

Government of LEBANON

**United Nations Development Programme  
Ministry of Social Affairs  
Council for Development and Reconstruction**

Phase  
II

**Improving Living Conditions of the Poor:  
Capacity Building for Poverty Reduction**

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**Brief Description**

The principal objective of the project is to enhance the leadership and advocacy role of the Ministry of Social Affairs, to mainstream social policy considerations in the national decision making; and to assist in the formulation and implementation of social policies at the national level and at more specifically in the Ministry of Social Affairs. Technical assistance and coordination support will include the formulation of policy papers in the area of social protection in light of its priority for poverty reduction. Also in this context, MoSA will benefit from technical support to act as a key member of the national Advisory Committee for mainstreaming of the Millennium Development Goals. The project will also include assistance towards the implementation of a national Multi-Purpose Household Survey, which will provide for a national poverty line and a realistic base for poverty reduction policies. Applied policies and reforms will focus on elaborating and implementing the Ministry's vision and plans to restructure service provision, by revitalizing the Social Development Services Centers and reforming MoSA's partnership modality with NGOs.

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## **PART I-A. SITUATION ANALYSIS**

In light of the deteriorating economic and social conditions brought about by the end of the civil war, the Lebanese Government recognized the need to devise a strategy to revive post-war Lebanon's role in the region and enable it to meet the challenges of the 21<sup>st</sup> century. The overarching objective of government policies was to achieve high economic growth and recovery, which would result in an improvement of the living conditions of the Lebanese population. The strategy of the government was two-fold: (a) reconstruction and modernization of physical and institutional infrastructure, and (b) fiscal and monetary stabilization through reducing inflation, stabilizing the value of the Lebanese currency and controlling the budget deficit. The primary assumption of the government strategy was that such measures would form an enabling environment for attracting private sector investment as the main engine for growth and development. Lebanon does not have an integrated national strategy for Social Development.

1. Capacity to develop national plans and policies is limited by virtue of the dearth of data and national statistics. The Government made significant efforts during the past decade to build baseline data in a number of areas through a number of sample surveys and studies, supported by the UN system, the Central Administration of Statistics, the Ministry of Social Affairs and many others. Despite these efforts, Lebanon still has not developed a comprehensive set of socio-economic indicators, to serve as a basis for analyzing and monitoring the extent and distribution of poverty.
2. In the same context of enhancing decision-making capacity, The Ministry of social Affairs realizes the need for national policies that aim to reduce poverty and/or improve security measures against poverty, notably in under-served areas and vulnerable social groups. A social development and poverty eradication policy would require stimulating employment-creating investments; promoting regional development in deprived areas; improving the coverage and quality of primary social services; and, building a social safety net. Experience in this field and based on the successes achieved by the regional programmes and sectoral - field characterized projects, suggest that the situation is ready to move into a more advanced stage of development work and poverty reduction.
3. The Government has declared the need to reduce the size of the administration and increase efficiency of public sector service provision and management as a priority for the new decade. In this context, the Ministry of Social Affairs has begun a process of assessing capacity building needs to improve targeting of services provided by its Social Development Services Centers. This effort was launched in 1999 - through the Preparatory Assistance project for Improving living conditions. Capacity building needs of MoSA also address the effectiveness of its partnership with Civil Society groups and NGOs.

## **PART I-B. STRATEGY**

The Ministry of Social Affairs, previously "The Directorate of Social Welfare" (1959-1993), is a principal provider of social services to vulnerable groups through its local Social Development Services Centers (SDSCs) and in partnership with national and local NGOs. Since its establishment as a Ministry, it advocated, collected national statistics, and led national dialogues for the promotion and formulation of national anti-poverty policies and programmes. The Ministry also coordinated and prepared the National Report for the World Summit for Social Development in Copenhagen in 1995 ([www.undp.org.lb/programme/governance/poverty/summit.html](http://www.undp.org.lb/programme/governance/poverty/summit.html)). The Ministry's pioneer and groundbreaking efforts and achievements in collecting demographic data and formulation policy proposals, (link to UNFPA site) and in analyzing social and regional (poverty) disparities ([www.undp.org.lb/programme/governance/poverty/molc/main.html](http://www.undp.org.lb/programme/governance/poverty/molc/main.html)) are supported by UNDP and UN System . Its rehabilitation of the Social Development Services Centers is also a partnered effort with the UN System and more recently, the World Bank. The Ministry is also in the process of a critical review of its capacities, and is

likely to embark on a restructuring effort aiming to improve efficiency, reduce cost and better target services to the poor population.

The Ministry of Social Affairs is the principal beneficiary, of the assistance provided by UNDP through the Poverty Strategy Initiative (PSI) and a preparatory Assistance project to build Government capacities that focus on improving living conditions of the poor, notably in the Ministry of Social Affairs (Leb/98/004). The Preparatory Assistance project, identified national statistical survey needs, and institutional capacity building needs in MoSA including its Social Development Services Centers, on one hand, and (pro-poor) policy-making, on the other hand. (*Annex 1: Leb/98/004 -Project Document and terminal report*).

A New MoSA/UNDP project was approved by the Council of Ministers Decision 33/02 dated 14 February 2002 approving the project (*See Annex2*) aiming to assist the Ministry in pursuing the following objectives and outputs:

- To produce an updated mapping of the living conditions in Lebanon and to measure (for the first time) the Poverty Line (and other related incidences), including the implementation of a National Multi-Purpose Survey (*See Annex 3: Council of Ministers Decision 10/02 dated 18 January 2002 approving the implementation of the Survey*).

The Multi-Purpose Survey has been the subject of extensive consultations between the Ministry of Social Affairs (MoSA) - United Nations Development Programme (UNDP) and Central Administration of Statistics (CAS) and the Council for Development and Reconstruction (CDR) in the context of the above-mentioned project (Leb/98/004). The consultations resulted in an agreement on the Survey modality, the institutional relationships between CAS and MoSA and other concerned partners, the time frame for the survey and the allocation of funds through the current project in addition to parallel funding from CAS's budget in the amount of \$532,000 (*Annex 4: Signed Minutes of meeting outlining agreement between MoSA and CAS for the MPS*).

Consultations are continuing for the mobilization of funds through CDR, including potentially a Grant from Norwegian Foreign Ministry intended for surveying socio-economic conditions in the Liberated South. Consultations for the integration between PAFAM with the Multi-Purpose Survey are also continuing and if successful will lead to additional capacity building support to CAS and funding support to the Multi-Purpose Survey.

- To assist MoSA develop its advocacy and outreach as a champion for Human Development and play an effective role in mainstreaming social policy considerations through such vehicles as the Millennium Development Goals Report (MDGR) and vocal presence of Lebanon in international fora.
- To implement institutional reforms in MoSA both at the central and decentralized levels with the aim to promote the administration of social services and strengthen local and NGO capacities for self-organization and for achieving effective results. Reforms at the central level will aim to improve the administration of social services in line with the recommendations of the 20/20 Initiative. At the decentralized level, reforms will aim to implement MoSA strategy of programme-based decentralization of social services through its Social Development Services Centers (SDSCs) and its partnership with NGOs. In this context The project will support MoSA to operationalize various feasibility studies and processes launched in cooperation with the World Bank, CDR and UNDP, through an intervention package and training:
  - To implement an integrated reform and capacity building programme of the SDSCs and consolidate the relationship and partnership with NGOs at the level of the centers. The outcome is to streamline and increase the affectivity and

relevance of SDSCs' programmes to the needs of the communities and social groups that they serve and will involve restructuring 50% of SDSCs and contracted NGOs. This component will specifically build on the results of the "Diagnostic, Policy and Strategy Study, and Feasibility Study of the Social Development Services Centers" to be commissioned by CDR.

- Improve outreach and effectiveness of MoSA's partnership with NGOs through:
  - i) A programme to strengthen internal governance capacity of NGOs through the establishment of an NGO Resource Center and the provision of training and networking services. The overall objective of the project is to enable the development and capacity building of NGOs as proactive, effective and autonomous organizations enjoying sound internal governance, in order to improve their contribution to the sustainable development of Lebanon. More specifically this involves the strengthening of civil society, by building the capacities of NGOs and providing them with a supportive "enabling environment" in which to operate and contribute to the development of the country. (*Annex 5: Concept paper of NGO Resource and Service Center*).
  - ii) The implementation of reforms in MoSA's mandate and practices in outsourcing social services to NGOs. This will build on the assessment and criteria recommendations completed under the World Bank's assistance to MoSA in this context. This will include the adoption of development-based and results-based criteria for the MoSA/NGO contractual arrangements and the implementation of a gradual phasing out of non-compliant contracts and introducing a new generation of NGOs services. The project will also liaise to and coordinate MoSA partnership with ESCWA for the completion of an NGO survey and directory.
- To formulate elements of a national plan for social protection, which should include targeted policies in priority areas for protecting the poor and the vulnerable. More specifically, UNDP is soliciting the expert advice of the International Labor Organization (ILO) through a Support Project (SPPD – Leb/02/001) to provide the Ministry of Social Affairs as well as its other national partners (CDR, CAS, The Prime Minister's Office, etc.) with technical assistance through global expertise and experiences to formulate a blue print for a framework for social protection policy and propose methodologies for building capacities for the implementation of the provision of social protection services at the national level. (*Annex 6: SPPD Project Document (Leb/02/001)*). This component of the project will aim to forge partnerships with national agents in government, civil society and the private sector through a participatory process of examining policy issues and formulating policy papers.

This component of the project will also build on the analyses and information compiled in the Social Outlook Study and the Caza booklets, which were completed in the context of the project (Improving Living Conditions for the Poor – Leb/98/004).

## PART II - RESULTS FRAMEWORK

### PROJECT RESULTS AND RESOURCES FRAMEWORK

<p><b>Intended Outcome as stated in the Country Results Framework:</b> Improved national capacity to monitor human and income poverty and inequality</p> <p><b>Outcome indicator:</b> national estimates of human and income poverty are regularly updated and disaggregated by gender and region.</p> <p><b>Applicable Strategic Area of Support (from SRF) and TFF Service Line (if applicable):</b> Monitoring Poverty and Inequality</p> <p><b>Partnership Strategy:</b> UNDP will lead and provide TA for the analysis of the survey findings. MoSA will be the tutelage Ministry responsible for analyzing the findings of the survey and streamlining them. The Central Administration of Statistics will implement the Survey. The Council for Development and Reconstruction will support resource mobilization efforts and participate in the technical committee for the implementation of the Survey. Potential partners in the Technical Committee include the Arab League, AGFUND, UNFPA, (PAPFAM Survey) ESCWA and EU.</p> <p><b>Project title and number:</b> Capacity Building for Poverty Reduction - Leb/02/002</p>			
Intended Outputs	Output Targets for (years)	Indicative Activities	Inputs
<p>1.1 National multi-purpose poverty survey completed</p> <p>1.2 Poverty measured using both UBN and PL approaches</p> <p>1.3 Social mapping produced</p>	<p>Field data fully collected (2003)</p> <p>Mapping of Living Conditions produced (2004)</p> <p>Poverty measured (PL - UBN) (2004)</p> <p>Final reports (including analysis of data) produced and published (2004)</p>	<p>Coordinate and form a Technical Committee for the multi-purpose survey including MoSA, CAS, CDR and UNDP</p> <p>Preliminary survey design completed and institutional arrangement defined (2002)</p> <p>Pilot testing of the survey completed and survey operation begun (2002)</p> <p>Analyze final data and produce reports</p>	<p>Led by MoSA/UNDP Project Team</p> <p>Coordination led by MoSA/UNDP Project Team</p> <p>Parallel input provided by CAS. Oversight and coordination support by MoSA/UNDP Team</p> <p>Consultants, editors, printing and publication</p>
1.4 Millennium Development Goals	2002	A consultative review process of the MDGs conducted with MoSA	UNDP and SURF MDG strategy and translation of the strategy and a brief

<p>mainstreamed and monitoring capacity developed through the first MDG Report</p> <p>1.5 MoSA a member of the MDGR Advisory Committee, actively involved in preparing the MDGR and monitoring MDGoals as well as being a primary partner in the advocacy and outreach.</p>	<p>2003</p>	<p>MoSA a key member of the national Advisory Committee for mainstreaming MDGs and becoming a thematic focal point for the MDGR</p> <p>Coordination mechanism between MoSA and UN System led by UNDP developed and adopted</p> <p>Implementation of national workshops with Civil Society, government, and Private sector to launch a national dialogue on MDGs</p> <p>Implementation of an advocacy campaign in partnership with the Media including the production of relevant publications</p>	<p>TORs of MoSA developed</p> <p>Formulation of a Communication Strategy</p> <p>UN System Coordination Meetings</p> <p>Workshops, seminars, Sessions in Parliament</p> <p>Consultants to prepare MDGR, Steering committee to review MDGR.</p> <p>Brochure, Media spots, Local workshops, Publications</p>
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<p><b>Intended Outcome as stated in the Country Results Framework:</b> Increased capacity of local government structure and civil society organization for analysis, advocacy and social mobilization</p>			
<p><b>Outcome indicator:</b> promoting and institutionalizing partnerships with NGOs and increasing efficiency within SDSCs</p>			
<p><b>Applicable Strategic Area of Support (from SRF) and TFF Service Line (if applicable):</b> Self-organization and development of alliances by the poor</p>			
<p><b>Partnership Strategy:</b> The mechanisms include the identification and implementation of joint-programming and collaborative activities including training activities, community - based meetings, and workshops, youth camps, press releases and media events. UNDP will lead coordination and joint-programming efforts with donors and UN system agencies, and assist the process of capacity building of the SDSCs, within the context. Cooperating bodies include local government notably municipalities, and Community Based Organizations (CBOs), and NGOs. The project will also provide coordination services and oversight assistance of related donor programmes in the Ministry of Social Affairs, notably by the World Bank and ESCWA in the area of modernizing and benchmarking the relationship between MoSA and NGOs.</p>			
<p><b>Project title and number:</b> Capacity Building for Poverty Reduction - Leb/02/002</p>			
Intended Outputs	Output Targets for (years)	Indicative Activities	Inputs
<p>1.6 Framework for MoSA/NGO partnerships developed including the adoption of clear contractual criteria and product line Operationalization of the MOSA WB assessment of partnership with NGOs.</p>	<p>2003: NGOs classified and contracts identified as well as a package of intervention elaborated</p>	<p>Classify NGOs and set-up plan of action Identify contracts to break and contracts to transfer</p>	<p>Parallel inputs: a) results and recommendations MoSA/WB study on NGO criteria; b) CDR commissioned Study: Diagnostic, Policy and Strategy Study, and Feasibility Study of the Social Development Services Centers (SDSCs)  TA from Project staff</p>
<p>1.7 Establishment of an NGO Resource and Service Center whose activities/services will focus on providing space for NGOs and full access to information and advisory services</p>	<p>2003-2004</p>	<p>Providing services to NGOs, including physical space; office services; meeting space; conference facilities; and similar services.  Developing and implementing an exit strategy that ensures sustainability  Providing free access to information and</p>	<p>Support staff Basic equipment Trainers  Coordination facilities Access to internet Legal advisory services</p>

		<p>advisory services to NGOs, including access to thematic resources, e-libraries, and thematic discussion groups; access to information and facilitating contact with donors, international organizations, other NGO networks, and government institutions; access to training, including training on internal governance, thematic training, and other types of training activities as the need arises; and advisory services on different issues, e.g. legal, financial, organizational.</p>	
<p>1.8 SDSC Restructuring plan implemented 1.9 50% of SDSCs restructured</p>	<p>2003 2004</p>	<p>MoSA participating in the Steering Committee to be established for this study Design package of interventions, services and training for SDSCs (centers and branches) Elaborate workplan and timetable for implementation of restructuring plan Identify NGOs to be subcontracted as Satellite SDSCs</p>	<p>Consultants Sub-contracts Training Office equipment Training Publications Media and advocacy</p>



<b>Intended Outcome as stated in the Country Results Framework:</b> Improved efficiency, accountability and transparency in the civil services and essential reforms established				
<b>Outcome indicator:</b> Social Protection Plan formulated				
<b>Applicable Strategic Area of Support (from SRF) and TTF Service Line (if applicable):</b> Efficiency and accountability in the civil services				
<b>Partnership Strategy:</b> UNDP will play the role of identifying crosscutting issues, and provide advisory and implementation services. The Ministry of Social Affairs is the executing agency; cooperating agencies and government partners who will be consulted include the Ministry of Finance, the Office of the Minister of State for Administrative Reform (OMSAR), the Council for Development and Reconstruction. Concerned donors include ILO, the European Union, the World Bank.				
<b>Project title and number:</b> Capacity Building for Poverty Reduction - Leb/02/002				
Intended Outputs	Output Targets for (years)	Indicative Activities	Inputs	
1.10 Plan of Action for 20/20 reforms developed and adopted	2002/2003	Study and analyze budget and priorities from the 20/20 point of view Conduct brainstorming and a consensus building seminar around the recommendations of the 20/20 Formulate a plan of action	Parallel inputs: a) Recommendations of the MoF/UNDP 20/20 study.	
1.11 Relevant social protection practices and policy framework for MoSA adopted (results of the UNDP/ILO SPPD)	2002	Organize 2-3 focus groups for social protection and discussion forums (Social Outlook)	Parallel inputs: b) UNDP/ILO SPPD – policy framework for social protection, and workshop	
1.12 Consensus built (consultative process) around recommendation for MoSA in the area of social protection	2003	Consultants and focus groups to formulate a social protection plan	Consultants, Government adoption	
1.13 Sectoral policy papers for Government approval	2003	Sectoral papers commissioned	Workshop, outreach and media	