Government. The ultimate objective is to provide more efficient and reliable services to the population and strengthen the relationship between public administration and service users. Thus, the local governance and community development chapters of the Five Year Plan mention:

- Restructuring and developing the performance of the public administration, minimizing the costs, re-examining the civil services system, re-evaluating the low productivity and deficiency of the labor force in the public sector, and redistributing it to improve its performance: this process requires revising the related laws and legislations and issuing new regulations for distribution, qualification, and performance evaluation.

- Formulating project-specific and specific sub-plans of the 10th FYP aiming to develop managerial performance; eradicate routine, and execute the paper works and relation with inhabitants on a new vision of the government work.
- Setting up and implementing a comprehensive community development programme at each governorate within a regional context for neighbouring governorates, which will achieve optimal use of local resources, means and capacities for the purpose of improving citizens' quality of life, and eradicating the development discrepancies between governorates.
- Building and activating organized mechanisms for people's participation that will combine all relevant stakeholders (the state, the private sector, NGOs, research and scientific activities, etc.) that will lead the community development process and will allow for mobilizing all the community resources and employing them in preparing and implementing the comprehensive community development programme.
- Activating decentralization and building the capacities of local establishments, organizations and cadres to perform their active roles in setting and implementing community development plans and their feasibility studies.

UNDP strategy

The UNDAF, which constitutes the framework of action of the UN system in Syria, including UNDP, is aligned with the development priorities of the Government. The UN supports national partners in their efforts towards achieving the MDGs; naturally the North-Eastern region is a most strategic target for the UN support. UNDP's global extensive experience in the fields of public administration and local governance reform enables the Syria Country Office to access knowledge, good practices and experts.

In Syria, the modernization and efficiency of the delivery of municipal services is a critical step towards enhancing citizens' quality of life and establishing an enabling environment for business development. This is particularly important in the most disadvantaged area, such as the North-Eastern region.

The cooperation agreement with the Spanish Agency for International Cooperation is a key element for the success of this project as it also brings the expertise of partner municipalities in Spain with useful field experience in municipal modernization and reform towards greater attention to citizens.

Integration with ongoing development projects

The project inserts itself in a "mosaic" of ongoing development projects. It does not include activities directly intersecting with their activities, but will take into consideration the common strategy and policies as well as effective coordination.

It is important to underline that the Syrian counterparts, MoLAE and SPC, will guarantee the integration and synchronization between the development projects and avoid duplicated activities and redundant efforts.

UNDP Eastern Region Economic Development Programme project (until April 2008)

This project takes the view that a comprehensive and sustainable approach to economic development – focusing on local participation – is essential to improving people's lives in the Eastern Region. The project focuses on the Deir Ezzor, Raqqa and Hassakeh governorates. In partnership with other UN agencies, SPC and the universities of Damascus and Aleppo, the project intends to formulate an economic development plan, through building the capacity of local administrators and managers and the establishment of the eastern region economic development authority (EREDA) and the Economic Development Unit (EDU) to foster regional business and promote investment and tourism; as well as to facilitate local community mobilization through the enhancement of basic social services.

UNDP Government Services Reform (GSR) project (until December 2010)

This project aims at optimizing Government services to citizens and businesses through policy improvement, human resource development, processes revision (cutting unnecessary red tape) and

information technology infrastructure modernization. A number of line ministries will participate gradually, starting as a pilot project with the Ministry of Interior.

While this project focuses on services delivered by central authorities, the methods of conducting process revision and automation may be duplicated for the present project in Deir Ezzor and Raqqa.

EU Municipal Administration Modernisation (MAM) programme (until December 2008)

Focusing initially on six cities across the country (Damascus, Aleppo, Homs, Lattaqia, Tartous and Deir Ezzor), this programme will set the framework to manage urban growth.

17 different Action Plans will ensure a sustainable infrastructure which will make a real and positive difference to the future of Syrian cities. Depending on the needs of the city, the plans focus on: Urban Strategy; Decision Support Centre; Institutional Development; Financial Resources Management; Property Management; Local development / Local Agenda 21; The Centre / Twinning; Urban Development and Informal Settlements; The Old City; Geographical Information Systems; Public Private Partnerships; Traffic and Transport in Syrian Cities; Solid Waste Management; Gender; Visibility and Communications Strategy.

In Homs, Tartous and Old Damascus, an e-Government pilot will be deployed. Deir Ezzor will be included only in Regional, Spatial and Urban Planning. Deir Ezzor and Raqqa municipalities will be covered also by some central activities in the Project such as the relation with the central decision support centre, workshops, training etc.

PART 2. Project Results & Resources Framework

Intended Outcome

The intended outcome of the project is to provide better administrative services and enhance the performance of the municipalities, with more transparency and awareness toward broader social participation; as well as to build up more confidence of citizens with their local administrations, with less bureaucracy to move towards transparent and effective local governance.

This project is limited in scope and geography; the success of its approach will determine its duplicability.

Target beneficiaries

The citizens of Deir Ezzor and Raqqa cities are the intended beneficiaries of this project, as well as the existing and potential entrepreneurs wishing to establish businesses in these municipalities. Much time and effort will be saved in accessing information and getting answers to requests regarding services delivered by the municipalities.

Another category of beneficiaries are the managers and employees of City Councils who will be supported in their tasks of organizing and delivering services; employees in particular will receive hands-on training on new methods and more efficient work tools.

Project Outputs

1. Integrated Municipal Plan and structure in place for efficient service delivery based on users' interests

Municipality managers to understand and integrate into their modernisation plan and into their administrative organisational structure the concepts of efficiency, quality and citizens'/service users' attention/ orientation.

2. Municipality front office services developed with more attention to citizens

To facilitate dissemination and information sharing to the local population through diversifying the communication channels with service users and strengthening the "One Window" (service model?, or method?), taking account of the needs and limited capacities of disadvantaged groups, especially the illiterate.

3. 5 selected processes reviewed and modernised

To introduce alternative modern work methods by simplifying and optimizing the administrative work in 5 selected processes and services: Building License and Control; Profession License and Sanitary Control; Decisions taken by City Council, Executive Board and Head of City Council; Municipal Financial Clearance; Certificates of municipal real estates and citizen properties.

Services to be improved

The following processes represent the *core business* of the City Council and are most vital administrative services delivered to the community:

Process	Target groups	Comments
A. Building License and Control	Housing cooperative societies, Real estate owners and investors, Contractors and engineers. (90% housing).	Longest and most complicated process. It includes 26 different forms with attachments, requiring many signatures and stamps by different departments inside and outside the municipality (Order of Engineers, authorities of utilities, City Financial department, City Real Estate Department...).
B. Profession License and Sanitary Control	Business owners (90% small private sector - shops).	Process required to launch a private commercial or industrial business in the city except the intellectual professions.
C. Decisions taken by City Council, Executive Board and Head of City Council, related to different type of submitted requests and complaints.	Owners of houses, shops, real estates and buildings	
D. Municipal Financial Clearance	Housing cooperative societies, Real estate owners and investors, Contractors and engineers.	Obligatory condition before receiving any request from citizens in the municipality
E. Certificates of municipal real estates and citizen properties	Individual citizens and private companies.	Solution for a special case when the City Council sell the municipal lands to citizens and groups of citizens and play the role of a "Temporary Cadastre" in issuing a "temporary ownership certificate" of property until the Cadastre finishes the long term registration.

The **processes C, D and E** are part (steps) of the **processes A and B**, and can be requested by citizens as standalone services.

Infrastructure to be established.

The project will establish for the 5 selected departments in each of Deir Ezzor and Raqqa municipalities a basic IT infrastructure composed of:

- Backoffice and frontoffice computers and printers.
- Local Area Network connecting the backend and frontend computers and printers.
- 5 database applications relevant to the 5 selected processes.

Basic INTRANET portal which provides internal e-services, file sharing and electronic mailing.

Project Results and Resources Framework (RRF) Matrix

Intended CP Outcome B5: Improved administrative services for citizens and courts' administrations taking into account citizens' rights and the needs of vulnerable groups.				
Outcome indicators: # services improved				
MYFF Service Line 2.7: Public administration reform and anti-corruption.				
Partnership Strategy: The designated implementing partner is MoLAE , while the City Council of Raqqa and the City Council of Deir Ezzor will be responsible for some activities. SPC is the government coordinating agency. AECI is providing financial and technical assistance and will coordinate the intervention of experts from the municipality of Alcobendas in the framework of outputs 1 and 2. UNDP is providing programme advice, technical and financial assistance, as well as project assurance.				
Project title and ATLAS Award ID: Improving municipal services in the North-Eastern region (Deir Ezzor and Raqqa (SYR/07/004))				
Intended Outputs	Output Targets	Indicative Activities	Responsible parties	Inputs
<p>Output 1 / Integrated Municipal Modernisation Plan and structure in place for efficient service delivery based on users' interests</p> <p>Indicators: - Efficiency, quality and users' interests integrated into the Municipal Modernisation Plan</p>	<p>1 comprehensive Modernisation Plan endorsed by the Municipal Council in Deir Ezzor and in Raqqa</p>	<p>Organise 6 seminars over 2 days on different aspects of good local governance, efficient service delivery and attention to citizens for political leaders and technical managers of the cities.</p> <p>Coaching for the preparation of a Modernisation Plan with political leaders and technical managers including:</p> <ul style="list-style-type: none"> - staff capacity assessment and programme - identification of critical factors of efficient work environment - mechanisms for elaboration and updating of development plans and work plans 	<p>Deir Ezzor and Raqqa Councils</p>	<p>Project team Alcobendas experts</p> <p>National Trainers: US\$ 10,000 Training costs: US\$ 6,000</p> <p>Project team Deir Ezzor and Raqqa Councils management International Consultant: US\$500*60days= \$30,000</p>

			<ul style="list-style-type: none"> - monitoring and evaluation tools regarding service delivery performance - internal and external communication - citizen participation mechanisms - ICT need and capacity assessment and programme <p>2 study tours for city management and MoLAE officials (6 persons max) in a developing (Arab) country with similar experience and in Europe with advanced system.</p>		<p>Project team Arab region: US\$14,000 Europe: US\$20,000</p>
Output 1 Total: US\$80,000					
<p>Output 2 / Municipality front office services developed with more attention to citizens</p> <p>Indicators:</p> <ul style="list-style-type: none"> - User-friendly facilities in place - Users satisfaction survey 	<p>More channels of access to services created</p> <p>One-window service office and staff structure in place</p>	<p>Set up a service users' orientation desk, with telephone enquiries facility.</p>	<p>Deir Ezzor and Raqqa Councils</p>	<p>Project team, especially output 2 manager Deir Ezzor and Raqqa Councils Equipment: US\$2*2,500=5,000</p>	
		<p>Improve the physical setting of the one-window office: accessibility, comfort, privacy</p>	<p>Deir Ezzor and Raqqa Councils</p>	<p>Project team, especially output 2 manager Deir Ezzor and Raqqa Councils Equipment: US\$ 5,000*2=10,000</p>	
		<p>Organise training and coaching for staff of the orientation desk and one-window on customer service, presentation, listening, communication, quality</p>		<p>Project team, especially output 2 manager Alcobendas experts National Trainers: US\$5,000 2 coaches 3*1 week*2cities:</p>	

			<p>Conduct a study on the expansion of one window (delivering more services through one-window)</p> <p>Organise a benchmarking exercise on one-window : organisation of 4 one-day seminars with staff of both municipalities; invitation of a third party with more advanced model</p>	Deir Ezzor and Raqqa Councils	<p>Project team, especially output 2 manager</p> <p>Alcobendas experts</p> <p>Municipality working with MAM project (Homs?)</p> <p>Deir Ezzor and Raqqa management and One Window staff</p> <p>National Facilitator: US\$ 3,000</p>	<p>US\$12,000</p> <p>International Consultant: US\$500*30=15,000</p>
			<p>Improve visual orientation and written communication: information boards with drawings, leaflets, suggestions & complaints box</p>	Deir Ezzor and Raqqa Councils	<p>Project team, UNV</p> <p>Deir Ezzor and Raqqa Councils staff</p> <p>Design and publication costs: 10,000\$US</p>	
						<p>Output 2 Total:</p> <p>US\$ 60,000</p>
			<p>In-depth process analysis including gap analysis and recommendations for improvement</p>	Deir Ezzor and Raqqa Councils	<p>Project team, especially Technical Adviser</p> <p>Deir Ezzor and Raqqa Councils management and technical staff</p> <p>International consultant: US\$500*30days= \$15,000</p>	
			<p>Coaching for the prepare of Optimisation Plans for each process with the participation of municipality staff including:</p> <ul style="list-style-type: none"> o New workflow 	Deir Ezzor and Raqqa Councils	<p>Project team, especially Technical Adviser</p> <p>Deir Ezzor and Raqqa Councils management and technical staff</p>	
			<p>5 Optimisation Plans endorsed by the Municipal Council in Deir Ezzor and in Raqqa</p> <p>New workflow and work methods applied</p>			
<p>Output 3 / 5 selected processes reviewed and modernised</p> <p>Indicators:</p> <ul style="list-style-type: none"> - Service processing time reduced - Users' satisfaction survey - Employees' satisfaction survey 						

		<ul style="list-style-type: none"> o New work methods o Responsibilities and timeframe o Human and material capacity needs 		International consultants: US\$500*30days= \$15,000 and National
		<p>Introduce a functional IT infrastructure: Basic network and hardware with simple INTRANET Portal providing e-mail, file sharing and internal e-services from 5 backend databases to be used in registering and documenting information relevant to the 5 selected processes.</p> <p>Apply new models and workflows (signature delegation, automation) and IT tools, through on-the-job training and coaching.</p>	Deir Ezzor and Raqqa Councils	<p>Project team, especially Technical Adviser Deir Ezzor and Raqqa Councils IT/database staff National IT Consultant (12 months): US\$ 20,000 IT hardware: US\$ 90,000 IT software: US\$ 60,000</p>
			Deir Ezzor and Raqqa Councils	<p>Project team, especially Technical Adviser Deir Ezzor and Raqqa Councils management and staff National trainers: US\$ 5,000</p>
			Output 3 Total:	US\$ 205,000
			Total Activities:	US\$ 345,000
			Project management:	US\$ 185,000
			Total Project:	US\$ 530,000

PART 3. Management Arrangements

The Project will be based on tripartite cooperation among:

- Spanish Agency for International Cooperation (AECI)
- United Nations Development Programme (UNDP)
- Syrian Government represented by:
 - Ministry of Local Administration and Environment (MoLAE)
 - Syrian Planning Commission (SPC)

MoLAE is designed as the Implementing Partner. The implementing partner will be responsible for the overall implementation of the project and the production of the outputs in accordance with the work plan. It will also be responsible for supervising project staff and consultants in coordination with UNDP, ensuring the proper equipment is in place and coordination of events. The implementing partner will be responsible for providing in kind contribution of office space. Staff of the implementing partner will support the project as part of capacity development requirements.

MoLAE will contract the City Council of Deir Ezzor City and the City Council of Raqqa City, as Responsible Parties, to carry out specific activities.

AECI will coordinate with UNDP and the Project Director any of its activities relevant to the implementation of the project, in order to optimise resources available and effectively achieve the expected outputs.

Project Board

The Project Board will be established to generate consensus basis management decisions for the project when guidance is required by the Project Director. Based on the approved annual work plan (AWP), the Project Board reviews and approves project stage plans and authorizes any major deviation from these agreed stage plans. It is the authority that signs off on the completion of each stage plan as well as authorizes the start of the next stage plan. It ensures that required resources are committed and arbitrates any conflicts within the project or negotiates a solution to any problems between the project and external bodies.

In addition, it approves the appointment and responsibilities of the Project Director and the Project Assurance responsibility to the UNDP Country Office.

The Project board will be composed of:

- A Representative of the MoLAE
- A Representative of SPC
- Head of Deir Ezzor City Council
- Head of Raqqa City Council
- UNDP Representative
- AECI Representative
- The National Project Director

Other stakeholders may be invited on an *ad hoc* basis.

Project Management Team

The project management team will consist of a National Project Director (NPD), a Technical Adviser on process review (output 3), a UNV consultant for one-window (output 2), a UNV outputs assistant (for outputs 2 and 3), one administrative and one financial assistant as well as other necessary staff (full or part-timer). International and national consultants supervised by the NPD will undertake part of the project activities, according to the workplan. All staff and other short-term staff hired if needed, will be recruited by UNDP according to its rules and regulations.

City Councils will appoint four Project Assistants (2 in each city, bilingual municipality staff / English and Arabic).

The Project Director has the authority to run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Project Board. The Project Manager is responsible for day-to-day management and decision-making for the project, to ensure that the expected results are achieved to the required standard of quality and within the specified constraints of time and cost, according to the Annual Work Plan.

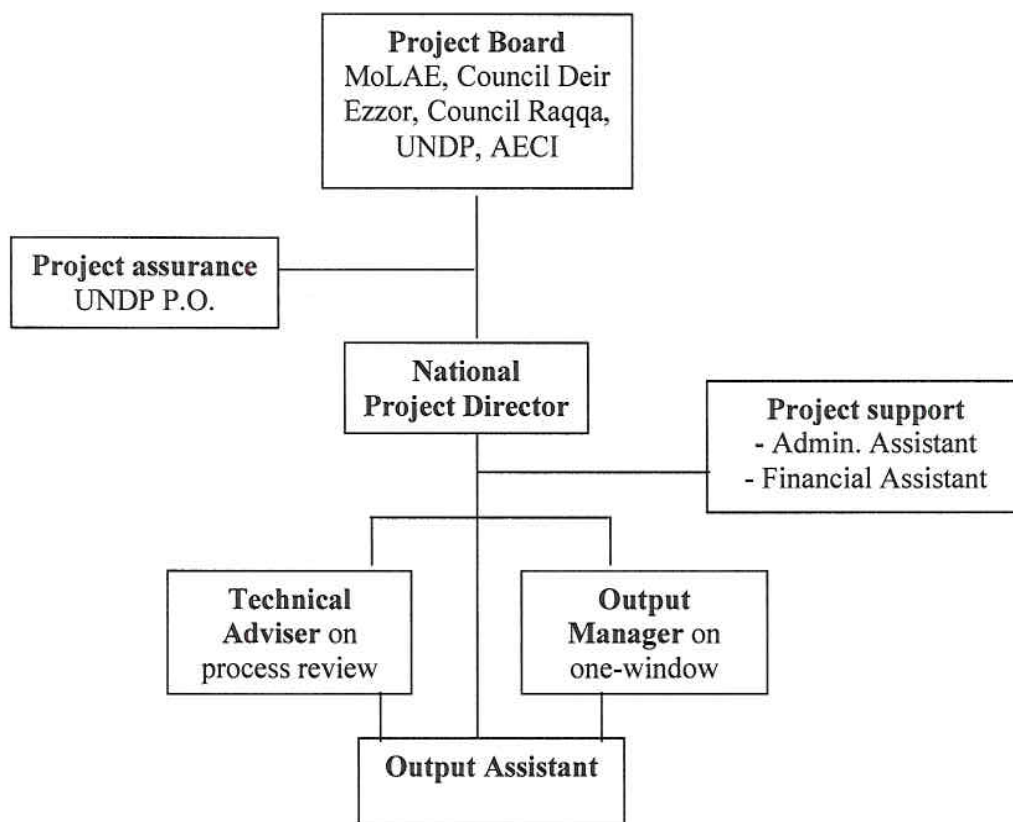
Under the leadership of the Project Director, the project management team prepares Annual Work Plans, Quarterly Work Plans and progress reports, and maintains up-to-date all communication and monitoring plans and logs. The team remains in constant communication with the UNDP team.

Project Assurance

The UNDP Syria Country Office will play the role of project assurance by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate project management milestones are managed and completed.

UNDP CO will support the Project by coordinating the activities of AECI and possibly other UN agencies involved in the implementation of the project and ensuring the effective participation of all the concerned parties in order to achieve the desired results. UNDP, through its technical wing UNDP SURF-Arab States, will also play an advisory role and provide technical backstopping and referrals on comparative experiences and lessons learned.

The above project management structure can be illustrated as follows:



Procurement

The purchase of non-expendable equipment and services will be done by UNDP according to its rules and regulations. An Implementation Support Service (ISS) fee will be charged to the project according to the nature of services offered as requested by the NPD. The request should be based on a **procurement plan** submitted along with the Annual Work Plan. These fees will be charged based on the latest update of the UNDP Universal Price List.

PART 4. Monitoring & Evaluation

Monitoring is a continuous function that aims primarily to provide project stakeholders with early indications of the quality, quantity and timeliness of progress towards delivering intended results, in accordance with the Annual Work Plan.

Monitoring indicators are determined in the project **Communication and Monitoring Plan**. The CMP should articulate the types of communications and associated scheduling required during the project, as well as methods of communications with stakeholders.

In carrying out such monitoring activities, a number of tools are created and updated in different timeframes:

Within the annual cycle:

Quality Log: Progress and quality of the deliverables being produced will be assessed based on the quality criteria established in the indicators and deliverable Description and planned schedule and recorded in the Quality Log. If changes are required, the Deliverable Description and/or schedule will be updated.

Issues Log: Any project issues will be recorded in the Issues Log to facilitate tracking and resolution.

Risks Log: The Risks Log will be updated by reviewing the external environment that effects the project implementation, and associated risk management plans.

Annual Work Plan Monitoring Tool: Together with project issue/ risk logs, a AWP Monitoring Tool should be used for the project review purpose.

Project Quarterly Progress Report: Quarterly monitoring progress reports will be submitted by the Project Director to Project Assurance. Such progress reports should form a basis for decisions regarding further disbursement of UNDP resources to the Implementing Partner (MoLAE0).

Annual Project Report: APR will be submitted along with the new AWP to the Project Board.

Lessons Learned Log: Project lessons learned should be actively captured to ensure ongoing learning and adaptation within the organisation.

Additional reports may be requested, if necessary, during the project.

Annually:

Annual Review: An annual project review will be conducted by the Project Board during the fourth quarter of year as a basis for assessing the performance of the project. Such review is done in the context of the UNDAF Annual Review. This review will involve all key project stakeholders and the Implementing Partner (MoLAE), and focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes. This review should update output targets and results achieved.

An independent (external) evaluation will be conducted at the end of the project.

Exit strategy

The project components will be locally deployed, and step by step delivered to both Municipalities. They will participate in every detail during the project life cycle under the supervision of the Project team and consultants. When the implementation is finished, employees of the selected departments in Raqqa and Deir Ezzor cities will own new methods of work, new skills and knowledge, as well as new infrastructure. This guarantees the sustainability of the project and durability of services. In addition, suppliers of the new information system will continue their technical support during the after-sales period of warranty.

PART 5 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 Syrian Arab Republic (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 agreement.

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

- Revisions in, or additions of, any of the annexes of the project document; and
- Revisions, which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are necessitated by the 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.
- If major changes (whether to increase or limit the project) are needed then a Substantive Revision Document will be prepared detailing the changes and all their implications. The Substantive Revision Document needs to be signed by all parties to the original project document.

COMPONENT 9: ANNEXES

1. ToR NPD
2. Grant application
3. Spanish mission report
4. Donor cost-sharing agreement
5. Notification of grant

Annex 1 : Terms of Reference for National Project Director

Project Title: Improving municipal services delivery in the North-Eastern region

Position Title: National Project Director

Duration of Appointment: 24 months (with possibility of extension)

Location: City of Deir Ezzor or Raqqa

Expected Starting Date: September 2007

I. Background:

The project aims at improving the quality and effectiveness of municipal services delivered by the City Councils of Raqqa and Deir Ezzor. These services have been carefully selected on the basis of thorough assessment and because of their direct impact on citizens' life and business. The specific objectives of the project in the both cities are:

- Assist the municipalities' development of internal service-oriented modernisation plans, structures and information systems.
- Simplify and optimize the administrative work at the municipal level, in introducing alternative work methods
- Facilitate dissemination and sharing of information and knowledge to the citizens.

The project supports the enhancement of the existing "One Window" system, through the implementation of coherent, simple and effective Municipal automated system, which could set the example for the local administration in the Syrian Eastern Region. It supports also the development of the municipality IT infrastructure and the design of an internal IT solution, aiming at improving quickly the computerization of data and the relevant processes.

The project is co-funded by the Government of Syria, the United Nations Development Programme (UNDP) and the Spanish Agency for International Cooperation (AECI), with an initial budget of USD 561,934 for two years. The implementing partner is the Ministry of Local Administration and Environment.

II. Objective of the assignment:

The National Project Director (NPD) acts as Head of the Project Management Team. Under the guidance of the Project Board and the supervision of the UNDP Programme Officer, the NPD is responsible for achieving successful implementation of project activities, delivery of project inputs and achievement of the planned project outputs. S/He reports to UNDP.

The NPD is responsible for day-to-day management and decision-making for the project, to ensure that the Annual Work Plan is properly and timely implemented. The NPD ensures the cohesion and cooperation of all international/local actors involved in the project. He/She acts as main coordinator for the operations of the main "partners": UNDP office in Damascus and the Ministry of Local Administration and Environment, as well as the City Councils of Deir Ezzor and Raqqa.

III. Responsibility:

- a) Assume management of the project and the Project Team in compliance with UNDP rules and regulations regarding programmes, projects and operations; prepare workplans and monitoring and financial reports;
- b) Recruit, lead and directly supervise the Project Team (minimum 5 persons); provide coaching where necessary;
- c) Liaise with UNDP Programme Officer on weekly basis to ensure proper monitoring and realizing results;
- d) Ensure that UNDP rules and regulations are implemented with relevance to the consultancy activities;

- e) Participate in necessary meetings and reviews in Syria, and possibly abroad;
- f) Suggest resource mobilization opportunities;
- g) Ensure that UNDP and AECI are invited to all stakeholder meetings related to the project focus;
- h) Ensure that UNDP and AECI's name is mentioned in all publications, workshops, and consultancy related project activities;
- i) Serve as the focal point for coordination of the project activities with UNDP, the Government, the Municipalities, AECI and other partners;
- j) Ensure that the necessary inputs for the assignment are available;
- k) Build necessary partnerships for the support of outputs indicated in the project;
- l) Keep abreast of initiatives, projects, legislative/regulatory developments in the fields of the project focus;
- m) Undertake UNDP induction and training programmes, as required;
- n) Any other business as required.

IV. Qualifications:

a) Education:

- a. Master degree in Public or Business Administration Management, Public Law.

b) Experience and skills requirements:

- a. Minimum 5 years of progressively responsible experience in the field of local governance, public service management, or administrative reform, preferably in Syria;
- b. Minimum 2 years experience in development project management, monitoring and reporting, preferably with the UN;
- c. Good knowledge of the Syrian development context and the reform process;
- d. Experience in the development and implementation of IT solutions and administrative information systems a strong asset;
- e. Excellent supervisory, organizational and communication abilities;
- f. Outstanding relationship building skills and political sensitivity;
- g. Demonstrated awareness of gender mainstreaming requirements;
- h. Commitment to UN values, vision and mission;
- i. Command of computer software is a must;

- c) **Language Requirements:** Fluency in spoken and written English and Arabic. Spanish language is a plus.