SYRIAN ARAB REPUBLIC

UN DEVELOPMENT ASSISTANCE FRAMEWORK 2007-2011

"…To this end, we resolve:

(f) To ensure that the United Nations funds and programmes and the specialized agencies support the efforts of developing countries through the common country assessment and United Nations Development Assistance Framework process, enhancing their support for capacity-building…"

Extract from 2005 World Summit outcome, paragraph 22.

EXECUTIVE SUMMARY

National priorities: In its Tenth Five-Year Plan (2006-10) the Government of Syria has set out a vision in which the country will have been transformed by 2020 into one that is fully integrated into the world economy and has the confidence, institutions and creative talents to compete effectively in international markets. Under this vision, the private sector would play the main role in economic activity, and major reforms would be introduced to encourage private savings and investment. Unlike earlier plans, which dealt with allocations of resources according to an outdated centralized planning model, the tenth plan is a framework for transformation, entailing a new social contract between the major forces in Syrian society: the state, the private sector and civil society.

The Plan envisages that principles of administrative and economic efficiency and of private initiative will be injected into all aspects of national life, and thus into areas in which every UN agency is active. Among the many significant reforms will be those relating to the elimination of state monopolies, and the dismantling of many of the subsidies on goods and services. It is recognized that reforms such as these can affect some segments of the population adversely, especially in the short-term. The Government will therefore closely monitor the impact of reforms and ensure that there are 'safety nets' to protect the vulnerable.

The Government also recognizes that such reforms cannot be carried out piecemeal. A comprehensive approach is needed, which includes measures to greatly improve the efficiency of public services and the professionalism of civil servants, not least through the adoption of results-based management and modern ICT methods. Equally important will be measures, following a rights-based approach, that enable civil society to make meaningful contributions to policy formulation and implementation, as well as in monitoring the performance of public officials and politicians, complementary to reforms in the areas of transparency and accountability. In short, by 2020, it is envisioned that Syria will have become a country where freedom of expression, democracy, pluralism and the rule of law prevail.

Finally, the Government recognizes that such a fundamental transformation cannot be achieved in five years. In addition to the 20-year vision and the comprehensive strategy that will be prepared for each key sector, the plan has medium-range targets, of 10 to 15 years, aligned with the Millennium Development Goals. Over the coming five years, the Government will be preparing the ground for the realizing the long-range strategy, while also carrying out concrete initiatives, provided they are consistent with the long-term vision. Improving enrolment and the quality of education through improved sanitation in schools, availability of more computers and upgrading teaching methods are examples of such initiatives.

The UN Response: The challenges facing the country and opportunities for the UN to assist in addressing them were outlined in the Common Country Assessment (CCA) prepared in 2005, as well as in the second national Millennium Development Goals (MDG) report, reflecting the Government's strategies for achieving the MDGs. The MDG report showed that, while Syria is on target towards achieving many of the MDGs at the national level, there are significant disparities among and within regions, which must be addressed in order to reach the goals.

Taking these assessments into account, as well as an outline of the new plan, representatives from the Syrian Government, nongovernmental organizations and the UN agencies held a three-day brainstorming in June 2005 and came up with five statements of shared goals, related broadly to economic growth, governance, basic social services, the environment and disaster management. They also identified gender as a cross-cutting theme. These statements became the five UNDAF Outcomes. Since June 2005, these ideas have been fleshed out into the full UNDAF document,

mainly through the work of Task Forces in which there was broad national participation. The essential elements of the UNDAF are set out in the table below.

Running through the five UNDAF outcomes is the theme of reducing poverty and achieving the MDG goals and targets. It is recognized that better economic prospects, improved social conditions and social stability are mutually-reinforcing factors. Thus, while supporting the reforms at the macro level, the UNDAF also focuses sharply on the most disadvantaged areas. This means areas with the lowest socioeconomic indicators, and where access to public services is the least adequate, mainly in the North and East of the country. Moreover, in keeping with the tenth Five-Year Plan, the UNDAF adopts a rights-based and results-based approach, with a strong emphasis on enhancing the role of civil society.

Table 1: UN Development Assistance Priority Areas and Programme Outcomes

The UN will assist Syria in the following priority areas - or 'UNDAF Outcomes'	The UN's work will be aimed at achieving the following main results - or 'programme outcomes'
Faster economic growth, with social protection and sustainable livelihoods	- Improved climate and structures for trade, investment and competitiveness - Stronger social protection, including safety nets for the poor and vulnerable - Growth in employment through enhanced skills and better matching of skills and needs - Improved access to rural income-generation opportunities
Improved efficiency and accountability of governance structures	- Greater accountability of public officials through more effective civil society and media - Improved policy-making through better data collection and analysis, especially on social indicators - Enhanced electoral processes and judicial reforms - Better protection of rights of women and children, especially those that are subjected to violence, including juvenile offenders - Stronger institutions and policies for improving the status of women - Greater efficiency of the public sector, including planning capacities and local government structures, to address regional disparities
Reduced disparities in basic social services (with emphasis on disadvantaged areas, mainly in the north and east)	- Improved family and community health care, focusing on children - Increased availability of quality reproductive health services - Strengthened capacities to respond to HIV/AIDS - Improved management of communicable and non-communicable diseases, including strengthened district health services - Full enrolment in a quality, child-friendly basic education - Increased literacy among rural women - Enhanced capacity of local institutions to protect children
Sustainable environmental management	- Stronger national capacities to fulfill international commitments, in areas such as biodiversity and desertification - Integrated water resources management incorporated into policy - Improved access to water and sanitation in disadvantaged areas - Protection of forests and rangelands through community action - Reduced industrial and domestic pollution - Improved access to renewable energy sources, and energy efficiency
Disaster management	- Increased national and local capacities to reduce risk and prevent disasters, and adequate response in event of a disaster - Comprehensive and coordinated disaster management system in place

Note: The results described above represent a condensed version of the programme outcomes set out below.

I.   THE PROCESS

Cooperation, coordination and inclusion were the hallmarks of UNDAF preparation in Syria. Early in the planning process, the UN Country Team (UNCT) acknowledged that the UNDAF could only be valuable if it corresponded to Syria's national priorities. To accomplish this, the UNCT reached out to all its partners – non-resident UN agencies, nongovernmental organizations and especially the Syrian Government – to make sure that their voices and expertise shape UN development interventions in the country from 2007 to 2011.

Framing the UNDAF process was the Common Country Assessment (CCA) of 2005, in which the UNCT integrated the analyses of agencies and of the Government into a report describing the human development situation in Syria, including indicators, priorities and remarks on progress. Preparing a CCA that took into account the inputs of all partners – while remaining coherent, concise and relevant – proved a challenge, and pointed to the need for more robust coordination mechanisms in formulating the UNDAF.

An UNDAF prioritization retreat in June 2005 was the first step in answering the need for better coordination. Through hands-on exercises that drew, in part, on the findings of the CCA, groups of senior representatives from the Syrian Government, nongovernmental organizations and the UNCT spent nearly three days sharpening their thoughts about the country's human development priorities. They came up with five statements of shared goals, related generally to poverty alleviation, governance, basic social services, the environment and emergency preparedness. They also identified gender as a cross-cutting theme. These statements became the five UNDAF Outcomes that this document outlines.

In the months following the retreat, the UNCT established five task forces to address each of these Outcomes. Composed of agency staff, strategic Government and nongovernmental counterparts and chaired by Resident Representatives, the task forces met regularly, analyzed the priorities and defined strategic UN interventions – recorded in the UNDAF results matrix annexed below.

Seeking the widest cooperation possible, the RC Unit in Syria launched an UNDAF resource website that included drafts, minutes of meetings and other materials. Through the website, task forces checked each other's work, downloaded resources like the CCA and obtained contact information for other participants. Another, important benefit of the website was that it allowed non-resident agencies to participate remotely in the process.

The resulting UNDAF is a truly collaborative document that draws its strength both from its careful relevancy to the Syrian context and the broad ownership that can only come through painstaking participation.

BASIC DATA[1]

Human Development Index: 106th out of 177 countries (= 'medium' human development)
Arab Human Development Report ranking: 12th out of 20 Arab countries.

Demography: **Population:** 17.8 million (2004) of which men: 9.1m and women: 8.7m
Population Growth Rate: 2.58% (2000-05)
Urban Population: 50 per cent of the total in 2004
Ethnic Groups: Arabs 90.3%; Kurds, Armenians and others: 9.7%

Economic Indicators: **GDP per capita:** $1,238 in 2003
Average incomes of wage earners (PPP 2003): Men $5,534, Women $1,584

Poverty: 11.39% of the population are below the Syrian poverty line
(approximately $1 per day)
Maximum Regional Disparity: 19.88% in Aleppo (Governorate)

Unemployment rate among 15 to 24 year olds: 24.9%
Maximum Regional Disparity: 50.7% in Lattakia

Education Indicators: **Adult literacy:** 82.9% overall; and 74.2% among women
Literacy in 15 to 24 years age group: 94.8% overall; and 92.5% for women

Boys and girls reaching the 6th year of schooling: 93% overall,
of which: boys 96% and girls 89%
Maximum Regional Disparity: 76% overall in Aleppo, of which girls 75%

Females as a % of males in general secondary education: 104% nationally
Maximum Regional Disparities: 60% in Idleb; 70% in Raqqa

Health Indicators: **Infant mortality:** 17.1 per 1,000 live births
Maximum Regional Disparity: 19.56 per 1,000 in Hassake

Total fertility rate: 3.8%; 3.4% in urban areas, and 4.4% in rural areas
Maximum Regional Disparity: 6.21% in Deir Ezzour; 5.46% in Raqqa

Maternal mortality ratio: 58 per 100,000 live births
Maximum Regional Disparities: 91 in Raqqa and 75 in Hassake

Contraceptive prevalence rate: 47.4% in 2004
Maximum Regional Disparity: 20.4% in Deir Ezzour

Environment Indicators: **Population with access to clean drinking water:**
88.3%; of which 76.3% in rural areas, and 97.1% in urban areas
Maximum Regional Disparity: 45.8% in rural Hassake

Population with access to improved sanitary installations:
73.8%; of which 45.3% in rural areas, and 94.5% in urban areas
Maximum Regional Disparity: 13.9% in rural Raqqa

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[1] Sources: Syria MDGR Report 2005, UNDP Human Development Reports, and Population and Housing Census 2004.

II.   DEVELOPMENT PROGRESS AND CHALLENGES

Progress towards the Millennium Development Goals (MDGs)

Syria has made considerable strides over the past three decades in respect of the MDG targets and indicators. Thus, for example, life expectancy has been rising steadily: between 1995 and 2004, it increased from 68.1 years to 72 years. Enrolment in basic education is 98 per cent, and the proportion of girls is almost the same as boys; regrettably, more girls drop out before completing basic education, especially in the rural areas.

As Syria's 2005 MDG report explains, the Government has developed its own measurement for poverty, which approximates $2 per person per day. On this basis, roughly 11 per cent of the population lives below the official poverty line, though the proportion is lower in the Damascus area and higher in Aleppo, Raqqa and Sweida. Further analysis of the data shows that conditions in some areas are worsening, though the overall figures show improvement. The data also indicates that poverty is still relatively shallow, which means that, with progress in economic growth and equity, the proportion below the poverty line could be cut by half by 2015, in keeping with the MDG target.

Regional disparities: Although Syria is on target towards achieving many of the MDGs at the national level, there are more challenges in terms of achieving them at the level of the 14 governorates, and in specific areas within a governorate. For example, while there is already equality between boys and girls in terms of numbers enrolled in basic and secondary education in some areas, the proportion of girls is much lower than boys in other areas, notably in the north-eastern governorates. Further illustrations of disparities are given on the previous page. It must also be stressed that, while some reliable data does already exist on regional disparities, much more is needed in order for the Government to make sound decisions on the allocation of resources among sectors and regions.

Economic policy and unemployment: The Government recognizes that an economic transformation is needed if Syria is to be successful in the world of the 21st century, characterized by acute competition, where the benefits accrue to those countries that adapt fastest to the knowledge society and achieve high levels of productivity. For Syria, the pressure to adapt is accentuated by the foreseen exhaustion of its oil reserves in the next ten to fifteen years.

A particular concern is the recent increase in unemployment, especially among young people. This trend reflects, in part, slow economic growth and inadequate capital formation since 1998, and a labour force that was not suitably educated for a modern economy. State-owned industries remain a basin to absorb the labour force, and as such they have low productivity and survive only because of Government subsidies and a protected domestic market. The Government has taken steps to address these issues, with measures to encourage private investment and increase the relevance of the education system, for example, but much still needs to be done to strengthen the economy.   Among other things, this entails measures to reform the overly centralized economic management, promote competition, modernize the banking system and institute a clear policy for managing the exchange rate.

Efficient delivery of public services: The public sector is not as yet a dynamic force for modernization in the country. The issue of Party affiliation and other factors mean that the public sector is not attracting the best possible talent; and staffing levels are reported to be often 30 per cent more than needed.   There is still a long way to go in bringing about transparent decision-

making, and in instituting the means to hold public officials accountable for their actions, particularly given the shortage of information about Government actions and the limitations on the media. There is wide scope for upgrading the skills of civil servants, modernizing procedures and using information technology. Equally pressing is the need to reorient the institutional and political culture towards a market-based, citizen-centred economy and society, and for enacting the laws and the regulatory and enforcement mechanisms to accompany the reforms.

Civil Society and the Private Sector: The Government recognizes that an active and articulate civil society and private sector can play a vital role in helping it to become more efficient and accountable, and more respectful of civil rights. There are already numerous state or Party-sanctioned charitable organizations, but by definition they cannot be expected to offer objective, independent advice to the Government. Clear definitions, guidelines and protections for NGOs are needed, and a new law is being drawn up in response to this need.

Democratic rights: Parliamentary elections are held every four years, and Syrian citizens enjoy universal suffrage. Women account for 12 per cent of Members of Parliament, a high figure for the Arab region, while accounting for 6.3 per cent of ministerial level posts. The political system continues to be oriented around the constitutional leadership of society by the Ba'ath Party, and restrictions on political associations and public assembly remain in force under the Emergency Law since 1963.

Women's rights: Both before and after ratifying the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) many efforts have been made in Syria to improve the situation of women. Under Syrian law, women enjoy equal rights to men in the culturally-sensitive areas of marriage, divorce, custody of children and inheritance. Areas where discrimination remains are with regard to the nationality law and honour crimes. Also, as the data mentioned above show, there is a long way to go before women are effectively able to exercise their rights. For example, women own less than 5 per cent of agricultural land, in spite of their right to inherit granted by Sharia, and girls' early marriage remains a widespread reality and a vulnerability factor for women.

Population: The population growth rate has been falling in recent years, and now stands at 2.58 per cent per year. The decline is attributed to improved health conditions leading to a sharp fall in mortality and declining fertility rates. The fertility decline is explained by wider access to education for both women and men, a steady increase in the age of first marriage – currently 25.6 years for women, up from 21 years in 1973 – and a preference for smaller families among younger couples. The contraceptive prevalence rate among married women increased from 39.6 per cent in 1993 to 47.4 per cent in 2004. The wide gap between knowledge of modern methods (93 per cent) and use (35 per cent), and the unmet need for contraception, estimated at 30.6 per cent, highlights the challenge not only of making reproductive health services and family planning more accessible and affordable, but also of changing the social norms, behaviours and attitudes that inhibit the use of these services.

Children: A large proportion of Syrians are children – 20 percent of the population is under five years of age and 50 percent are under 18. In spite of remarkable achievements in reducing infant and under-five mortality rates, the health, nutrition and education of many children remains a challenge, particularly in rural areas, and especially in the northeastern governorates. In addition to the challenges of geographic and urban-rural disparities, there are extremely vulnerable groups of children – working children, children in juvenile centres and children deprived of primary care givers. Despite some progressive laws, child labour remains an important challenge: It is estimated that up to 26 per cent of boys in poor urban families are working.

Young people: Young people between 10 and 24 years of age form 36 per cent of the total population. As indicated earlier, there is a high unemployment rate among young people; they are also the most susceptible to reproductive health challenges such as gender-based violence, early marriage and early pregnancy, risky behavior and prevalence of sexually transmitted diseases, including HIV/AIDS; 34 per cent of the registered HIV/AIDS cases are among those aged 15 to 24 years. The spread of education and international communications is altering cultural values and norms, and producing tensions within families and communities. There is also an acknowledged problem of dropping out of education after primary level, yet investing in young people is a key to the future prosperity of the country.

Refugees: The Syrian Arab Republic is not yet a signatory to the 1951 Convention or the 1967 Protocol and does not officially recognize refugees under the mandate of the UN High Commission for Refugees (UNHCR). UNHCR is continuing awareness-raising and capacity-building activities with a view to encouraging Syria further to accede to the 1951 Convention and the 1967 Protocol. The Syrian authorities do generally respect attestations issued to asylum-seekers registered with UNHCR. Several hundred thousand Iraqis are estimated to be in Syria, and in need of international protection provided by UNHCR and presently covered by the Temporary Protection Regime. Syria is also host to more than 420,000 Palestinian refugees (covered under the mandate of UNRWA) as well as asylum seekers from Somalia, Sudan and Afghanistan and some North African countries.

Environment: Access to safe drinking water has increased from 84.2 per cent in 1990 to 88.3 percent in 2004, but there are considerable disparities between governorates and between urban and rural areas. Moreover, water is a scarce resource in Syria, and this challenge is exacerbated by the increasing pollution of water supplies from industrial and domestic waste, and from fertilizers and pesticides. Other environmental problems are the decline in the areas covered by forests, and land degradation, which threatens livelihoods and biodiversity, especially in the arid areas, and increases the risk of soil erosion and floods. These trends point to the need for a scientific, sustainable approach to managing the environment, in which local communities play an active role. This process has begun with initiatives such as the formulation of the National Environment Action Plan (NEAP).

III.   NATIONAL DEVELOPMENT PRIORITIES AND STRATEGIES

The Government of Syria was completing the preparation of the Tenth Five-Year Plan, covering the period 2006-10, at the same time as the UNDAF was being prepared. It was therefore possible to ensure close alignment between the processes.

Transformation to a social market economy: With the new plan, the Government is introducing a comprehensive set of measures to transform the country into one with an efficient, open market economy, supported by a professional, transparent and accountable public service. The Government aims to achieve economic growth in the range of 5 to 7 per cent per year, a major increase on growth rates in the recent past. The Government recognizes that, to be successful, reforms need to cover all areas of the economy and administration, and in the short term not all segments of society will benefit equally. The Government will therefore manage the transition process so as to minimize its costs, especially for disadvantaged and vulnerable groups.

Economic efficiency and social equity: The Government intends to inject principles of administrative and economic efficiency into all aspects of public service, and therefore envisages that the full spectrum of UN agencies will have a role to play, often working in joint or collaborative ways. The work in this area will range from fiscal policies, including subsidies, to

financial markets and the banking system. At the same time, the Government will ensure that there are 'safety nets' to protect the vulnerable. The priority sectors include industry, energy, agriculture, tourism, water and sanitation, water security, health, education, and women's role in development.

A long-term, comprehensive strategy: The Government intends to proceed vigorously with the reforms that are needed in order to realize its vision for the future. It recognizes at the same time that a comprehensive long-term strategy is needed. Each chapter of the Five-Year Plan therefore has the following structure:
- Lessons learned from previous plans;
- A 25-year perspective, to give a general orientation to the strategies in the sector
- Medium-range targets, of 10 to 15 years, aiming to achieve the Millennium Development Goals; and
- Concrete targets that can be achieved in the next five years without impeding the achievement of the medium and long-term targets and strategies. Within each priority sector, the plan sets out the policies and programmes that need to be pursued, the legal or regulatory changes needed, potential obstacles, results expected and resources required.

Among the top priorities for the years 2006-07 will be the preparation of 25-year **perspective plans** for each sector. As part of this process, the SPC intends to organize one workshop per month, taking one sector at a time. These will be major workshops, with broad participation. The first one – on deregulation – will take place in February 2006.

Reforms in governance and human rights: Another top priority for the immediate future will be reforms in governance and human rights. These are seen as prerequisites for the economic reforms. Reforms will be pursued in both functional and structural areas. In functional terms, there will be reforms of the civil service, deregulation, and establishing an enabling environment for the private sector. On the structural side, the Government will define new roles for the state, civil society and the private sector. This will include measures in the area of civil rights, promoting gender equality and increasing women's participation in all spheres of government and the economy.

Decentralization: The Plan also provides for local development planning, at the Governorate level, and down to the village level. Decentralization will be comprehensive, which is a medium to long-term endeavour. It will entail mechanisms for efficient budget management at the local level, for sharing of responsibilities between local communities and the central Government for financing and implementation of services; this effort will be innovative, and build on experiences such as the UN-supported initiative in the Jabal al-Hoss area. Spatial and physical regional development plans will be drawn up, aiming to maximize the economic potential of each region, according to its specific conditions. The UN family may be called upon to support this work in one or more regions (to be mutually agreed), each agency contributing according to its mandate.

IV.   LESSONS FROM PAST COOPERATION

The experience with the UNDAF of 2002-06 revealed what can happen when the parties are not fully committed to the process. As explained in Part I above, in the present UNDAF exercise, the UN Country Team has taken a series of measures to address this issue, and ensure the active participation and commitment by all parties, especially the Government and the UN Country Team, as well as representatives of the nongovernmental sector, including the private sector.

The shortcomings of the previous UNDAF did not prevent the emergence of several notable instances of interagency collaboration. For example, while there have been no joint programmes as such, UNDP UNCTAD, IMO and ESCWA are collaborating on a large-scale initiative to upgrade the management of sea-ports. UNICEF and WHO have worked closely on programmes in the health sector, including the management of childhood diseases and the eradication of polio. In the 'healthy villages' project, they have worked with other donors including the European Union, but faced constraints in terms of the lack of a sustained coordination mechanism among the technical partners, and the absence of a unified monitoring and evaluation system. A first 'joint programme' has also started: this is the DEVINFO project, through which the Government's capacity to monitor progress towards the MDGs is being strengthened.

The Government highly values the support it has received from the UN family in Syria. It appreciates the neutrality and the expertise of the United Nations, and frequently seeks UN support in relation to reform processes. However, the fundamental type of reforms that the Government wants to bring about call for a critical mass of support, multi-sectoral approaches and consistent advocacy. In this context, the UN funds, programmes and agencies have accepted the Government's challenge to operate in a much more coherent way, to eschew 'business as usual' and embrace the principles of the transformation process, such as the results-based management approach.

The UN Country Team acknowledges that coherent UN actions have not been evident in all areas. The new guidelines and UN reform mechanisms, including the UNDAF matrix, the joint strategy meetings and joint programming guidelines are considered to be useful tools. All parties are conscious, however, that they need to work more on developing a **culture** of collaboration within the UN Country Team.

V.   UNDAF OUTCOMES

Overview

In light of the progress and challenges outlined above, the priorities set out in the Tenth Five-Year Plan and the specific areas of competence of the UN funds, programmes and agencies in Syria, the Government and the UN country team have identified five overarching outcomes as a focus for UN cooperation in the period 2007-11. These outcomes are:

- A socioeconomic environment that enables sustainable growth, employment equity and protection of vulnerable groups in place
- Efficiency and accountability of governance structures at central and local levels strengthened, by government, civil society and the private sector, towards sustainable development
- Inter and intra-regional disparities related to access to and quality of health, education and other social services reduced, with a focus on the Northern and North-Eastern regions of the country and other disadvantaged areas
- Environment at the national, regional and local levels improved, through the integration of sustainable environmental management development plans, programmes and budgets
- Risk and impact of man-made and natural disasters reduced

To a considerable extent, these are areas where the UN agencies in Syria have built up strong partnerships with the Government and other national institutions. Many of the areas of cooperation are quite sensitive, especially in the context of the Government's transformation

plans. The Government has sought UN support with these outcomes in view of its universality and neutrality, and the trust that the UN has earned from the Government.

Running through the five high-level outcomes is the theme of reducing poverty and achieving the MDG goals and targets. It is recognized that better economic prospects, improved social conditions and social stability are mutually-reinforcing factors. Thus, while supporting the reforms at the macro level, the UNDAF also focuses sharply on the most disadvantaged areas. This is understood to mean areas with the lowest socioeconomic indicators, and where access to public services is the least adequate. It includes the Northern and North-Eastern regions of the country, where there is much unrealized potential for economic development, including tourism development.

The disadvantaged areas also include smaller areas where significant problems exist. For example, some very disadvantaged groups of people can be found in the unauthorized settlements on the outskirts of Damascus. Thus, the disparities in economic and social indicators are largely but not exclusively a rural and regional phenomenon.

In keeping with this focus, many UNDAF programme outcomes specifically address the North and North-East of the country, and involve concrete improvements in services at the local level. It is recognized, however, that action at the local level can be ineffective or transitory unless accompanied by action at the level of central or regional government, in setting policies and standards, and allocating resources to address the disparities. The UNDAF therefore provides for action at the central level, too; some such actions are reflected as outputs in the respective sectors, others as outcomes and outputs under governance. Consistent with the Five-Year Plan and the rights-based approach, the UNDAF reflects a greatly enlarged role for nongovernmental actors: in policy development, in programme implementation, and in improving the accountability of Government bodies.

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

To address the social and economic challenges, the Government has chosen to follow a social market model, in place of centralized state control. Under the new model, the state will promote competitiveness throughout the economy, and substantially reduce its direct involvement in the industrial and service sectors. The Government will also promote balanced growth throughout the country, emphasizing support to the less developed regions, and ensure that the reforms are planned and managed so they do not adversely affect vulnerable groups, including the large refugee population in the country. With these and other measures, the Government aims to attain the Syria-specific MDG-1 target on reducing poverty and regional disparities, as well as MDG-3 on empowering women and MDG-8 on reducing youth unemployment.

Many laws and regulations have already been revised, but the measures are not yet comprehensive enough to boost economic activity to the desired extent. In many areas the Government lacks dependable data on which to base sound resource allocation decisions, and lacks also a long-term framework that would inform policy reforms (on subsidies, for example) and public investment decisions in the short and medium term. With the perspective of entering into a free trade area with the European Union by 2010, and eventual membership of the World Trade Organization, the Government is intent on developing the regulatory, institutional and physical infrastructure and the simplified processes that are essential to facilitating trade. Naturally, the European Union is assisting Syria in many aspects of this work; the UN's role will be largely in the areas of policy development and strengthening national capacities to implement reforms.

<u>Outcome 1.1</u>: Social protection strengthened and better targeted

The Government plans to analyze and monitor the impact of reforms, including reforms with subsidies, on different regions of the country and on different segments of the population – particularly vulnerable groups such as female heads of households – aiming among other things to ensure steady progress towards achieving the MDGs. Governorates will be assisted to monitor the MDGs at the regional and local level. On the basis of such studies, safety net programmes will be designed and implemented, including schemes to facilitate women's access to micro-credit facilities. The UN will support the Government in these activities, and will assist in sharing the experiences of other countries (with 'conditional cash transfers', for example.)

<u>Outcome 1.2</u>: Structures and climate for trade, investment and competitiveness improved

The Five-Year Plan lays out an ambitious agenda of economic reforms. Working with the Investment Bureau, other economic departments of the Government and the private sector, the UN will support the introduction of liberalization measures: streamlining the investment laws and the procedures of the Investment Bureau, drawing up an industrial policy framework to promote efficiency and competitiveness in this sector, and liberalizing trade policies. Small and medium enterprises (SMEs) have a crucial role to play in the new strategy, and assistance will be provided in preparing and implementing a policy framework for SMEs, and in business development services, especially in the use of information and communications technology. Ongoing interventions to modernize the customs administration and the ports operations will continue. It is anticipated that the UN may also be called upon to assist in the restructuring of public enterprises, and with reforms in the policies and processes of the Central Bank and other banks.

<u>Outcome 1.3</u>: Employment environment and opportunities for skill enhancement improved, for the under- and unemployed, especially women and youth

Addressing the unemployment situation, particularly among young people, and preparing a better qualified labour force are high Government priorities and essential ingredients of the economic reforms. The UN will support initiatives to increase the relevance of education and training to modern needs, and towards a better matching of skills with demands from employers, especially the private sector. Support for the development and implementation of a national employment strategy is also envisaged. Given the low proportion of women currently in the labour force, all initiatives will include measures to increase the opportunities available to women.

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

Around 50 per cent of the population lives in the rural areas, underlining the importance of agriculture and other rural income-earning sectors to economic growth. The UN will focus on disadvantaged areas where rural poverty and household food insecurity are most marked. In these areas, food aid will be used to help in creating sustainable assets through the rehabilitation of rangelands, the conversion of farmlands to higher-value tree crops, and the establishment of fish farms on unproductive saline land. These actions will be complemented by programmes to enhance the skills of poor women, and improve their access to credit, to enable them to initiate or expand income-generating activities.

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

Among the prerequisites to the success of the Government's transformation programme is improved efficiency, transparency and accountability of public bodies at all levels. This is to be achieved through efficiency reforms aimed a streamlining decision-making and work processes in individual institutions, making better use of information and communications technology, improving the collection, analysis and dissemination of information (mentioned also under Outcome 1), promoting civic participation in decision-making, and decentralizing responsibilities to the governorates, districts and beyond. This ties in with efforts to stimulate economic activity and improve social services in the least developed parts of the country.

Outcome 2.1: Policy and decision-making supported by quality information and analyses, especially taking into account population dynamics, reproductive health and gender and children's issues. Mechanism in place for evidence-based policy making and resource allocation.

In the Tenth Five-Year Plan the Government has recognized the urgency of improving the data on which to base policy-making and resource allocation. The UN will assist in strengthening the capacities of the national data collection bodies, including Rapid Assessment Research (RAR) in the North-East, complementing the UN's broad support to this region. The UN will also assist in the preparation of strategic outlooks up to 2025 with the SPC and concerned departments, and maintain support for aid coordination. The improved data will inform the policy dialogue on incorporating a rights-based approach to population, gender, reproductive health and children's issues in plans at all levels. At the same time, it will reinforce the efforts (under outcome 1.2) to analyze the effects of economic reforms on the social fabric, with particular reference to vulnerable segments of the population.

Outcome 2.2: Accountability of executive bodies reinforced, towards the general public and in relation to committed UN conventions and treaties.

The social market economy being instituted by the Government entails a transformation in the role of the state, and a key step in promoting greater efficiency is the creation of mechanisms for holding public bodies accountable for their actions. The UN's neutrality and objectivity make it a natural partner for the Government in these efforts. Specific initiatives may include building the capacity of legislative bodies to oversee executive bodies, support for anti-corruption legislation, and strengthening the Government's internal checks and balances. Another key element will be building the capacity of civil society to monitor the work of both legislative and executive bodies, so that civil society and the media can, for example, monitor and raise awareness on human rights issues.

Outcome 2.3: Democratic electoral processes and civic education enhanced

Complementing the emerging role of the state as a *facilitator* of development, there is a growing need for more democratic governance processes and citizen participation in decision-making. Building on the recent UN experience of providing support to local elections, the activities that may be included under this outcome are revision of local electoral laws, the creation of an elections commission, educational programmes on democratic processes and practices, and strengthening the capacity of women to participate in political processes.

Outcome 2.4: An empowered civil society involved in the development and implementation of public policies, planning and programmes.

It is recognized that an active civil society can have a constructive effect on all aspects of development, in addition to promoting transparency and accountability. Much needs to be done, however, to build the capacity of communities, NGOs, private sector associations and specific groups such as women and children to make effective contributions to local and national dialogues on development issues. Capacities will be built in terms of how to make effective use of information and communications technology (ICT), and engage in dialogues on topics such as human development deficits and local development planning. A pre-requisite will be an enhanced legal framework that enables NGOs and similar organizations to flourish.

Outcome 2.5: Administrative services for citizens and court administrations improved, and take into account the rights of citizens, especially vulnerable groups

Improving administrative efficiency and service quality and delivery is a priority among the public sector reforms. This outcome provides for capacity building programmes for judges, lawyers, prosecutors and justice staff, with a view to improving efficiency and fairness in the administration of justice, raising awareness of human rights and women's rights issues, and ensuring equity in access to the system of justice. The efficiency of courts and other public services would be increased by expanding the use of ICT.

Outcome 2.6: Comprehensive Syrian child protection legislation and policies in place to protect children from violence, abuse and exploitation, informed by increased awareness of child protection rights and improved data and analysis on child protection.

The National Child Protection Plan, adopted in November 2005, aims to ensure that children are protected from violence, abuse and exploitation. UNICEF has been collaborating with the national authorities in this area since 1999, in areas such as training of police officers, and studies of conditions in juvenile detention centres. The aim is to build on this, with further research and analysis; advocacy and awareness-raising with lawmakers, officials and the general public; and developing a legal and policy framework for the care of children deprived of primary care givers.

Outcome 2.7: Strengthened institutional mechanisms and policies for improving the legal status of women, eliminating gender-based violence, promoting women's and girl's rights and increasing gender equality

The 2005 MDGR and the Tenth Five-Year Plan recognize that, despite many official efforts over the years, women still lag behind in matters related to education, health, employment, political participation, and access to resources, such as land. Improvements in this situation, which would be reflected in progress towards MDG-3, will be encouraged through capacity building of governmental and nongovernmental institutions to recognize and combat discrimination and violence against women. Particular attention will be paid to the North-East region. This will be complemented by actions to raise awareness of the issues among policy-makers and in the general public, through the media. A national policy and strategy on preventing gender-based violence will be prepared.

Outcome 2.8: Planning and decentralization policies and structures enhanced

The UN will support the Government's efforts in reducing the regional and local disparities in MDG targets and indicators, focusing on improving social and economic conditions in the North and North-East of the country. This work will build on existing efforts supported by the UN,

such as the UNDP regional development programme for the North-East and UNICEF's support in the education and health sectors in the North and North-East. Among other initiatives, the UN will support, on a pilot basis, a programme to localize the MDGs. The strategy involves drawing up an MDG regional development strategy, based on improved MDG data at the regional level, strengthening the capacities of service providers, and developing mechanisms to engage community stakeholders in the design, planning and delivery of services. The programme is designed to inform policy-making on the legal basis, the administrative structures, and the instruments and processes for regional and local development planning.

UNDAF Outcome 3: Inter and intra-regional disparities related to access to and quality of health, education and other social services reduced, with a focus on the Northern, Eastern and Badia regions of the country and other disadvantaged areas.

In order to achieve the MDGs, the Government intends to ensure that its strategies and programmes benefit those regions and segments of the population where the indicators show the greatest need for improvement. The data table on page 2 highlights the extent of the disparities in the various sectors covered by the MDGs. Overall, the aim is to bring all regions at least up to the present national average. This entails addressing some deep-seated issues. Among them are the fact that adequate data on the status of the MDG indicators in different areas were not available in the past, so resources were not always allocated to the neediest places; another is centralized decision-making, and very limited means for communities to hold service providers accountable and obtain the services to which they are entitled; the fact that poorer areas tend to be remote from the cities and as such may be less attractive places for the best teachers, health professionals and others to live; and the scattered and semi-nomadic population in some places, which raises the cost per head of providing a service.

The UN family has long experience in supporting improvements in basic social services in Syria, and much has been achieved, as the MDG indicators show. Through the present UNDAF, the UN will focus on those themes and geographical areas where the greatest impact can be made on improving access to services, and thereby enabling the country to reach the relevant goals and targets by 2015.

Outcome 3.1: Family and community care improved and quality health services accessed by all children, in order to reach the national average of health and nutrition (as of 2005), with a focus on children aged 0 to 6 in the Northern, Eastern and Badia regions of the country and other disadvantaged areas.

Achieving the MDGs entails, among other measures, ensuring a more balanced and equitable development among and within the governorates, thereby reducing disparities. Specifically, the aim is to increase access to quality health care, support decentralization in the planning of health and nutrition services, and strengthen communication activities on healthy behaviours, especially involving disadvantaged communities, in the North-East and in slum areas. UN support is designed to help the Government ensure the most effective use of the increased investments it plans to make in the health sector. Key elements will be strengthening the capacities of mid-level officials, involving local governments and communities more systematically, and instituting measures to improve the accountability of officials for the quality of services.

Outcome 3.2: Access to and utilization of comprehensive, quality reproductive health services and information including family planning increased, with special focus on the Northern, Eastern and Badia regions and other disadvantaged areas.

The Government recognizes the importance of a sound population policy in the context of its strategy to reduce poverty and achieve the MDGs. Much has already been achieved in terms of offering reproductive choice and lowering the population growth rate. At this stage, a key need is for decentralized service delivery, focusing on the areas where the services are least available or used. Also, more creative approaches will be used in raising awareness of population issues, involving local communities, decision-makers and religious leaders, among others. Collaboration among UNFPA, UNICEF and WHO is a feature of this work, as well as cooperation with a wide range of national governmental and nongovernmental institutions.

Outcome 3.3: HIV/AIDS policies and institutional capacity strengthened, and awareness, prevention, care, treatment and support increased, with a focus on young people and population at risk.

While HIV/AIDS has had limited impact so far in Syria, pre-emptive action is crucial, and is rendered all the more important as the country's economy opens up more to the outside world. The UN will assist in ensuring the availability of reproductive and sexual health education, information, counseling and services for young people, with a special focus on the prevention of HIV/AIDS and sexually-transmitted infections among populations at risk. A central part of the strategy will be to build capacities to deliver "youth-friendly services" incorporating a "peer educator network." Behavioural change and rights-based approaches will be promoted through alliances with a range of governmental and nongovernmental organizations. UN action will be coordinated through the UN theme group on HIV/AIDS.

Outcome 3.4: Health services capacities built, to reduce current prevalence rates of major communicable and non-communicable diseases; and early detection and complete treatment in place all over the country.

There is a need for support in technical and strategic capacity in the implementing bodies for developing plans to curtail communicable and non-communicable diseases. This outcome – which reflects the WHO global strategy – will help create integrated recommendations and plans of action for Syria that are based on empirical findings. Furthermore, empirical reviews that encompass the entire country are expected to identify groups or areas that are underserved in the health sector – and assist the Syrian Ministry of Health and other partners in providing the needed services. Thus, outputs under this outcome should contribute, through their comprehensiveness, to the reduction of disparities.

Outcome 3.5: All boys and girls aged 6 to 15 years in the Northern, Eastern and Badia regions of the country and other disadvantaged areas are enrolled in a quality basic education, and complete it with a high level of learning achievements

This is a priority for the UN and the Government in order to reach MDG-2 and MDG-3, on basic education, and on equality of educational opportunity for girls and boys. By working primarily in the disadvantaged regions, with the greatest disparities in their indicators, a substantial increase in the levels of enrolment should be achieved. The strategies will include measures in the area of 'child-friendliness': preventing violence and humiliation towards pupils and improving the sanitary conditions in schools, two factors that cause pupils to drop out. In addition, while supporting the national efforts to attain the goals and targets, the UN will work with Syria to raise substantially the *quality* of education, through curriculum revisions, including a rights dimension, innovative teaching methods, and the encouragement of life-skills-based education, in order to engender a new generation possessing the skills (such as computer literacy) and creativity needed to be successful in the competitive world marketplace. In addition to contributing directly to

achieving MDG-2 and MDG-3, improving the quality of education therefore has an indirect effect on the achievement of the other MDGs.

Outcome 3.6: **Illiterate women in the Northern, Eastern and Badia regions and other disadvantaged areas have increased access to informal education.**

The Tenth Five-Year Plan lays importance on reducing illiteracy, especially among women, as an essential component of improving social conditions and economic opportunities. This programme consists of basic literacy courses and vocational training in disadvantaged areas of the country, through cash incentives for teachers, provided by the Government, and food aid for participants in the training, provided by the UN. This is a continuation of a programme that has proven effective in empowering women and improving their income-earning skills.

Outcome 3.7: **Systems and capacities are in place to protect children from abuse, neglect, exploitation and violence, with an aim of responding to the particular needs of vulnerable children.**

This outcome derives from the Government's adherence to the international convention on the rights of the child, and specifically its commitment to implement the National Child Protection Plan, adopted in November 2005. Key elements of the action plan are raising awareness of the issues, including exploitative child labour, among the public; improving care for children in conflict with the law or deprived of their primary care givers; strengthening coordination among official bodies; and empowering civil society and NGOs to become involved in planning and implementing solutions for vulnerable children. This outcome complements the work on juvenile justice under the second UNDAF outcome.

UNDAF Outcome 4: **Environment at the national, regional and local levels improved, through the integration of sustainable environmental management development plans, programmes and budgets**

The key environmental challenges, as outlined in Part II, concern the depletion, salination and pollution of water supplies, and degradation of the land. This situation has arisen in large part due to a lack of or inadequate environmental impact studies of development projects, especially in agriculture and industry. Similarly, while many initiatives *have* involved the local communities, this did not occur systematically. The Government recognizes that stand-alone projects, managed by a single Ministry, can threaten the sustainability of vital resources, and that environmental issues must be addressed by all sectors, with suitable interdepartmental coordination.

In recent years the Government has introduced many new laws and regulations relating to the environment, in response to domestic and global concerns. Thus, for example, Syria adopted the Montreal Protocol on ozone-depleting substances (ODS) and has already fulfilled its commitment to eliminate the use of ODS, achieved through exemplary cooperation with international agencies and the local private sector. Syria is also a party to the conventions on biodiversity, climate change, desertification, and persistent organic pollutants (POPs); a National Environment Action Plan (NEAP) has been completed, as well as a National Action Plan to Combat Desertification; and a National Capacity Self-Assessment (NCSA) for implementing the conventions is under preparation.

The overall experience in this area, as confirmed by the above plans, is that laws and regulations, while necessary, constitute just a starting point in addressing environmental problems. Laws must be complemented by comprehensive measures, which include ensuring that policy-makers,

technicians and the general public, including school-children, understand the need for the laws; that public agencies have the capacity to enforce the laws; and that local communities, the private sector and other affected parties have a real stake or incentive to participate in solving the problem.

Support from the UN on environment matters will therefore be concentrated in two main areas: on ensuring that the laws, regulations and strategies are in place, along with the capacities to implement them; and on providing concrete assistance to the more disadvantaged communities, and to small and medium enterprises. Work at the community and enterprise level will be designed to inform the work at the policy level.

Outcome 4.1: National capacity strengthened for meeting obligations towards ratified environmental conventions: biodiversity, climate change, desertification, and persistent organic pollutants (POPs); and national environmental legislation enforced, with a particular focus on water policies

The Government is committed to achieving MDG-7 and the related targets and indicators and, as indicated above, the UN has built up a strong partnership with the Government in these areas. The strategies will cover the effective management of protected areas to promote biodiversity and sustain livelihoods, and the participation of communities in the sustainable management of forests and rangelands, particularly in eastern parts of the country. Another key element will be improved mechanisms for inter-sectoral coordination. Thus, the strategy will entail a combination of bottom-up and top-down approaches. In the water sector, a legal framework will be established for water users associations, along with training and awareness-raising for farmers.

Outcome 4.2: Environmental situation improved, with the involvement of local communities and the private sector

The Government recognizes that local communities and the private sector need to become much more aware of environmental issues and more involved in planning and implementing solutions to environmental problems such as those highlighted above. Under this outcome, the UN will contribute to the achievement of the targets on energy, and on water and sanitation of MDG-7, while indirectly contributing to the MDGs on poverty and health. Improvements in domestic water and sanitation will have a favourable impact on child and maternal mortality rates. The strategies also aim to strengthen waste management systems and introduce pollution abatement programmes for small and local enterprises.   In all cases, there will be participatory approaches that reflect the important role women play in protecting the environment. The public health awareness activities, to be assisted by the Women's General Union, will focus on the North and North-East governorates and other disadvantaged areas that lack safe drinking water and sanitation systems. Finally, given the country's shrinking oil reserves, the development of energy-saving measures and renewable energy sources is also a high priority.

UNDAF Outcome 5: Risk and impact of man-made and natural disasters reduced

Syria is exposed to many threats, both natural and man-made. On the 'natural' side, the country is in an earthquake zone, and is subject to droughts in the interior parts of the country. Man-made threats include floods and erosion, in as much as the cutting of trees and the degradation of grazing land are man-made phenomena. Other types of man-made threats include industrial explosions and pollution, and large population movements.

Recent events in Asia and elsewhere in the region have underlined the need to be ready to deal with crisis situations. In particular, they have highlighted the difficulties in ensuring sufficient coordination, within national governments, within the UN family, and between these institutions and the wider donor and international NGO community. They also highlight the value of preventive measures, such as raising awareness of the issues among the people, and carrying out drills.

Outcome 5.1: National and local capacity to reduce risk and prevent disaster increased.

As was the case with environmental problems, experience indicates that laws and regulations, while necessary, constitute just a starting point in preventing disasters. Thus, there are building codes to minimize the possible damage from earthquakes, and there are laws concerning forest fires, laws on industrial pollution and so on. But laws must be complemented by comprehensive measures, which include ensuring that policy-makers, technicians and the general public understand the need for the laws; that public agencies have the capacity to enforce the laws; and that local communities, the private sector and other affected parties are motivated to comply with the law. Experience has also shown that security and stability can be undermined by large population movements, such as refugees, and by chronic social problems such as unemployment or severe poverty in unauthorized urban settlements.

Some of the problems outlined here are being addressed under the relevant parts of the Five-Year Plan and of the UNDAF, such as ensuring basic social services in the most disadvantaged areas. At the same time, there is a need to examine continuously and systematically the full range of potential threats. Drawing on experiences elsewhere, for example with early-warning systems, the UN will strengthen the country's capacity to analyze and forestall such threats.

Outcome 5.2: Comprehensive and coordinated disaster management system in place

The experience with the Zeyzoun dam disaster, as well as disasters elsewhere, shows the importance of careful preparations, especially in terms of being clear about the roles of the various national and local public agencies, including their coordinating and implementing functions, and for equal clarity on the side of the relevant international agencies. Without such clarity, there is a great danger of confusion, delays and even competition among agencies for visibility. In addition, there are needs in terms of technical training, equipment and stand-by stocks of items such as tents, food and medical supplies. Comprehensive planning also involves addressing the specific needs of particular groups, such as women and children. Women's groups will raise awareness and train women about their role in disaster management.

Outcome 5.3: In the event of a disaster, an effective coordinated disaster response conducted through timely and adequate assessment, relief, rehabilitation and recovery activities

The specifics of this outcome will depend essentially on the type of disaster that occurs, which could range from a bird flu epidemic to large refugee movements. Of course, it is hoped that there will be no major disaster to deal with. However, the UN agencies in Syria intend to be ready for any such event, in order to minimize casualties, ensure basic needs are met, and contribute to the restoration of livelihoods. Under this outcome, the quality of the UN response will be measured.

VI.   IMPLEMENTATION

To ensure the effective implementation of the UNDAF, the UNCT has decided – in agreement with the Government – on a set of measures, as follows.

Continuation of the Process

Task forces will continue to meet, with more streamlined membership and schedules, to:

1. Monitor, on an ongoing basis the implementation of activities towards the achievement of the respective UNDAF outcomes. In this regard, they will undertake a joint monitoring visit at least once a year, and carry out an annual review of progress with the respective UNDAF outcome in November each year. These reviews will constitute key inputs to the annual review of the UNDAF, and to the evaluation of the UNDAF during its fourth year. To support this work, a database will be created (possibly on the UNDAF website) of the UNDAF outcomes, outputs and indicators, which will be regularly updated by the Task Force members, to depict the progress being made against the indicators. The database would also indicate whenever a new initiative begins: e.g. a new Annual Work Programme (AWP) is signed. Agencies will designate an UNDAF focal point to ensure that the database is up to date.

2. Help identify and pursue opportunities for joint programming.

Joint Initiatives

1. Task forces will help identify joint programming opportunities.
2. As part of their monitoring and evaluation plans, the task forces will identify opportunities for joint monitoring and evaluation activities in relation to shared outcomes. These activities will also be reflected in the annual RC work plan.
3. The UN Heads of agencies will undertake joint field visits to explore opportunities for new, collaborative programming initiatives in the area visited.
4. The UNCT and the Government will examine the feasibility of setting up a joint UN Sub-office in the North-East.

Technical Committee

Experience with the preparation of the UNDAF has shown the need for a technical committee, operating one level below that of Agency heads, primarily to promote coherence, consistent approaches by the Task Forces and to ensure that the Task Forces receive the necessary support and guidance to perform effectively.   The committee would oversee the output and indicator database mentioned above.

As with the Task Forces, a more streamlined membership and schedule is envisaged. Membership would be no more than four or five persons, to include representatives of the agencies having Country Programmes, plus the RC Unit. The Committee would meet as needed, and at least once a quarter.

Coordination Support

1. Through the interagency media and communications team and other modalities, the UNCT will organize joint information and advocacy activities in support of the UNDAF.
2. The theme groups in areas such as gender and HIV/AIDS, and the monitoring and evaluation support group will be maintained as resources for the Task Forces and the UNCT.
3. The RC unit will maintain a list of pipeline projects, including brief summaries or fact sheets, as soon as such information is made available.

VII.   MONITORING AND EVALUATION

Monitoring and evaluation of the Five-Year Plan:

The tenth Five-Year Plan introduces a results-based approach. Thus, performance will be measured according to substantive progress, including progress towards the MDGs, as opposed to financial allocations and expenditures. Specifically, the plan provides that every sector will establish a log-frame to support monitoring and evaluation of progress. The Government intends to measure the effectiveness and impact of the reforms, as a basis for ensuring that they achieve the desired results. The UN will support these efforts, considering the importance of the reforms, and also to assist in reducing the overall burden on the Government of managing, monitoring and evaluating external cooperation programmes, in line with the Rome and Paris declarations on simplification and harmonization of aid modalities.

The Government is also conscious that in many areas the data (for example, on regional disparities) is not sufficient to make sound resource allocation decisions. Therefore, the Central Bureau of Statistics will be strengthened, and two 'observatories', on poverty and on competitiveness, will be established. The Government plans to seek support from the relevant UN agencies, working jointly, to implement these initiatives. Initiatives in these areas are part of the substantive chapters of the UNDAF, especially the chapters on economic growth with equity and the chapter on governance.

Monitoring and evaluation of the UNDAF:

UNDAF monitoring will complement, and help to reinforce, that of the Five-Year Plan. For the UN Country Team (UNCT), the main monitoring and evaluation (M&E) tools for the UNDAF are the M&E Framework, and the M&E Calendar, which form part of the UNDAF document. Specifically, with the innovation of the indicator database mentioned in the Implementation chapter above, the M&E framework will enable the UNCT and the Government (State Planning Commission) to monitor UNDAF progress. The aim of the calendar is to ensure that all M&E activities (including data collection and sectoral and thematic studies) carried out with the support of the UN are well-coordinated, to maximize effectiveness, and minimize duplication.

To ensure that the UN's M&E work is well aligned with the corresponding work of SPC on the Five-Year Plan, and to contribute to the building of national capacities in the important new area of results-based management, the UNCT M&E support group may be expanded to include national partners. The group will support a major effort to train UN staff and Government counterparts in the principles and methods of results-based management.

As mentioned in the Implementation chapter, there will be annual reviews of the UNDAF, which will permit the UN and the Government to take stock of progress and take any necessary

corrective measures. The review will result in a concise, action-oriented report, outlining the main progress achieved and making recommendations for the following year.

In addition, there will be an UNDAF evaluation in the fourth year of the UNDAF, to learn the lessons from this first real experience of UNDAF in Syria, and to serve as a starting point for the next UNDAF. This evaluation will draw on the reviews conducted by the respective parties of country programmes, particularly vis-à-vis outcomes, outputs and relevant indicators. The latter evaluations may cover two or more CP outcomes in a single evaluation, depending on the coherence of the subject matter. Moreover, as a general rule, the evaluations will be joint (inter-agency) evaluations whenever three or more agencies are active in supporting the achievement of the outcome. This provision does not preclude joint evaluations in other cases. Joint evaluations will be funded through the RC budget to the extent possible.

Signatures:

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Agreed by: Mr. Abdallah Dardari
Deputy Prime Minister for Economic Affairs   Date: 14 September 2006
On behalf of the Syrian Government

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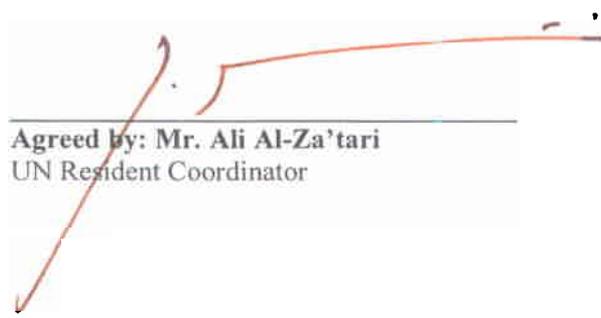
Agreed by: Mr. Ali Al-Za'tari   Date: 14 September 2006
UN Resident Coordinator

ANNEX I. MONITORING AND EVALUATION CALENDAR (Draft)

		2007	2008	2009	2010	2011
UNCT M&E Activities	**Surveys and studies**	NHDR (UNDP) Subsidy study (UNDP) Competitiveness study (UNDP) Poverty pocket identification (UNDP) Youth study (UNFPA) FFE baseline survey (WFP) VAM: SDA and PDA (WFP)	Local MDGRs (3) and local HDRs (3) Sample surveys, with DSC	NHDR (UNDP), RAR in the North-East (UNFPA) Sample surveys, with DSC	Multi-Indicator Cluster Survey (UNICEF) Sample surveys, with DSC	NHDR (UNDP)
	Monitoring Systems	- MDG Monitoring Systems (DEVINFO) - - - - - - - - - - - - - - - Information Management System for Indicators, with the Decision Support Centre (DSC) - - - - - - - - - - - - - - - - At least one yearly joint monitoring visit (by the respective Task Force members) - - - - - - - - - - - - - - - - - - -				
	Evaluations	Project 10070 (WFP)	Outcome evaluation (UNDP)	Independent Eval of HIV/AIDS (joint) and H&N, Education and Child Protection (UNICEF) Outcome evaluation (UNDP)	FFE (WFP)	
	Reviews	Annual Review of UNDAF (Nov) Mid-year review (UNICEF) Annual assessment (Oct. UNDP)	Annual Review of UNDAF (Nov) Mid-year review (UNICEF) Annual assessment (Oct. UNDP)	Annual Review of UNDAF (Nov) Mid-year review (UNICEF) Annual assessment (Oct. UNDP)	Annual Review of UNDAF (Nov) Mid-year review (UNICEF) Annual assessment (Oct. UNDP)	Annual Review of UNDAF (Nov) Mid-year review (UNICEF) Annual assessment (Oct. UNDP)

		2007	2008	2009	2010	2011
Planning References	**UNDAF Evaluation Milestones**			TOR for UNDAF evaluation	UNDAF Evaluation (1st quarter)	
	M&E Capacity Building	DEVINFO training RBM training for national and UN staff Assist CBS with database system Assist DSC with indicator system Training in disaster management	DEVINFO training RBM training for national and UN staff Assist CBS with database system Assist DSC with indicator system Training in disaster management	RBM training for national and UN staff		
	Use of Information			CCA updated (3rd and 4th quarters)	Preparation of new national plan MDG report, UNDAF preparation	
	M&E Activities outside UNCT	Detailed results from 2004 Population Census Results from baseline survey in Eastern Governorates Annual review of five-year plan	Annual review of five-year plan	National reports on CEDAW and CRC Annual review of five-year plan		

ANNEX II: MONITORING AND EVALUATION MATRIX

1. Economic Growth and Sustainable Livelihoods: Monitoring and Evaluation

Outcomes	Indicators and Baselines	MoV	Risks and Assumptions
UNDAF Outcome: **A socio economic environment that enables sustainable growth, employment equity and protection in place**	GDP growth Gini coefficient MDGs disaggregated by region and urban/rural	CBS CBS MDGR	External factors, reliability of data
1.1 Social protection strengthened and better targeted.	Poorest areas and villages identified based on HDR and MDG indicators % of vulnerable persons benefiting from safety nets (insurance, pensions, direct transfers) disaggregated by gender	HDR, MDGR, CBS surveys Sample surveys Mid-term evaluation of five-year plan	Frequency and accuracy of data Adequate budgets
1.2 Structures and climate for trade, investment and competitveness improved.	Volume of exports and imports Growth in foreign direct investment (FDI) Syria position in the competitiveness index	CBS Investment Office Ministry of Industry and Economy Competitiveness reports (IMD, Economic Forum)	External factors Syria is included in the index
1.3 Employment environment and opportunities for skill-enhancement improved, for the under- and unemployed, especially women and youth.	Unemployment rate disaggregated by age and gender Female and male workforce rates # of labour-oriented vocational training opportunities in the public and private sectors	MDG reports Project reports ACU - Agency Combatting Unemployment (Prime Ministry) CBS (Multi-purposes surveys; workforce survey) EU surveys on vocational training	Unavailability of data on the private sector
1.4 Poverty alleviation programme enhanced, including income generation and improved access to extension services in rural and poor areas	Area of lands shifted to higher crop values (baseline: 2005, 19,000 ha) # of reserves (baseline: 2005:58) Amount of funds allocated for micro-credit through projects and banks, disaggregated by gender of beneficiary Agricultural production in targeted areas	WFP survey Ministry of Agriculture (statistical dpt) Project reports Mid-term evaluation of five-year plan MDGR	Natural disasters (drought, floods, etc.) Financial sector reform

2. Governance: Monitoring and Evaluation

Outcomes	Indicators and Baselines	MoV	Risks and Assumptions
UNDAF Outcome: **Efficiency and accountability of governance structures at central and local levels strengthened, by government, civil society and the private sector, towards sustainable development.**	# of laws modernised, with positive results in terms of public perceptions of the efficiency and accountability of public services	Surveys of citizen sstisfaction, disaggregated by region and gender, covering both service delivery and participation in decision-making	Delays in enacting new laws
2.1. Policy and decision-making supported by quality information and analyes, especially taking into account population dynamics, reproductive health, gender and children's issues. Mechnanisms in place for evidence-based policy making and resource allocation.	Common understanding of operational linkages between population, reproductive health, gender and poverty reduction.	MDG Reports	Transparency
	MDG and poverty-related reports published annually, and take into account population dynamics and gender issues	Population Atlas (CBS), Poverty Observatory, MDGR	Government commitment to gender issues
	Independent assessments of quality of information in reports etc.	NGOs, acadedmia, UN	Implementation of new NGO law
	% of women in ministerial or senior management positions	MDG Reports	Government commitment to gender issues
	# of studies supported on policy research and analysis of impact on children.	UNICEF	
	Decision support centre (DSC) created and operating	DSC	Conducive political environment
2.2. Accountability of executive bodies reinforced, toward the general public and in regard to committed UN conventions.	# of new or revised laws integrating UN conventions and treaties, including CEDAW and CAC	Official Journal	Conducive political and social environment
	# of independent reports on public policies, including human rights published	NGOs, acadedmia, UN	Implementation of new NGO law Effective separation of powers
	Corruption Index	Transparency International	
2.3. Democratic electoral processes and civic education enhanced	New local election law implemented	SPC	Level of government support for participation
	Scope of Emergency Law steadily reduced	Official Journal	Government commitment
	Turnout in local and municipal elections, disaggregated by age and gender	M of Interior, MoLA	Women's willingness to stand for power
	% of seats held by women in local administrative councils	National and international HDRs	Government's commitment to gender issues
	% of women/men registered as voters.	NGOs reports	Disaggregated data
	% of women in Parliament	Official Journal	
2.4. An empowered civil society involved in the development and implementation of public polices, planning and programmes	# of policies and programmes developed with civil society involvement	NGOs reports, surveys	Level of government support for participation
	Public perception of the acceptance of inputs from children and young people in policy making and programme design and implementation	Surveys (see UNDAF outcome above)	Implementation of new NGO law
	New modernized law in place for NGOs	Official Journal	
	Number, size and diversity of NGOs.	NGO reports	
2.5. Administrative services and court administrations improved and take into account citizens' rights and the needs of vulnerable groups.	# of services improved	Service users' satisfaction surveys	Computer literacy
	# of courts automated	MoJ	Resistance of individuals and institutions to change
	# of services available through e-government	SPC	Allocation of funds
	# of e-government access points, especially at village level	Reports of relevant Ministries	
	% of citizens aware of their rights under the law	Surveys	
2.6. Comprehensive Syrian child protection legislation and policies in place to protect children from violence, abuse and exploitation, informed by increased awareness of child protection rights and improved data and analysis on child protection.	# of reformed laws and policies integrating children's rights	MOSA reports	Commitment of government agencies to cooperate and coordinate in order to update laws.
	# of children in custody who are in jail	MOJ reports	That government agencies and other actors will have the capacity and commitment to collect information on child protection systemically and to disseminate this information and discuss it.
	% of children released from detention who benefit from a structured aftercare programme	NGO annual reports	That the legislative process will be inclusive and takes into account implementation and implementers and does not become theoretical.
2.7. Institutional mechanisms and policies for improving the legal status of women strengthened, eliminating gender-based violence, promoting women's and girls' rights, and increasing gender equality	# of laws and directives revised to remove discriminatory articles against women	SCFA	National strategy and plan of action on gender issues is developed and endorsed
	Comprehensive national policy and strategy on gender issues integrating gender-based violence, drafted and advocated for adoption.	Parliament	Government commitment to reveiw and issue legislations in support of gender issues, including those seeking elmination of gender based violence at all levels.
	Referral mechanism established for victims of gender-based violence	Employment survey	
	Rate of women's access to primary health, education, skills, knowledge, IT		
	% of women aware of their rights	Surveys	
2.8. Planning and decentralization policies and structures enhanced	# of policies and laws introduced to decentralize government responsibilities, reform local government structures, and increase local-level participation	Official Journal SPC NGO reports	Level of government support for decentralization and participation
	# of regional and municipal management plans drawn up, and implemented	SPC	
	# of regional-level MDG reports prepared	Reports	

3. Basic Social Services: Monitoring and Evaluation

Outcomes	Indicators and Baseline	MoV	Risks and Assumptions
UNDAF outcome: **Inter- and intra-regional, disparities related to access and quality of health, education and other basic social services reduced with a focus on the North-eastern region of the country and other disadvantaged areas.**	MMR (2004, 57.4) U5MR IMR EPI Coverage Enrolment rates in basic education % of stunted children (U5) % of underwieght children (U5) Contraceptive prevalance rate Law in place to protect PLWHA % of children in worst forms of child labour	Syrian Statistical Abstract MICS Routine Statistical Info from Ministries	Political and economic stability
3.1. Family and community care improved and quality health services accessed by all children in order to reach the national average of health and nutrition with a focus on 0-6 age groups in the North-eastern Governorates and disadvantaged areas.	# of local plans for child health produced / implemented # of districts implementing IMCI community components Rate of vaccination among children	Reports Field visits Surveys Reports from MoH Field visits Data from MoH / MoSAL	MoH committed to ensuring that doctors and health cadres are assigned to the selected geographic areas
3.2. Access to and utilization of comprehemsive quality reproductive health services and information, including family planning increased, with special focus on the North-eastern regions and other disadvantaged areas.	Proportion of deliveries attended by skilled health personnel % of women with at least 3 antenatal visists Proportion of service delivery points with minimal service packages that includes reproductive health and which correctly use reproductive health and referral protocols and guidelines # of maternity hospitals implementing Em.O.C standards	CBS MoH Routine Data MICS CBS MoH Routine Data MoH MoH Field Visits	Continued Government commitment toward contraceptive commodites security.
3.3. HIV/AIDS policies and institutional capacity strengthened, and awareness, prevention, care, treatment and support increased, with a focus on young people and populations at risk.	Prevalence of condom use at last high-risk sex for males 15 to 24 years of age % of young people and adolescents that recognize three methods of HIV/AIDS transmission and prevention, at least one of which is condom use % of the most vulnerable adolescents provided with age-relevant, gender-sensitive information, skills and services to improve their life skills and reduce their vulnerability to HIV/AIDS	KAP survey (MoH) KAP survey (MoH) MoH NGO partners reports Field visits	Syria continues to test and apply innovative approaches that will allow mobilizing funds from global initiatives and other sources. NGOs involvement in the sectors continues to expand.
3.4. Health services capacities built, to reduce current prevalence rates of major communicable and non-communicable diseases; and early detection and complete treatment in place all over the country	# of reported cases of malaria and TB Mortality and morbidity rates for cancer and CVD Prevalence and incidence of communicable diseases	MoH National Registry for Cancer / MoH MoH	No outbreak of avian flu and other emerging
3.5. All girls & boys, aged 6-15 years in North-eastern Governorates and other disadvantaged areas are enrolled in a quality basic education, and complete it with a high level of learning achievements	Students to teacher ratio Gov education expenditure per student Basic Education Enrollement rates in selected areas, among boys and girls Basic Education Completion rates in selected areas, among boys and girls % of schools with PTAs or other fourms/mechanisms for participation of communities	MoE CBS SSA MoE CBS SSA MoE MoE Field Visits MoE Field Visits	Teachers made available in sufficent number in selected geographic areas. Number of classrooms and schools is sufficient to accommodate all children in selected areas.
3.7. Illiterate women in Northern, Eastern and Badia regions and other disadvantaged areas have increased access to informal education	# of rural women aged 15 to 40 who attain literacy	MoC MICS	Other international partners get actively involved in the sector. Teachers are made available particularly in remote areas.
3.8. Systems and capacity in place to protect children from abuse, neglect, exploitation and violence, with an aim of responding to the particular needs of vulnerable children	# of children in custody who are in jail % of staff familiar with appropriate treatment of children in conflict with the law # of children with Mine Risk Education in risk areas Proportion of children deprived of primary care givers having access to non-institutional safe and supportive alternative care	MOSA reports MOJ reports Leg. Pubs MoSAL Governorate authorities, Syrian Red Crescent, Unions NGOs	Legal framework allows NGOs to improve level of services delivered to vulnerable children. Government is committed to continue support necessary infrastructure improvements, particularly for juvenile centres.

4. Environment: Monitoring and Evaluation

Outcomes	Indicators and Baselines	MoV	Risk and Assumptions
UNDAF Outcome: **The environment at the national and regional/local levels improved, through the integration of sustainable environmental management in development plans, programmes and budgets**	Amount of land covered by forest (baseline) - Budget allocated to the environment sector (2006-10) CO2 emissions per capita	NMDGR Government monitoring reports on five-year plan NMDGR	Availability and accuracy of data Govt budget constraints Availability of data (monitoring of vehicle emissions etc.)
4.1 National capacity strengthened for meeting obligations towards ratified environmental conventions (biodiversity, climate change, and desertification conventions; and the Stockholm Convention on Persistent Organic Pollutants - POPs) and national environmental legislation enforced with a particular focus on water policies	Amount of land covered by forest (baseline) - IWRM incorporated national policy Lower levels of pollution from POPs CO2 emissions per capita Amount of unproductive land reclaimed and converted to farmland	NMDGR Water Masterplan Projects' progress reports NMDGR Projects' progress reports	Availability and accuracy of data Implementation of water policy Insufficient incentives to improve pesticide management Availability of data (monitoring of vehicle emissions etc) Droughts, environmental crises, beneficiary ability to sustain conversion to farmland and productivity; economic incentives are provided+D15
4.2 Environmental situation improved with the involvement of local communities and the private sector.	% of olive oil mills using cleaner technology for processing waste Area of grazing land protected in the Badia % of tanneries using cleaner technology for processing waste # of environmentally sustainable fish farming enterprises developed % of population in the northeastern region with access to safe drinking water and sanitation Improved institutional and technical structure in place for the management of solid waste and waste water # of communities in the Badia involved in sustainable use of rangeland # of communities in the coastal regions involved in sustainable forest use	project progress report project progress report project progress report project progress report NMDGR project progress report project progress report project progress report	Economic incentives are provided, technology is used for the longterm Commitment and buy-in of the local communities; natural disasters (drought) Economic incentives are provided, technology is used for the long term Economic incentives are provided, technology is used for the longterm; natural disasters (floods) Availability of data Availability of data Availability of data

5. Disaster Management: Monitoring and Evaluation

Outcomes	Indicators and Baselines	MoV	Risks and Assumptions
UNDAF Outcome: **Risk and Impact of man-made and natural disasters are reduced.**	Disaster management system is in place National capacity to manage disasters is in place Coordinated UN disaster management plan exists		
5.1 National and local capacity to reduce risk and prevent disaster is increased	Public awareness of the main areas of risk and of ways to minmimise the risks National mechanism on risk reduction functions pro-actively EWS is functioning in MOLA/E # of joint (Govt, UN) emergency drills conducted in the country	Sample surveys Official reports Monthly reports produced	Adequate budget for surveys, EWS, etc.
5.2 Comprehensive and coordinated disaster management system in place	Coordinated UN Disaster management plan is adopted Government officials trained and sensitized on needs in emergency setting (e.g. Avian Flu) Amount of emergency stocks available at Governorate level (tents, blankets, etc.)	UNCT reports Project reports Physical Inventory	UNCT commitment Availability and motivation of officials
5.3 In the event of a disaster, an effective coordinated disaster response is conducted through timely and adequate assessment, relief, rehabilitation and recovery activities	% of declared emergencies where a rapid assessment of the child health, nutrition, water, sanitation, and hygiene situation has been conducted within the first 30 days % of affected households/population having a minumum safe drinking water supply % of affected schools reopened, replaced or made operational with trained teachers and adequate supplies (by primary and scondary) No avoidable loss of lives or morbidity Affected populations' needs are met	Post-event reports Agencies' and partners' assessments Surveys of beneficiaries	Inadequate budget for post-crisis monitoring and reporting

Updated :21/02/06				
1. Economic Growth and Sustainable Livelihoods				

National Priorities:

1. Link macro economic policies to reduce poverty and calculating social costs.
2. Broaden investments in human development sectors and increase poor people opportunities to reach social and economical assets.
3. Broaden economical opportunities for poor people and less growing areas through targeted programs and projects (focusing on North-East area).
4. Easy access for poor people to reach social care programs through broadening both the surrounding process and establishing suitable safety nets.
5. Capacity building for poor people and increasing their local organizations.
[Source: draft of 10th five-year plan]

MDGs / Priority Goals:

MDG 1: Reduce by half the proportion of people who suffer from hunger and of people living on less than a dollar a day
MDG 3: Promote gender equality and empower women.
MDG 8: Develop a global partnership for development; develop decent and productive work for youth
MD II: To develop strong partnerships with the private sector and with civil society

UNDAF Outcome:

 A socio economic environment that enables sustainable growth, employment equity and protection in place.

Country Programme Outcomes	UN agencies involved in CP outcomes	Outputs	UN agencies involved in outputs	Partners
1.1 Social protection strengthened and better targeted.	**UNDP, UNICEF, UNHCR, UNRWA, WFP**	**1.1.1 Safety net programmes targeting the poor (men and women) and vulnerable groups in place**	UNDP, UNHCR, UNRWA, WFP	
		1.1.2 Preparation of National and Local Human Development Reports. Studies of the impact of socio-economic and subsidies reforms, on vulnerable groups, including children, as well as on achievement of MDGs, at national and local levels. Results translated into improved policy recommendations and protective legal and social measures.	UNDP, UNICEF	SPC, World Bank, Academic Institutes, NGOs, MoSAL
		1.1.3 Economic empowerment of women enhanced through micro-credit schemes	UNDP, UNRWA, WFP	Selected governorates
		1.1.4 Rural area-based integrated interventions to alleviate poverty, including through women's empowerment	UNDP, WFP	SPC, governorates
1.2 Structures and climate for trade, investment and competitveness improved.	**UNDP, UNIDO, UNCTAD, ESCWA, ITC, IMO**	**1.2.1 Investment Law and other associated laws reviewed and Investment Bureau reformed for greater effectiveness and transparency.**	UNDP	SPC, Investment Bureau, Chamber of Commerce and Trade, Investment Committee, Minstry of
		1.2.2 Trade liberalization policies improved and legal framework upgraded, including competitiveness issues	UNDP, UNCTAD, ESCWA, ITC	Ministry of Economy and Trade, of industry, SPC, EU and WTO
		1.2.3 Trade facilitation achieved through modernization of Syrian ports and the Customs Directorate.	UNDP, IMO, ESCWA	Ministry: of Tranport, of Finance
		1.2.4 Industrial framework developed, including restructuring public enterprises, specific policies for SMEs, and dissemination of corporate social responsibility principles	UNDP, UNIDO	Ministry of Industry, public sector companies, chamber of commerce, OECD
		1.2.5 Financial services strengthened, including the creation of a money market and reform of the Central Bank and other banks	UNDP	Ministry of Finance, Central Bank

1.3 Employment environment and opportunities for skill-enhancement improved, for the under- and unemployed, especially women and youth.	**WFP, UNDP, ILO, UNRWA**	**1.3.1 Women complete vocational training courses, specialized hands-on training courses and special training courses in enterprise skills and loan management, conducted in remote rural areas.**	WFP	SPC, MoARR, Gen. Women's Union
		1.3.2 National employment strategy developed and implemented, with special emphasis on gender and growth	UNDP, ILO	Ministry: of Labour, of Social Affairs, and selected ministries
		1.3.3 Skills enhanced and labour productivity upgraded, through entrepreunarial skills, vocational training and technology transfer, including for SMEs, and disadvantaged unemployed and underemployed women and men, with low education	UNDP, UNRWA	Chamber of Commerce and Industry, TOTAL, EU
		1.3.4 National knowledge society built through dissemination of community-based IT tools and facilities, and stronger professional ICT sector	UNDP, WFP	MoCT, ICTDAR, others?
		1.3.5 Model of higher education (administration and curriculum) in universities upgraded, with an internationally accepted standard and improved qualifications that fits the demands of the job market	UNDP	Damascus University, SYEA, Ministry of Higher Education
		1.3.6 Women's capacity to participate in trade and the economy promoted	UNDP	
1.4 Poverty alleviation programme enhanced, including income generation and improved access to extension services in rural and poor areas	**WFP, UNDP**	**1.4.1 Rural area-based integrated interventions to alleviate poverty, including through women's empowerment, implemented**	UNDP, IFAD, WFP	Local autorities of selected governorates, MoAAR
		1.4.2 Farmers in the green belt benefit from the conversion of farmlands to higher value tree crops	WFP	SPC, MoARR
		1.4.3 Herders in the Steppe benefit from the creation of reserves	WFP	SPC, MoARR
		1.4.4 Assets for the poor for income generating activities provided, including through micro-credit in rural areas	UNDP, WFP	Selected governorates, IFAD, MoARR, Employment Fund

2. Governance

National Priorities:

1. To improve governance, transparency, accountability and efficiency of public institutions and services, in the context of a social market-led and citizen-centered economy and society.
2. To seek balanced population growth that matches development requirements. activating women's roles at both family and social levels, and fostering their participation in all fields.

MDGs/Priority Areas:

MD V: To strengthen the capacity to implement the principles and practices of democracy and respect for human rights, including minority rights
MD V: To work for more inclusive political processes, allowing genuine participation by all citizens
MD V: To ensure the freedom of the media and the right of the public to have access to information
MD III: To develop strong partnerships with the private sector and with civil society organisations

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

Country Programme Outcomes	UN agencies involved in CP outcomes	Outputs	UN agencies involved in outputs	Partners
2.1 Policy and decision-making supported by quality information and analyses, especially taking into account population dynamics, reproductive health, gender and children issues. Mechanism in place for evidence-based policy making and resource allocation.	UNDP, UNFPA, UNICEF, UNIFEM	2.1.1 Collection and analysis of disaggregated data, statistics and local indicators enhanced and access to information for decision-making strengthened including capacity building of public insitutions to use ICT	UNDP	CBS, decision support centre - PM office, governorates,Universities , Institutes, NGOs
		2.1.2 Capacity of Government to coordinate and manage donor aid enhanced	UNDP	SPC,donors
		2.1.3 National capacity for integrating population, gender and reproductive health issues into national, sectoral and local plans and programmes enhanced	UNFPA	SPC, MOH, MOE. MOLSA, Parliamentarians, District authority, University, SCFA
		2.1.4 National capacity strengthened for generation, analysis and utilization of gender and regional disagregated data, including conducting and supporting research for policy decision-making.	UNFPA	SPC, CBS, University, related Ministries.
		2.1.5 National capacity enhanced in Gender Budgeting for increased accountability to women's needs and concerns	UNIFEM	
		2.1.6 Analysis of the impact of policy, budget and legislative reforms on children and women conducted and disseminated with policy makers and opinion leaders, and increased budget allocations for these purposes advocated.	UNICEF	
2.2. Accountability of executive bodies reinforced, toward the general public and in regard to committed UN conventions and treaties.	UNDP, UNICEF, UNIFEM, OHCHR, UNHCR, UNRWA	2.2.1 Checks and balances mechanisms reinforced through increased oversight capacity of legislative bodies and elected representatives, and civil society and media capacities to monitor the performance of public institutions and service delivery.	UNDP	Local elected councils and Parliament, Ministry of Justice and others
		2.2.2 Anti-corruption legislation and instutions in place	UNDP	MoJ, Judiciary,
		2.2.3 Participatory monitoring and reporting mechanism in place, involving civil society, media and children, in the context of the implementation of CRC, CEDAW and other human rights related legal instruments. Information disseminated and public awareness raised.	UNICEF, OHCHR, UNHCR, UNRWA	SCFA, NGOs, Academic Institutions, Media
		2.2.4 Decision makers are aware of the gender-related international conventions and treaties signed and ratified by Syria	UNIFEM	SCFA, Women's Union

2.3. Democratic electoral processes and civic education enhanced	**UNDP, OHCHR, UNIFEM**	**2.3.1 Local electoral laws revised, election commission/institution established and national programmes on civic education as well as free, fair and transparent elections implemented**	UNDP, OHCHR	Ministry of local administration, Judiciary, media, NGOs, of Higher Education, of Al Awqaf, of Culture; local councils
		2.3.2 Women's capacity strengthened to enhance their participation in political life and decision-making	UNIFEM, UNDP	NGOs, Ministry of local administration, SCFA, WU
2.4. An empowered civil society involved in the development and implementation of public policies, planning and programmes	**UNDP, UNICEF, UNFPA, UNRWA, UNHCR**	**2.4.1 The legal framework improved and implemented to allow enhanced participation of civil society organisations**	UNFPA, UNDP, UNHCR, OHCHR	Ministry of Social Affairs, EU
		2.4.2 Capacities of civil society and private sector associations enhanced, including in the use of ICT tools, to participate in reform policy formulation	UNDP	Chambers of industry and commerce, Ministry of Social Affairs
		2.4.3 National dialogue on human development deficits promoted among stakeholders	UNDP	SPC, media, journalists
		2.4.4 Mechanisms established for children to particpate in the formulation / implementation of policies and programmes that affect their lives	UNICEF	SCFA, MoE, Minitry of Culture, NGOs
		2.4.5 Inclusive policy dialogue and advocacy for a established and functioning to promote children's and women's issues civil society and media actively engaged in reporting, policy dialogue and advocacy on children's rights	UNICEF	
		2.4.6 Capacity of NGOs and CBOs engaged in child care is built for participation in the reform process and promotion of child rights and participation.	UNICEF, UNRWA	
2.5. Administrative services for citizens and court administrations improved and take into account the rights of citizens, especially vulnerable groups.	**UNDP, UNHCR, OHCHR**	**2.5.1 Targeting and quality of administrative services improved and accessibility enhanced, especially for women, through reform of legal frameworks, processes and automation, and using e-government and e-business.**	UNDP	Selected line ministries and SPC
		2.5.2 National Human Rights Commission established, and awareness of human rights issues for persons involved in law enforcement and rule of law, education and media improved.	UNDP	MoJ, Ministry of Interior, of Education, Syndicates of Journalists, of lawyers, TV
		2.5.3 Court procedures and capacity of justice sector improved.	UNDP	Ministry of Justice, courts, bar association
		2.5.4 Strategy for the management and development of human resources within the civil service defined and implemented	UNDP	Prime Minister Secretariat, SPC
		2.5.5 Advocacy made for the ratification and implementation of the Convention on Refugees and other Human Rights related legal instruments	UNHCR, OHCHR	
2.6 Comprehensive Syrian child protection legislation and policies in place to protect children from violence, abuse and exploitation informed by increased awareness of child protection rights and improved data and analysis on child protection	**UNICEF, OHCHR**	**2.6.1 Laws and policies on juvenile justice reformed to better integrate children's rights as victims, witnesses and offenders.**	UNICEF	MoSAI, MoJ, MoI, SCFA, NGOs
		2.6.2 Legal and policy framework for formal care (including institutional and alternative care) developed for children deprived of primary care givers.	UNICEF	MoSAI, MoJ, MoI, SCFA, NGOs

2.7. Institutional mechanisms and policies for improving the legal status of women strengthened, eliminating gender-based violence, promoting women's and girls' rights, and increasing gender equality	**UNFPA, UNDP, UNIFEM**	**2.7.1 Institutional capacity of government and NGOs in integrating gender-based violence in national plans and strategies strengthened.**	UNFPA	SPC, SCFA, related Ministries, WGU, and NGOs, MAWCKAF
		2.7.2 Awareness of the public, religious leaders, media and decision-makers at central and local levels regarding gender gaps, including women's participation in the public sphere, increased.	UNDP, UNIFEM	MOI, NGOs, Parliamentarians, Awckaf, SCFA, local communities
2.8. Planning and decentralization policies and structures enhanced	**UNDP, WFP**	**2.8.1 Capacity of central and local authorities, municipalities and communities, including in the Eastern region, in development planning, management and monitoring strengthened**	UNDP, WFP	Governorates (North Eastern, Northern and coastal regions)
		2.8.2 Institutional reform supported including decentralization policies, participation, local governance structure and legislative changes	UNDP	Ministry of Local Administration, SPC, governorates, EU, JICA
		2.8.3 Pro-active policies for MDGs in place at Governorate level to support vulnerable groups (localised MDGs)	UNDP	Governorates, SPC

3. Basic Social Services

National Priorities:
1. Sustainable economic and social development that reduces poverty levels and improves human development indices of health, education
2. Create balanced and equitable development among and within all Governorates and regions, with a focus on Northern and Eastern areas
3. Realizing national targets of Millennium development in 2015
4. Making available integrated quality health care and services to all people, and combating diseases related to age and contemporary ways of
5. Improve quality of education
6. Reduce dropout percentage from current level of 7% in Basic
7. Create a functioning system to protect all children in Syria from violence, abuse, negligence and exploitation (quote from National Action
8. Strenghten the role of civil society organizations in the development process.

MDGs / Priority Goals:
MDG 1: Reduce extreme poverty and hunger
MDG 2: Achieve universal primary education; by 20015 all boys and girls are able to complete a full course of primary education
MDG 3: Promote gender equality and empower women. Eliminate gender disparity in primary and secondary education preferably by 2005
MDG 4: Reduce the 1990 under-five mortality rate by two-thirds by 2015
MDG 5: Improve maternal health - Reduce by three quarters the maternal mortality ratio
MDG 6: Halt by 2015 and begin to reverse the spread of HIV/AIDS

UNDAF Outcome:
Inter- and intra-regional, disparities related to access and quality of health, education and other basic social services reduced with a focus on the Northern, Eastern and Badia regions of the country and other disadvantaged areas.

Country Programme Outcomes	UN agencies involved in CP outcomes	Outputs	UN agencies involved in outputs	Partners
3.1. Family and community care improved and quality health services accessed by all children in order to reach the national average of health and nutrition with a focus on 0-6 age groups in the Northern, Eastern and Badia regions of the country and other disadvantaged areas.	UNICEF, WFP, UNRWA, WHO	3.1.1 High impact health interventions implemented in disadvantaged areas leading to reduction of IMR, U5MR by 15%, and MMR by 20% in the Northern, Eastern and Badia regions	UNICEF, WFP, WHO	MoH, MoE
		3.1.2 Decentralized-level outcome-driven health plans supported, to address local bottlenecks impeeding improved health situation of children	UNICEF	MoH
		3.1.3 Behavior improved in vulnerable families in favour of Early Childhood Development, with focus on disadvantaged communities.	UNICEF, UNRWA	MoH
		3.1.4 VMD reduced though high impact nutrition interventions implemented in disadvantaged areas reducing underwieght children U5 by 20% and stunted children U5 reduced by 10%	UNICEF	
3.2. Access to and utilization of comprehemsive quality reproductive health services and information, including family planning increased, with special focus on the the Northern, Eastern and Badia regions and other disadvantaged areas.	UNFPA, UNICEF, WHO	3.2.1 Availability of comprehensive, integrated, quality reproductive health services and information, including family planning and emergency obstetric care increased in *selected* underserved areas.	UNFPA, UNICEF, WHO	MoH, SCFA, Red Crescent, Syrian Family Planning Association, General Women Union, FIRDOS, local authorities and NGOs, MoSAL, Mo Local admin, youth union, SRC, GWU, MoI, SFPA
3.3. HIV/AIDS policies and institutional capacity strengthened, and awareness, prevention, care, treatment and support increased, with a focus on young people and population at risk.	UNFPA, WHO, UNDP, UNAIDS, WFP, UNRWA	3.3.1 Availability of reproductive and sexual health information and counseling services for young people increased, with a special focus on the prevention of HIV/AIDS and STIs among population at risk.	UNFPA, WHO, UNDP, UNAIDS, WFP, UNRWA	MoH, SCFA, MoE, MoHE, Red Crescent, Syrian Family Planning Association, Youth Union, local communities and NGOs.
		3.3.2 Programmes implemented in 8/14 governorates to provide 45% of the most vulnerable adolescents with age-relevant, gender-sensitive information, skills and services to improve their life skills and reduce their vulnerability to HIV/AIDS.	UNICEF, UNRWA, WFP	MoH, SCFA, MoE, MoHE, Red Crescent, Syrian Family Planning Association, Youth Union
		3.3.3 Leadership capacity of Government, civil society and the private sector, including women's organisations, to address the epidemic is enhanced.	UNDP	MoH, Awqaf, religious institutions, NGOs, private sector, media
		3.3.4 A protective and enabling environment in place to protect PLWHA and prevent or reduce: a) stigma and discrimination; b) adolescents' vulnerability to HIV/AIDS and vulnerabilities associated with high-risk behaviour; and c) gender inequalities, gender-based violence, and gender stereotyping.	UNICEF, UNRWA	MoH, SCFA, MoE, MoHE, Red Crescent, Syrian Family Planning Association, Youth Union

3.4. Health services capacities built, to reduce current prevalence rates of major communicable and non-communicable diseases; and early detection and complete treatment in place all over the country	**WHO**	**3.4.1 Surveillance, control, case detection and treatment enhanced, to cover the need of prevalence and outbreaks of communicable and emerging diseases. Specially at the eastern-northern governorates**	WHO	MoH
		3.4.2 Health services strengthened through PHC - Health District system and increases in hospital beds, to reduce morbidity and mortality in remote areas	WHO	MoH
3.5. All girls & boys, aged 6-15 years in Northern, Eastern and Badia regions of the country and other disadvantaged areas are enrolled in a quality basic education, and complete it with a high level of learning achievements		**3.5.1 Parents and communities are involved in the school management in targeted areas**	UNICEF, WFP	MoE, NGOs, CBOs
		3.5.2 Provision of safe water supply, appropriate, gender-segregated sanitation facilities and hygiene education for primary schools in targeted areas and all UNRWA schools	UNICEF, UNRWA, WFP	MoE, NGOs, CBOs
		3.5.3 Nutritional status and capacity of children to learn at school improved and mainatined through school feeding in deprived areas.	WFP, UNICEF	MOE, MoH
		3.5.4 Sustainable system for monitoring learning achievements in place and functional.	UNICEF	MoE
		3.5.5 A culture of school children participation is promoted. Pilot on child friendly schools conducted. Expansion initiated. Rights dimension introduced.	UNICEF, UNRWA	MoE
3.6. Illiterate women in Northern, Eastern and Badia regions and other disadvantaged areas have increased access to informal education	**WFP**	**3.6.1 Literacy rate of rural women increased through basic literacy courses.**	WFP	MoE, MoC, MoARR, SPC, NGOs, CBOs
3.7 Systems and capacity are in place to protect children from abuse, neglect, exploitation and violence, with an aim of responding to the particular needs of vulnerable children.		**3.7.1 Knowledge base on all forms of abuse, neglect, violence and exploitation against children created. Disaggregated data available and disseminated.**	UNICEF	MoJ, MoSAL, MoI, SCFA, NGOs
		3.7.2 Rehabilitative care and reintegrative services for children in conflict with the law developed, and capacity of institutions and the community built to support implementation.	UNICEF	MoJ, MoSAL, MoI, SCFA, NGOs
		3.7.3 Non-institutional, safe and supportive alternative care provided to children deprived of primary care givers.	UNICEF, UNRWA	MoI, MoJ, MoSAL, NGOs,
		3.7.4 Effective systems developed and implemented for prevention, detection and response to violence, exploitation and abuse of children, including exploitative child labour and children in institutional care.	UNICEF	MoSAL, NGOs
		3.7.5 Mine risk education programmes provided to all children exposed to the risk of being harmed by landmines and explosive remnants of war.	UNICEF	MoLA, Red Crescent, NGOs

4. Environment

National Priorities:
National Environmental Action Plan, 10th Five-Year Plan

MDGs/Priority Areas
MDG 7: Integrate the principles of sustainable development into country policies and programmes, and reverse the loss of environmental resources
MDG 4: Reduce the 1990 under-five mortality rate by two-thirds by 2015
MD IV: Halve the number of people without access to safe drinking water and sanitation
MD IV: Management, conservation and sustainable development of all types of forests
MD IV: Full implementation of the conventions on biodiversity and desertification
MD IV: Stop the non-sustainable exploitation of water resources

UNDAF Outcome:
The environment at the national and regional/local levels improved, through the integration of sustainable environmental management in development plans, programmes and budgets

Country Programme Outcomes	UN agencies involved in CP outcomes	Outputs	UN agencies involved in outputs	Partners
4.1 National capacity strengthened for meeting obligations towards ratified environmental conventions (biodiversity, climate change, and desertification conventions; and the Stockholm Convention on Persistent Organic Pollutants - POPs) *and* **national environmental legislation enforced with a particular focus on water policies**	**FAO, UNDP, SGP, UNIDO**	**4.1.1 Capacities and institutions for the safeguarding and disposal of pesticides strengthened**	FAO	Ministry of Local administration & environment, of agriculture and agrarian reform, of housing, of Education, of Defense (Meteorological Department), of Interior, of Tourism, national energy research centre, engineers syndicates, farmers' union, general women's union, governorates, NGOs, SPC
		4.1.2 National strategy for forest fire management developed	FAO	
		4.1.3 Management of protected areas and farmlands strengthened, increasing the capacities of local inhabitants including women, while increasing productivity through the promotion of native species	UNDP, WFP	
		4.1.4 Degradation of rangelands and forests halted, and local communities fully involved in their sustainable management in the eastern region	UNDP	
		4.1.5 Integrated water resources management introduced and incorporated into policy	UNDP	
		4.1.6 Energy efficiency labeling and standards as well as building codes introduced	UNDP	
		4.1.7 Coordination and enforcement systems and stakeholders' capacity improved, to ensure proper implementation of the environmental legislation	UNDP	
		4.1.8 Sectoral strategies and action plans adapted in response to climate change	UNDP	
4.2 Environmental situation improved with the involvement of local communities and the private sector.	**UNDP, FAO, SGP, WFO, UNICEF, UNRWA, WFP, UNIDO**	**4.2.1 Pollution abatement programmes introduced in small and local enterprises, including cleaner technology for processing waste from the olive oil industry and tanneries, and other polluting industries**	UNDP, UNIDO	Ministry: of local administration & environment, of industry, chamber of industry, Ministry of Housing and Construction, Ministry of Health, Ministry of Agriculture, Ministry of Education, SPC, Mass organizations, NGOs. Private sector and workers, European Union
		4.2.2 Soaring birds concept introduced to create ecotourism opportunities and improve local environmental conditions	UNDP	
		4.2.3 Capacities of targeted local authorities strengthened for managing solid waste and waste water	WHO, UNDP, UNRWA	
		4.2.4 Access to potable water and sanitation improved in selected, disadvantaged areas	UNICEF, UNDP, UNRWA	
		4.2.5 Fish-farming enterprises developed in areas where farmlands are no longer cultivable due to salinization	WFP	
		4.2.6 Access to renewable energy sources improved	UNDP	
		4.2.7 Ecotourism developed through the participation of local communities in sustainable agriculture, rangeland management and forestry, especially in Badia and coastal region	UNDP, FAO	
		4.2.8 Green areas in urban spaces managed by local communities for educational purposes	UNDP	

5. Disaster Management

National Priorities:
1. Integrated planning for disaster management
2. Development of legislation to protect citizens and their properties
3. Develop responses to mitigate uman and property loss.

MDGs/Priority Areas:
MD IV: To intensify cooperation to reduce the number and effects of natural and man-made disasters

UNDAF Outcome:
Risk and Impact of man-made and natural disasters are reduced.

Country Programme Outcomes	UN agencies involved in CP outcomes	Outputs	UN agencies involved in outputs	Partners
5.1 National and local capacity to reduce risk and prevent disaster is increased	UNDP, UNFPA, WFP, UNICEF, FAO, WHO, UNHCR , UNRWA	5.1.1 Advocacy and awareness raising done on the range of possible risks and of the related disaster prevention measures to the public, government and local communities	UNDP, UNFPA, WFP, UNICEF, FAO, WHO, UNRWA.	SPC, CD (Civil Defense), MOLA/E (Ministry of Local Administration / Environment), FFD (Fire Fighting Department), MOH (Ministry of Health), MAAR (Ministry of Agriculture and Agrarian Reform), (Donors)
		5.1.2 Capacities of relevant national and local agencies, agricultural and industrial enities, and NGOs stregthened to minimize disaster risk	UNDP, UNFPA, WFP, UNICEF, FAO, WHO, UNHCR , UNRWA	
		5.1.3 Early Warning System developed	FAO	
		5.1.4 Awareness raised on avian flu	WHO, FAO, UNDP, WFP, UNICEF	
5.2 Comprehensive and coordinated disaster management system in place	UNDP, UNFPA, WFP, UNICEF, FAO, WHO, UNHCR , UNRWA	5.2.1 National institutional framework modernised, and cooperation mechanism functioning between the UN, international community and national government, with clear lines of responsibility for crisis management	UNDP, UNFPA, WFP, UNICEF, FAO, WHO, UNHCR, UNRWA	SPC, MOLA/E, SPC, Office of the Prime Minister, MOH, MOI (Ministry of Information), MAAR, (Donors)
		5.2.2 Updated contingency plans in place	UNDP, UNFPA, WFP, UNICEF, FAO, WHO, UNHCR,	
		5.2.3 Training in health, including reproductive health, provided to government and emergency personnel to respond appropriately in a disaster.	UNDP, UNFPA, WFP, UNICEF, FAO, WHO, UNHCR, UNRWA	
		5.2.4 Inventory of standby stocks updated, in line with the contingency plan	UNFPA, WFP, UNICEF, FAO, WHO, UNHCR	
		5.2.5 Capacity of the GOS Higher Committee/Council stregthened to manage disaster situations	UNDP	
		5.2.6 Capacities to handle avian flu reinforced	WHO, FAO, UNDP, WFP, UNICEF	

5.3 In the event of a disaster, an effective coordinated disaster response is conducted through timely and adequate assessment, relief, rehabilitation and recovery activities	UNDP, UNFPA, WFP, UNICEF, FAO, WHO, UNHCR, UNRWA	5.3.1 Loss of life and morbidity minimized	WFP, WHO, UNICEF, UNHCR, UNFPA	SRC, IOM, ICRC, MOLA/E, SPC, CD, FFD, MOH, MAAR, (Donors)
		5.3.2 Basic needs achieved, including food, shelter, water, sanitation and hygiene, and health, including reproductive health.	WFP, WHO, UNICEF, UNHCR, UNFPA	
		5.3.3 Education needs are met	UNICEF, UNHCR, UNRWA	
		5.3.4 Basic human and protection rights achieved, including refugees, children and other vulnerable groups	UNICEF, UNHCR, UNFPA, WFP, UNRWA	
		5.3.5 Livelihoods and infrastructure restored to pre-crisis levels, through rehabilitation and recovery activities, and the voluntary return of refugees enabled.	UNDP, UNFPA, WFP, UNICEF, FAO WHO, UNHCR, IOM	
		5.3.6 Cooperation mechanism functioning efficiently	UNDP, UNFPA, WFP, UNICEF, FAO, WHO, UNHCR, IOM, UNRWA	
		5.3.7 Effective response to avian flu	WHO, FAO, UNDP, WFP, UNICEF	