

Strategic Framework for Cooperation  
between  
the Government of the Syrian Arab Republic  
and  
the United Nations 2016-2017

*Syria*  
*2016-2017*



**UNITED NATIONS**  
**STRATEGIC FRAMEWORK FOR THE SYRIAN ARAB REPUBLIC**  
**2016 – 2017**

This Strategic Framework for Cooperation between the Government of the Syrian Arab Republic and the United Nations 2016-2017 has been prepared by the United Nations Country Team in consultation with the Government of the Syrian Arab Republic.<sup>1</sup> The Strategic Framework aims to support the efforts of the Syrian Government assist in building resilience and improving the lives of the people of Syria, particularly the most vulnerable, in support of the achievement of national priorities and the UN Sustainable Development Goals.

The overarching priority for the Strategic Framework is to support the development of a more resilient society. Therefore, three complementary Outcomes have been identified which together will allow the UN system's strategic support to Syria in the next two years to contribute to the achievement of such a society, namely:

1. Targeted institutions have mechanisms to develop, implement and monitor robust evidence-based policies, strategies, plans and resilience programmes.
2. Basic and social services and infrastructure are restored, improved and sustained to enhance community resilience
3. Households and communities benefit from sustainable livelihood opportunities, including economic recovery and social inclusion

By signing hereunder, the participating parties endorse this Strategic Framework and underscore their joint commitment to the fulfillment of its goals.

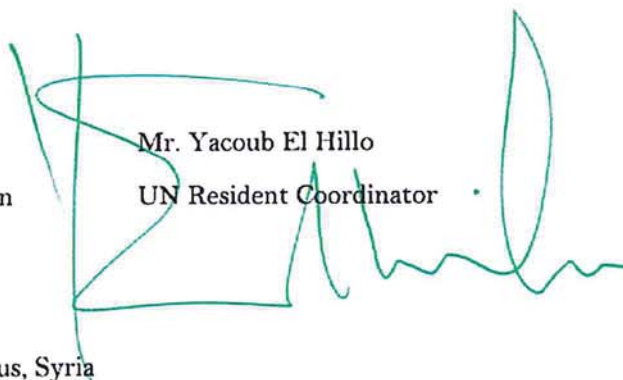
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Damascus, Syria

February 2016

<sup>1</sup> The Syrian Arab Republic is the official name of the country, as recognised by the United Nations. The short version (Syria) is used as a shorthand abbreviation throughout this document.



# UN COUNTRY TEAM IN THE SYRIAN ARAB REPUBLIC

By signing hereunder, the members of the United Nations Country Team endorse Strategic Framework 2016-2017 and underscore their joint commitment to the fulfillment of its goals.

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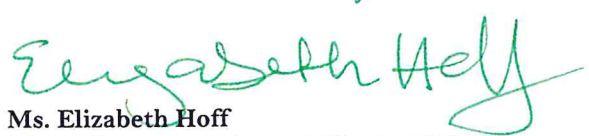
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## Abbreviations

<b>CBS</b>	Central Bureau of Statistics	<b>MoEI</b>	Ministry of Electricity
<b>CPD</b>	Country Programme Document	<b>MoF</b>	Ministry of Finance
<b>CSO</b>	Civil Society Organization	<b>MoFA</b>	Ministry of Foreign Affairs and Expatriates
<b>DNA</b>	Damage and Needs Assessment	<b>MoH</b>	Ministry of Health
<b>DEWS</b>	Drought Early Warning System	<b>MoHE</b>	Ministry of Higher Education
<b>DTM</b>	Displacement Tracking Matrix	<b>MoHC</b>	Ministry of Housing and Construction
<b>EMIS</b>	Educational Management Information System	<b>MoI</b>	Ministry of Interior
<b>EPI</b>	Expanded Programme on Immunization	<b>MoIn</b>	Ministry of Industry
<b>FAO</b>	Food and Agriculture Organization of the United Nations	<b>MoLA</b>	Ministry of Local Administration
<b>FFA</b>	Food Assistance for Assets	<b>MoPW</b>	Ministry of Public Works
<b>GBV</b>	Gender based violence	<b>MoSA</b>	Ministry of Social Affairs
<b>GDP</b>	Gross Domestic Product	<b>MoSEA</b>	Ministry of State for Environmental Affairs
<b>GER</b>	Gross Enrollment Rate	<b>MoSNR</b>	Ministry of State for National Reconciliation
<b>HDI</b>	Human Development Index	<b>MoT</b>	Ministry of Transportation
<b>HDR</b>	Human Development Report	<b>MoWR</b>	Ministry of Water Resources
<b>HIV/AIDS</b>	Human Immunodeficiency Virus/ Acquired Immunodeficiency Syndrome	<b>MRM</b>	Monitoring and Reporting Mechanism on grave violations against children and armed conflict
<b>HRBA</b>	Human Rights Based Approach	<b>NGO</b>	Non-Governmental Organisation
<b>HRP</b>	Humanitarian Response Plan	<b>PICC</b>	Planning and International Cooperation Commission
<b>ICRC</b>	International Committee of the Red Cross	<b>RC</b>	Resident Coordinator
<b>IDP</b>	Internally Displaced Person	<b>RCO</b>	Resident Coordinator's Office
<b>IMS</b>	Information Management System	<b>SARC</b>	Syrian Arab Red Crescent
<b>INGO</b>	International Non-Governmental Organisation	<b>SCFAP</b>	Syrian Commission for Family Affairs and Population
<b>JSC</b>	Joint Steering Committee	<b>SCPR</b>	Syrian Center for Policy Research
<b>LGA</b>	Local Government Authority	<b>SFPA</b>	Syrian Family Planning Association
<b>M&amp;E</b>	Monitoring and Evaluation	<b>SGBV</b>	Sexual and gender based violence
<b>MDG</b>	Millennium Development Goal	<b>SHARP</b>	Syria Humanitarian Assistance Response Plan
<b>MoAAR</b>	Ministry of Agriculture and Agrarian Reform	<b>SPR</b>	Strategic Planning Retreat
<b>MoC</b>	Ministry of Culture	<b>SRP</b>	Syrian Response Plan
<b>MoEd</b>	Ministry of Education		

<b>UN</b>	United Nations	<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNCT</b>	United Nations Country Team	<b>UNICEF</b>	United Nations Children’s Fund
<b>UNDAF</b>	United Nations Development Assistance Framework	<b>UNIDO</b>	United Nations Industrial Development Organisation
<b>UNDG</b>	United Nations Development Group	<b>UNOCHA</b>	United Nations Office for Coordination of Humanitarian Affairs
<b>UNDP</b>	United Nations Development Programme	<b>UNOPS</b>	United Nations Office for Project Services
<b>UNEP</b>	United Nations Environment Programme	<b>USD</b>	United States Dollar
<b>UNESCO</b>	United Nations, Educational, Scientific and Cultural Organization	<b>WASH</b>	Water, sanitation and hygiene
<b>UNESCWA</b>	United Nations Economic and Social Commission for Western Asia	<b>WB</b>	World Bank
<b>UNFPA</b>	United Nations Population Fund	<b>WFP</b>	World Food Programme
<b>UN-HABITAT</b>	United Nations Human Settlements Programme	<b>WHO</b>	World Health Organization
		<b>WoS</b>	Whole of Syria

**Table 2 Syria Facts**

	Indicator	Unit	Most Current Year Figure	Most Current Year	Sources for Most Current Year Figure
Demography	Youth population	Percentage	18	2015	SCFAP
	Internally displaced population	Million people	6.5	2015	HRP
	Population seeking outside refuge	Million people	4	2015	HRP
	Displaced Palestinian refugees	Thousand people	280	2014	UNRWA
	Population injured since the start of the crisis	Million people	1	2014	SRP
Employment	2011 Unemployment rate	Percentage	14.9	2014	ESCWA
	2014 Unemployment rate	Percentage	57.7	2014	UNDP
	Current population unemployed	Million people	3.7	2014	ESCWA
	Youth unemployment	Percentage	42	2014	SCFAP
Food Security and Nutrition	Food insecure population (est.)	Million people	9.7	2015	WFP
	Women and children in need of nutrition assistance	Million people	4	2014	UNICEF
Health	2010 Life expectancy at birth (avg.)	Years	75.9	2014	SCPR
	Child mortality	N. of deaths per 1,000 live births	25.1	2014	ESCWA
	Maternal deaths	N. of deaths per 100,000 live births	62.7	2013	ESCWA
	Hospitals partially out of service	Percentage	33	2014	UNICEF
	Hospitals completely out of service	Percentage	23	2014	UNICEF
WASH	Pre-crisis treatment of sewage	Percentage	70	2014	ESCWA
	Current treatment of sewage	Percentage	20	2014	ESCWA
	Adequate water supply compared to pre-crisis levels	Percentage	33	2014	ESCWA
	Schools destroyed, damaged, or used as IDP shelters	Percentage	20	2014	MoEd
	Teachers who left schools due to internal displacement or migration	Thousand teachers	52	2014	MoEd
Education	2011 Gross enrolment rate in basic education	Percentage	106	2013	MoEd
	2014 Gross enrolment rate in basic education	Percentage	78	2014	MoEd

HDI	2010 HDI rank	Number out of 187	113	2014	UNDP
	2014 HDI rank	Number out of 187	174	2014	UNDP
Poverty	2010 Population living below the poverty line	Percentage	12.5	2010	Syrian MDGs Progress Report
	2014 Population living below the poverty line	Percentage	82.5	2014	SCPR
	Population living in extreme poverty	Percentage	64.7	2014	ESCWA
	Population living in abject poverty	Percentage	30	2014	ESCWA

## Executive Summary

After more than four years of crisis, there have been a devastating loss of human lives and livelihoods in Syria. The impact on the economy has been severe, infrastructure has been destroyed, delivery of basic services has declined greatly, and perhaps most critically, the vulnerability of the people continues to rise. As a consequence of the crisis, Syria has witnessed multiple displacements which, combined with the refugee caseload, exceeds more than 50% of the population.

The crisis has stalled and reversed significant economic and social gains achieved over the previous two decades. Years of crisis have caused massive economic loss, estimated at the end of 2014 at \$200 billion or more in key productive sectors. A number of major urban centres and industrial areas have been devastated. Moreover, the crisis has resulted in destruction of essential basic services, infrastructure and key economic sectors, which have served as a basis for people's livelihoods. The agriculture sector accounted for 42 % of employment in rural areas before the crisis but is today operating at limited capacity. Widespread environmental natural resources degradation can also be seen across the country. The social effects of the crisis have been serious. Health facilities, schools and other essential services across the country are operating at reduced capacity or have been closed. There have been nearly four decades of human development gains lost. By the end of 2014, around 82.5% of the population was living beneath the poverty line. Over 60% are extremely poor, and over 50% of the labour force is currently unemployed.<sup>2</sup>

As a result of the crisis, the work of the UN Country Team in Syria is predominately focused on humanitarian response. While humanitarian response will continue in 2016, longer-term resilience based interventions are needed, even while the crisis continues, to restore and maintain institutions and services and to revitalize livelihoods and economic recovery.

This two-year Strategic Framework (2016–2017) is a plan for cooperation between the Government of Syria and the United Nations centred on resilience-building in response to prevailing conditions. The Strategic Framework will adopt a holistic approach and bring together existing, dispersed early efforts toward resilience in a more coherent fashion in an effort to assist individuals, communities and institutions to better cope with the risks and shocks, which continue to affect them.

- First, the UN will promote the capacity of institutions for responsiveness to highest priority needs. The UN will work with key institutions to enable them gather data and to develop, implement and monitor evidence-based policies, strategies, plans and resilience programmes.
- Second, the UN will concentrate its ongoing investments on programmes that deliver basic essential services to the population at national and local levels, with particular emphasis on displaced people and host communities and people facing deprivation and different forms of vulnerability.
- Third, the UN will foster a more resilient society through sustainable livelihood opportunities, economic recovery and social inclusion, access to social care services for the most marginalized households and communities, including a comprehensive response to gender based violence. It will also address specific environmental challenges exacerbated by the crisis.

Throughout, the Strategic Framework will address key needs of the most economically and socially vulnerable among the Syrian people, with special focus on vulnerable women, children, adolescents, young people, people living with disabilities and persons living HIV/AIDS.

Under circumstances of continuing crisis, the Strategic Framework will be managed flexibly, and adopt scenarios to foresee alternative possibilities, as conditions change. It will be coordinated through light and flexible mechanisms, linked closely to those of the humanitarian response.

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<sup>2</sup> UNDP Administrator's statement at the Third International Kuwait Pledging Conference, March 2015.

<http://www.undp.org/content/undp/en/home/presscenter/speeches/2015/03/31/helen-clark-statement-at-the-third-international-humanitarian-pledging-conference-for-syria.html>.

## Section 1 – Introduction

### The human impact of the Syria crisis

More than four years into the crisis, the humanitarian situation in Syria continues to deteriorate. The crisis has caused a devastating loss of human lives and livelihoods, in addition to its impact on the economy, on delivery of basic services and maintenance of infrastructure, and perhaps most critically on the social fabric of the country. There have been massive and repeated displacements and movements of refugees, which are estimated to exceed half the population.<sup>3</sup>

The crisis has stalled and reversed significant economic and social gains achieved over the previous two decades. Macroeconomic policies over the decade prior to the crisis had an overall positive impact on economic performance, despite the global and regional shocks, with annual GDP growth of around 5.1%.<sup>4</sup> According to data from 2010, Syria had successfully achieved many of the Millennium Development Goals (MDGs), including those related to primary education and gender parity in secondary education. Syria also made remarkable progress towards achieving other goals, such as reducing malnutrition and infant mortality rates and increasing access to improved sanitation.<sup>5</sup> This progress was severely affected by the onset of the crisis; exports declined rapidly, supply chains suffered, and demand contracted with rising costs, reduced investment and growing unemployment and poverty.

The social effects of the crisis have been severe. The education sector continues to deteriorate, depriving increasing numbers of children and adolescents of their right to education and skill-building. In addition, the negative impact of the crisis has placed children at increased risk of being killed or maimed, and exploited and abused – including recruitment into armed groups, abduction, sexual and gender-based violence and child labour. The crisis has also had a negative impact on adolescents and youth, who are missing out on schooling, vocational training and other opportunities to learn and develop. The health care system has been severely disrupted, including facilities, water and sanitation networks and waste management systems. The crisis has affected many thousands of Syrian women and adolescent girls in tragic ways, through displacement, gender-based violence, and loss of household income. In parts of the country now influenced by designated terrorist groups<sup>6</sup> women experience serious curtailment of their human rights, including access to education. Moreover, anecdotal evidence suggests that Gender Based Violence (GBV) is on the rise. The ongoing crisis is undoing hard-won social gains. There have been nearly four decades of human development gains lost.

Years of crisis have caused massive economic losses, estimated at the end of 2014 at \$200 billion or more in key productive sectors. The country has suffered major reductions in manufacturing, agriculture, transport and communications, as well as capital asset loss, and saving and investments depletion. Markets and traditional industrial and commercial hubs such as Aleppo and Homs have been severely affected. The Syrian currency has depreciated to one-sixth of its pre-crisis value, trade with Syria's neighbours is stalled and unilateral economic and financial measures are further exacerbating the negative economic situation. By 2015, the crisis had undermined the key pillars of the economy. The resulting economic contraction has left much of the population destitute. While extreme poverty had fallen between 1997 and 2009 from 12.4% to 8.7%, since the onset of the crisis, given the rising prices of goods and services, the decrease in real wages and the loss of jobs and material assets, many more people have fallen into poverty. By the end of 2014, around 82.5% of the population was living below the poverty line. Over 60% are extremely poor, and over 50% of the labour force is now unemployed.<sup>7</sup> Likewise, food insecurity has reached worrying levels whereby 30% of the population can no longer meet their basic food needs, and a further half of the population are at great risk of becoming food insecure. Local food production has been adversely affected by the crisis and the country now relies on commercial imports and food aid.<sup>8</sup>

The crisis has resulted in devastating destruction across the entire range of basic services and infrastructure. In several governorates, hospitals, clinics and schools and irrigation systems have been destroyed, with many more only partly functional. Schools are overcrowded and often used as shelters. The supply of electricity and water is unpredictable or

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<sup>3</sup> SRP, 2015.

<sup>4</sup> World Bank.

<sup>5</sup> Third MDG Progress Report for Syria, 2010.

<sup>6</sup> On 30 May 2013, Islamic State in Iraq and the Levant (ISIL) and the Nusra Front were designated as terrorist groups by the Security Council under resolution 1267 (1999).

<sup>7</sup> UNDP Administrator's statement at the Third International Kuwait Pledging Conference, March 2015.

<http://www.undp.org/content/undp/en/home/presscenter/speeches/2015/03/31/helen-clark-statement-at-the-third-international-humanitarian-pledging-conference-for-syria.html>.

<sup>8</sup> Food Security Assessment, WFP 2015

erratic, and major roads are impassable due to destruction or insecurity. Moreover, refuse and debris continue to impact negatively on health, living conditions and livelihoods in both urban and rural areas. National and local capacities to plan, redevelop and deliver basic services and to rehabilitate destroyed infrastructure have been severely weakened by the crisis. Safety nets supporting the most vulnerable groups (such as child benefits, pensions, services for people with disabilities) have considerably reduced capacity to respond to the needs of the population.

## **The humanitarian context in Syria**

Humanitarian conditions in Syria continue to worsen as a result of the ongoing crisis, including damaged infrastructure, break down of public services, economic recession, shrinking humanitarian space and reduced access to basic services for significant portions of the population. As of October 2015, 13.5 million people were in need of humanitarian assistance (up from 12.2 million in 2014), including 6 million children and adolescents.<sup>9</sup>

The work of the UN and other humanitarian partners<sup>10</sup> has been carried out through a series of humanitarian response plans, endorsed and implemented in accordance with the relevant UN General Assembly Resolution<sup>11</sup> in coordination with the Syrian Government: first consecutive Syria Humanitarian Assistance Response Plans (SHARPs), and in 2015 the Strategic Response Plan (SRP). These plans are complementary to the Government-led humanitarian response framework<sup>12</sup> and other appeal frameworks such as those issued by the International Committee of the Red Cross (ICRC) and the International Federation of the Red Cross (IFRC).

The humanitarian response efforts inside Syria have grown in breadth and scale, despite access constraints and insecurity. Although the funding provided for the Syrian humanitarian response represents the highest level of funding of any country-based humanitarian appeal to date, it still falls well short of addressing the magnitude of needs, which continue to increase.<sup>13</sup> The response to the needs identified in the 2015 SRP required nearly US\$2.9 billion in funding and as of October 2015, the plan was funded at 35%<sup>14</sup>. There have recently been significant improvements in aid delivery, with humanitarian actors reaching millions of people every month. The opening of UN hubs and field offices has boosted field programming. Inter-agency and regular agency convoys provide an opportunity to reach the most affected people in hard-to-reach areas and locations.

The humanitarian response in Syria is coordinated through 11 sectors/clusters within the framework of the Whole of Syria (WoS) approach, which brings together humanitarian actors working both from inside Syria and from neighboring countries, and is aimed at increasing the overall effectiveness of the response.<sup>15</sup> The WoS approach seeks to reduce aid dependency, promote the resilience and dignity of affected people, and shore up sustainable livelihoods whenever and wherever possible. In 2015, humanitarian actors have been pursuing five overarching strategic objectives to guide the implementation of the SRP: 1) promote protection of and access to affected people in accordance with International Law, International Humanitarian Law (IHL) and International Human Rights Law (IHRL); 2) provide life-saving and life-sustaining humanitarian assistance to people in need, prioritizing the most vulnerable; 3) strengthening resilience, livelihoods and early recovery through communities and institutions; 4) strengthen harmonized coordination modalities through enhanced joint planning, information management, communication and regular monitoring; and, 5) enhance the response capacity of all humanitarian actors assisting people in need in Syria, particularly national partners and communities.

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<sup>9</sup> SRP, 2015 and HRP 2016.

<sup>10</sup> United Nations (UN) agencies, the International Organization for Migration (IOM), and international non-governmental organisations (INGOs) registered in Syria.

<sup>11</sup> UNGA 46/182 (“Strengthening of the Coordination of Humanitarian Emergency Assistance of the United Nations”) and the Guiding Principles in its Annex.

<sup>12</sup> Support the resilience of the Syrian people and Humanitarian Needs Response Plan 2015.

<sup>13</sup> SRP Syria 2015.

<sup>14</sup> Financial Tracking System, UNOCHA. <https://fts.unocha.org>

<sup>15</sup> The response plan includes the UN, IOM, the Syrian Arab Red Crescent, and international and national NGOs.

## The development of a resilience-based Strategic Framework

The humanitarian response to the Syria crisis is succeeding in large measure in meeting immediate needs of many of those affected by the crisis, both within and outside the country. As has been extensively learned during the last four years of response, while short-term humanitarian investments may provide quick, lifesaving assistance to the population affected by the crisis, unless the causes of the crisis are addressed, and the population is equipped with positive coping mechanisms, limited or no progress will be made in the longer term. Humanitarian actions need to focus on these causes in synergy with longer term development perspectives; this requires that humanitarian and development work are better linked and sighted on risk, longer-term planning and budget investments, and flexible financial mechanisms.

The need for longer-term interventions is particularly urgent in more stable areas and among long term IDPs and in host communities, in the attempt to avoid the collapsing of infrastructures overwhelmed by the increased population, and to reduce negative impact on social cohesion related to continuous displacements and settlements. In response to these needs, the UNCT has developed a collective understanding with its national partners that urgent interventions are currently required for institutional capacity building to enable an evidence-based policy and operational response to the highest order needs, support to essential services and rebuilding of livelihoods and economic recovery.

## The Sustainable Development Goals<sup>16</sup> and the Millennium Development Goals

The 2030 Development Agenda including the newly approved Sustainable Development Goals of (2016-2030) will provide a reference framework for the strategic implementation of the economic and social advancement plans of Syria, including the Strategic Framework. Through 2015, the Government and the UNCT have been tracking progress against national targets for achievement of the predecessor Millennium Development Goals (MDGs). The UNCT has been using the Millennium Development Goals as a point of reference for its work, and they continue to be useful in framing a baseline for the Strategic Framework. Before the crisis, Syria had made significant progress toward achieving the MDG goals and the UN has contributed to achievements in each goal area.

**MDG 1: Eradicate Extreme Poverty** - Extreme poverty had fallen between 1997 and 2009 from 12.4% to 8.7%. After several years of drought, and following the start of the crisis, poverty indicators deteriorated dramatically as a result of insecurity and displacement, rising unemployment, the surge in prices, unilateral economic and financial measures and the drop in purchasing power of the Syrian pound. By the end of 2014, around 82.5% of the population was living beneath the poverty line<sup>17</sup>, 64.7% lived in extreme poverty<sup>18</sup> and 30% of the population fell into abject poverty.<sup>19</sup> This

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<sup>16</sup> The Sustainable Development Goals include:

- 1 End poverty in all its forms everywhere
- 2 End hunger, achieve food security and improved nutrition, and promote sustainable agriculture
- 3 Ensure healthy lives and promote wellbeing for all at all ages
- 4 Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all
- 5 Achieve gender equality and empower all women and girls
- 6 Ensure availability and sustainable management of water and sanitation for all
- 7 Ensure access to affordable, reliable, sustainable and modern energy for all
- 8 Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all
- 9 Build resilient infrastructure, promote inclusive and sustainable industrialisation, and foster innovation
- 10 Reduce inequality within and among countries
- 11 Make cities and human settlements inclusive, safe, resilient and sustainable
- 12 Ensure sustainable consumption and production patterns
- 13 Take urgent action to combat climate change and its impacts (taking note of agreements made by the UNFCCC forum)
- 14 Conserve and sustainably use the oceans, seas and marine resources for sustainable development
- 15 Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification and halt and reverse land degradation, and halt biodiversity loss
- 16 Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
- 17 Strengthen the means of implementation and revitalise the global partnership for sustainable development

<sup>17</sup> UNDP Administrator's statement at the Third International Kuwait Pledging Conference, March 2015.

<http://www.undp.org/content/undp/en/home/presscenter/speeches/2015/03/31/helen-clark-statement-at-the-third-international-humanitarian-pledging-conference-for-syria.html>. The UNDP Administrator statement is reserved to the UN and the content therein has not been adopted by the Government of Syria.

<sup>18</sup> Unable to secure the basic food and non-food items necessary for the survival of the household.

<sup>19</sup> Unable to meet the basic food needs of their households.



dramatic increase in poverty has produced deepening inequalities, impacting most heavily on vulnerable groups. Life expectancy has declined from 75.9 years in 2010 to 55.7 years in 2014.<sup>20</sup>

**MDG 2: Universal Primary Education** – According to the latest education sector analysis conducted in 2014–2015,<sup>21</sup> the net enrolment rate in basic education (grades 1-9) has been reduced from 98% in 2010/11 to 70% in 2014–15, and in some areas of the country, the rate is even lower. Out of the estimated 4.8 million children and adolescents of school age in the Syrian Arab Republic, many children are out of school.<sup>22</sup> Schools in safer areas are overburdened by an influx of displaced children. The education share of the national budget has been significantly reduced, from 14.9% in 2010 to 10.4% in 2014.<sup>23</sup>

Prior to the crisis Syria retained a 106% Gross Enrolment Rate (GER) in basic education (grades 1-9), close to the achievement of universal primary education. The prolonged crisis reduced GER to 79% by 2014.<sup>24</sup> More than two decades of educational progress have been lost. Moreover, nearly 25% of schools in Syria have been destroyed, damaged, or are being used as IDP shelters. More than 1,000 schools across 14 governorates are in need of immediate rehabilitation. An additional 4,000 schools are in need of assessment in hard to reach areas to determine the need for rehabilitation. A significant number of (5-17 years old) remain out of school. The literacy rate for those aged between 15 and 24 will significantly decrease in coming years owing to current low enrolment rates.<sup>25</sup>

**MDG 3: Promote Gender Equality** – Prior to the crisis, gender disparities were reduced across areas such as education, women's involvement in wage employment and political participation.<sup>26</sup> During the crisis, women and adolescent girls, face significant exposure to violence, neglect, abuse and exploitation.<sup>27</sup> In particular, the crisis has affected many thousands through sexual and other forms of gender-based violence. In parts of the country now influenced by designated terrorist groups<sup>28</sup> women experience serious curtailment of their human rights, including freedom of movement, right to work, to study and to participate in society. Early and forced marriage is spreading both as a coping mechanism in times of dire family stress, and as outright compulsion by designated terrorist groups. Moreover, these adolescent girls and women are exposed to exploitation, abuse, sexual slavery and trafficking.

**MDG 4: Reduce Child Mortality** - Child mortality increased from 18 per 1,000 children in 2009 to 23 per 1,000 children in 2013. Moreover, child vaccination rates significantly dropped. Before the crisis, 99 to 100% of children were vaccinated across all governorates in Syria. However, child vaccination rates have fallen from more than 90% pre-crisis to 65% in 2014, which resulted in the emergence of a few cases of poliomyelitis in some areas in 2013.<sup>29</sup>

**MDG 5: Improve Maternal Health** - There were 49 maternal deaths per 100,000 in 2011<sup>30</sup>. Mortality rates have continued to rise since the beginning of the crisis reaching 62.7 deaths per 100,000 births in 2013, because of weakened reproductive health services, damaged infrastructure and health facilities and a lack of safe access by road in several provinces, and a medicine shortage caused by a sharp drop in domestic production.<sup>31</sup> In 2015, the maternal mortality rate will reach even higher levels. As a result of the crisis, the proportion of deliveries carried out by qualified practitioners will decrease by 50% and the use of family planning methods are projected to drop to 36%.<sup>32</sup>

**MDG 6: Combat HIV/AIDS, Malaria & Other Diseases** - Increasing HIV infections remain a concern. There is a concern that drug abuse is on the increase, contributing to HIV and other social and medical problems in Syria. Moreover, the crisis has resulted in the re-emergence and spread of various diseases. There has been an increase in communicable and non-communicable diseases, coupled with a steady rise in cases of acute diarrhea, especially in Rural

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<sup>20</sup> SCPR, 2014.

<sup>21</sup> Education sector analysis led by the Ministry of Education, Central Bureau of Statistics and UNICEF, 2014-2015.

<sup>22</sup> The figure is calculated using data from EMIS, MoE, UNHCR, UNDP, Syria 2011 Statistical Year Book, Syria 2004 census and other sources.

<sup>23</sup> Education sector analysis led by the Ministry of Education, Central Bureau of Statistics and UNICEF, 2014-2015.

<sup>24</sup> Ministry of Education, Education Management Information System (EMIS) 2011-2015.

<sup>25</sup> Ibid.

<sup>26</sup> Syrian Arab Republic, Third National MDGs Progress Report, 2010.

<sup>27</sup> Global Protection Cluster, Mapping of Vulnerabilities: Unmasking the Syrian Population, March 2014.

<sup>28</sup> On 30 May 2013, Islamic State in Iraq and the Levant (ISIL) and the Nusra Front were designated as terrorist groups by the Security Council under resolution 1267 (1999).

<sup>29</sup> Ministry of Health, Syrian Arab Republic data, 2015.

<sup>30</sup> World bank

<sup>31</sup> ESCWA, 2014.

<sup>32</sup> Ibid.

Damascus, Homs, Idleb, Aleppo and Deir ez-Zor. Heavy pollution and poor hygiene, sanitation and waste disposal have also increased disease, particularly in Aleppo.

**MDG 7: Ensure Environmental Sustainability** - The Syrian crisis has detrimentally affected the environment. Forest fires have destroyed ancient woodlands in Latakia and Quneitra. High prices and short supply of heating and cooking fuel has obliged a large segment of the Syrian population to over-harvest trees, not only from forests, but also from pavements, parks and natural reserves. In addition, Syria was on track to achieve water and sanitation MDG targets but the crisis has taken a heavy toll on existing infrastructure. Water supply decreased to one third of pre-crisis levels with many people accessing less than 15% of adequate needs in some areas. Supply continuity has been severely affected by the power shortages with areas reported to receive water only once every 3 weeks.<sup>33</sup> Treatment of sewage has decreased nationally from 70% before the crisis to about 25%. Pollution of waterways has occurred due to disruption in solid waste management and wastewater treatment.<sup>34</sup>

**MDG 8: Develop a Global Partnership for Development** When the crisis broke out most countries suspended development assistance, with the exception of some UN agencies, funds and programmes and a handful of bilateral partners. Moreover, several countries imposed unilateral economic and financial measures on the country. As referenced above, the UN and partners have responded to the growing humanitarian crisis with comprehensive plans to meet the needs of Syrians who have been forced to leave their homes and have lost their livelihoods. These plans cover food security, health, education and other social services. They have also mobilized significant resources, but the funds received barely meet the needs of Syrian families that have lost their homes and livelihoods.

### **The emerging framework for national priorities**

During the pre-crisis period, the Government of Syria pursued a series of five-year national plans. Its Tenth Five-Year Plan (2006-10) set out a long-term vision in which the private sector would play the main role in economic activity, and a new social contract would be created between the major forces in Syrian society.<sup>35</sup> The latest plan (2011-2015) has been rendered obsolete due to the onset of the crisis.

Currently, the Government is developing a framework for national priorities that will articulate foreseen components in regard to resilience:

- a) Responses to people's basic needs: water, sanitation, health, housing, energy, and sustainable livelihoods and education.
- b) Community needs: infrastructure, reenergizing productive sectors including women's participation in local economic development, return of IDPs and socio-economic integration in rural areas.
- c) Institutional needs: to enhance institutional performance in analysis, planning, implementation, monitoring and reporting.

### **The UNDAF 2007-2011**

Prior to the crisis, the UNCT was largely engaged in development programming. The first UNDAF, for 2007-2011, was aligned with Syria's 10th Five Year National Plan (FYNP), with focus shifting in 2010 to upstream policy advice in areas such as food security, health, waste management, youth development, violence against women, and e-governance and commerce. In 2011, the Government had prepared its 11th FYNP, against which the UNCT planned to align a second UNDAF, for the period 2012-2016.

At the outbreak of the Syrian crisis in 2011, the UNCT re-prioritized projects and programmes in response to evolving humanitarian needs. UN humanitarian interventions were scaled up with emphasis on medical and obstetric care, food assistance and other lifesaving interventions. During the same period, the Office of the Special Envoy<sup>36</sup> has sought to assist Syria in finding a political resolution to the crisis.

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<sup>33</sup> Ministry of Water Resources, TBC.

<sup>34</sup> Ibid.

<sup>35</sup> UN Development Assistance Framework – Syrian Arab Republic 2007-2011

<sup>36</sup> 2011-2014, the Office of the Special Envoy functioned under the title of Office of the Joint Special Representative.

Since the onset of the crisis the 2007-2011 UNDAF has been extended year-by-year. It has been agreed that 2015 will be the final extension year, and that a new Strategic Framework for 2016-2017 will provide interim support to needed capacity building, basic services and early recovery, livelihoods and resilience, building on humanitarian gains and providing for longer-term needs.

## **Selection of Priorities for the Strategic Framework**

In early 2015, as a result of ongoing discussions between the UNCT and Government, the Government of Syria set out its views on the nature and methodology of a possible plan for cooperation with the United Nations around resilience and targeted development in response to prevailing conditions.<sup>37</sup> The Government suggested targeted implementation in specific geographic locations with the aim of enhancing sustainable livelihoods, rehabilitating basic service systems for citizens, and supporting the revival of economic activity to reduce dependency and enhance livelihoods and living standards.

The programme proposed by the Government was posited on:

- Given the increase in humanitarian needs and limited and decreasing UN resources available to meet those needs, longer-term interventions will be required.
- A need to provide the poor and crisis-affected with integrated support for reintegration into normal economic and social life.
- The necessity of strengthened institutional capacities in preparation for reconstruction and development.
- The importance of creating coherence among United Nations organizations.
- Results based management to achieve common objectives.

The proposal envisioned a participatory approach in identifying the areas to be targeted and joint assessments of needs involving international organizations, the Government and beneficiaries. It called for a livelihoods approach, participatory evaluations of the programme and its impact on targeted groups, and potential expansion upon successful implementation.

In response to the proposals of Government, the UNCT held a strategic planning retreat in January 2015, and agreed to develop a framework strategy to replace the UNDAF. The retreat also reviewed potential priorities for the strategy and found that its substantive perspective on priorities for programming was largely consistent with the views of Government. In May 2015 the UNCT undertook an analysis of the country situation and of potential approaches to programming through a Synthesis Analysis of existing studies and data. Its conclusions supported the broad approach identified.

A joint Government-UNCT Strategic Planning Retreat was held in July 2015, with participation from the Planning and International Cooperation Commission (PICC), Ministry of Foreign Affairs and Expatriates (MoFA) and Line Ministries, as well as UN agencies, funds and programmes including non-resident agencies. The retreat reviewed major national priorities to which the UN could contribute, and translated these into a limited number of Strategic Framework priorities achievable in 2 years (and the outcomes needed to achieve them). It also reviewed alternate scenarios that could affect the Strategic Framework, and discussed assumptions, risks, opportunities and mitigating measures. The retreat further agreed on a way forward for joint accountability for results (including actions to ensure active management, collaboration and joint implementation).

## **Framing a Coherent UN Response towards Resilience**

Given its longstanding relationships in Syria and its global experience, the UN is well placed to facilitate, support and advocate for a resilience-based agenda in Syria. Global experience shows that post-conflict transition will require four elements, which must be addressed in a mutually reinforcing fashion: responsive institutions; a resilient society; inclusive decision-making; and partnerships among national and sub-national institutions, civil society and other national and international partners. The UN Strategic Framework will bring together existing, dispersed early efforts toward each of these essential elements in a more coherent fashion to achieve the following:

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<sup>37</sup> An Integrated Development Program for United Nations Organizations, Government of Syria, January 2015.

First, the UN will promote the capacity of institutions for responsiveness to highest priority of needs. The UN will support the availability and quality of data for use in informing and monitoring policies and strategies in key sectors. It will also support development of policies, strategies, plans and resilience programmes that are more responsive to peoples' needs, particularly the most vulnerable groups.

Second, the UN will concentrate its ongoing investments in building the capacity of institutions to focus responsively on those programmes that deliver essential services to the population at national and subnational levels, with particular emphasis on displaced people and host communities, people facing deprivation and vulnerability, and those more generally impacted by the crisis.

Third, the UN will foster a more resilient society, improving socio-economic conditions of the Syrian people through the creation of sustainable livelihood opportunities, including economic recovery and social inclusion and care for households and communities. The UN will support efforts aiming to restore and maintain income, sustainable livelihoods opportunities and inclusive local economic development, with a specific focus on the most vulnerable groups (such as female headed households, families with adults and children with disabilities, victims of violence and abuse and people living with HIV/AIDS). Syria also faces environmental threats, exacerbated by the crisis, including pollution, drought, deforestation and climate change. Syria must develop capacities at national, local and community levels to prepare for, prevent and respond flexibly to mitigate and adapt to crisis and environmental challenges in a coherent and mutually supportive manner.

### **Addressing Vulnerability in a Complex Crisis**

Through the Strategic Framework, the UN will work to address key needs of the most economically and socially vulnerable among the Syrian people. Social vulnerability includes the exposure to risks and threats, contingencies and stress, and difficulty in coping with them. Vulnerability thus has two sides: an external side of risks, shocks and stress to which an individual, household or community is subject; and an internal side, which is defenselessness, meaning a lack of means to cope without damaging loss.<sup>38</sup>

Key vulnerable groups within Syria include internally displaced persons and those in host communities with reduced coping capacities. During the next 2 years, they also may come to include returnees – former migrants or displaced people returning to their homes or other places within Syria. Other groups particularly exposed to risks include young children, girls and boys, adolescents and youth, pregnant and nursing women, unaccompanied children, female-headed households, elderly people without family support, and people living with disabilities.

There are wide geographic disparities and major differences in the nature and intensity of vulnerabilities in Syria. UN interventions will need to be targeted thematically and geographically to address key areas of multiple vulnerability based on existing needs and capacity to respond. In light of this, strategies and plans will be developed based on evidence, and interventions designed for the specific needs of select governorates and districts, taking into consideration the areas of deprivation and the numbers of individuals identified as vulnerable.

### **The UNDG Programming Principles**

The Strategic Framework Outcomes have also been developed explicitly based upon the five UNDG programming principles, which focus UN responses to national priorities based on the UN system's common values and standards.

- A. Human Rights Based Approach: The Strategic Framework explicitly takes a Human Rights Based Approach (HRBA), supporting rights holders (those who do not experience full rights as stipulated in applicable laws, treaties and conventions) and/or duty bearers (the institutions obligated to fulfill the holders' rights) with the aim of achieving greater respect, protection, promotion and fulfillment of human rights.
- B. Gender equality: Achieving gender equality and eliminating all forms of discrimination based on sex are mainstreamed throughout the Strategic Framework. Specifically, gender-specific interventions are included in areas such as education, employment, female-headed IDP households and gender-based violence. Based on the UN's mapping of vulnerabilities and deprivations, gender-specific interventions will be central to the approach of the Strategic Framework to addressing poverty.

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<sup>38</sup> Robert Chambers, 1989.

- C. Environmental Sustainability: The deterioration of ecosystems and the preservation of critical ecosystem services are addressed in the Strategic Framework through the restoration and management of the environment and natural resources. The UN will assist both affected communities and relevant institutions in preparing for, responding to, mitigating and adapting to the consequences of the key environmental challenges facing Syria. These include loss of forest cover and biodiversity, drought, land, water and air pollution and climate change.
- D. Results-based Management (RBM): The UNCT's resources will contribute to a clear and logical chain of results from Outputs through to Outcomes to SDG-related national priorities. There are a very limited number of tangible and specific outcomes and outputs for each priority area. These outcomes will make a significant difference in respect of key national challenges, can be achieved in 2 years, are outcomes in which the UN has a clear comparative advantage and for which the UN can mobilize resources.
- E. Capacity development: A central premise of the Strategic Framework is that the UNCT can best contribute to achieve defined Outcomes through the development of the capacities of individuals, communities and civic groups, and local and national institutions. The Strategic Framework has two foci for this: to increase the capacity of rights holders (individuals, communities and local institutions) through empowerment around essential services, livelihoods and social protection; and to strengthen the capacity of duty bearers (institutions and communities) to identify needs and respect, protect, and fulfill those rights.

## Management and approach to Strategic Framework implementation

The Strategic Framework will support the efforts of the Government of Syria to achieve its national priorities and goals. As such, in line with the Paris Declaration on Aid Effectiveness, the principles of cooperation and coordination with concerned Government authorities at various stages and levels of action will be the basis for implementation of the programmes under this framework. The Strategic Framework must be managed taking into account the difficulties and constraints on development imposed by the crisis and its fluidity. Programmes that will be implemented under the Strategic Framework will need to be flexible and adaptable to a changing national context. Under these circumstances, the framework will require three flexible approaches to implementation:

### 1. Area based programming

Programmes implemented under the Strategic Framework will be based on detailed criteria reflecting the needs to be met, and will be based on the available local development indicators and the results of participatory work with locally targeted groups. In addition, the UN will focus thematically, and undertake work at multiple levels, building capacity of systems and institutions, facilities and communities, and specific vulnerable groups and individuals. As conditions evolve, this will require great agility as well as flexibility, based on probable scenarios.

### 2. Scenario based programming

Undertaking longer-term resilience-based assistance within the dynamic circumstances of the crisis requires that the UNCT engage in regular assessments, to enable it to modify its operations based on a range of likely scenarios. This will enable it to undertake essential tasks, seize opportunities and adjust the nature and focus of its work as circumstances warrant. Such scenarios should be reviewed regularly as an integral part of the management of the UN Strategic Framework. Such scenarios include:

1. Supporting the country in recovery from the crisis. Should there be a full or substantial resolution of the crisis, nationally or sub-nationally, the UN would be ready with needs analyses and programmes to enable the rapid scaling up of the recovery and longer-term resilience efforts. Its own roles in programming would be to assure a coherent and coordinated response to the needs of the vulnerable and the capacity building and direct support to public institutions providing basic services.
2. Interventions in areas of stability. In this likely scenario, the UN would build on the humanitarian response, focusing on a transition to longer-term interventions, and enhancing its work on resilience and livelihoods. The UN would promote a human rights based approach, with a focus on protecting the rights of vulnerable groups. At the same time, it would strengthen the institutional capacity of facilities and systems needed for basic services. The UN would also conduct analyses and prepare policies, for a future national return to normalcy.
3. Worsening displacement to areas of stability. The UNCT would undertake resilience work, but would give far greater attention to the impacts on the community of the additional influx of IDPs. Longer-term institutional capacity development of facilities and systems needed for basic services will likely continue at a reduced scale.

4. Limited opportunities for longer-term interventions. Should the crisis worsen, the UNCT would largely shift its efforts to support of the humanitarian response. Nevertheless, it would continue to play an active role in support of the rights of the vulnerable and it would assist in safeguarding the essential capacities of national facilities and institutions providing basic services.

In light of this range of scenarios, programmes under the Strategic Framework will be implemented at both central and local levels. As such, UN assistance will target relatively stable but deprived areas, as and when conditions allow. The UN will also respond to emergencies as they arise, and continue to maintain close coordination with humanitarian actors.

### 3. Light and flexible coordination

The Strategic Framework will be implemented through a series of national and international partnerships. The framework will be the legal and operational strategy for the UNCT in Syria, and as such, it is aligned to national priorities and agreed by the Government. The Government provides technical and other assistance from line ministries and departments, including data and monitoring, to support the effective implementation of the programme. Moreover, the Strategic Framework will be funded by the international community, through regular budget resources made available to participating agencies, or through third party cost-sharing from bilateral or multilateral donors.

The Strategic Framework will be separate from the humanitarian response architecture, but will build upon the many partnerships with national entities developed for the humanitarian response. It will consolidate gains from UN humanitarian assistance, undertaking longer-term interventions in partnership with national actors, NGOs and communities, for implementation and monitoring of resilience and livelihoods programmes, as well as contributing to local socio-economic recovery.

In support of the programme, the Government will enable the UN and its implementing partners to access programme locations and will facilitate their operations throughout the country. To this end, the Government will also facilitate implementing partnerships between the UN and international and national NGOs, as well as between international NGOs and national NGOs where appropriate and possible. This method of operations for UN resilience and development assistance will require consultation on expansion and leveraging of partnerships in view of realizing the objectives set forth in the Strategic Framework. Moreover, the UN and its implementing partners must be able to partner with local actors at the community level if due diligence processes are in place. Programmes of capacity development for these actors and communities will be a necessary part of UN Strategic Framework interventions. It is also necessary to build awareness of human rights principles, as stipulated in applicable international conventions and agreements, among local partners<sup>39</sup> and civil society, and for the UN to respect the minimum duty of 'do no harm'. With local partners, the UN must build accountability frameworks based on risk management models that aim to link principles of due diligence, performance and capacity assessment throughout the programme cycle.

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<sup>39</sup> Local partners refer to non-governmental organizations, faith based organizations, local authorities and local communities.

## **Section 2 – Strategic Framework Results**

The Syria Strategic Framework will contribute to resilience-building through the achievement of specific goals within three broad priority areas for 2016-2017:

- Capacity development and support for institutions.
- Restoring and expanding more responsive essential services and infrastructure.
- Improving livelihood opportunities, including economic recovery and social inclusion

These priority areas have been conceptualized and organized based on a set of outcomes and outputs as described below:

### **Strategic Framework Focus Area 1: Capacity development and Support for Institutions**

#### **Outcome 1: Targeted institutions have mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and resilience programmes.**

The crisis has greatly constrained the capacity of Syrian institutions to systematically gather and analyze data in support of evidence-based decision-making, strategic planning, and monitoring and evaluation of key service areas. The UN will help strengthen capacities of select institutions, providing a basis for resilience-focused policy-making and in an effort to reduce the number of people dependent on humanitarian assistance.

As a result of the crisis, national institutions have prioritized emergency response over longer term planning; their mechanisms for generating, and monitoring the implementation of evidence-based policies has been weakened; and under a fluid security situation in some areas of the country, the development of a comprehensive national vision or strategy for resilience has been impeded. By the end of 2017, the UNCT will have supported at least two of the select institutions to have operational evidence-based mechanisms for generating national policies and resilience programmes.

#### **Output 1.1: Targeted institutions systematically collect and use quality and disaggregated data to inform and monitor policies and strategies**

The UN will support the systematic generation and analysis of quality and disaggregated data to provide the basis for informed decision-making in several key areas, where UN agencies, funds and programmes have a comparative advantage. Initially, this will include overall support to capacity development, update/reactivation/or establishing data and information management systems in health, nutrition, agriculture, (AgriStat), food security, municipal planning, education and child protection. To assure participatory and responsive approaches, output 1.1 will support setting up inclusive coordination mechanism(s), the development of coherent assessment and information management tools, and integrated monitoring and reporting systems. Training key human resources in partner institutions will be an essential component in this regard.

Output 1.1 will also enhance the capacity of statistical bodies, research institutions and local authorities in data collection, reporting and analysis. Information management systems for health, GBV and vital statistics will be strengthened, including extended support to partner NGOs. Specifically, support to the Ministry of Health (MoH) will focus on reactivating regular reporting and use of information systems for routine vaccination programmes as a basis for activating other reporting mechanisms for primary healthcare services. Moreover, key interventions will aim to reinforce data generating, analysis and utilization of evidence on population issues with focus on youth, gender and GBV for planning, monitoring and decision-making.

In the urban sector, data development will focus on producing analysis for planning for management and reconstruction. Support will concentrate on expanding the Municipal Information Management System that has been piloted in some cities, with teams trained and equipped on data collection, validation, entry and update, and others on urban information analysis and reporting. In the food and agricultural sector, support will be extended to the generation and analysis of data on drought early warning, agricultural production, and food security monitoring. An operational Drought Early Warning System (DEWS) will be established in support of the implementation of the National Drought Strategy, along with national capacity development on data collection and analysis of agriculture and rural livelihoods in emergency

situations. A food security monitoring system will be built, and monitoring conducted twice a year. The system will identify the main risks faced by poor and food-insecure households, the effects of these risks on food security, the livelihood strategies households adopt to manage these shocks and risks and lastly, how external assistance can best support households to better manage acute and chronic food insecurity.

In education, both qualitative and quantitative sector research analyzing EMIS data and bottleneck analysis will support evidence-based planning to build resilience. For child protection, support to systems strengthening will lead to establishment of a consolidated national system of data collection and management with protection interventions focusing on the most vulnerable children, including those at risk such as separated and unaccompanied children, the disabled and displaced and those at risk of or exposed to violence, abuse or exploitation.

### **Output 1.2: Targeted institutions formulate policies, strategies, plans and resilience programmes that are responsive to people's needs, particularly the most vulnerable groups**

A second critical focus for UN support to national institutions is to enhance their capacity to generate evidence based policies, strategies, plans and programmes that are responsive to people's needs, particularly the most vulnerable groups, and that build the population's resilience. Building upon the data management systems supported under the output 1.1, policies, strategies and plans will be developed in select areas to enable a focused response to key needs, especially those of the most vulnerable, and including support to national bodies to enable them meet their international commitments through legislative and policy reforms.

In the health sector, output 1.2 will support the adoption of a resilience focused population policy, revision of the current nutrition strategy, creation of strategies and plans for maternal and child health and feeding, and revision of the current strategy for preventing mother to child transmission of HIV/AIDS. In the area of displacement policy, capacity development will focus on combating trafficking in persons, smuggling and migration. Special efforts will be made to strengthen the capacity of partner NGOs in order to build the resilience of communities and individuals. Moreover, the UN will support the formulation of a strategic document to increase the resilience of rural livelihoods, and participate in the development of a national food security strategy, based on an in-depth analysis of the current state of food security in Syria, which will take into account the macro perspective along with the household, and individual level analyses.

In education, capacity development and system strengthening including a strengthened education management information system at national and governorate level will generate evidence-based policy recommendations, strategies and guidelines for efficient management and delivery of inclusive and equitable quality education. Planned follow-up support includes drafting of guidelines and tools to strengthen case management systems, with special focus on family tracing and reunification, development of a national strategy for psychosocial support and risk education for care and protection of children at risk. The promotion of integrated interventions, focusing on case management and referral mechanisms, will enable a framework for an effective response to the identified needs of families, and sustain social inclusion interventions, with a focus on economic and social vulnerabilities.

In the area of urban recovery, capacity development will include the formulation of an urban recovery framework, the piloting of an urban damage and needs assessment methodology, and the piloting of urban recovery plans. Capacity development priorities will focus on urban planning and management and on issues related to housing, land and property rights.

### **Strategic Framework Focus Area 2: Restoring and expanding more responsive essential services and infrastructure.**

#### **Outcome 2: Basic and social services and infrastructure restored, improved and sustained to enhance community resilience.**

The crisis has devastated Syria's infrastructure, and greatly diminished access to basic services that were previously widely available. Combined with insecurity and impoverishment, the consequent difficulties of life trigger growing displacement and migration, further reducing service delivery capacities. Restoring and sustaining key infrastructure, services and capacities, using local procurement (as applicable) will help to generate livelihoods, stabilize communities and build their resilience, an initial step toward future recovery.



## **Output 2.1: People have equitable access to quality health and nutrition services with a focus on vulnerable groups.**

Under output 2.1, the UN will work in a coordinated manner to restore and expand essential health and nutrition services and infrastructure. Interventions will aim to expand vaccination and health care coverage and the numbers of functioning health facilities. The UN will also look to expand nutrition services, especially for acutely malnourished children and will work extensively to address chronic malnutrition and stunting. Exclusive Breast Feeding and Infant Young Child Feeding will be expanded beyond institutions as activities are channeled through the communities. With regards to health infrastructure, output 2.1 will support the rehabilitation of infrastructure in accessible but partially damaged hospitals to optimize functionality. Small-scale rehabilitation of health facilities to improve access for the people in areas currently underserved will also be undertaken.

Moreover, the UN will provide and maintain medical equipment to enhance the capacity of health facilities in providing adequate health care services to populations in need. Support will be extended to improve access to medicines needed in primary and secondary care as well as supervision and monitoring of service delivery. The UN will also assist partners with health and nutrition supplies as well as essential vaccines and cold chains. With regards to nutrition services, interventions will focus on facilitating promotion of proper infant young child feeding and Exclusive Breast Feeding to have access to specialized nutritious foods for prevention of malnutrition prevention and treatment, and promotion and rehabilitation of local capacity for production of fortified and supplementary food products. National TB and HIV programmes will be strengthened through provision of medications, reagents, and by building health capacity in all Syrian governorates. For primary health care, including immunization and nutrition services, UN support will focus on reactivating the District Health System and district profiling, with more decentralization of responsibilities at district level in an effort to strengthen the resilience of local communities by enabling them to respond to their local health and nutrition needs.

In addition, the Strategic Framework aims to support the restoration of integrated reproductive health services including rehabilitation of maternal health centers impacted by the crisis. Maternal and child health care services (including nutrition services) will be provided through local partners. The Strategic Framework will also support timely availability of reproductive health equipment, medicines and supplies including contraceptives to strengthen services delivery to crisis impacted populations. Increased availability and accessibility to youth of quality reproductive health and GBV services will be promoted, and will build the capacity of health service providers to cater for reproductive health and GBV needs.

Health care services for up to 450,000 Palestine refugees will be provided through a network of 15 health centers and 11 health points: these health facilities provide a range of primary healthcare services and referral for secondary healthcare procedures. Continued UN support will include the provision of adequate staffing levels, as well as all drugs and medical supplies.

Lastly, the UN will support vulnerable groups and Government institutions on food safety, nutrition and quality control, developing risk profiles for food safety issues in Syria; using the risk profiles to develop a multi-criteria decision matrix, which will demonstrate tools that can improve decision-making processes.

## **Output 2.2: School-age girls and boys and adults have equitable access to inclusive pre-primary, basic, secondary and alternative education with a focus on vulnerable groups.**

The effects of the crisis on education have been severe. The UN is already supporting the Government in the provision of education for hundreds of thousands, yet a significant number of and adolescents (5-17 years old) remain out of school and a half million are at risk of dropping out. Nearly 1 in 4 schools have been destroyed, damaged or are being used as IDP shelters. UN interventions under output 2.2 seeks to lay the groundwork for the rebuilding of a function system for increased access to equitable and quality education in Syria. UN support will also aim to increase the enrolment rate, and maintain the transition rate from cycle 1 to 2, while enabling the number of out-of-school children and adults to access alternative education programmes.<sup>40</sup>

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<sup>40</sup> Alternative education includes remedial classes, self-learning, child-friendly spaces, life skills, vocational training/education, and literacy skills.

In addition, the support will be extended to resilience-building of the education system, children, families and communities through child-centered active learning and inclusion. Protective, inclusive learning environments will be established to accommodate displaced children in over-crowded schools, together with the rehabilitation of education infrastructure. Where education access is limited, delivery of textbooks, self-learning materials and accelerated learning modalities will be supported to provide learning opportunities to children who missed out on their education due to the crisis. In addition, the UN will engage with the Government to support the education and training of young agricultural professionals through vocational education and training. Social mobilization will engage children, adolescents, teachers, parents, and civil society, local and national authorities in promoting access to quality inclusive education, particularly for out-of-school children. This will be achieved through mass media and face-to-face communication methods. The capacity of principals and teachers will be enhanced on child-centered pedagogy and school-based management. In addition, community-based management of education will be introduced to support self-learning and on-line education, especially for children and adolescents who cannot access schools. Output 2.2 will also include interventions aimed at rehabilitation, upgrade or expansion of education infrastructure, where possible. In particular, schools for Palestine refugees will be rehabilitated, staffed, and provided with adequate supplies and equipment. In schools for Palestine refugees, formal schooling will be complemented by alternative education modalities where needed and primary health care services will be offered.

Lastly, output 2.2 will target children out of school involved in income generating activities or living in extreme poverty, through the provision of monthly food vouchers as an incentive to attract children into enrolling and attending school regularly. Additionally, children will be provided fortified snacks in school to encourage them to enroll and attend regularly at the (pre) primary school level.

### **Output 2.3: People have improved and equitable access to safe drinking water and sanitation, and pursue improved hygiene practices.**

Prior to the crisis, Syria retained well-developed water and sanitation systems. Water supply has decreased to one third of pre-crisis levels with many people accessing less than 15% of the adequate needs. Supply continuity has been severely affected by power shortages and temporary service interruptions, with some areas reported to receive water only once every 3 weeks. Emergency WASH supplies are being provided through the humanitarian response in conjunction with hygiene awareness raising. Output 2.3 will focus on improving access to water and sanitation together with improving hygiene practices, especially for children, women, the poor, and other vulnerable and disadvantaged groups through repairing and rehabilitating water and sanitation infrastructure together with hygiene awareness raising.

The number of people accessing improved adequate drinking water through public utilities will be increased from a current figure of 9 million people to 15 million. The number of people accessing wastewater services through public utilities will be increased from 5 million to 6.5 million people. This will be accomplished in tandem with building the resilience of local institutions and capacity strengthening of local communities. Existing essential physical infrastructure will be rehabilitated and upgraded, with a view to ensure that adequate water and sanitation services are delivered in an equitable manner. This will cover water treatment and distribution systems, wastewater collection, conveyance, treatment and disposal/utilization systems and solid waste management. The development of alternative drinking water sources as a substitute for permanent sources that continue to be cut off will be central.

The operability of water and sanitation facilities currently requires unavailable parts, consumables, disinfectants, etc. UN interventions will support adequate service delivery and stimulating local production capacity through supply side interventions. Moreover, interventions under output 2.3 will restore and upgrade WASH facilities in schools, health facilities, dormitories and the like, in tandem with hygiene promotion and awareness. Public awareness raising of improved hygiene practices and water conservation will engage institutions, communities and civil society to promote the required behavioral changes.

Capacity strengthening of institutions will be supported for improved systems management, operation and maintenance, and other technical areas for improved service delivery, including updating and developing planning tools. Strengthening emergency preparedness and planning capacity at national and sub-national levels will also be supported.

## **Output 2.4: Housing and essential infrastructure<sup>41</sup> rehabilitated in priority urban and rural areas**

Damage to housing stock and infrastructure in Syria has been comprehensive, and addressing even just the most critical rehabilitation needs is well beyond the magnitude of effort possible under the Strategic Framework. Yet, efforts to increase the resilience of communities through restoration and improvement of basic services, and the promotion of livelihoods and social protection will depend significantly on the availability of rehabilitated housing and other essential infrastructure. The UN will address those needs in a coordinated fashion, focusing its support where other efforts are taking place, thereby contributing to enhance community resilience. In a first instance, damage and needs assessments will be piloted, enabling the selection of areas and infrastructure for rehabilitation that address greatest need.

A comprehensive, low cost and participatory approach will be taken to housing rehabilitation, following an owner-based approach. The supply of affordable housing will be expanded through appropriate regulatory measures and market incentives to mobilize resources, both public and private, for housing development. The upgrading of existing housing stock will be promoted through support to maintenance and rehabilitation and provision of adequate basic services and amenities. Providing subsidized and rental housing and other forms of housing assistance will increase affordability. Community-based, cooperative and non-profit rental and owner-occupied housing programmes will be supported in this regard. Support services for the homeless and other vulnerable groups will also be promoted.

Improved access to housing finance and capacity building and training for the construction sector will be important means of empowering people and communities for rehabilitation. In select areas, the UN will support rehabilitation of public buildings and critical community infrastructure such as roads, drainage, pavements, bridges, transportation systems, energy supplies and distribution, community centers, irrigation and drainage systems. Associated public spaces, playgrounds, parks and community centers will also be rehabilitated.

Moreover, UN interventions will support crisis-affected communities to remove and recycle debris and reuse the recycled outputs as building material where possible, providing capacity building and debris management (collection, sorting, removal and recycling). In addition, the UN will rehabilitate solid waste infrastructure and improve solid waste management (collection, sorting, removal and recycling). Much of the basic infrastructure stock requires only limited support through maintenance and rehabilitation. Critical systems of infrastructure such as the potable water network, the sewage network, and electricity including renewable energy, and of basic and social services such as schools and health facilities, will be made operational once more, and maintenance systems reestablished. In rural areas, in addition to basic infrastructure stock and housing, the UN will support rehabilitation of key productive assets and infrastructure such as irrigation channels, grain and crop storage facilities, and grain processing facilities.

### **Strategic Framework Focus Area 3: Improving socio-economic resilience of the Syrian people**

#### **Outcome 3: Households and communities benefit from sustainable livelihood opportunities, including economic recovery and social inclusion.**

More than 4 years into the crisis, economic and social conditions of the Syrian people continue to deteriorate. Humanitarian response measures provide for the essential needs of millions and is a key pillar of resilience building as it enables affected communities to absorb shocks. It strengthens the building blocks for longer-term livelihood opportunities and measures for economic recovery and comprehensive social inclusion. In areas where it is feasible, the UN will support measures to strengthen resilience-building, responding in particular to the social and economic needs of the most vulnerable as well as addressing the negative coping strategies that communities have resorted to during the crisis.

Resilience depends on a variety of complex and inter-dependent factors that no one actor can change, the UN will emphasise partnership in promoting economic recovery, food security, livelihoods, and a sustainable environment to strengthen the impact of its programmes. The UN will work to ensure that basic social services contribute to reducing vulnerabilities by being accessible and adapted to the specific needs of those most at risk, including female headed households, people with disabilities, children in need of protection, PLHWAs, young people in hard to reach and excluded areas; that social care and inclusion measures are available to all, including the most vulnerable and excluded, and that underlying issues related to inequities are addressed.

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<sup>41</sup> Roads, electricity, public buildings, community centers, public spaces, playgrounds, parks, solid waste infrastructure, irrigation, storage and agriculture processing facilities, debris management.

A strong support to livelihood opportunities and social protection schemes for those who do not have access to income generating activities will aim at increasing the capacity of people and communities to cope with the protracted crisis, sustain local economies and markets, and reduce social tensions related to continuous migrations and relocations, increasing the competition over scarce resources.

### **Output 3.1: Income, sustainable livelihoods opportunities and inclusive local economic development are restored and maintained**

Under output 3.1, the UN will promote livelihoods stabilization through emergency employment, targeted self-employment and economic enterprise recovery through productive assets replacement and start-up grants. The UN will also support local economic recovery for sustainable employment and income generation through inclusive private sector development, using micro-finance, markets/value chains/suppliers chain development, vocational and skills training and placement and business development services promoting social and business entrepreneurship in addition to targeted vocational and life skills development to enhance employability. Special attention will be given to young people, women, PWDs and PLWHAs.

In urban areas, the UN will support economic recovery planning and capacity-building for rehabilitation of markets, workshops and small shops and support to small businesses, including for women. Vocational training will be provided to create livelihoods and help revive the construction sector. Job opportunities will also be enhanced to support people's access to basic services such as health, education and WASH, and the restoration of relevant basic community infrastructure. In rural areas, the UN will support livelihood interventions with particular emphasis on food insecure households including income generation through agricultural inputs and food production, skills training and social safety nets for vulnerable groups (cash or voucher transfers).

Several ongoing resilience-based programmes aim at restoring livelihoods for rural communities, including for IDPs and host communities. These programmes will be expanded under the Strategic Framework including support for vegetable production in greenhouses, sheep breeding, backyard poultry, and family gardens, support to cereal crop production of vulnerable food insecure farmers through agricultural inputs distribution, a strengthened Drought Early Warning system and emergency support to small-scale herders affected by the crisis. Local markets and services will be strengthened through enhancement of food value chains and post-harvest handling, technical support to small to medium size food producers. Moreover, output 3.1 will support the improvement of household revenues through home income generation activities and assisting small scale farming enterprises to boost their production and access to markets.

For Palestine refugees, the UN will continue to provide career guidance, vocational training and other courses aligned with market needs, with a particular focus on youth. Microfinance services will also be provided, including support to young graduates to establish businesses. Where feasible, local economic recovery will be supported by utilizing local businesses to carry out the rehabilitation of facilities.

### **Output 3.2: Social and economic needs of the most vulnerable groups are identified and addressed**

UN interventions under output 3.2 will promote social care programmes for nationally identified vulnerable groups, promoting social inclusion through enhancing their resilience, and ultimately social cohesion. Professional capacity of service providers will be supported to enhance the identification of vulnerabilities and the setup of appropriate response – from case management and referral mechanisms, psychosocial support and access to education opportunities, to economic support for identified vulnerable categories – such as people with disabilities, children dropped out of school, female headed households etc. These interventions will aim at promoting inter-sectoral cooperation, towards the implementation of a Syrian model of integrated social services. Achievement of these results will be facilitated through renewed cooperation with national and local institutions as well as enhanced programmatic emphasis on IDPs and host communities.

The UN will support adolescents and young women and adolescent friendly spaces in support of their capacity and skill-building, social support, participation and inclusiveness. A package of comprehensive services responding to their needs will include the following core components: psycho-social support; enhancing skills and capacities of women and young people for social and economic entrepreneurship; life skills-based education; vocational and technical training; access to safe recreation spaces and sport for development. Special attention will be given to enhance the resilience of violence-affected women and girls, through expanded provision of GBV prevention and response services by implementing

partners, free reproductive health services, legal aid and psychosocial support. Capacity development will support comprehensive GBV prevention and response.

### **Output 3.3: Environmental and natural resources are restored and sustainably managed.**

The crisis has resulted in widespread environmental natural resources degradation. Uncontrolled forest fires have destroyed ancient forests, while negative coping strategies have resulted in the cutting of trees in parks, along roadsides and in protected areas. A significant proportion of Syria's rangeland and water sources have been damaged and a number of plant and animal species have been seriously impacted.

The UN will provide support towards restoring and expanding key environmental assets. In particular, the UN aims to support the restoration of nearly half of the protected forest area that has been damaged, and more than a third of the damaged rangeland. Moreover, the UN will enhance support to the protection of endangered plant and animal genetic resources, in part by more than doubling the number of communities participating in managing and implementing projects reducing environmental hazards and the degradation of natural resources. In the restoration and management of environmental resources and assets, an immediate focus will be on those affecting livelihoods of people (income, health and safety). In urban areas, the UN will support labour intensive methods to rehabilitate riverbeds and will offer expertise on slope stabilization, in an effort to protect communities living in areas prone to landslides.

In an effort to increase public awareness in relation to environmental protection, the UN will strengthen its community based advocacy efforts, particularly through social mobilization of adolescents and young people.

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## **Section 3 – Coordination with initiatives outside the UN Strategic Framework Results Matrix**

The UN and its partners in the Syria humanitarian response have developed a robust and highly effective coordination of initiatives through a series of annual plans, culminating in the 2015 SRP. With the creation of this Strategic Framework, a process will begin in which UN agencies, funds and programmes expand or differentiate their work, albeit still in close coordination with the humanitarian response.

The Strategic Framework will be coordinated by the UNCT and supported by its members based in Syria, as well as by a number of non-resident agencies. This will create a dedicated platform for collaboration around its agreed goals, separate from the humanitarian response. The two frameworks will be closely linked on an operational basis and given common oversight through the United Nations Resident and Humanitarian Coordinator and the UNCT.

The creation of a distinct Strategic Framework under the UNCT also provides the UN and other partners the opportunity to access non-humanitarian partnership resources for priority needs. The community of traditional donors for development activities has been absent from Syria for the past several years, during which time conditions have changed substantially. While the situation is insecure and uncertain, it is clear that needs for national reconstruction and rehabilitation of infrastructure and capacities must be mapped and responses planned, if action is to occur quickly once the crisis eases or ends.

This Strategic Framework sets out a wide range of initial interventions that are needed and feasible now, or can be confidently foreseen for some geographic or technical areas and technical disciplines during the next two years. The Strategic Framework affords traditional partners an opportunity to establish initial interventions in Syria, and reestablish a presence through the UN's accountability mechanisms. At the same time, predictable and timely needs-based funding by Member States is needed if the UN is to play its mandated role.

Given the inevitable level of risk inherent in operations in Syria, and as the operating environment remains complex, it will be important to ensure that the accountability requirements of donors are met to the highest possible standard, while at the same time ensuring that the burden of risk is shared between UN partners and donors in full transparency.

## **Section 4 – Estimated resource requirements**

A provisional costing has been made of the inputs required by members of the UNCT to achieve the results in the matrix (see Annex A). These estimates cover the financial resources required by the UN system for its contribution to the achievement of each expected outcome in the Strategic Framework. Each agency, fund and programme has identified

the resources that it plans to contribute, both regular budget and other resources available or to be mobilised. The figures, while only indicative, are as accurate as possible at the time of the Strategic Framework drafting.

The costing in the Results Matrix should be seen as reflective of the current, most likely scenario. They provide the best estimate of what can be done to achieve the agreed outcomes. As conditions change over time, the UNCT will modify its plans accordingly. Resource commitments will continue to be made in agency programme/project documents, according to the procedures and approval mechanisms of each agency.

Where there is a gap between the indicative budget and the actual resources available to implement the commitments of the Strategic Framework, the Resident Coordinator, on behalf of the UN agencies, funds and programmes, will supplement agency efforts in fundraising. The budget will be updated annually as part of the annual review process, and to reflect the shorter, or different, cycles of specialized and non-resident agencies.

## **Section 5 – Implementation**

### **Operational Issues**

The Strategic Framework concentrates on a limited number of key targets that will result in tangible results within a 2-year period that will make a difference to Syria's ability to turn the dividends of humanitarian action into sustainable crisis recovery, resilience building and potential longer-term opportunities. Given the current context, interventions will be limited in scope to be realistically managed and monitored by the UNCT. Wherever possible, groups of agencies will undertake joint programming interventions to achieve the broadest possible impacts.

### **Using national and international implementation and expertise to achieve results with limited accessibility**

The Strategic Framework seeks to enhance the capacities of institutions, communities and individuals for evidence-based policies, strategies and programmes for maintaining and expanding basic services and promoting livelihoods and resilience. Evidence-based programming will focus UN efforts on those governorates and districts with greatest levels of both deprivations and vulnerabilities, and accessibility for programming.

Most but not all members of the UNCT are based within Syria, and insecurity has limited movement and access for UN staff in many areas. Limits on mutual accessibility are major constraints for both UN and national partners, and they can severely constrain implementation, and impede monitoring of results.

In part in response to difficulties in implementation, UN programmes will increasingly be implemented through NGOs (national and international), national institutions, and community groups, with the UN providing technical advice and capacity building through programme-based support and responsive real time advisory services. The bulk of UN engagement will be undertaken by multiple agencies in geographic clusters of programmes based in the existing UN Hubs. Resources will be tightly targeted to simplify implementation and obtain maximum return on investment.

### **Adapting to changes in the resource base**

Humanitarian response within Syria and neighboring countries continues to receive strong international support. External sources of funding for development have been severely limited during the past four years of crisis. It is now clear that significant, urgent investments are required for longer-term interventions to support efforts to maintain and rebuild institutions, services and communities, and build resilience and livelihoods. External partners have demonstrated a clear understanding of this need, but the scope of support for this Framework is not certain. Resource constraints require that the initial scope of the Strategic Framework be prudently ambitious, and capable of being scaled up (or down) in response to changing circumstances. The Strategic Framework takes a demand-driven approach to a limited menu of priorities, with alternate scenarios for likely national circumstances. Outcomes have also been planned based on alternate resource scenarios: those that can be delivered with resources that are likely available, and those that would require additional resource mobilization. The Strategic Framework Results Matrix will be used as a resource mobilization tool.

### **Governance of the Strategic Framework**

The Strategic Framework will be under the overall co-ordination of a Joint Steering Committee (JSC), co-chaired by the Commissioner of the Planning and International Cooperation Commission and the UN Resident Coordinator. Membership will consist of UN Heads of Agency, high-level representatives of MoFA and PICC, and other Ministries as required. The JSC will meet at least once a year to review achievements and strategic management issues arising from implementation of the Strategic Framework, and take decisions required to enable the partnership to achieve the agreed outcomes.

### The UNCT

The UNCT is accountable for effective implementation of the Strategic Framework and is responsible for use of resources and achievement of results.

### The Programme Management Team

The Programme Management Team (PMT) is responsible for the operational management of the Strategic Framework. The PMT oversees the monitoring of the implementation of the Strategic Framework and reports to the UNCT.

### Strategic Framework Pillars

The UNCT and Government have chosen to organize the Strategic Framework in three substantive Pillars. Each Pillar is led by a UN Head of Agency and constitutes UN agencies, funds and programmes, PICC and Line Ministries contributing to the achievement of the Pillar outcomes and their outputs. WHO is leading the institutional capacity development Pillar, UNICEF is leading the Pillar on social services and infrastructure and UNDP is leading the livelihoods, economic recovery and social inclusion Pillar. The three Pillars are responsible for managing the collective effort toward outcome achievement. The Pillars rely on regular inputs from the M&E Group for evidence-based decision-making. Where necessary, the Pillars will propose revisions of the planned targets or outcomes to the JSC through the PMT.

### Monitoring and Evaluation Group

A Monitoring and Evaluation (M&E) Group provides technical advisory support to the Pillars and the PMT concerning work plans, monitoring and evaluation of the Strategic Framework and its results matrix. This inter-agency group of M&E and senior programme staff is chaired by the UN Resident Coordinator's Office (RCO).

## **Strategic Framework progress report**

The UNCT will produce a Strategic Framework report on progress towards the outcomes of the Strategic Framework results matrix. The Strategic Framework progress report articulates how the outputs produced by the UN or UN-supported projects and programmes contribute towards progress in achieving the outcomes of the Strategic Framework results matrix.

For assessing progress towards outcomes, the UNCT and Government rely on data largely drawn from national systems. The UNCT and Government will determine how far outputs have been achieved and how far they are likely to contribute to the Outcomes. UN agencies and their partners remain accountable for performance of agency-specific projects and programmes.

A single Strategic Framework progress report will be produced during the last quarter of the 2 year Strategic Framework. Should significant changes occur in national circumstances or priorities or in UN capacities during the Strategic Framework cycle, the UNCT, in consultation with Government and other key partners, may produce the Strategic Framework progress report as needed as a basis for reorientation or reformulation of the framework.

## **Section 6 – Monitoring and Evaluation**

The UNCT and partners monitor and report on Strategic Framework achievements and implementation issues on an ongoing basis, using a simplified set of indicators. A Quality Assurance Team participated actively in the design of the Strategic Framework and the identification and refinement of the indicators. A Monitoring and Evaluation (M&E) Group is responsible for ongoing monitoring and evaluation of progress toward the achievement of Strategic Framework results, and recommending remedial actions to the three Pillar Groups and the PMT. The M&E Group tracks progress towards the results agreed in the matrix, and checks if the assumptions made and risks identified at the

design stage are still valid or need to be reviewed. Moreover, the M&E Group provides technical guidance in finalizing the Strategic Framework progress report.

The M&E Group also provides regular assessments of progress towards the outcomes in the matrix and improved results-based reporting on Strategic Framework achievements. Every agency will allocate a portion of the time of its M&E staff to this collective Strategic Framework monitoring.

### **The Monitoring & Evaluation (M&E) Plan**

The Strategic Framework M&E plan was designed with the full involvement of Government, at the same time as the results matrix, which is the basis of the M&E plan. It highlights mechanisms or modalities for monitoring the achievement of outputs and the contribution towards achievement of outcomes.

Most of the data for the indicators on results are drawn from national systems. Where data from national systems is not available, it is drawn from ongoing or planned series of UN sponsored studies, in agreement with national partners. Each UN agency, fund and programme is responsible and accountable for monitoring and evaluating respective programme outputs and contribution to outcomes, while strengthening existing national M&E systems and mechanisms. The M&E plan also identifies major gaps in terms of required data and spells out how these gaps are to be filled.

The annual review will be used for continuous planning, thus ensuring the UNCT's responsiveness to a changing environment. The Strategic Framework annual post-facto review of 2016 implementation, the first of two years of the Strategic Framework, will serve as a mid-term review and shall be concluded in March 2017. The review process will be aligned with the review of the proposed three-year National Development Plan, to the extent possible. UN agency-specific annual review processes will be timed to contribute to the Strategic Framework annual review. The Strategic Framework annual review process will be supported by documentation from the Pillars, for review by the PMT and the JSC. At the annual review process, co-chaired by the Head of the Planning and International Cooperation Commission (PICC) and the UN Resident Coordinator, the UNCT engages with Government and other partners to examine overall progress towards results and take stock of lessons and good practices that feed into the annual planning processes and commitments for the coming year.

### **Evaluation**

An independent evaluation of the Strategic Framework will take place in the third quarter of 2017 (the second and last year of the cycle) to assess the relevance, efficiency and effectiveness of the UN system's contribution. It will determine whether the Strategic Framework results made a worthwhile contribution to national development priorities, and the coherence of UNCT support. The UNCT and Government will agree on the arrangements for conducting the Strategic Framework evaluation. The findings from the evaluation will guide the UNCT's analytical contribution and the strategic planning of the subsequent UN planning framework.

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## Annex A: Strategic Framework Results Matrix

UN Focus Area 1: Capacity development and support for institutions								
Outcome 1: Targeted institutions have mechanisms to develop, implement and monitor evidence-based policies, strategies, plans and resilience programmes								
Outcome Indicators, Baselines, Targets and Means of Verification:								
Indicator 1: Number of targeted institutions with mechanisms developed								
Baseline (2015): 0								
Target (2017): At least 2 of the targeted institutions have operational evidence-based mechanisms for generating national policies and resilience programmes								
MoV: CBS/ Ministry of Administrative Development/ Official Gazette/ Administrative Development Units in sectoral/ OCHA								
Output 1.1: Targeted institutions systematically collect and use quality and disaggregated data to inform and monitor policies and strategies								
Link to national and international goals:								
National Goal: Strengthening the capacity of institutions to support efforts in preparation for reconstruction and development.								
Sustainable Development Goal 5: Achieve gender equality and empower all women and girls								
Sustainable Development Goal 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels								
Sustainable Development Goal 17: Strengthen the means of implementation and revitalize the global partnership for sustainable development								
Outputs	Output Indicators, Baselines, Targets, and Means of Verification	UN Agencies	Key Partners (Line Management Ministries/Agencies)	Risks and Assumptions	Indicative Budget (US\$)			
					Regular Resources (Secured)	Other Resources (Secured)	To be Mobilized	Total
<b>Output 1.1:</b> Targeted institutions systematically collect and use quality and disaggregated data to inform and monitor policies and strategies	<b>Indicator 1:</b> Targeted national Information Management Systems (IMS) operational and used	FAO UNDP UNFPA UNHABITAT UNICEF WFP	PICC MoH MoE MoSA Civil registration MoI CBS	<b>Assumption:</b> Relevant and quality data is accessible and used by key institutions to inform and	FAO: 400,000  UNDP: 0  UNFPA: 125,000	FAO: 500,000  UNDP: 0  UNFPA: 0	FAO: 1,500,000  UNDP: 2,500,000  UNFPA: 50,000	FAO: 2,400,000  UNDP: 2,500,000  UNFPA: 175,000

	<p># of national IMS operational and used</p> <p>Baseline (2015): 0 Significant data gaps in existing IMS systems<sup>42</sup></p> <p>Target (2017): At least 9 IMS are operational and used</p> <p>MoV: Ministries' Annual Reports</p>	WHO	<p>MoLA MoA Ministry of water resources Research institutes NGOs</p>	<p>monitor policies and strategies</p> <p><b>Risks:</b> Limited availability of quality information</p> <p>Quality data is not used to inform and monitor policies and strategies</p> <p>Weak institutional coordination mechanisms impeding information sharing between institutions</p>	<p>UNHABITAT: 0</p> <p>UNICEF: 0</p> <p>WFP: 0</p> <p>WHO: 100,000</p> <p><b>Total: 625,000</b></p>	<p>UNHABITAT: 400,000</p> <p>UNICEF: 0</p> <p>WFP: 0</p> <p>WHO: 0</p> <p><b>Total: 900,000</b></p>	<p>UNHABITAT: 1,600,000</p> <p>UNICEF: 2,400,000</p> <p>WFP: 100,000</p> <p>WHO: 1,800,000</p> <p><b>Total: 9,950,000</b></p>	<p>UNHABITAT: 2,000,000</p> <p>UNICEF: 2,400,000</p> <p>WFP: 100,000</p> <p>WHO: 1,900,000</p> <p><b>Total: 11,475,000</b></p>
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**Output 1.2: Targeted institutions formulate policies, strategies, plans and resilience programmes that are responsive to people's needs, particularly the most vulnerable groups**

**Link to national and international goals:**

National Goal: Strengthening the capacity of institutions to support efforts in preparation for reconstruction and development.

Sustainable Development Goal 3: Ensure healthy lives and promote wellbeing for all at all ages

Sustainable Development Goal 5: Achieve gender equality and empower all women and girls

Sustainable Development Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization, and foster innovation

Sustainable Development Goal 12: Ensure sustainable consumption and production patterns

Sustainable Development Goal 10: Reduce inequality within and among countries

Sustainable Development Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable

<sup>42</sup> As of January 2016, the following IMS are in place: HMIS, EMIS, AgriStat, Food Security Monitoring System, MuniMIS, DEWS, Population MIS, DTM, Civil Registration.

Outputs	Output Indicators, Baselines, Targets, Means of Verification	UN Agencies	Key Partners (Line Management Ministries/Agencies)	Risks and Assumptions	Indicative Budget (US\$)			
					Regular Resources (Secured)	Other Resources (Secured)	To be mobilized	Total
<b>Output 1.2:</b> Targeted institutions formulate policies, strategies, plans and resilience programmes that are responsive to people's needs, particularly the most vulnerable groups	<b>Indicator 1:</b> Number of resilience policies, strategies and programmes formulated  Baseline (2015): 0 Target (2017):  At least 6 evidence based policies, strategies, plans and programmes are formulated with a resilience focus that are responsive to people's needs, particularly the most vulnerable groups  MoV: Resilience-focused policies, strategies, plans and programmes	FAO UNDP UNFPA UNHABITAT UNHCR UNICEF WFP WHO	MOSA MOLA MoI MoHE MoH PICC SCFA Higher Institution for Demographic and Population Studies Ministry of Economy MoE MoA NGOs	<b>Assumption:</b> Institutional capacity in place to formulate policies strategies, plans and programmes in key institutions  <b>Risks:</b> Limited commitment and participation of key stakeholders in policy formulation  Resilience focused policies, plan and strategies not relevant to emerging needs in a changing context	FAO: 200,000	FAO: 0	FAO: 200,000	FAO: 400,000
					UNDP: 100,000	UNDP: 0	UNDP: 3,000,000	UNDP: 3,100,000
					UNFPA: 25,000	UNFPA: 0	UNFPA: 50,000	UNFPA: 75,000
					UNHABITAT: 0	UNHABITAT: 600,000	UNHABITAT: 2,400,000	UNHABITAT: 3,000,000
					UNHCR: 0	UNHCR: 0	UNHCR: 500,000	UNHCR: 500,000
					UNICEF: 0	UNICEF: 0	UNICEF: 1,500,000	UNICEF: 1,500,000
					WFP: 0	WFP: 0	WFP: 60,000	WFP: 60,000
					WHO: 0	WHO: 0	WHO: 1,500,000	WHO: 1,500,000
					<b>Total:</b> <b>325,000</b>	<b>Total:</b> <b>600,000</b>	<b>Total:</b> <b>9,210,000</b>	<b>Total:</b> <b>10,135,000</b>
					<b>Outcome 1 Total:</b> <b>950,000</b>	<b>Outcome 1 Total:</b> <b>1,500,000</b>	<b>Outcome 1 Total:</b> <b>19,160,000</b>	<b>Outcome 1 Total:</b> <b>21,610,000</b>

## UN Focus Area 2: Restoring and expanding more responsive essential services and infrastructure

**Outcome 2: Basic and social services and infrastructure restored, improved and sustained to enhance community resilience**

### Outcome Indicators, Baselines, Targets and Means of Verification:

Indicator 1: Percentage of families with access to health services (disaggregated by governorate)

Baseline (2015): estimated 50% (to be confirmed after the EPI coverage survey)

Target (2017): 60%

MoV: Field surveys

### Output 2.1: People have equitable access to quality health and nutrition services with a focus on vulnerable groups

#### Link to national and international goals:

National Priorities: Enhancing health services and reducing morbidity and mortality rates due to quantitative and qualitative shortage in those services (rates of morbidity and mortality)

Sustainable Development Goal 2: End hunger, achieve food security and improved nutrition, and promote sustainable agriculture

Sustainable Development Goal 3: Ensure healthy lives and promote wellbeing for all at all ages

Outputs	Output Indicators, Baselines, Targets Means of Verification	UN Agencies	Key Partners (Line Management Ministries/Agencies)	Risks and Assumptions	Indicative Budget (US\$)			
					Regular Resources (Secured)	Other Resources (Secured)	To be mobilized	Total
<b>Output 2.1:</b> People have equitable access to quality health and nutrition services with a focus on vulnerable groups	<b>Indicator 1:</b> Vaccination coverage with DPT3  (Disaggregated by sex and governorate)  Baseline (2015): 65% <i>(will be updated by the EPI coverage survey end of 2015)</i>  Target (2017): 90%	FAO UNDP UNFPA UNICEF UNRWA WFP WHO	MoH PICC MoHE SARC MOLA CBS ICRC MEDAIR Governorate Health Directorates Private Health Sector NNGOs INGOs	<b>Assumptions:</b> Supplies (vaccines, medicines, nutrition products for prevention and treatment) available  Trained personnel available	FAO: 200,000  UNDP: 0  UNFPA: 1,945,000  UNICEF: 346,000  UNRWA: 8,550,000	FAO: 0  UNDP: 1,400,000  UNFPA: 530,000  UNICEF: 5,300,000  UNRWA: 0	FAO: 1,000,000  UNDP: 3,000,000  UNFPA: 2,100,000  UNICEF: 5,300,000  UNRWA: 2,000,000	FAO: 1,200,000  UNDP: 4,400,000  UNFPA: 4,575,000  UNICEF: 10,946,000  UNRWA: 10,550,000

	<p>MoV: EPI coverage survey and MoH monthly reports</p> <p><b>Indicator 2:</b> Number of children under 5 with Severe and Moderate Acute Malnutrition treated</p> <p>(Disaggregated by sex and governorate)</p> <p>Baseline (2015): 10,000</p> <p>Target (2017): 30,000</p> <p>MoV: Reports from partners, field surveys</p> <p><b>Indicator 3:</b> Percentage of deliveries in public health facilities</p> <p>Baseline: 14%</p> <p>Target: 20%</p> <p>MoV: Reports from partners</p> <p><b>Indicator 4:</b> Number of health facilities rehabilitated/restored and operational</p> <p>Baseline (2015): 10</p> <p>Target (2017): 50</p> <p>MoV: MoH reports, field visit reports</p>			<p>Functional facilities including electricity, water, etc.</p> <p><b>Risks:</b> Shortage of supplies</p> <p>Unexpected outbreaks of communicable diseases</p> <p>Lack of local expertise</p> <p>Withdrawal of implementing partners</p> <p>Demand outstrips capacity</p> <p>Lack of access to health/nutrition services by patients and health workforce</p> <p>Unavailability of proper data</p> <p>Mass electricity or water cuts</p>	<p>WFP: 0</p> <p>WHO: 1,400,000</p>	<p>WFP: 0</p> <p>WHO: 2,100,000</p>	<p>WFP: 1,500,000</p> <p>WHO: 12,700,000</p>	<p>WFP: 1,500,000</p> <p>WHO: 16,200,000</p>
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	<p><b>Indicator 5:</b> Contraceptive prevalence rate (for all methods)</p> <p>Baseline (2015): 36%</p> <p>Target (2017): 60%</p> <p>MoV: IP reports and statistics</p> <p><b>Indicator 6:</b> Number of women receiving reproductive health services (including antenatal and postnatal care, emergency obstetric and newborn care and family planning services)</p> <p>Baseline (2015): 650,000</p> <p>Target (2017): 1,000,000</p> <p>MoV: IP reports</p>							
					<b>Total:</b> 12,441,000	<b>Total:</b> 9,330,000	<b>Total:</b> 27,600,000	<b>Total:</b> 49,371,000

**Output 2.2: School-age girls and boys and adults have equitable access to inclusive pre-primary, basic, secondary and alternative education with a focus on vulnerable groups**

**Link to national and international goals:**

National Priority: Improving education to raise the rates of enrolment, especially amongst female students, and reduce the rates of dropout (rates of enrolment and dropout, and indicators of efficiency of education in targeted areas)

Sustainable Development Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all

Sustainable Development Goal 5: Achieve gender equality and empower all women and girls

Sustainable Development Goal 10: Reduce inequality within and among countries

Outputs	Output Indicators, Baselines, Targets and Means of Verification	UN Agencies	Key Partners (Line Management Ministries/Agencies)	Risks and Assumptions	Indicative Budget (US\$)			
					Regular Resources (Secured)	Other Resources (Secured)	To be mobilized	Total
<p><b>Output 2.2:</b> School-age girls and boys and adults have equitable access to inclusive pre-primary, basic, secondary and alternative education with a focus on vulnerable groups</p>	<p><b>Indicator 1:</b> Enrolment rate (Disaggregated by sex and governorate)</p> <p>Baseline (academic year 2014/15): 78%</p> <p>Target (academic year 2016/17): 82%</p> <p>MoV: EMIS, education sector analysis</p> <p><b>Indicator 2:</b> Transition rate from cycle 1 to 2. (Disaggregated by sex and governorate)</p> <p>Baseline (academic year 2014/15): 95%</p> <p>Target (academic year 2016/17): 95%</p> <p>MoV: EMIS, education sector analysis, analysis of exam reports</p> <p><b>Indicator 3:</b> Number of out-of-school children and adults accessing</p>	<p>FAO UNICEF UNRWA WFP</p>	<p>MoE PICC MoAAR MoC MoHE SARC MOLA CBS NNGOs INGOs</p>	<p><b>Assumptions:</b> Functional infrastructure is available</p> <p>Functional and accessible support facilities (teacher training, EMIS)</p> <p>Accessibility to school-level data and exam results</p> <p>Community demand for education sustained</p> <p>Education remains affordable for users</p> <p><b>Risks:</b> Teaching workforce not motivated</p> <p>Lack of basic public utilities</p>	<p>FAO: 50,000</p> <p>UNICEF: 704,000</p> <p>UNRWA: 33,886,000</p> <p>WFP: 0</p>	<p>FAO: 0</p> <p>UNICEF: 8,000,000</p> <p>UNRWA: 0</p> <p>WFP: 0</p>	<p>FAO: 100,000</p> <p>UNICEF: 7,900,000</p> <p>UNRWA: 4,000,000</p> <p>WFP: 4,350,000</p>	<p>FAO: 150,000</p> <p>UNICEF: 16,604,000</p> <p>UNRWA: 37,886,000</p> <p>WFP: 4,350,000</p>

	<p>alternative education programmes *</p> <p>(Disaggregated by sex and governorate)</p> <p>Baseline (2015): 450,000 out-of-school children accessing alternative education 5,500 adults accessing alternative education</p> <p>Target (2017): 1.6 million out-of-school children accessing alternative education 16,500 adults accessing alternative education in 2017</p> <p>MoV: EMIS, Education sector analysis, annual reports on vocational/life skills education from Ministries, INGOs, NGOs, and MAAR</p> <p><i>*Alternative education includes remedial classes, self-learning, child-friendly spaces, life skills, vocational training/education, and literacy skills.</i></p>			<p>High number of schools used as shelters</p>				
					<b>Total:</b> <b>34,640,000</b>	<b>Total:</b> <b>8,000,000</b>	<b>Total:</b> <b>16,350,000</b>	<b>Total:</b> <b>58,990,000</b>



**Output 2.3: People have improved and equitable access to safe drinking water and sanitation, and pursue improved hygiene practices**

**Link to national and international goals:**

National Priority: Improving housing services, including drinking water and sanitation, and increasing the number beneficiaries and improving quality (number of the people provided with services, share per capita and quality indicators)

Sustainable Development Goal 3: Ensure healthy lives and promote wellbeing for all at all ages

Sustainable Development Goal 6: Ensure availability and sustainable management of water and sanitation for all

Sustainable Development Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable

Outputs	Output Indicators, Baselines, Targets, Means of Verification	UN Agencies	Key Partners (Line Management Ministries/Agencies)	Risks and Assumptions	Indicative Budget (US\$)			
					Regular Resources (Secured)	Other Resources (Secured)	To be mobilized	Total
<p><b>Output 2.3:</b> People have improved and equitable access to safe drinking water and sanitation, and pursue improved hygiene practices</p>	<p><b>Indicator 1:</b> Number of people accessing improved safe drinking water through public utilities (Disaggregated by governorate)</p> <p>Baseline (2015): 9 million</p> <p>Target (2017): 15 million</p> <p>MoV: CNS and MoWR reports</p> <p><b>Indicator 2:</b> Number of people accessing wastewater services through public utilities (Disaggregated by governorate)</p>	<p>UNDP UNHABITAT UNICEF</p>	<p>PICC MOWR MOLA State MoEnv MoE MOH MOHUD MOPW Universities Ordinance of Syrian Engineers and Architects (syndicate) Technical directorates LGAs SARC NNGOs INGOs Private sector</p>	<p><b>Assumptions:</b> Sustained availability of power supply</p> <p>Availability of a Damage Needs Assessment (DNA)</p> <p>Goods, supplies and services locally available</p> <p>Availability of qualified contracting capacity</p> <p>Availability of water resources</p> <p><b>Risks:</b> Recurrent</p>	<p>UNDP: 500,000</p> <p>UNHABITAT: 0</p> <p>UNICEF: 346,000</p>	<p>UNDP: 1,000,000</p> <p>UNHABITAT: 2,000,000</p> <p>UNICEF: 1,500,000</p>	<p>UNDP: 1,500,000</p> <p>UNHABITAT: 13,000,000</p> <p>UNICEF: 17,700,000</p>	<p>UNDP: 3,000,000</p> <p>UNHABITAT: 15,000,000</p> <p>UNICEF: 19,546,000</p>

	Baseline (2015): 5 million  Target (2017): 6.5 million  MoV: CNS, MoLA and MoWR reports  <b>Indicator 3:</b> Number of schools provided with improved WASH facilities  Baseline (2015): 400  Target (2017): 600 MoV: MoE reports			drought episodes Lack of power supply and fuel  Major water quality deterioration  Major water quantity deterioration  Lack of needs assessment						<b>Total:</b> <b>846,000</b>	<b>Total:</b> <b>4,500,000</b>	<b>Total:</b> <b>32,200,000</b>	<b>Total:</b> <b>37,546,000</b>
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**Output 2.4: Housing and essential infrastructure\* rehabilitated in priority urban and rural areas**

**Link to national and international goals:**

National Priority: Assisting residents in rehabilitating their damaged housing units improving their living conditions (number of families assisted with the rehabilitation of houses)

Sustainable Development Goal 7: Ensure access to affordable, reliable, sustainable and modern energy for all

Sustainable Development Goal 9: Build resilient infrastructure, promote inclusive and sustainable industrialization, and foster innovation

Sustainable Development Goal 11: Make cities and human settlements inclusive, safe, resilient and sustainable

Outputs	Output Indicators, Baselines, Targets, Means of Verification	UN Agencies	Key Partners (Line Management Ministries/Agencies)	Risks and Assumptions	Indicative Budget (US\$)			
					Regular Resources (Secured)	Other Resources (Secured)	To be mobilized	Total
<b>Output 2.4:</b> Housing and essential infrastructure* rehabilitated in priority urban and rural areas	<b>Indicator 1:</b> Number of people benefiting from rehabilitated houses  Baseline (2015): TBD	FAO UNDP UNHABITAT UNHCR	PICC, MoLA, Min of Electricity, Min of Housing and Urban Development, MoPublic Works, Min of Agriculture	<b>Assumptions:</b> Availability of updated assessment information	FAO: 0  UNDP: 1,500,000	FAO: 0  UNDP: 20,000,000  UNHABITAT:	FAO: 5,000,000  UNDP: 20,000,000  UNHABITAT:	FAO: 5,000,000  UNDP: 41,500,000  UNHABITAT:

<p>* Roads, electricity, public buildings, community centers, public spaces, playgrounds, parks, solid waste infrastructure, irrigation, storage and agriculture processing facilities, debris management</p>	<p>Target (2017): TBD MoV: MoLA, CBS reports</p> <p><b>Indicator 2:</b> Number of people benefiting from rehabilitated essential infrastructures</p> <p>Baseline (2015): TBD Target (2017): TBD MoV: MoLA, MWR, MAAR, CBS reports</p> <p><b>Indicator 3:</b> Number of essential infrastructures rehabilitated</p> <p>Baseline (2015): TBD Target (2017): TBD MoV: MWR, MOLA, MAAR, MITCP</p>		<p>and Agrarian Reform, State Ministry of Env Affairs, Central Bureau of Statistics</p> <p>Ordinance of Syrian Architects and Engineers, Ordinance of Contractors, Ordinance of Agriculture Engineers, Real Estate Bank, Chambers of Commerce and Industry</p> <p>Governorate Tech Directorates and Establishments, Municipalities, NGOs, CBOs</p>	<p>Goods, supplies and services available</p> <p>Sustained availability of power supply</p> <p>Legal frameworks for land, housing ownership, tenure established</p> <p>Enabling conditions for voluntary return of IDPs</p> <p>Availability of financing for self-help housing rehabilitation.</p> <p><b>Risks:</b> IDPs/refugees not willing to return</p> <p>Lack of power supplies and fuel</p> <p>Lack of construction materials</p> <p>Lack of contracting capacity</p>	<p>UNHABITAT: 0 UNHCR: 0</p> <p><b>Total:</b> <b>1,500,000</b></p> <p><b>Outcome 2 Total:</b> <b>49,427,000</b></p>	<p>2,000,000</p> <p>UNHCR: 0</p> <p><b>Total:</b> <b>22,000,000</b></p> <p><b>Outcome 2 Total:</b> <b>43,830,000</b></p>	<p>13,000,000</p> <p>UNHCR: 7,500,000</p> <p><b>Total:</b> <b>45,500,000</b></p> <p><b>Outcome 2 Total:</b> <b>121,450,000</b></p>	<p>15,000,000</p> <p>UNHCR: 7,500,000</p> <p><b>Total:</b> <b>69,000,000</b></p> <p><b>Outcome 2 Total:</b> <b>214,907,000</b></p>
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## UN Focus Area 3: Improving socio-economic resilience of the Syrian people

Outcome 3: Households and communities benefit from sustainable livelihood opportunities, including economic recovery and social inclusion

### Outcome Indicators, Baselines, Targets and Means of Verification:

Indicator 1: Number of households receiving support for sustainable livelihoods

Baseline (2015): 1,800,000

Target (2017): 7,000,000

MoV: CBS, UN/Line Ministry reports

### Output 3.1: Income, sustainable livelihoods opportunities and inclusive local economic development are restored and maintained

#### Link to national and international goals:

National Priorities:

- Reactivating the production process in the local development sectors (agriculture, industry, services and crafts)
- Rehabilitating of income and sustainable livelihood resources through providing employment opportunities in the local economic development sectors (number created job opportunities and sectoral distribution)

Millennium Development Goal 1: Eradicate extreme poverty and hunger

Sustainable Development Goal 1: End poverty in all its forms everywhere

Sustainable Development Goal 2: End hunger, achieve food security and improved nutrition, and promote sustainable agriculture

Sustainable Development Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all

Outputs	Output Indicators, Baselines, Targets, Means of Verification	UN Agencies	Key Partners (Line Management Ministries/Agencies)	Risks and Assumptions	Indicative Budget (US\$)			
					Regular Resources (Secured)	Other Resources (Secured)	To be mobilized	Total
<b>Output 3.1:</b> Sustainable livelihoods and inclusive local economic development are restored and fostered	<b>Indicator 1:</b> # of beneficiaries from livelihoods opportunities (disaggregated by age and sex)  Baseline (2015): 1,000,000  Target (2017): TBD	UNDP UNFPA UNHABITAT UNICEF UNRWA WFP WHO	PICC MOAAR MOEFT MOI Chambers of Commerce and Industry MoSA MoIA PICC CBS MOH	<b>Assumptions:</b> Enabling normative and administrative context.  Access to land, funding and other productive assets  Opportunities for adolescents and	UNDP: 0	UNDP: 5,000,000	UNDP: 25,000,000	UNDP: 30,000,000
					UNFPA: 405,000	UNFPA: 280,000	UNFPA: 650,000	UNFPA: 1,335,000
					UNHABITAT: 0	UNHABITAT: 0	UNHABITAT: 5,000,000	UNHABITAT: 5,000,000
					UNICEF: 0	UNICEF: 0	UNICEF: 1,200,000	UNICEF: 1,200,000
					UNRWA: 0	UNRWA: 800,000	UNRWA: 0	UNRWA: 800,000

	<p>MoV: UN and donors reports</p> <p><b>Indicator 2:</b> # persons living with disabilities benefiting from livelihoods opportunities</p> <p>Baseline (2015): 4,836</p> <p>Target (2017): 17,000</p> <p>MoV: CBS, PICC, UN/Line ministry reports</p> <p><b>Indicator 2:</b> Livelihoods-based Coping Strategy Index (CSI)</p> <p>Baseline (2015): TBD</p> <p>Target (2017): TBD</p> <p>MoV: CBS, PICC, WFP, FAO</p>		<p>MOHE NNGOs INGOs</p>	<p>young people to access and benefit from skill building and capacity development opportunities</p> <p><b>Risks:</b> Lack of purchasing power due to inflation.</p> <p>Markets distortion due to economies of the crisis and its negative economic impacts. Increased social disparities due to economic interventions.</p> <p>Continued unilateral economic and financial measures imposed on Syria.</p> <p>Young people miss out on capacity and skills development as they transition to adulthood</p>	<p>4,200,000</p> <p>WFP: 0</p> <p>WHO: 0</p> <p><b>Total: 4,605,000</b></p>	<p>WFP: 0</p> <p>WHO: 0</p> <p><b>Total: 6,080,000</b></p>	<p>3,000,000</p> <p>WFP: 22,000,000</p> <p>WHO: 800,000</p> <p><b>Total: 57,650,000</b></p>	<p>8,000,000</p> <p>WFP: 22,000,000</p> <p>WHO: 800,000</p> <p><b>Total: 68,335,000</b></p>
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**Output 3.2: Social and economic needs of the most vulnerable groups are identified and addressed**

**Link to national and international goals:**

National Priorities:

- Enhancing the participation of women, especially those heading households, in local economic activities (number of working women and sectoral distribution)

Millennium Development Goal 1: Eradicate extreme poverty and hunger

Millennium Development Goal 3: Promote gender equality and empower women

Sustainable Development Goal 1: End poverty in all its forms everywhere

Sustainable Development Goal 5: Achieve gender equality and empower all women and girls

Sustainable Development Goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all

Sustainable Development Goal 10: Reduce inequality within and among countries

Outputs	Output Indicators, Baselines, Targets, Means of Verification	UN Agencies	Partners (Line Management Ministries/ Agencies)	Risks and Assumptions	Indicative Budget (US\$)			
					Regular Resources (Secured)	Other Resources (Secured)	To be mobilized	Total
<b>Output 3.2:</b> Social and economic needs of the most vulnerable groups are identified and addressed	<b>Indicator 1:</b> Number of households identified as vulnerable (disaggregated by risk groups <sup>43</sup> ) receiving assistance  Baseline (2015): 0 Social Fund/ Government conditional cash transfers were disrupted by the crisis.  Target (2017): 43,000  MoV: MOSA / MOAAR/ GAPAR/ UN agencies	FAO UNDP UNFPA UNHCR UNICEF UNRWA WFP WHO	PICC MoSA SARC SFPA NNGOs INGOs MOH MOHE	<b>Assumptions:</b> The normative and administrative framework is functioning.  Provision of equitable social services to vulnerable population groups, including engagement of communities, in pursuit of social inclusion  The flow of information within	FAO: 0	FAO: 9,000,000	FAO: 20,000,000	FAO: 29,000,000
					UNDP: 0	UNDP: 500,000	UNDP: 4,500,000	UNDP: 5,000,000
					UNFPA: 800,000	UNFPA: 2,350,000	UNFPA: 2,015,000	UNFPA: 5,165,000
					UNHCR: 0	UNHCR: 0	UNHCR: 12,000,000	UNHCR: 12,000,000
					UNICEF: 880,000	UNICEF: 3,400,000	UNICEF: 13,400,000	UNICEF: 17,680,000
					UNRWA: 2,800,000	UNRWA: 0	UNRWA: 600,000	UNRWA: 3,400,000
					WFP: 0	WFP: 0	WFP: 4,200,000	WFP: 4,200,000
					WHO: 0	WHO: 0	WHO: 400,000	WHO: 400,000

<sup>43</sup> There will be an overall definition of vulnerabilities and the specific target groups will be decided with counterparts during implementation (i.e. children with disabilities, adolescent and youth, women headed households, drop out children, victims of violence).

	<p><b>Indicator 2:</b> Number of beneficiaries of community spaces/centers<sup>44</sup> benefitting from social inclusion services</p> <p>Baseline (2015): 645,000</p> <p>Target (2017): 2,000,000</p> <p>MoV: MOSA/UN Agencies</p> <p><b>Indicator 3:</b> Gender equality national action plan that integrate reproductive rights with specific targets and national public budget allocations</p> <p>Baseline (2015): 0</p> <p>Target (2017): 1</p> <p>MoV: IP reports</p>			<p>communities is ensured.</p> <p>Anti-corruption measures are enforced.</p> <p><b>Risks:</b> Lack of resources.</p> <p>Lack of transparent and inclusive targeting of beneficiaries and allocation mechanisms.</p>				
					<b>Total:</b> 4,480,000	<b>Total:</b> 15,250,000	<b>Total:</b> 57,115,000	<b>Total:</b> 76,845,000

<sup>44</sup> Safe, accessible and inclusive physical space, that include the social element where members of community tend to share common interest and gather for group activities, social support, public information, and other purposes.

**Output 3.3: Environmental and natural resources are restored and sustainably managed**

**Link to national and international goals:**

Sustainable Development Goal 2: End hunger, achieve food security and improved nutrition, and promote sustainable agriculture

Sustainable Development Goal 7: Ensure access to affordable, reliable, sustainable and modern energy for all

Sustainable Development Goal 12: Ensure sustainable consumption and production patterns

Sustainable Development Goal 13: Take urgent action to combat climate change and its impacts (taking note of agreements made by the UNFCCC forum)

Sustainable Development Goal 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development

Sustainable Development Goal 15: Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification and halt and reverse land degradation, and halt biodiversity loss

Outputs	Output Indicators, Baselines, Targets, Means of Verification	UN Agencies	Partners (Line Management Ministries/ Agencies)	Risks and Assumptions	Indicative Budget (US\$)			
					Regular Resources (Secured)	Other Resources (Secured)	To be mobilized	Total
<p><b>Output 3.3:</b> The environment and natural resources are rehabilitated and maintained</p>	<p><b>Indicator 1:</b> 3 units of environmental assets (segregated by type) rehabilitated and expanded</p> <p>Baseline 1 (2015): 56,250 ha of protected forest areas are damaged</p> <p>Target 1 (2017): 25,000 ha of protected areas are rehabilitated</p> <p>Baseline 2 (2015): 840,000 ha of protected rangeland areas damaged (2015)</p> <p>Target 2 (2017): 300,000 ha of damaged rangeland rehabilitated</p> <p>Baseline 3 (2015):</p>	<p>FAO UNDP UNHABIAT UNICEF WFP</p>	<p>MAAR MoEnv MoW MoEFT MoLA</p>	<p><b>Assumptions:</b> The required equipment can be imported or is available in the local market.</p> <p>Access to protected areas.</p> <p><b>Risks:</b> Worsening drought exacerbates urban migration, increases social tension and crisis.</p> <p>Insufficient prioritization of the intervention from Donors.</p> <p>Interventions to protect resources negatively affect</p>	<p>FAO: 6,500,000</p> <p>UNDP: 0</p> <p>UNHABITAT: 0</p> <p>UNICEF: 100,000</p> <p>WFP: 0</p>	<p>FAO: 0</p> <p>UNDP: 0</p> <p>UNHABITAT: 0</p> <p>UNICEF: 800,000</p> <p>WFP: 0</p>	<p>FAO: 2,000,000</p> <p>UNDP: 5,000,000</p> <p>UNHABITAT: 5,000,000</p> <p>UNICEF: 0</p> <p>WFP: 3,000,000</p>	<p>FAO: 8,500,000</p> <p>UNDP: 5,000,000</p> <p>UNHABITAT: 5,000,000</p> <p>UNICEF: 900,000</p> <p>WFP: 3,000,000</p>



	<p>Number of endangered plant and animal genetic resources are protected</p> <p>Baseline (2015): 5 programmes are operational Target (2017): 7 additional programmes are established</p> <p>MoV: MAAR/MoE/ GCSAR/FAO</p> <p><b>Indicator 2:</b> Number of communities participating in managing and implementing projects reducing environmental hazards</p> <p>Baseline (2015): 100 Target (2017): 200</p> <p>MoV: MoE, MOLA, UN Agencies, Civil Protection, SARC, ICRC</p>			<p>coping strategies of the population (access to energy and fuel).</p> <p>Vested economic interests prevail over environmental protection interests.</p> <p>Lack of local expertise.</p> <p>Weak mobilization around environmental awareness related issues</p>	<p><b>Total:</b> <b>6,600,000</b></p> <p><b>Outcome 3 Total:</b> <b>15,685,000</b></p>	<p><b>Total:</b> <b>800,000</b></p> <p><b>Outcome 3 Total:</b> <b>22,130,000</b></p>	<p><b>Total:</b> <b>15,000,000</b></p> <p><b>Outcome 3 Total:</b> <b>129,765,000</b></p>	<p><b>Total:</b> <b>22,400,000</b></p> <p><b>Outcome 3 Total:</b> <b>167,580,000</b></p>
<b>Indicative Budget Total US\$</b>					<b>66,062,000</b>	<b>67,460,000</b>	<b>270,575,000</b>	<b>404,097,000</b>
<b>Indicative Budget Total: 404,097,000 US\$</b>								

## Annex B: Monitoring and Evaluation Calendar<sup>45</sup>

TOOL	YEAR	TITLE OF ACTIVITY	AGENCY/AGENCIES
<b>Surveys &amp; Studies<sup>46</sup></b>	2016	Socio-economic impact study	UNDP/UNRWA
		Education Sector analysis update (EMIS)	UNICEF
		CBS Needs Assessment	UNFPA
		RH/GBV related research studies	UNFPA
		GBV Programme Impact Assessment	UNFPA
		Baseline study on risk profiles for food safety	FAO/MAAR/MOI
		Identify the number of agricultural schools to receive training. Baseline study on the level of knowledge in agricultural production skills.	FAO/MAAR
		Assessment of the damage of rural infrastructure (irrigation channels, grain and crops storage facilities)	FAO/MAAR/Ministry of Internal Trade and Consumer Protection
		Household Food Security Assessment	WFP/FAO
	2017	Socio-economic impact study	UNDP/UNRWA
		Household Food Security Assessment	WFP/FAO
		Education Sector analysis update (EMIS)	UNICEF
SMART Nutrition Survey		UNICEF	
TOOL	YEAR	TITLE OF ACTIVITY	AGENCY/AGENCIES
<b>Monitoring Systems</b>	2016	GBV Indicators Tracking Tool	UNFPA
		Field Monitoring against target to all on-going activities	FAO
		Food Security Monitoring System	WFP/FAO
	2017	Field Monitoring against target to all on-going activities	FAO
		Food Security Monitoring System	WFP/FAO
TOOL	YEAR	TITLE OF ACTIVITY	AGENCY/AGENCIES
<b>Reviews and Evaluations</b>	2016	Mid-Term Review	UNFPA
		Mid-Term Review	FAO
	2017	Country Programme evaluation	UNFPA
		Programme evaluation	FAO
TOOL	YEAR	TITLE OF ACTIVITY	AGENCY/AGENCIES
<b>Strategic Framework Evaluation Milestones</b>	2017	2016 Strategic Framework Annual Review	UNCT
		Strategic Framework evaluation	UNCT
TOOL	YEAR	TITLE OF ACTIVITY	AGENCY/AGENCIES
<b>M&amp;E Capacity Development</b>	2016	Education sector INEE training (including project M&E)	UNICEF
		Conduct training to develop curriculum for Agricultural schools	FAO/MAAR
		Vocational education and training of young agriculture professionals	FAO/MAAR

<sup>45</sup> All monitoring and evaluation activities listed in the Monitoring and Evaluation Calendar will be conducted in partnership with relevant national authorities.

<sup>46</sup> All studies and surveys will be planned and conducted in partnership with PICC and CBS respectively.

TOOL	YEAR	TITLE OF ACTIVITY	AGENCY/AGENCIES
Use of Information in Planned Reports	2016	Information to be included in Agency Annual Reports	All agencies
	2017	Information to be included in Agency Annual Reports	All agencies

## **Annex C: Cooperation Agreements**

The following cooperation agreements or other agreements are the legal basis for the relationship between the Government of the Syrian Arab Republic (hereinafter referred to as “the Government”) and each UN system agency contributing to the UN Strategic Framework:

- a) With the United Nations Development Programme (hereinafter referred to as UNDP) a Standard Basic Assistance Agreement (SBAA) signed by the Government and UNDP on 12 March 2001.
- b) With the United Nations Children’s Fund (UNICEF) a Basic Cooperation Agreement (BCA) concluded between the Government and UNICEF on 18 September 1997.
- c) With the World Food Programme a Memorandum of Understanding concerning assistance from the World Food Programme, which MoU was signed by the Government and WFP on 5 May 1969.
- d) With the United Nations Population Fund (UNFPA) the SBAA signed by UNDP and the Government on 12 March 1981 and renewed on 28 August 2001 be applied, mutatis mutandis, to UNFPA.
- e) With the Food and Agriculture Organization of the United Nations the Agreement for the opening of the FAO Representation in the Syrian Arab Republic on 27 October 1945.
- h) With the United Nations Human Settlements Programme (UNHABITAT) the SBAA signed by UNDP and the Government on 12 March 1981 and renewed on 28 August 2001 be applied, mutatis mutandis, to UNHABITAT.
- i) With other resident and UN system agencies, the signed agreements for establishment of their representation in the Syrian Arab Republic.

For all agencies: Assistance to the Government shall be made available and shall be furnished and received in accordance with the relevant and applicable resolutions and decisions of the competent UN system agency’s governing structures.

The UN Strategic Framework will, in respect of each of the United Nations system agencies signing, be read, interpreted, and implemented in accordance with and in a manner that is consistent with the basic agreement between such United Nations system agency and the Host Government.

## **Annex D: General Provisions**

The Government will support the UN system agencies' efforts to raise funds required to meet the needs of this Strategic Framework and will cooperate with the UN system agencies including: encouraging potential donor Governments to make available to the UN system agencies the funds needed to implement unfunded components of the programme; endorsing the UN system agencies' efforts to raise funds for the programme from other sources, including the private sector both internationally and in the Syrian Arab Republic; and by permitting contributions from individuals, corporations and foundations in the Syrian Arab Republic to support this programme which will be tax exempt for the Donor, to the maximum extent permissible under applicable law.

The UN system agencies will provide support to the development and implementation of activities within the UN Strategic Framework, which may include technical support, cash assistance, supplies, commodities and equipment, procurement services, transport, funds for advocacy, research and studies, consultancies, programme development, monitoring and evaluation, training activities and staff support. Part of the UN system agencies' support may be provided to Non-Governmental [and Civil Society] organizations as agreed within the framework of the individual work plans (WPs) and project documents.

Additional support may include access to UN organization-managed global information systems, the network of the UN system agencies' country offices and specialized information systems, including rosters of consultants and providers of development services, and access to the support provided by the network of UN Specialized Agencies, Funds and Programmes.

Subject to annual reviews and progress in the implementation of the programme, the UN system agencies' funds are distributed by calendar year and in accordance with the UN Strategic Framework. These budgets will be reviewed and further detailed in the work plans (WPs) and project documents. By mutual consent between the Government and the UN system agencies, funds not earmarked by donors to the UN system agencies for specific activities may be reallocated to other programmatically equally worthwhile activities.

The Government will honour its commitments in accordance with the provisions of the cooperation and assistance agreements outlined in Annex C.

(a) "Nothing in this Agreement shall imply a waiver by the UN or any of its Agencies or Organizations of any privileges or immunities enjoyed by them or their acceptance of the jurisdiction of the courts of any country over disputes arising of this Agreement".

(b) Nothing in or relating to this document will be deemed a waiver, expressed or implied, of the privileges and immunities of the United Nations and its subsidiary organs, including WFP, whether under the Convention on the Privileges and Immunities of the United Nations of 13th February 1946, the Convention on the Privileges and Immunities of the Specialized Agencies of 21st November 1947, as applicable, and no provisions of this Note Verbale or any Institutional Contract or any Undertaking will be interpreted or applied in a manner, or to an extent, inconsistent with such privileges and immunities.

UN system agencies will consult with ministries and agencies concerned on timely requisition of cash assistance, supplies and equipment, or services. UN system agencies will keep concerned officials informed of the movement of commodities, in order to facilitate efficient and timely clearing, warehousing and distribution.

In consultation with the Government focal cooperation department, UN system agencies maintains the right to request a joint review of the use of commodities supplied but not used for the purposes specified in the UN Strategic Framework and UN system agency specific Work Plans and, for the purpose of reprogramming those commodities within the framework of the UN Strategic Framework and UN system agency specific Work Plans.

The Government will provide all personnel, premises, supplies, technical assistance and funds, recurring and non-recurring support, necessary for the programme, except as provided by United Nations agencies, international organisations or bilateral agencies, or non-governmental organisations.

Cash assistance for travel, stipends, honoraria and other costs shall be set at rates commensurate with those applied in the country, but not higher than those applicable to the United Nations System (as stated in the ICSC circulars).

The Government will authorise the publication through various national and international media of the results of the Programme of Cooperation, and experiences derived from it.

## **Annex E Provisions related to Harmonized Approach to Cash Transfers (HACT)**

The following only applies to those UN system agencies using the Harmonized Approach to Cash Transfers (HACT), including the United Nations Children's Fund (UNICEF), United Nations Development Programme (UNDP) and United Nations Population Fund (UNFPA).

All cash transfers to an Implementing Partner are based on the Work Plans (WPs) agreed between the Implementing Partner and the UN system agencies.

Cash transfers for activities detailed in work plans (WPs) can be made by the UN system agencies using the following modalities:

1. Cash transferred directly to the Implementing Partner:
  - a. Prior to the start of activities (direct cash transfer), or
  - b. After activities have been completed (reimbursement);
2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner;
3. Direct payments to vendors or third parties for obligations incurred by UN system agencies in support of activities agreed with Implementing Partners.

Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorized expenditures shall be requested and released quarterly or after the completion of activities. The UN system agencies shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorized amounts.

Following the completion of any activity, any balance of funds shall be refunded or programmed by mutual agreement between the Implementing Partner and the UN system agencies.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN Implementing Partner. A qualified consultant, such as a public accounting firm, selected by the UN system agencies may conduct such an assessment, in which the Implementing Partner shall participate.

Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

Implementing Partners agree to cooperate with the UN system agencies for monitoring all activities supported by cash transfers and will facilitate access to relevant financial records and personnel responsible for the administration of cash provided by the UN system agencies. To that effect, Implementing Partners agree to the following:

1. Periodic on-site reviews and spot checks of their financial records by the UN system agencies or their representatives, as appropriate, and as described in specific clauses of their engagement documents/ contracts with the UN system agencies.
2. Programmatic monitoring of activities following the UN system agencies' standards and guidance for site visits and field monitoring.
3. Special or scheduled audits. Each UN organization, in collaboration with other UN system agencies (where so desired and in consultation with the respective coordinating Ministry) will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by the UN system

agencies, and those whose financial management capacity needs strengthening. The audits will be commissioned by the UN system agencies and undertaken by private audit services.

In case of direct cash transfer or reimbursement, the UN system agencies shall notify the Implementing Partner of the amount approved by the UN system agencies and shall disburse funds to the Implementing Partner in 10 days.

In case of direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner; or to vendors or third parties for obligations incurred by the UN system agencies in support of activities agreed with Implementing Partners, the UN system agencies shall proceed with the payment within 10 days.

The UN system agencies shall not have any direct liability under the contractual arrangements concluded between the Implementing Partner and a third party vendor.

Where more than one UN system agency provides cash to the same Implementing Partner, programme monitoring, financial monitoring and auditing will be undertaken jointly or coordinated with those UN system agencies.

A standard Fund Authorization and Certificate of Expenditures (FACE) report, reflecting the activity lines of the work plan (WP), will be used by Implementing Partners to request the release of funds, or to secure the agreement that UNICEF, UNDP and UNFPA will reimburse or directly pay for planned expenditure. The Implementing Partners will use the FACE to report on the utilization of cash received. The Implementing Partner shall identify the designated official(s) authorized to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the Implementing Partner.

Cash transferred to Implementing Partners should be spent for the purpose of activities and within the timeframe as agreed in the work plans (WPs) only.

Cash received by the Government and national NGO Implementing Partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the utilization of all received cash are submitted to UNICEF, UNDP and UNFPA within six months after receipt of the funds. Where any of the national regulations, policies and procedures are not consistent with international standards, the UN system agency financial and other related rules and system agency regulations, policies and procedures will apply.

In the case of international NGO/CSO and IGO Implementing Partners cash received shall be used in accordance with international standards in particular ensuring that cash is expended for activities as agreed in the work plans (WPs), and ensuring that reports on the full utilization of all received cash are submitted to UNICEF, UNDP and UNFPA within six months after receipt of the funds.

To facilitate scheduled and special audits, each Implementing Partner receiving cash from UNICEF, UNDP and UNFPA will provide UN system agency or its representative with timely access to:

- all financial records which establish the transactional record of the cash transfers provided by UNICEF, UNDP and UNFPA, together with relevant documentation;
- all relevant documentation and personnel associated with the functioning of the Implementing Partner's internal control structure through which the cash transfers have passed.

The findings of each audit will be reported to the Implementing Partner and UNICEF, UNDP and UNFPA. Each Implementing Partner will furthermore:

- Receive and review the audit report issued by the auditors.



- Provide a timely statement of the acceptance or rejection of any audit recommendation to the [UN organization] that provided cash so that the auditors include these statements in their final audit report before submitting it to UNICEF, UNDP and UNFPA.
- Undertake timely actions to address the accepted audit recommendations.
- Report on the actions taken to implement accepted recommendations to the UN system agencies on a quarterly basis (or as locally agreed).

## Annex F: Terms of Reference of the Pillar Working Groups and the Monitoring & Evaluation Group

### Strategic Framework Pillar Groups Terms of Reference

#### Background

The Government of Syria and the UN are jointly developing a Strategic Framework for 2016-2017, aligned with national priorities. Development of the Strategic Framework commenced during a joint Government-UN Strategic Prioritization Retreat (SPR) held on July 1-2 2015. The Strategic Prioritization Retreat brought together senior and mid-level Government counterparts from central institutions and line ministries, and Representatives and senior staff from UN resident and non-resident agencies. By the end of the retreat, participants identified a limited number of priority areas and development outcomes, aligned with national priorities, necessary to achieve them.

The Strategic Framework will be the business plan for UN Funds, Programmes and Agencies operating in Syria for the period of January 2016 to December 2017. The Strategic Framework will contribute towards resilience, livelihoods, service delivery and capacity building of Syrian institutions and its people and stands separate from the humanitarian architecture of the Syrian Response Plan.

The Strategic Framework will be executed under the overall co-ordination of a Joint Steering Committee (JSC), co-chaired by the Commissioner of the Planning and International Cooperation Commission and the UN Resident Coordinator. The UN Country Team (UNCT) is accountable for effective implementation of the Strategic Framework and responsible use of resources and achievement of results.

The Strategic Framework constitutes three UN Pillar Groups as designated in the table below.

UN Pillar Group	Lead Agency	Participating UN Agencies
Capacity building and support for institutions	WHO	WHO, UNICEF, UNDP, UNHABITAT, FAO, WFP, UNFPA, UNHCR
Essential services and infrastructure	UNICEF	UNICEF, UNDP, FAO, WFP, UNFPA, UNRWA, UNHCR, UNHABITAT, WHO
Livelihoods, economic recovery and social protection	UNDP FAO (Deputy Lead Agency)	UNDP, FAO, WFP, UNICEF, UNFPA, UNHCR, UNRWA, WHO, UNHABITAT

#### Objectives

The overall objective of the UN Pillar Groups is to ensure agency engagement and management of the Strategic Framework process. In the initial Strategic Framework formulation stage, the UN Pillar Groups will focus on drafting the respective results matrices and provide inputs on the narrative framework sections. Once the Strategic Framework is operational as of January 2016, the UN Pillar Groups will provide joint management of the Strategic Framework through periodic review of progress towards framework results.

#### UN Pillar Group Core Roles and Responsibilities

Each UN Pillar Group manages the work of its respective pillar by reviewing and endorsing the Pillar contributions/programming interventions under the Strategic Framework.

The UN Pillar Group's core roles and responsibilities are as follows:

- Ensure the relevance of the Strategic Framework in relation to the relevant national plans, strategies, and programmes.
- Ensures timely drafting of inputs to the Strategic Framework results matrix and pillar sections.
- Provide guidance and substantive inputs to the national Implementing Partners and UN agencies to improve results, collaboration and synergies of UN assistance at the pillar level.
- Foster results based management and coherence in UN results management at the Pillar level.
- Advise on budgetary requirements and key implementation modalities as part of the Strategic Framework formulation phase.
- Ensure the relevance of Strategic Framework results targets at the Outcome/Output level.
- Provide advice to improve the effectiveness of UN Assistance at Pillar level and make recommendations to the government-UN Joint Steering Committee (JSC) on amendments to the Strategic Framework governance, implementation and management arrangements as necessary.

## **Management Arrangements**

**UN Pillar Groups** are chaired by the designated Convener at Head of Agency level and will meet on a regular basis to address issues of strategic importance relating to the UN Pillar Group as a whole. The Convener, who acts on behalf of the UN Pillar Group Participating UN Agencies (PUN), will report to the UNCT on progress achieved.

The three UN Pillar convener agencies are appointed by UNCT to ensure coordination and strengthening of partnerships both within the UN and with Government and donors. The Convener Agencies are also Participating UN Agencies (PUNs). Hence, a Convener agency retains its obligations as a PUN, in addition to its specific lead functions. Through the Programme Management Team, the PUNs of each Pillar are collectively accountable to the UNCT for the achievement of the agreed relevant Strategic Framework outcomes and cross-cutting considerations therein.

### **Responsibilities of the Convener:**

The Convener agency shall work within the overall dialogue structure to ensure effective coordination of the UN Pillar Group. The Convener agency shall provide strategic leadership and builds consensus among the UN Pillar Group members to:

- Provide leadership and strategic guidance to the UN Pillar Group under his/her responsibility and is accountable for the delivery of results as per the agreed Strategic Framework priorities, including the Strategic Framework formulation phase.
- Ensure UN alignment with national priorities and international obligations.
- Ensure engagement with Government partners and other implementing partners where appropriate.
- Ensure a coherent UN response in the programme area and on applicable policy issues.
- Ensure that the UN gives consistent messages in the programme area.
- Promote the articulation of joint strategies where possible.
- Promote a common understanding and assessment among partners of results within the Pillar.
- Facilitate operational-level coordination (who does what where).
- Promote harmonization and cohesion among UN agencies active in the programme area, by ensuring that the Pillar explores synergies, integration, and value added.
- Promote appropriate bilateral technical support by PUNs and levels of accountability with their respective implementing partners.
- Identify challenges/issues requiring UNCT advice/intervention.

The Head of Agency may delegate the day-to-day responsibilities of UN Pillar Group coordination to a Pillar Technical Advisor with capacity to fulfil the required functions.

## **Responsibilities of the Participating UN Agencies**

Each PUN is accountable for ensuring the appropriate representation in the UN Pillar Group and due consultation with Implementing Partners (IPs). Agencies should designate an individual, with demonstrable competency in the programme area to ensure:

- Sufficient consultation prior to meetings to adequately represent agency position and status.
- Briefing of colleagues (including Senior Staff) on key decisions reached/information shared in the Pillar.
- Regular attendance.
- Continuity of personnel (retention of institutional memory).
- Match of inputs (everyone contributes).
- Quality and timeliness of inputs.
- Understanding of existing policies and utilization of reference documents.

Representation by Non Resident Agencies should be facilitated by the UN Pillar Group Convener, either by enabling inputs via email or establishing teleconferences, where appropriate.

### **Programme Management Team:**

The Programme Management Team (PMT) is responsible for the design and overall management of the Strategic Framework, which includes all preparatory and intermediate steps leading to its formulation, finalization, approval and implementation. The PMT is tasked to oversee the monitoring of the implementation of the Strategic Framework and reports to the UNCT.

### **Strategic Framework Quality Assurance Team:**

In the Strategic Framework formulation phase, a Quality Assurance Team will be established to provide technical advisory support to the UN Pillar Groups and the PMT concerning inputs on the Pillar sections and respective parts of the Strategic Framework results matrix. The Quality Assurance Team will focus specifically on providing technical advice on the Strategic Framework results matrix including outcome and output formulation, identification of relevant indicators, baselines, targets and mean of verification. In addition, the Quality Assurance Team will review the draft M&E section of the Strategic Framework.

The Quality Assurance Team shall be composed of 3 Monitoring and Evaluation experts, 1 gender expert, 1 HRBA expert and the RCO. The Quality Assurance Team members shall be nominated by the UNCT/PMT.

## **Annex G: Syria's International Obligations<sup>47</sup>**

1. International Covenant on Civil and Political Human Rights.
2. International Covenant of Economic, Social and Cultural Human Rights.
3. Convention on the Prevention and Punishment of Apartheid.
4. International Convention on the Elimination of All Forms of Racial Discrimination.
5. Convention on the Prevention and Punishment of the Crime of Genocide.
6. International Convention against Transnational Organized Crime.
7. Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of others, and its final Protocol.
8. Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children.
9. Convention on Elimination of All Forms of Discrimination against Women.
10. Convention on the Rights of the Child.
11. Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflicts.
12. Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.
13. Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.
14. International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families.
15. Convention on the Rights of Persons with Disabilities.
16. The Arab Human Rights Charter.
17. Syria is also party to fifty-eight (58) Conventions of the International Labour Organization, notably: Convention No. (98) on the freedom of association and collective bargaining, Convention No. (29) on Elimination of forced and compulsory labour, Convention No. (138) on Minimum Age, Convention No. (182) on abolition of child labour, and the Equal Remuneration Convention.
18. Syria is party to most of the core international human rights instruments, related to cultural and intellectual sides within the United Nations Educational, Scientific and Cultural Organization.

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<sup>47</sup> UN General Assembly, A/65/784, 16 March 2011.