

COVER PAGE

Country: Lebanon

UNDAF Outcome(s)/Indicator(s): Enhance Social Safety Nets

Expected Outcome(s)/Indicator (s): Improved capacity to address human and income poverty and inequality

Expected Output(s)/Annual Targets: Increased Integration of the Disabled
Improved social services delivery in post-war era for the poor and vulnerable

Executing Entity: Ministry of Social Affairs (MoSA)/Rights and Access Programme and accredited NGOs

Implementing agencies Ministry of Social Affairs (MoSA)/Rights and Access Programme and accredited NGOs

Narrative

The Social Action Plan that was submitted to Paris III included the need to implement projects that will have immediate positive impact on improving the lives of those most poor and vulnerable. Within this framework, the government is keen to put into action around 14 safety net programs, one of which is targeting (directly or not) the disabled through "the Right and Access Program". Increasing allocations of R&A is indispensable to cater for the chronic needs of the disabled and to cover the emerging requests of the newly disabled as a result of the war. The project has two outputs: (a) To improve the provision of good quality reliable and suitable aids to the persons registered as disabled, and (b) To cater for the new disabled groups that emerged as a result of the July 07 war.

Programme Period: 2008

Project Title: Increased Integration of the Disabled

Project ID: 00059598

Project Duration: 12 months

Management Arrangement: Country Office Support to National Execution

Net Budget USD 1,308,400
UNDP Management Support Cost USD 91,600
Total Budget USD 1,400,000

Allocated Resources:
Lebanon Recovery Fund: USD 1,400,000

(In kind contribution of the Ministry of Social Affairs \$140,000)

Agreed by (UNDP): Ms Marta Ruedas

Agreed by MoSA: Ms. Nayla Moawad

Agreed by CDR: Mr. Nabil El-Jisr

Date: _____

Date: _____

Date: 07 FEB 2008



I. SITUATION ANALYSIS

The law 220 / 2000 confirms the right of all pwd in Lebanon to benefit from the appropriate assistive devices, that includes all proximity technical aids) (cf. article 27 – it. 1 and 4) ; It also gives the Ministry of Social affairs the authority of implementing the decisions taken by the National Committee for the disabled, (art 6- it.4) that has identified the delivery of the requested technical aids as a priority; More over, the Lebanese government has signed in June 2007 the International Convention on the Protection and Promotion of the Rights and Dignity of Persons with Disabilities, after having actively participated to its elaboration since 2003. The convention dedicates one article (20) to the personal mobility and the necessity for state parties to ensure and facilitate access to quality assistive devices

Under safety nets, the Social Action Plan calls for implementing projects that will have immediate positive impact on improving the lives of those most poor and vulnerable. One of the initiatives recommended was to increase the allocations for “the Right and Access Program” (R&A), as its services has always fallen short of the need. There are a number of services (beds for example) that were very much needed and requested by the disabled, however the RAIS did not have the financial capacity to provide them. In addition, the number of beneficiaries has always been deficient and could not meet the demands and needs of the poor disabled, even before the war. After the war, studies estimate an increase of 600 additional disabled as a result of the war, not to mention the presence of unexploded ordnances (post war).

The RAIS operates an efficient and automated program that has been providing 15 types of proximity supplies and services (wheel -chairs, air cushions, catheters.. etc.) to holders of the disability card. The "Rights and Access Program (R&A)" was established in 1994 under the National Committee for the Disabled recommendations, and is the technical body through which MOSA puts number of articles of law 220/2000 (rights of pwd) into implementation (disability card issuing, affidavits for specific services and exemptions, awareness and information...). The R&A program serves all Lebanese disabled and provides them with the needed services the entire period of time during which a person is suffering from disability. It has elaborated a set of norms, standards and procedures allowing the accreditation of services and of institutions as service providers. Since 1998 R&A has ensured the provision of more than million items of technical aid to date. It has classified more than 99 services, elaborated standardized classifications for 165 disabilities as per the WHO classifications and issued more than 60,000 disability cards. The disability card is usually given to the disabled after a specialized doctor's examination and is revised on regular basis. The R&A runs 6 centers in 6 mohafaza – and implements the program with fully automated administrative system.

2. STRATEGY

The Social Action Plan that was submitted to Paris III included the need to implement projects that will have immediate positive impact on improving the lives of those most poor and vulnerable. Within this framework, the government is keen to put into action around 14 safety net programs, one of which is targeting (directly or not) the disabled through “the Right and Access Program”.

Disability by itself is a major source of vulnerability and marginalization in Lebanon. It limits access to information, job opportunities, education, social services and much more. Being disabled very often isolates the person from fully integrating within his/her community or society. The risks of marginalization are almost ensured, especially when disability is compounded with deprivation and poverty. Lack of resources to get the needed proximity services force the disabled, and consequently his/her family, to live in isolation with his/her surrounding as it deprives him/her from

a basic right of being fully integrated within the society. In addition, the absence of such services normally impedes the disabled from being independent in his/her daily activities and forces him/her to depend on others (usually another family member) for subsistence. Such dependency would magnify the burden on other family members in such a way that their efforts and financial means would be mostly consumed by the disability expenses and indirect cost of survival.

✓ The July 2006 war has caused more than 4000 injuries, of which 15% are permanent disabilities. In addition, qualitative studies have revealed that the war exacerbated the conditions of the poor and vulnerable households and its impact was most acute on this population. Moreover, the financial problems that the government has been encountering since 2002, forced the MOSA to restrain the service delivery, reducing it to the available funds, which generated an important waiting list of more than 2600 persons. Accordingly, it is essential that the poor disabled are properly catered for as a marginalized group, as being increased in number after the war and as being most affected by the consequences of the war in terms of access to employment, to health services and to social aid.

Increasing allocations of R&A is indispensable to cater for the chronic needs of the disabled and to cover the emerging requests of the newly disabled as a result of the war. The provision of proximity services to the disabled is a preventive measure as it often precludes the development of chronic or longer term treatments that are usually costly, time consuming and more painful. Expanding the number of services provided to the disabled and providing uninterrupted services for more days and longer hours to a larger share is a basic right for the disabled and the enforcement of the law 220. It is an essential measure that will free – to a large extent – the disabled from depending on charity and on other household member, enable household members to undertake more productive tasks and thus improve their living conditions. Without the proximity services, the greatest majority of the disabled will be deprived from their right to be independent and integrated within the society and deprived of their dignity. That is not to mention the complications that may occur from a bad response to many urgent needs such as bed sore prevention through the use of appropriate matrices or cushions, and the urinary infections that can occur from the lack or the bad quality catheters, pads, and/or colostomy devices. Children more specifically run serious malformations when the special seats designed as per each individual case and needs are not provided timely and adapted as per the growing rhythm.

In the above context, the project aims at expanding and improving access of the poor disabled (as marginalized and vulnerable population that was most affected by the war) to proximity services. The key objective of the proposed project is to increase the integration of the disabled within the society through the provision of the needed proximity services.

The project has the following outputs:

- To extend the provision of good quality reliable and suitable aids to the persons registered as disabled
- To cater for the new disabled groups that emerged as a result of the July 06 war.

The activities of the project are the following:

- Assessment of disability and specific needs by authorized doctors through the 6 centres of R&A on a demand driven basis
- Home visits by authorized medical and administrative staff to persons unable to move
- Delivery of prescribed and appropriate service by the accredited institution as per the pre-set procedure
- Reimbursement by the MOSA/R&A of the delivered service after thorough control by the administrative staff of the R&A programme.

3. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country/ Regional/ Global Programme Results and Resource Framework: Enhance social safety nets in Lebanon			
Outcome indicators as stated in the Country/ Regional/ Global Programme Results and Resources Framework, including baseline and targets.			
Applicable MYFF Service Line: Addressing Poverty and Inequality			
Partnership Strategy: the project supports the Ministry of Social Affairs through the Rights and Access programme			
Project title and ID (ATLAS Award ID):			
Intended Outputs	Output Targets for (years)	Indicative Activities	Responsible parties
1. Assessment of disability and specific needs completed	- 2008	Complete assessment through authorized doctors through the 6 centers of R&A	MoSA/UNDP
2. Access of disabled to adequate services increased	- 2008	Home visits by authorized medical and administrative staff to persons unable to move	
		Delivery of prescribed and appropriate service (purchased equipment or material) by the accredited institution as per the pre-set procedure	
		Reimbursement by the MOSA/R&A of the delivered service after thorough control by the administrative staff	
			Inputs
			Subcontract

4. Annual Work Plan-

EXPECTED OUTPUTS and indicators including annual targets	PLANNED ACTIVITIES <i>List all activities including M&E to be undertaken during the year towards stated CP outputs</i>	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Amount
1. Assessment of disability and specific needs completed	Complete assessment through authorized doctors through the 6 centers of R&A					MoSA			
	Home visits by authorized medical and administrative staff to persons unable to move					MoSA			
2. Access for disabled to adequate services increased	Delivery of prescribed and appropriate service (purchased equipment and material) by the accredited institution as per the pre-set procedure					MoSA/UNDP	Subcontracts	\$ 1,275,000	
	Reimbursement by the MOSA/R&A of the delivered service after thorough control by the administrative staff					MoSA/UNDP	Support staff	\$33,400	
TOTAL									

5. MANAGEMENT ARRANGEMENTS

MoSA is designated as the National Implementing Agency for this project on behalf of the Government of Lebanon. MoSA will be responsible for managing the project and will provide overall support to enable it to achieve its intended outputs and results. MoSA will thus be accountable to UNDP for all resources allocated by the latter, whether their source is UNDP or cost sharing. This accountability calls for very concrete capacities in the administrative, technical and financial spheres.

The UNDP Country Office support to National Execution modality will prevail. In addition to regular technical backstopping and monitoring activities regularly provided, the UNDP Country Office shall provide the Executing Agency with support services for the execution of the programme. This will ensure that technical and substantive expertise is available to the Programme for coordination, recruitment, procurement and contracting.

The project implementation will be carried out by the "Rights and Access Program (R&A)" of MoSA that was established in 1994 in order to implement the recommendations of the National Committee for the Disabled, including the implementation of the laws 220/2000 (Rights of Persons with Disability) into implementation (disability card issuing, affidavits for specific services and exemptions, awareness and information...).

Since 1998, R&A has elaborated standardized classifications for 165 disabilities as per the WHO classifications; based on which it issued more than 63,000 disability cards. The disability card is usually given to the disabled person following a specialized doctor's examination and is revised on regular basis. The R&A runs 6 centers in 6 Mohafaza – and implements the program with fully automated administrative system- "RAIS" or the Rights and Access Information System. The R&A program serves all Lebanese disabled and provides them with the needed services the entire period of time during which a person is suffering from disability. It has ensured the provision of more than one million items of 15 types of proximity supplies and services (wheel -chairs, air cushions, catheters, etc.) to holders of the disability card. The program has classified more than 99 specialized services and elaborated a set of norms, standards and procedures allowing the accreditation of services and of institutions as service providers

Project implementation will be decentralized to the R&A 6 centers in the 6 Mohafazas. Targeting of eligible beneficiaries is an on going process. Eligibility is determined based on the medical assessment by authorized medical doctors at the centers, which is followed by the delivery of a voucher (bon de demande), based on which the delivery of service will be done through pre-qualified accredited service providers (institutions and NGOs). The select NGOs have been accredited as service providers through a transparent bidding process implemented by the Ministry in accordance with the laws and regulations of the Lebanese Government. Tender documents for the qualification of service providers was launched by the Ministry; applications were reviewed by a separate committee constituted of the representative of the R&A program and one expert from civil society (not affiliated to the service provider/ NGO under study for accreditation). Accredited service providers are accountable for continued conformity to the norms of the delivered services. Accreditation is subject to permanent controls, conducted by the R&A. and can be suspended at any time. As of today, there are three NGO's that have been accredited as service providers to deliver services through 6 accredited centers. These include Arcenciel (Beyrouth, Taanayel, and Halba), Forum of the Disabled (North Lebanon- Tripoli), and the Lebanese Welfare Association (Baalbek and Sarafand)

Actual project implementation will follow the official procedure adopted by MoSA- R&A program for delivery of proximity services. The provision of technical aids for disabled persons follows the following 4 phases:

1. Pre-control or pre – conditions: norms, criteria and information system
2. Selection assessment / delivery
3. Reimbursement.
4. Post – control

Phase 1: Pre-conditions and accreditation

A/ Norms

Based on a study made in cooperation with the French CERAH (Centre d'Etude et de Recherche sur l'Appareillage des Handicapés,) a ministerial decree has been promulgated by the Minister of Social Affairs (181/97) that regulates and organizes the coverage system of technical aids. The decree addresses 5 issues, as follows:

- a) Classification of services, procedure of coverage starting needs evaluation till disbursement of payment
- b) Norms and standards of the specialized service (description, use, duration, security...)
- c) Procedure for accreditation of a specific technical aid
- d) Norms and standards for service provider (accessibility, technical and medical staff, maintenance and guaranty, availability of technical aids, relation to the beneficiary etc...)
- e) Procedure for accreditation of an NGO to deliver specific services or range of services, at a specific center, or institution.

B/ Accreditation of services and service providers

The accreditation procedure is executed in accordance with the decree. Field visits, file examination, interviews, and check-ups are conducted, as often as requested to establish conformity with norms. This accreditation is done by at least 2 persons, one technician from the R&A program, and one expert from civil society (not affiliated to the service provider/ NGO under study for accreditation). Accredited service providers are accountable for continued conformity to the norms of the delivered services. Accreditation is subject to permanent controls, conducted by the R&A, and can be suspended at any time.

As of today, there are three NGO's that have been accredited as service providers to deliver services through 6 accredited centers. These include Arcenciel (Beyrouth, Taanayel, and Halba), Forum of the Disabled (North Lebanon- Tripoli), and the Lebanese Welfare Association (Baalbek and Sarafand)

Phase 2: selection assessment / delivery

A/ Needs Identification of the person with disability:

At the request of the person himself, or his/her parents, an appointment is delivered with one of the specialized doctors, working within the 6 R&A centers. After due check-up, interview, and medical screening, the physician confirms the type and detail of technical aids necessary for the PWD. This is followed by administrative procedures; forms are then input into the system. The system automatically checks if all pre-conditions are fulfilled (compatibility of disability/age/morbidity with prescribed service, availability of funds, service not previously delivered to the same person within the allowed span of time, etc.). Based on the checking, the request may be totally rejected, postponed until conditions are satisfying, or deferred for further investigations or assessment.

If all preconditions are fulfilled, a computerized voucher is issued. The PWD has the choice of contacting any accredited service provider to have the service delivered within the validity of the voucher. This is an ongoing process that is temporarily stopped depending on budget availability.

B/ Service delivery

The accredited NGO, as per the agreed norms, is obliged to receive any person holding a voucher issued from the R&A program, duly signed by the administrative authorized persons. The NGO then delivers the requested service, inform the PWD on the way of use, the guarantee, the maintenance possibilities. The NGO also provides services after the delivery of the material as needed. Once delivery is finalized, the PWD signs the receipt; the NGO stamps it, and sends it to the Main center of R&A access so that the reimbursement procedure may start.

Phase 3: the reimbursement

As agreed upon with the NGO, "executed vouchers" are delivered by the NGO to the main center, in Hadath, where the administrative responsible processes them. A first manual check is run to control the presence, regularity and conformity of the signatures and stamps (MoSA, beneficiary, NGO); this is followed by in depth check of the file of the person, after which the voucher is entered into the Information system for automated control. Any voucher that does not conform to the criteria is rejected, and will not be paid until situation is cleared. The NGO is notified accordingly. Cleared vouchers are signed by the administrative person, and validated by the Head of the Disabled Service at the MOSA, following which the R&A information system (RAIS) issues a general statement of account, that is sent to the service provider, who signs and stamps it. The invoice amounting to the total sum to be reimbursed is issued, with a request of payment that is addressed to the funder: in the case of this project, it will be addressed to UNDP. UNDP will, after checking all the accompanying documents (vouchers, statements, invoices), issue the payment to the service provider.

Phase 4: post Control

Since the R&A targets the adequate fulfillment of the needs of the PWD, aiming at the preservation of his/her dignity, and the support of the process leading to autonomy and integration, the R&A program does post-control to ensure client satisfaction. For this purpose, a complete control system has been elaborated as follows:

- in-house control of all procedures and operational processes within the 6 R&A centers
- service-providers control to make sure that the process of delivery, follow-up and maintenance is done within the norms, and with all the respect due to the PWD
- Field visits to the PWD, to assess their satisfaction, and the proper use of the technical aids distributed.

Visits are made base on a random selections that are handled by the system, and also following specific requests, complains, or depending on circumstantial events or emergencies. They cover the totality of the territory (all regions), men and women, all the ages, all types of disabilities, various morbidities, and all technical aids....

The analysis and results of these control visits induce specific measures, ranging from training sessions, to procedures upgrading, to payment withholding if any service is not conform to the requests, to the suspension and even retrieval of the accreditation.

It should be noted that this procedure of technical aids coverage is preceded by another process: the disability assessment ; Although not the object of this project, we thought important to mention that it is one of the pre-conditions for the delivery of the service, and that process can briefly be explained as follow:

- classifications of disability
- linkage between disability and service
- eligibility criteria of a person to the Disability card,
- assessment of disability
- delivery of disability Card (or not)

All the above is an on going process, running through the six R&A Centers. ✓

Monitoring: R&A has an internal audit unit, whose specific task is to visit disabled persons and the service providers, based on random selection in order to make sure that all services are satisfactory and that work is being properly implemented. The audit system also assesses user's satisfaction. An administrative and automated control is also made on all the vouchers that are returned by the service provider after the service delivery to the central unit of R&A, where every detail is checked to make sure that procedure was entirely respected, and that the PWD has duly signed on the receipt of the technical aid. Reports of control are submitted to the responsible of the Centers, at the R&A - MOSA, who can order more investigation as needed. If any irregularity is detected, payment to the service provider will be stopped. The disbursement of the incurred cost to the service provider occurs only when all control has been achieved. The service provider takes full responsibility of and supports all the costs until proving to have delivered the requested and appropriate service.

Targeting: A system based on several parameters (impairment, morbidity, cause of morbidity, age, type of service, among others) is used by the R&A program for targeting, and to narrow down the risks of misuse and of errors, and to issue periodical detailed reports.

In accordance with the decisions and directives of UNDP's Executive Board reflected in its Policy on Cost Recovery from Other Resources, the Contribution shall be subject to cost recovery by UNDP for two distinct cost categories related to the provision of support services, namely. UNDP General Management Support recovered with a flat rate of 7 % and includes the following services:

- Project identification, formulation, and appraisal
- Determination of execution modality and local capacity assessment
- Briefing and de-briefing of project staff and consultants
- General oversight and monitoring, including participation in project reviews
- Receipt, allocation and reporting to the donor of financial resources
- Thematic and technical backstopping through Bureaus
- Systems, IT infrastructure, branding, knowledge transfer

UNDP Direct costs incurred for Implementation Support Services (ISS), recovered through the Universal Price List, as long as they are unequivocally linked to the specific project, these costs are built into the project budget against a relevant budget line and, in the case of clearly identifiable transactional services, charged to the project according to standard service rates. ISS include the following services:

- Payments, disbursements and other financial transactions
- Recruitment of staff, project personnel, and consultants
- Procurement of services and equipment
- Organization of training activities, conferences, and workshops, including fellowships
- Travel authorization, visa requests, ticketing, and travel arrangements
- Shipment, custom clearance, vehicle registration, and accreditation

Costs incurred by UNDP Country Office for providing the above described support services will be recovered from the Programme budget. If needed, and in full consultation with the Government, Cooperating Agencies might be requested to implement specific activities; in such case, a formal letter of agreement between the concerned agency and the implementing agency or official counterpart will be elaborated.

The joint UNDP-MoSA project for Building Capacities for Poverty Reduction will oversee the implementation of the project.

6. MONITORING AND EVALUATION

This project will be subject to joint Tripartite Review by representatives of the Government, implementing agencies, UNDP and other donors at least once every 12 months. The R&A program will prepare annual progress reports and workplans and other reports as required by UNDP rules and regulations. The project shall be subject to independent evaluation according to UNDP's standard evaluation procedures, if required. The organization, terms of reference and timing of such evaluation will be decided after consultation between the Government and UNDP.

7. LEGAL CONTEXT

This project document shall be the instrument referred to as "Project Documents or other instruments" in Article 1 of the Standard Basic Assistance Agreement between the Government of Lebanon and the United Nations Development Programme, signed by the parties on 10 February 1986. The host-country executing agency 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 or she is assured that the other signatories of the project document have no objection to the proposed changes:

1. Revisions in, or addition of, any of the annexes of the project document;
2. Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation; and
3. Mandatory annual revisions, which rephrase the delivery of, agreed project inputs or reflect increased expert or other costs due to inflation, or take into account cooperating agency expenditure flexibility.

8. RISKS AND ASSUMPTIONS

In order to be able to successfully expand the delivery of proximity services for the disabled, the following has to be ensured:

- Various classifications (impairments, Morbidities, Services...) and the individual invalidity card are regularly issued and updated; standards for the services and the specialized institutions providing them are regularly upgraded and updated.
- The legislation to ensure the rights and privileges of pwd is fully implemented and enforced ensuring least delays in provision of technical aids and other specialized services through the all existing social coverage systems (national social security fund, the government employees coop., security forces fund, army's medical brigade, ministry of public health, ministry of social affairs),
- The RAIS automated, decentralized administrative system is continuously upgraded and well managed.
- An awareness and information campaign is launched.

8. ANNEXES

LRF signed Project Proposal



Annual Work Plan

Lebanon - Beirut

Award Id: 00049072
 Award Title: Enhance Social Safety Nets
 Year: 2008

Report Date: 11/1/2008

Project ID	Expected Outputs	Key Activities	Timeframe		Responsible Party	Planned Budget			Amount US\$
			Start	End		Fund	Donor	Budget Descr	
00059598	Increased Integration of the D	Adequate Services Enhance			LEB-Ministry Of Social Affairs	30000	LRF	71400 Contractual Services - Individ	33,400.00
					LEB-Ministry Of Social Affairs	30000	LRF	72100 Contractual Services-Companie	1,275,000.00
					LEB-Ministry Of Social Affairs	30000	LRF	75100 Facilities & Administration	91,600.00
TOTAL									1,400,000.00
GRAND TOTAL									1,400,000.00

CA

COUNCIL FOR DEVELOPMENT & RECONSTRUCTION
BEIRUT - LEBANON

No. : 664/1

Beirut, le 08/02/2008

Ms. Marta Ruedas
Resident Representative
United Nations Development Programme

United Nations House
Beirut, Lebanon

Dear Ms. Ruedas,

We refer to UNDP's letter dated 31 January 2008, pertaining to the project "*Increased Integration of the Disabled Project – Id no./59598/*" funded through the Lebanon Recovery Fund, managed by the United Nations Development Program and implemented by the Rights & Access Program of the Ministry of Social Affairs.

We acknowledge receipt of the three copies of the project document agreed by the UNDP and the MoSA. Please note that we have corrected the date of the July war in the Project document to read "July 2006" instead of July 2007 war.

We attach for your files, two (2) approved and signed original copies and have retained one copy for our records.

Looking forward to a continued cooperation, we remain,

Sincerely yours,

Council for Development and Reconstruction



Nabil A. El-Jisr
President

Enclosure



UNDP OFFICE - BEIRUT
FILE: 00059598
08 FEB 2008
INFO: RL
ACTION: ZAA

cc RR