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The schematic framework for utilizing the Ministry of Welfare and Social Security in Iran's Economic Reform Plan

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NATIONAL ECONOMIC REFORM PLAN

THE PROGRAM FOR MAKING SUBSIDIES PURPOSEFUL

**The schematic framework for utilizing the Ministry of Welfare and
Social Security in Iran's Economic Reform Plan¹**

¹ Our proposals previously named " Role of social insurer organizations in Iran's economic reform scheme with approach of targeted subsidy system" is dedicated.

The schematic framework for utilizing the Ministry of Welfare and Social Security in Iran's Economic Reform Plan

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Abstracts

In IRAN, in the noncommittal system of subsidies allocation, the rich exploit the poor share. To solve this great challenge, in the development programs, the necessity of making the subsidies meaningful has been greatly emphasized.

We have done our best to represent that the best executive infrastructure for implementation of the plan of making the subsidies meaningful is the welfare and social security system and the whole affair is strongly recommended to be handled by the ministry of welfare and social security within the available supportive and insurer organizations.

We are in the belief that the statistical, banking, tax and duty organizations and so forth, are not qualified to be in charge of the whole plan and could only act as a collaborator.

In our plan, with the help of social insurer organizations, eligible households for receiving subsidy are identified with some methods such as (Active finding needy people policy, income decimal screening, and income-cost audit) and then they will receive subsidies from supporter organization.

1. Introduction

A broad review on the implementation of justice oriented plans with the approach of espousing needful stratum in Iran, of which some experiments including distribution of essential goods coupon, dowry providing foundation (to procure inexpensive house ware for the young couples), ... could be mentioned, shows their mainly equalizing attitude that has consequently lead to inefficient success and effectiveness and have been extirpated gradually.

One of the major equalizing approaches has been appeared in noncommittal system of subsidy payments during past 3 decades wherein, Iranian government moved on paying subsidies to importing, distribution, and production sector to repose main consuming goods with popular price. Thus, the government tried to handle people intensive products such as energy carriers (gasoline, gasoil, oil, and gas), bread, water, electricity, and gas in most cut-rate price.

Performing above-mentioned policies, upon rightful watchwords, which made many expenditures to the government (over thirty percent (30%) of the country budget), turned back against ultimate purpose, and was changed to a clear injustice. Hence, the middle and upper classes of society, as commanding more potential capacities and accommodation of the society, enjoyed the subsidies more than the lower classes of society. Let us say, 'in the noncommittal system of subsidies allocation, the rich exploit the poor share'

To solve this great challenge, in the development programs and also other enactments, the necessity of making the subsidies meaningful has been greatly emphasized. However, lack of a comprehensive welfare and social security system, nonexistence of an expansive income_ cost database system of the families to identify target groups, heavy and inflexible inertia of the organizations dealing with purposeless payment of subsidies and their thirst to receive budget and accounts and interest of the certain economic estates who benefit great in the purposeless distribution of subsidies, ... have concluded to removing implementation of 'plan for making subsidies purposeful' from the routine program of government, up to now.

Now that the government is willing to make the discussed plan, in operation, certain efforts are programmed to ban it or to deviate it and move on the previous equalizing plan instead of the aimed rightful oriented scheme in addition to other plots to exclude welfare and social security section from the comprehensive plan of making subsidies purposeful.

We have done our best to represent that the best executive infrastructure for implementation of the plan of making the subsidies meaningful is the welfare and social security system and the whole affair is strongly recommended to be handled by the ministry of welfare and social security within the available supportive and insurer organizations. We are in the belief that the statistical, banking, tax and duty organizations and so forth, are not qualified to be in charge of the whole plan and could only act as a collaborator.

2. Necessity of Supporting Implementation of Economic Plans through Certain Underpinning Social Strategic Package

As every economic reform program is considered as a societal phenomenon and will cause certain results for people, regarding the comprehensive legislation of welfare and social security, the whole population, especially target people and Vulnerable groups, should be sheltered upon.

In the beginning of 1st article of comprehensive legislation of welfare and social security has been clearly mentioned that 'To Develop Social Security and Supporting the Whole Nation against Social, Economic and Natural Events and Their Due Outcomes, an All-Inclusive Social Security is established'. Likewise, in the 2nd article is also specified that 'The Destructive Effects and Outcomes of Government Actions are Considered as Social and Economical Events'. Also, in item 'D' of article 4, the legislator, in terms of declaring aims and duties of supporting and rehabilitation section has clearly emphasized that 'Supporting the Society Population against Economic and Social Events and Their Fruitions' and in continuity of the words in part 5 of section 'a' of article 7, in which, 'the legislator has regarded the financial sources allocated to cover injuries resulted of developing and economic policies within the sources of social security comprehensive system' and finally to warranty consideration of people social rights and continuance of social services to people, designated as the target groups and stratum, in identified in article 8, 'To Decrease Destructive Effects of Economic and Developing Plans and Policies on the Welfare and Social Security Situation of People and Preventing any Shock and Detriment Causing of Due Policies, the Caretaker in Charge of Comprehensive Social Security will Participate in High Council with economic scope, keeping voting right' .

The economic reform plan is a social and economic phenomenon that will cause certain outcomes. Obviously, said results and duties in a certain period (to name such like price increase, depression of some industries and heavy unemployment...) or for certain target needful stratum (in standing and while they have not luxuriated a higher quality of life), will result in destructive outcomes. Consequently, if certain compensative, provisional, and preservative actions and plans would not be correctly predicted, the implementation process of the economic reform plan, will face terrible challenges.

3. Having Made the Subsidies Purposeful is the Imperative and Existential Philosophy of Comprehensive System of Welfare and Social Security

The main imperative and existential philosophy of confirmation extensive law for welfare and security system and establishment of the ministry of welfare and social affairs is the approach of making the subsidies purposeful, whose trace, is clearly emerged in third development plan. Thus, in said plan, an independent capture has been earmarked in terms of 'Social Security and Subsidies', also in the article 40 of said law, the government has been charged to represent a well-rounded social security organ structure to the parliament. The whole above-mentioned activities have been issued regardless of all estimable enactments considered in first and second development plan and also in measures and laws considered in the country budget in the decade of 60th (measured in terms of Islamic-Iranian solar calendar), in which, have been propounded and emphasized.

In the early pages and in addition to section 'k' of said law, it has been clearly stressed on 'Development of social justice and alleviating disparity and poverty', in section 'a' of article

4, in which, mainly the obligations for supporting and rehabilitation regions are described, 'Organizing and Making the Subsidies and Supportive Sources Purposeful' has been explained, also in two beginning parts of section 'a' of the article 7 of the law of 'Financial Principles and Policies of the Comprehensive System of Social Security' has been considered as second financial resource to stable said structure. It clearly shows priority and centrality of subsidies roles in the scope of welfare and social security.

It is necessary to indicate that, in said law, another chapter has been allocated to 'Principles and Policies of Subsidies' and in article 10 in-said chapter, the whole process of economic reform plan has been described and illustrated.

'Article 10: To Make Decision on Subsidies Policies and having them made purposeful in the Framework of Law, is based on General Policies of the Governance, through utilization of comprehensive and cohesive database of the country, including National Code or Tax System'.

So that, the subsidies paid to the high income families would be gradually decreased or eliminated and the subsidies paid to the low income families, would slowly increase. The resources released of the subsidies previously paid to the high income families, would be spent for providing resources for comprehensive system of social security.

As it is clearly remarked, the above-mentioned article could be considered as an interpretation of the national economic reform plan, to some how. In addition, in the article 11, within which the legislator has declared on establishment of ministry of welfare and social security, in its first provision, it is clearly indicated that 'All types of utilization of social security resources, including public resources, subsidies, .. if to be found out of this system, by any means and in every title and for any purposes, is banned. Every usage figure of this sources is necessitated to acceptance of supreme audit and surveillance of ministry of welfare and social security'.

Also, in article 12 of discussed law, that is handled to description of fourfold matrixes of comprehensive system of welfare and social security and also in third part of that, described as 'One of the Main Roles and Functions of the Organizations, Departments, Institutes and Major Funds of Supportive, assistance and assurance regions, has been considered as how to manage public resources and the allocated subsidies', also in the sixth section of the article sixteenth article, under subject of 'Duties and Authorizations of Ministry of Welfare and Social Security', the major role of said ministry in the field of engaging in the national economic reform has been vastly described, also in the section 't', for the main roles of ministry of welfare, it has been clearly mentioned that 'Organizing, Conducting and Management of the Proposed System of Making the Subsidies Purposeful and Conducting the Subsidies to the needful People and Families, with the Approach of Standing Alone and Recruitment in the Framework of Law and Broad Policies of the Governance'

Thus, the legislator, in addition to the role and position has been planned for the ministry of welfare and social security and all subsidiary organizations and funds, has also predicted the expenditure resources outcome of the subsidies have been made purposeful, namely, the usage of said resource excluding this region and out of management of said ministry, has been banned 'by any means and for any purposes'.

4. The Economic Reform Plan and Other Projects Being Organized Through a Rightful Approach, Should Posses Services with the Attitude of 'Social Services' and 'Public Goods'

Within past three decades, lots of plans with the rightful approach have been implemented or are on the eve of being operational for which and plenty public resources have been spent on. However, the outcome of said plans and projects could not be regarded as 'Social Services' in the belief of certain users and concerned people that the government or the whole governance has provided a public multi functional product for all of them.

But, concerning this fact that ministry of welfare and social security has not been considered as the main decision maker in the implementation process of economic reform plan, will make the beneficiaries to notice receive of social services and will also move on receiving insurance, supportive and outreach contributions from the government.

This event that could be considered as an overlap between different scopes of services, will esteem themselves worthy to be paid salaries and accommodations in addition to particular subsidies in the frameworks being conducted with the approach of justice. I.e. if the needs communicated would not be engineered correctly, that is usually cause of lack of registered and operated information in the field of welfare and social security. Awarding discussed accommodations and contributions, has only been issued in terms of invitations or single dimensions and abstract indexes.

Forming comprehensive and integrated database of the family income-expenditures, is considered as the main strategy for defining criteria of social and welfare contribution helps to public, is estimated as a hare and time consuming affair, however it is still possible to define certain minimum level criteria for recognition of groups of updated structure of subsidies allocation through usage of national constructed database, especially the comprehensive system of welfare and social security and in collaboration with other similar database. To give an estimate, if the government succeeds (whose base is quite available cause of formation of database of comprehensive system of social security) to identify people owning houses (one or more), people owning estates or tenements (one or more), people owning vehicle (one or more, through the fuel e-card), people owning shop or business permissions, people owning companies and equities (stock or non stock), people have experienced overseas trips (as journey) and those who owe taxes, duties, rent,...

We can assume that these people enjoy a higher quality of life comparing to others, consequently the extent and number of stratums and target groups of the plan of making the subsidies purposeful, will be more identified and limited and it will be even almost quite possible to account more accurate and analyze their needs through screening, invitation and especially active mechanism of finding needful people, and then manage a decision making process based on the registered and already operated database, while also any unintentional overlap and receiving services from plenty sources, would be prohibited and prevented.

5. The Economic Reform Plan Requires a Well-Rounded, Executive and Subject-Oriented Organization

The substitute for the economic reform plan, which is originally designed for directing and conducting subsidies to the target groups and needful people, are certain social services (including assists, social supports and contributions, social insurances, medical services, empowering, ...) and is regarded as a professional job and needs skilled caretakers and

custodians who have got well potency in terms of scientific and executive managerial and expertise within the scope of welfare and social security. So, ministry of welfare and social security and subsidiary organizations, insurance funds and institutes and also assisting and supporting agencies are considered as the best the best and most promisingly people for implementation of the plan of making the subsidies purposeful.

Now that the insurance, assisting and supportive funds and organizations are under supervision of an experienced team from ministry of welfare and social security and an extensive executive and operational network of managers inside which, also experienced technicians are included, have achieved the ability of covering over 80 percent of the country population. Therefore, it is reasonable that through invitations, names registry and completion of database of people destitute reserved and roundabout data for finalizing the plan of making the subsidies purposeful and providing infrastructure for implementation of said project.

6. The Economic Reform Plan Requires National Integrated Inter-Related Comprehensive Database Systems

The registered and operated information targeting the people for active needful exploring and engineering social requirements of stratum and target groups of social subsidies is the most substantial infrastructure for implementation of the proposal of making the subsidies purposeful.

Now that the comprehensive database for social security has been shaped and most of related information of engaged stakeholders, organizations and insurance and operative funds have been recorded in terms of registered and operative figure, mentioned infrastructure and affiliated ICT devices might better get utilized in an optimal manner and through collaboration and interrelation with other national databases, certain comprehensive information would be handled to caretakers of the plan of making subsidies purposeful and the supreme project of economic reform plan, to consider it for the social aspect of economic decision and plans during supervision and perversion of related preservation, supportive and compensatory projects.

The result is that:

Achievement of the knowledge oriented economy and implementation of great economic surgery that is officially known as economic reform plan that has been composed as a package economic policies (said the economist and politician caretakers), to be implemented, operated and also being accepted by public and media, requires that its social equivalent would be prepared in terms of a correspondent social package and in this policy package, considering effects and influences of social stratum and target groups, provides certain preservative, supportive and compensatory affairs and allocates the released resources, in line with the legislations of broad law of welfare and social security, to development of comprehensive system of welfare and social security, so that, for the people harmed during economic reforms and turnovers and lose some part of their income, the covers, services and requirements would be included as much as possible.

7. Different Aspects of Economic Reform Plan

The Iranian government has programmed implementation of the economic reform plan which includes lots of vast transitions in the financial and banking aspects, taxing system, customs and duty system, commercial insurance systems, subsidies system (the plan of making subsidies purposeful), the possessing system (privatizing), the tariff system (on imports and exports), On the whole, having every economic plan realized its social aspects and also its effects on livelihood of people, especially on the targets stratum and groups, should be analyzed.

Obviously, modification of each above-mentioned taxing, banking, .. systems, will effect life people. To name an example, privatizing will cause certain reforms in the relations between works, demands and supplies. To contrive its implementation, the social insurances and the jobless insurance should be strengthened; also, the workers might better be employed in new jobs through fortifying trainings of technical and professional skills.

As a result, all aspects of the economic reform plan, affect the scopes of welfare and social security, however, within the different aspects of the economic reform plan, the plan of making the subsidies purposeful, will impose greater and deeper traces on the welfare and social security aspect. Therefore, the caretaker of the comprehensive system of welfare and social security should play a more active and more efficient role on the process of realization of the plans of economic reform and making the subsidies purposeful.

8. The Major Aspect of Economic Reform Plan and Its Effects and Traces on the Welfare and Social Security Systems

Regardless of the plan of making the subsidies purposeful, that in line with the (parliamentary) approved law and the declared obligation from the government, ministry of welfare and social security should play main role in its process of implementation, the other aspects of economic reform plan will also greatly affect working scopes of ministry of welfare and social security.

Concerning that every economic decision, will affect human resource involving aspects, at least in its minimum situation, (mainly on the insured retired people of armed forces, state sectors, private sectors, ..), also on the livelihood and life quality of certain families (poor people, indigent people, ...). Therefore, the ministry of welfare and social security should exactly sight the transitions on the eve of being planned or happening in the scope of economic reform project and predict certain preservative, supportive and compensatory programs for its outcomes in the scope of human resources of the country.

To give an example, every economic reform plan, without infrastructure reforms in the state sector (ministries, state organizations, state companies...) and even sometimes, modulating human resources staff, could not be realized. Also, some other decisions affect the income-expenditure situation of the economic firms and cause them to move towards staff modulating or their salaries modulating, while, increase in insurance expenses cause of early retirement or jobless payments,... will strongly influence the operation of ministry of welfare and social security.

9. The Plan of Making the Subsidies Purposeful Is Considered As Midpoint of the Greater Project of Economic Reform

- It is to be considered that within the present economic situation of the country, especially concerning the present economic reforms and transitions and occurrence of a global inflation, the food crisis, the fuel price heavy deviations,..., obviously, the plan of making the subsidies purposeful would be considered as the major part of economic reform plan.

- Although other parts of the economic reform plan, including reforms of banking system, .. are also of much importance, but the main point to consider is that the effects of such reforms (banking systems, duty services, custom affairs, ..) do not directly influence life of people while making the subsidies purposeful, especially if to be accompanied by price actualization, will affect the family life directly.

- Considering that effects of the prices clearance and actualization will cause immediate traces on the main economic indexes including inflation,... and will enter directly in the family expenses basket, so the success of the plan of making the subsidies purposeful, about which, the public expects a tangible and objective result of that, will affect success of the economic reform plan in considerable measure and will increase its acceptability and legitimacy in viewpoint of crowd.

- Concerning present approach of the public media to the economic reform project, the plan of making the subsidies purposeful is in the core of public interests (mainly because of its media attraction and certain political concerns) and consequently, an extensive expectancy has been fomented that has outshined generality of economic reform plan.

- Granting the compensatory and supplying potency of purchasing to public in the framework of the plan of making the subsidies, will provide a secure margin for the government and the whole governance and will contrive a consecutive development of other parts of the economic reform plan.

- Type of action and the government policy of choice in identifying the needful families (head counting via public invitation from the statistics center) have caused a very vast target society in the plan of making the subsidies purposeful and a huge expectancy would arise in crowd. So, the success in the implementation of the plan of making the subsidies purposeful has been regarded equable to the success in the whole economic reform project.

10. The Reason That Ministry of Welfare and Social Security and Its Due Comprehensive Legislation are Strongly Recommended to Act as Caretaker of the Plan of Making the Subsidies Purposeful

- The legislation and obligation included in the state outlook document, the principles and broad policies of the government, especially below the article 44 of the constitutional law, the legal prescripts of the fourth national development plan and especially concerning the assignments mentioned in the comprehensive law of welfare and social security;

- The obligation and missions of the ministry of welfare and social security as one of the main government components and the whole system of decision making, deciding and executive of the government

- The necessity of surveying effects and traces of other aspects of the economic reform plan, especially the items concerning reforms in financial, economic and human

resource systems of the state, public and non-governmental organizations on the resources and expenditures of insurance, supportive and assisting regions

- The necessity of identifying results of reforms in the economic systems on the scopes of production, distribution and commerce, custom tariffs, importing and exporting duties, consumption, ... on the family life and quality of existence of public and also prediction of resources and compensatory policies for obviation of economic depression on the target group and people

- The governments are obliged to provide 'public usage goods' in terms of 'social services'. So, if the government operates the plan of making the subsidies purposeful in other framework, the people will not consider it as perception of all-purpose goods in terms of certain social services and the people will still feel expected from the government in said terms.

- Achievement of the social justice through institution of social balance (redistribution of earnings for decrease and control of castes partition) has been one of the goals, principles and decisive targets of the government, the whole governance and people and concerning the notes of state long-term outlook and the broad law of welfare and social security, the outcome resources of this rightful approach, should be spent on strengthening of welfare and social security services.

- Assuming the ministry of welfare and social security nonintervention in the plan of making the subsidies purposeful, not only is regarded illegal following the approved law, but also will cause existence, acceptability and legitimacy crisis (as the main philosophy of establishment of the ministry has been the plan of making the subsidies purposeful together with the credit falloff of the said ministry if the people receive social services from other organizations like the statistics center, ..)

11. What Are the Comparative Points of Ministry of Welfare and Social Security in the Implementation of the Plan of Making the Subsidies Purposeful?

The legal obligations and assignments mentioned in the comprehensive law of welfare and social security:

The legal authorizations and the awarded latitude to the government and ministry of welfare and social security has caused the fleetness and fastness of the implementation and choice of every other solution, necessitates the enactment submission that will result in slow progress of the economic reform plan.

The expertise and subject oriented position of the ministry of welfare and social security in the plan of making the subsidies purposeful:

The ministry of welfare and social security in general and the affiliated long-established organizations and funds in particular, own lots of expertise and experience in the scopes of insurance, supportive and assistance.

The extensive executive and available organization:

The ministry of welfare and social security includes certain central, provincial, urban, rural and tribal departments affiliated supportive organizations (namely assistance (Imam Khomeini Relief Foundation) committee, insurance affairs (social security of state and military departments, labor, rural and tribal affairs, ..)) within its working scopes and an extensive nationwide within the country (including over ten thousands executive centers including services, administration and brokerage centers)

The technical information, knowledge and documents:

Now over eighty percent of people carry (tranquil, semi static and active) insurance, supportive and assistance dossiers in one of the organizations, funds or institutes belonging to the welfare and social security sector and relying on these data and documentations in the plan of making the subsidies purposeful will prevent any data partition (because all Iranians have been involved with this system at least once per his/ her life)

The comprehensive and all-inclusive ICT infrastructures:

The database of comprehensive system of social security, now includes plenty of useful information regarding major part of the target society of the subsidy plan and also in all of the organizations, funds and institutes involving in the scope of welfare and social security, the necessary ICT accommodation has been available in line with the plan of making the subsidies purposeful.

Prevention of overlapping and iteration in duties and activities:

To avoid iteration and intervention of duties and activities within the state organizations and also prevention of any overlapping within and between the involved organizations and also inhibition of receiving repeated and double and parallel working locate inside benefits of intervening of ministry of welfare and social security in the plan of making the subsidies purposeful.

The quickness and facility of implementation affairs:

According to the approved schedule for implementation of the plan of making the subsidies purposeful, taking due responsibility by any nonprofessional organization would require an extensive executive civil organization and relevant qualified staff, while, all these initial infrastructures have been already provided and fully available inside ministry of welfare and social security.

The estimable ability of reconciliation and compatibility:

Concerning originality of the plan of making, the subsidies purposeful and that different and diverse scenario have been recommended for the style of process and type of payments and it is possible that within the process of decision-making, deciding and implementation and even after execution of elementary stages, certain alteration might happen or seem required. Hence, ministry of welfare and social security and its affiliated organizations, hold ability of compatibility with different decisions while other economic unrelated agencies including banking system, insurance companies, ..., do not have this capacities.

The assurance of stability and continuity of the affairs:

Concerning that the plan of making the subsidies purposeful is a gradually and continuous affair and is not like an invitation or head counting, could be implemented in one stage, the assurance of stability and continuity of job is considered as high importance (To give an example, if we assume the prices in real levels and pay their subsidies together, the expectation of minimum payment would arise for the target groups), so this continuous process would be executed by a technical group that is obliged and called to this affair.

The responsible legal entities and managers in charge should be enough interested to lead the plan to success:

Although the plan of making the subsidies purposeful is considered as an economic and financial project and it is not possible to found a commercial approach on it and its main aspect is considered as a social phenomena, most of the managers and experts of the section of welfare and social security are interested in its success. While, if any other organization

would take due responsibility (also if a nonrelated organization would take due responsibility, would move on recruiting low income staff and outsource as much as possible that will ultimately make challenges for the plan success), because if the non social attitude is gained, every organization mainly considers its local profits and commercial expediencies.

12. The Required Elements and Members for Implementation of the Plan of Making the Subsidies Purposeful

Concerning the announced policy for payment of subsidies, in which, it has been clearly mentioned that for first phase of the plan of making the subsidies purposeful, the invitation and head counting, called by national statistics center, should be thought for identification and opening of due bank account.

It might be construed that the whole project is that sufficed, while regardless of abovementioned two stages and especially following the execution of the plan with income decimal screening and also through auditing the families entitling subsidy allocation, plenty technical processes (including insurance, supportive and assistance affairs) should be performed that is based on 'active searching to find needful people', 'job expanding', calendar and evaluating the effects on the target stratum and groups, engineering of requirements, ... while those affairs could not be penetrated through the national statistics center or the banking system.

Hence, although within the plan of making the subsidies purposeful, banking network and system or the agent bank or organizing software, database and ICT infrastructures would be used, but the main caretaker of this plan would be identified and clear.

Table1: The Required Elements and Members for Implementation of the Plan of Making the Subsidies Purposeful

Components	Description of Activities	Required Measures	In Charge
The Main Agent or Care Taker	Concerning the obligation and called missions covering the plan of making the subsidies purposeful which requires instructing for expenses and even adjudging on the rate of subsidy perception, it is concluded that a unique ministry should be in charge of the project	Certain measures including budget agreement, financial resources allocation, accounting and bursary is required	Ministry of Welfare and Social Security
The Main Agent	Establishment of a center/ head quarter/ fund for making the subsidies purposeful and/ or utilizing a series of organizations, institutes and active funds in the scope of welfare and social security that supports an extensive executive network in the province, city, village and tribal residences, seems necessary	The branch, department, center of services or agency owning experienced and expertise staff	The Organization for the Plan of Making the Subsidies Purposeful
The Main or Agent Bank	After identifying and scheduling the requirements,	The branch, bank office, POS, ATM, account	The agent bank(s)

Table1: The Required Elements and Members for Implementation of the Plan of Making the Subsidies Purposeful			
Components	Description of Activities	Required Measures	In Charge
	segmentation and decimal partitioning of the social stratum and target groups, .. for subsidy payment, requires utilization of one bank or network of banks	notebook or bank account	
The ICT and Database Agent	A database should be identified as basic system for the plan of making the subsidies purposeful and its collaboration with the upstream, equal and downstream database, for the purpose of registry and data holding, would be clearly defined	Database, data center and information and telecommunication infrastructure	Database for the comprehensive system of welfare and social security

13. Different Aspects of the Plan for Making the Subsidies Purposeful

The legislative and legal affairs:

The plan for making the subsidies purposeful requires composition and approval of instructions, guidelines and executive standards because the people included (whether a family with multinational members is included or not), type and measures of payment (the inheritance, tutelage ...) and the other decisions and measures, need legal permissions.

The Engineering and Management of Organization:

The plan for making the subsidies purposeful requires an executive organization owning experience and expertise in terms of extended supportive insurance and assistance affairs in the framework of the nationwide, provincial, urban, rural and tribal.

The technical and subject oriented affairs (insurance, supportive and assistance):

The preparation and composition process of instructions, guidelines and executive circulars and design of forms and working papers relevant to implementation of the plan and definition of the workflows and activities require technical and subject oriented knowledge.

Technical affairs:

Design, manufacture and commencing required ICT infrastructures or definition and engineering of requirements for purchasing services from the databases and other ICT infrastructures of involved organizations, require technical inclusion to relevant business environment.

Financial affairs:

Regarding considerable financial turn over for the plan, budget affairs, agreements, bursary accounting and management of currency flow and cash flow, should be under supervision of mentioned organization.

Cultural and social affairs:

Concerning the extensive affecting domain of the economic reform plan and the project of making the subsidies purposeful, management and conducting its media and telecommunication affairs, looks quite necessary.

14. Main Concerns and Circumstances Dealing With the Plan of Making the Subsidies Purposeful

Timing:

Concerning the schedule of the plan of economic reform plan, especially the chapter regarding the project for making the subsidies purposeful that includes part of year/ season, the time factor should be known effective in decision making and choosing relevant road map.

To give an example, selecting options like providing a software system or a new database or purchasing services from other software sources and databases (like measurement systems for acceleration, fuel, ..) or the executive approaches that necessitates procurement, terms of references, request for proposal, bidding, ... will not be convenient or imaginable, unless the potential, prospective and active capabilities of ministry of welfare and social security and its affiliated organizations, would be utilized.

The financial and legal collaboration:

The plan for making the subsidies purposeful deals with a considerable financial currency flow and also in the stage before execution (composition and approval), within the implementation and also after fulfillment of early stages and immediately after first payment, will bear plenty diverse social and legal reactions and responsibility against these approaches, expectations and waiting on the side of banking system or national data center or other non professional systems, is not possible and only the welfare and social security section could manage these issues.

The Economic results:

Regardless of effects of components of the economic reform plan on the resources and expenditures of the scope of action of ministry of welfare and social security and its affiliated organization, within the present condition and based on the abridged reviews, it is predicted that the paid subsidies to the families comparing what they are paid by the insurance commitments (insurer institutes), the assisting services (the Relief Foundation Committee and welfare organization) will be estimated considerable and if ministry of welfare and social security would not act as agent of this plan and will not be intervened, we will face terrible economic challenges from the side of resources and expenditures within the process of action.

The flexibility and liveness in decision-makings:

The scientific and experimental experiences of the world has demonstrated that the economic reform plan requires an integrated system of decision making and a flexible and active system of planning, while, now the plan for making the subsidies purposeful includes plenty types of decisions that is supposed to be executed in terms of flexible framework. Consequently, if the organization in charge does not own technical capacities, then the demonstrations and reconciliation of the private or non-professional sectors with the planned decisions will decrease the action speed of the economic reform plan.

The continuity and imperceptible action and frequent changes:

The plan for making the subsidies purposeful in line with the present legislation is a consecutive and gradual process and its target group (decimal and included income baskets will differ during the implementation process). The type and style of the subsidy payment (the amount of subsidies and the awarded purchasing ability and its payment permission will be different), will be under consecutive changes and transmissions, so the main responsible should be able to orientate with mentioned process.

To review feasibility of utilization of the present databases for the plan of making the subsidies purposeful:

Now, plenty of the ministries and organizations are interested to form database of the plan for making the subsidies purposeful within their organization. (But) the institutional inertia, craving in receipt of the financial resources and budget, deep interest for developing organ and increasing human resources, ... can be named as the parameters that makes the organizations and ministries, regardless of relevant technical subject, initiate for establishment of a database for the plan of making the subsidies purposeful. Among those, national statistics center and the organizations affiliate to the ministry of industries and mine, have presented great interest in this aspect. It seems that, the main responsible for the plan of making the subsidies purposeful should manage a logical division, based on the global experimental and scientific and following their native and legal duties, regardless of departmental view.

In the table 2, through an abridged and transient outlook, an analysis of the situation of the Iranian databases is described and concerning capacities and facilities of each of the lead agencies and organizations, we'll do our best to demonstrate that ministry of welfare and social security and the database of the comprehensive system of welfare and social security, should be considered as main responsible for the plan of making the subsidies purposeful and also mentioned database is the best place for integrating the data concerning the families and income decimal and meaningful distribution of the subsidies.

Table2: To review feasibility of utilization of the present databases for the plan of making the subsidies purposeful

	The Organization	Affiliated Agencies	Name of Database	The Output of Database	Concerns (Spec./ Problems)
1	Ministry of Interior	Org. of Cooperating with Municipalities	Urban Database	Citizenship Card	Lack of Comprehensiveness and Integrity of Data and Impossibility of People Localizing
		National Org. for Civil Registration	ID Code Database	ID Card	Mainly Used for Verifying Identity Data and Surveying Affairs Related to Death, Birth, Marriage and Divorce (Not Updated)
		National Org. for Civil Registration	National Intelligent Card Database	National Intelligence Card	It is in the stage of designing and will not be operated now or in close future
		The OTO (Fuel and	Data System and	Fuel Card	It is not updated and accurate and could only be used for the general

Table2: To review feasibility of utilization of the present databases for the plan of making the subsidies purposeful					
	The Organization	Affiliated Agencies	Name of Database	The Output of Database	Concerns (Spec./ Problems)
		Transport Org.)	Reservoir		
2	President Deputy Strategic Planning & Control	National Statistics Center	Statistics Database Head Counting	Public Head Counting	It is not updated and accurate and will not be based on the registered data and could not get implemented
				Head Counting and Invitation for the Plan of Making the Subsidies Purposeful	Data will not be updated and executive and could only be used for general estimate and identification of the target society and their geographical distribution, but it could not be used for the confirmation and engineering of people's needs
3	Judiciary Branch	National Org. for Docs & Estates Reg.	National Database of Docs & Estates	Electronic Ownership Documents	There is no comprehensive and available database and major part of the target group of the subsidies plan are excluded
4	Ministry of Finance and Economic Affairs	The Tax Org.	Database of the Income-Cost of Families	The Electronic File of the Taxpayers (Businessmen, Landlords,..)	There is no comprehensive and available database and major part of the target group of the subsidies plan are excluding the taxpayers
		The Privatization Org.	Database of the Justice Equities	Recipients of the Justice Equities	One of the newest and most updated systems and databases that could be used in the subsidies plan, but does not include a technical and subject oriented organization for the subsidies plan and it has been fully affiliated to the relevant ministries, especially ministry of welfare and social security, for implementing
5	Central Bank	The National Banking System (Private-State), Offices & Branches	Banking System and due Database (SHETAB Project)	POS/ATM Bank Account Notebook	It holds banking, financial and economic approach and concerning centralization on the customer, there is no expectation of any social function and can only act as agent of the organization in charge of the plan of making the subsidies purposeful
6	Ministry of Labor and Social Affairs	Data Center of the Employment Market	Database of Quick Return Firms	Labor Identity	It is based on the information of the social security organization and is switched to the recipients of facilities

Table2: To review feasibility of utilization of the present databases for the plan of making the subsidies purposeful					
	The Organization	Affiliated Agencies	Name of Database	The Output of Database	Concerns (Spec./ Problems)
7	Ministry of ICT	Post Company	Owners of Geographic and Position Standing	Postal Code	Is not creditable, valid or connected in an updated manner with the ID No.
		Stationary and Mobile Phones Systems	Owners of Telephone	Tel. No.	Holding Approach of Telephone Customer
		National Data Portals and Databases			Regardless of providing communication infrastructures required for the plan, can collaborated but does not hold enough capacity of national data
8	Ministry of Housing and Urban Affairs	Bank of Information of Building	Owners of Houses	Building Information	Doesn't include concentrated, updated and integrated data
	Housing Foundation				

15. The Capacities and Potential Capabilities of Ministry of Welfare and Social Security for Implementation of the Plan of Making the Subsidies Purposeful

As it was considered in the table 2, none of the databases within other organizations, do not have potential or available abilities for implementation of the plan of making the subsidies purposeful and only the database of comprehensive system of welfare and social security, include operative, registered and updated information concerning all families. Also, ministry of welfare and social security and its affiliated organizations, through below description, possess required executive and managerial mechanism and organization within the whole country for implementation of the plan of making the subsidies purposeful, as a technical and subject oriented reference.

Table3: The Capacities and Potential Capabilities of Ministry of Welfare and Social Security for Implementation of the Plan of Making the Subsidies Purposeful		
The Ministry Headquarter	Deputy for Making the Subsidies Purposeful	Involvement in the economic reform plan and centrality in providing road map or a policy package concerning the project of making the subsidies purposeful
	Technical and Subject Oriented Deputies and Offices	The understanding and technical inclusion in the framework of the plan of making the subsidies purposeful and readiness for collaboration in composition of its road map and policy package
	Deputy for develop. of Management and Parliament (IT Office)	The comprehensive database of social security and subsidiary measures (report producer, data processing, service portal and ministry information)
The Ministry Subsidiaries	The Social Security Organization	Over one thousand provincial and implementation units including main, subsidiary and agency owning the technical staff and ITC infrastructures and database of over Thirty Million people
	The Organization of Medical Insurance Services	Including an extensive network of the executive and provincial departments, composed of offices and agencies with technical staff and ICT infrastructures and databases over Thirty Five million people and the experience of implementation of huge plants of public treatment insurance card for year 1373 and the treatment insurance notebook for year 1383
	The Civil Retirement Organization	Including a network of agencies all over the country (accountants and book keepers of ministry, organizations and state companies) together with agent institutes with expert staff, ICT infrastructures and database of the government employees and pensioners
	Social Insurance Fund for Villagers & Tribal	Including an extensive network with over 3200 agencies in the villages and tribal residence
	The Welfare Organization	Owning an extensive network with over 5000 executive provincial departments, covering major part of the target society of the subsidies plan, including required technical staff and ICT infrastructures in the framework of headquarter and provinces
Cooperating Organizations and Agencies	The Relief Foundation	Including an extensive network for collecting public offerings and granting people's faints to the poor and disadvantage stratum in far regions
	The Armed Forces Social Security Org.	Including all the employed and retired staff of the armed forces and their family
	The Particular Social Insurances Funds	Including the employed and retired staff and their family members, concerning some ministries and organizations and economic firms like municipalities, banks, insurances, medias,... that are working in the framework of particular social insurer funds

16. The Overall stages of the Plan for Making the Subsidies Purposeful

The plan for making the subsidies purposeful is a technical, consecutive and gradual process during which, after initial stages and concerning the changes in the state economic indexes and family aspects and following implementation of job developing, making powerful, ... some people get out of the group of subsidies recipients and following certain economic and population changes, some new people are added to the list of people who receive subsidies.

However, coming on the final stages of the low income decimal and certain social strata and groups (disabled people, special diseased, street left people, ..) will receive continuous subsidies.

1. The people included in the plan for making the subsidies purposeful in the whole society (inland/ outland Iranians, foreign people, ...) opening the account for all people

2. All the income decimal, all the participants in the invitation of head counting and opening of the account for making the subsidies purposeful for the participants in the plan (It is assumed that the people who have not participated in the plan, are not part of the target group)

3. The parted families who are rightful for receipt of subsidies in first stage of the subsidy plan and identification of the qualified people to receive the subsidies and blocking the accounts (in this stage, the caretaker of the plan for making the subsidies purposeful will review the auditory of received data comparing to other databases and attending to the complaints and feedback of first stage of the plan, to identify the rightful people for the second stage)

4. The families rightful for receipt of second stage of subsidies and cancelling suspension from the people account and the possibility of taking money from the account (in this stage, the caretaker for the plan of making the subsidies purposeful will chase the access-less groups, deprived of equal opportunities and the target group and strata for particular supportive services)

5. To identify the families qualified for receiving subsidies of second stage and cancelling suspension on the people's account and the possibility to detect persons qualified of receiving/ or the account blockage (In this stage, the caretaker of the plan for making the subsidies purposeful will inspect received information comparing to the data recorded in similar bases)

Namely, through utilizing ID code or a new serial number with at least 10 digits (as a unit earmark) under title of number of welfare and social security (the number belonging to the file of social subsidies or welfare and social organization) that is considered as a main necessity for organizing the subsidies, the relation between the comprehensive system of social security database (or the database for the organization of making the subsidies purposeful) with the justice equities database (the main tax payer including the businessmen, landlords, ...), the passport organization database (overseas trips), the database for the firms registry and the moral property, the database for assistances and the facilities for employment, the database of the housing facilities, the plan called as MEHR for housing facilities and the interest-free banking systems, ... has been established and the outcome resources through the screening projects and active needful findings, will be surveyed and observed and will be the criteria for next stages of subsidies payment.

Thus, through invitation and head counting of IRAN statistics center (assuming that the excluded participants don't need any subsidies) and interrelation of database of the subsidies plan with the database of comprehensive system of social security and registered document in the organization, insurance funds, supportive and assisting (assuming that there is more possibility that these people would require subsidies) and other needful people who have not participated in the invitation, because of lack of access or knowledge and in next stage, through the registered data transfer with the superior, equal and inferior (assuming that the landlords and house owners, car owners, people who travel abroad, ..., receivers of the justice equities, quick return and housing, land and MEHR facilities loans, enjoy higher style of life and do not need subsidies) the accessed data in the invitation, will be assessed and some of the possessed people will be omitted and finally, through utilizing the projects of active searching for needful people and also screening in regards to certain target groups (obsoletes, street left people, ...), the whole plan will be implemented and finally through management and organizing needful families, target groups and stratum through active intervening of the Imam Khomeini relief foundation and the welfare organization, the continuity of subsidies payment to the needful stratum and groups will be guaranteed.

17. Conclusion

The analyze of plans and supportive programs implemented during past three decades in Iran, demonstrates that lack of centered and technical responsible and poor access to the registered, updated, concentrated and integrated data, is estimated as Achilles stern of this plan. Thus, despite allocating a major part of financial resources and public budget to the scope of welfare and social security, now the class separation has been extended and deepened and a huge injustice and partiality in usage of public resources, is considered and through unjustly wealth distribution, a considerable part of the society will be entangled to poverty and deprivation. Non-presence and efficient function of the comprehensive system of welfare and social security and lack of a well-rounded database, has caused:

- Allocation of resources based on the equal per capital portions, regardless of style and number of people
- Allocation of resources based on the statistics in an annual and gradual system, or on a head counting and sampling procedure, would be managed (Losing resources and expansion of the government organ)
- The non purposeful distribution of subsidies or even negative distribution of subsidies (the rich attain more that the poor)
- The overlap and privilege of non qualified people from the services, would happen
- The repeating and intervening of obligations and activities and establishment of extra and parallel organ
- Availability of uncovered needful people (non comprehensiveness services)
- Deprivation of certain part of the uncovered society (insurance or supportive) from some part of required services (non comprehensiveness of services)
- Non suitability of the insurance and supportive services with the style and measure of people's needs (non sufficiency of services)
-

Now that the Iranian government has planned to move towards making the subsidies purposeful, it should be done through the comprehensive system of welfare and social security and based on the registered and operative data of the activity of the insurance and supportive organizations, because all the society's people, at least once per month, will make certain collaboration with the database of comprehensive system of welfare and social security and the mentioned database is updated, concentrated and integrated.

The economic reform plan (The alteration in the banking, tax and duties, commerce insurances, customs, tariffs, possessing, subsidies systems) will make great ordinal and transmission effects on the social, live hood and economic effects of the Iranian families and within, the plan for alteration of the subsidies payment that has been referred to as the plan for making the subsidies purposeful, will make greatest effect on the scope of welfare and social security.

Regardless of the resistances against implementation of this great economy surgery (cause of organizational inertia, the economic connection, the inefficient system of management and production that is used consume the subsidies and compensating the inefficiencies from its stand, unwilling to establishing a competitive system in economy), some efforts from the ministries of economic,.. Statistics center, central bank ... is done to demonstrate them as the main responsible for the plan of making the subsidies purposeful. In this article, we have done our best to show the logical reasons for active presence of ministry of welfare and social security and the supportive and insurer organizations in the plan of making the subsidies purposeful.

However, concerning the delays in implementation and approval of the law of comprehensive system of welfare and social security and establishment of the ministry of welfare and social security and also delays of said ministry in submitting the plan of making the subsidies purposeful and initiative of other organizations in this aspect, the invitation stage of people for achievement of economic and life hood data from the data center has been done. Namely, after few months of the previous invitation, cause of non updating said database, new invitation has been done that requires huge time and cost, while, if the job was done through database of comprehensive system of welfare and social security, updating the information in a consecutive manner and based on the registered and operative data, without consuming huge time and energy, would be done. While, now through formation of the organization for making the subsidies purposeful inside ministry of welfare and social security, it is hoped that the process evolution would be done completely and the plan for making the subsidies purposeful, will be done in its real position, i.e. the comprehensive system of welfare and social security.