

REPUBLIC OF LEBANON

Public Administration Country Profile

Division for Public Administration and Development Management (DPADM)
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LEBANON

[Click here](#) for map of Western Asia



Source: [The World Factbook - Lebanon](#)

Prime Minister Rafik Hariri, who won convincingly in the September 2000 parliamentary elections and headed a government with economic reform a high priority, emerged from a government reshuffle in April 2003 with a new council of ministers, faced with the challenge of revitalizing the economy and reducing the crippling public debt.

Confessionalism is central to Lebanon's political system, with a careful balance maintained between the 18 different sectarian groups in parliament and in the civil administration. The 1989 Ta'if Accord ending the 16 year civil war calls for a Christian president, Sunni prime minister, and Shia speaker of the parliament. It sets equal numbers of Christians and Muslims in the 128 seat assembly, though Muslims are now thought to number 55% of the total population of four millions.

Parliamentary elections since the end of the civil war (1992, 1996, 2000, the next in 2005) have been relatively free of violence and intimidation, and have helped in the restoration of Lebanon's democratic foundation.

Source: [European Commission - Political Situation](#)

Government type

Republic

Independence

22 November 1943 (from League of Nations mandate under French administration)

Constitution

23 May 1926, amended several times, most recently Charter of Lebanese National Reconciliation (Ta'if Accord) of October 1989 ([click here](#))

Legal system

Mixture of Ottoman law, canon law, Napoleonic code, and civil law; no judicial review of legislative acts; has not accepted compulsory International Court of Justice jurisdiction

Administrative divisions

6 governorates - Beyrouth, Beqaa, Liban-Nord, Liban-Sud, Mont-Liban, Nabatiye

Source: [The World Factbook - Lebanon](#)

1. General Information

1.1 People	Lebanon	Jordan	Syria	1
Population				a
Total estimated population (,000), 2003	3,652	5,473	17,799	
Female estimated population (,000), 2003	1,862	2,624	8,828	
Male estimated population (,000), 2003	1,790	2,849	8,971	
Sex ratio (males per 100 females), 2003	96	109	102	
Average annual rate of change of pop. (%), 2000-2005	1.56	2.66	2.38	
Youth and Elderly Population				b
Total population under age 15 (%), 2003	29	38	37	
Female population aged 60+ (%), 2003	9	5	5	
Male population aged 60+ (%), 2003	8	5	4	
Human Settlements				c
Urban population (%), 2001	90	79	52	
Rural population (%), 2001	10	21	48	
Urban average annual rate of change in pop. (%), '00-'05	1.88	2.96	3.25	
Rural average annual rate of change in pop/ (%), '00-'05	-1.55	2.19	1.78	
Education				d
Total school life expectancy, 1998/1999	12.8	12.3 ⁱ	9	1
Female school life expectancy, 1998/1999	13	12.6 ⁱ	..	1
Male school life expectancy, 1998/1999	12.7	12 ⁱ	..	1
Female estimated adult (15+) illiteracy rate (%), 2000	19.7	15.7 ⁱⁱ	39.6	2
Male estimated adult (15+) illiteracy rate (%), 2000	7.9	5.1 ⁱⁱ	11.7	2
Employment				e
Unemployment rate (15+) (%), 2001	11.2	1
Female adult (+15) economic activity rate (%), 2001	..	13 ⁱⁱⁱ	21 ^{iv}	2
Male adult (+15) economic activity rate (%), 2001	..	73 ⁱⁱⁱ	83 ^{iv}	2

Notes: ⁱ 1999/2000; ⁱⁱ 1991; ⁱⁱⁱ 1993, Excluding armed forces; ^{iv} Excluding armed forces

1.2 Economy	Lebanon	Jordan	Syria	2
GDP				a
GDP total (millions US\$), 2002	17,294	9,296	21,872	
GDP per capita (US\$), 2002	3,894	1,798	1,286	
PPP GDP total (millions int. US\$), 2002	18,845	21,233	57,563	
PPP GDP per capita(int. US\$), 2002	4,243	4,106	3,385	
Sectors				b
Value added in agriculture (% of GDP), 2003	12.2	26.0	23.5	
Value added in industry (% of GDP), 2003	20.0	71.8	28.6	
Value added in services (% of GDP), 2003	67.7	44.5	48.0	
Miscellaneous				c
GDP implicit price deflator (annual % growth), 2003	1.3	1.9	5.1	
Private consumption (% of GDP), 2003	96.1	79.7	58.5	
Government consumption (% of GDP), 2003	12.8	23.2	10.7	

Notes:

¹ [United Nations Statistics Division](#):

^a [Statistics Division and Population Division of the UN Secretariat](#); ^b [Statistics Division and Population Division of the UN Secretariat](#); ^c [Population Division of the UN Secretariat](#); ^{d1} [UNESCO](#); ^{d2} [UNESCO](#); ^{e1} [ILO](#); ^{e2} [ILO/OECD](#)

² [World Bank - Data and Statistics](#):

^a [Quick Reference Tables](#); ^b [Data Profile Tables](#); ^c [Country at a Glance](#)

1.3 Public Spending	Lebanon	Jordan	Syria	
Public expenditures				3
Education (% of GNP), 1985-1987	..	6.8	4.8	a
Education (% of GNP), 1995-1997	2.5 ¹	7.9	4.2	a
Health (% of GDP), 1990	..	3.6	0.4	
Health (% of GDP), 1998	2.2	3.6	0.9	
Military (% of GDP), 1990	5	11.1	6.9	b
Military (% of GDP), 2000	3.6	9.5	5.5	b
Total debt service (% of GDP), 1990	3.5	15.5	9.7	
Total debt service (% of GDP), 2000	11	8	2	

Notes: ¹ Data refer to the ministry of education only

1.4 Public Sector Employment and Wages						
<i>Data from the latest year available</i>		Lebanon 1991-1995	Lebanon 1996-2000	Middle East & North Africa average ⁴ 1996-2000	Non-Gulf States average ⁴ 1996-2000	Middle income group average ⁴ 1996-2000
Employment						
Civilian Central Government ⁵	(,000)	7.0	10.2			
	(% pop.)	0.18	0.24	0.65	0.65	0.59
Sub-national Government ⁵	(,000)	10.0	1.1			
	(% pop.)	0.25	0.03	0.65	0.65	0.59
Education employees	(,000)	32.0	32.2			
	(% pop.)	0.81	0.76	0.96	0.97	1.20
Health employees	(,000)	3.0	2.6			
	(% pop.)	0.08	0.06	0.20	0.21	0.70
Police	(,000)	..	13.0			
	(% pop.)	..	0.31	0.37	0.26	0.30
Armed forces	(,000)	44.0	55.1			
	(% pop.)	1.10	1.31	0.91	0.86	0.46
SOE Employees	(,000)	8.0	4.7			
	(% pop.)	0.20	0.11	2.67	1.04	3.61
Total Public Employment	(,000)	104.0	118.9			
	(% pop.)	2.63	2.83	6.26	6.26	6.05
Wages						
Total Central gov't wage bill	(% of GDP)	1.5	7.0	11.1	10.5	8.5
Total Central gov't wage bill	(% of exp)	21.2	22.6	32.6	29.3	21.6
Average gov't wage	(,000 LCU)			
Real ave. gov't wage ('97 price)	(,000 LCU)			
Average gov't wage to per capita GDP ratio		7.9	..		2.4	2.4

Source: World Bank - Public Sector Employment and Wages

³ UNDP - Human Development Report 2002

^a Data refer to total public expenditure on education, including current and capital expenditures.

^b As a result of a number of limitations in the data, comparisons of military expenditure data over time and across countries should be made with caution. For detailed notes on the data see SIPRI (2001).

⁴ Averages for regions and sub regions are only generated if data is available for at least 35% of the countries in that region or sub region.

⁵ Excluding education, health and police – if available (view [Country Sources](#) for further explanations).

2. Legal Structure

The Arab-brokered Ta'if Accord ending the 1975-1991 civil war distributed power between a 'triumvirate' of the President of the Republic (Maronite Christian), the prime minister as Head of Government (Sunni), and the Speaker of the Parliament (Shi'ite).

Source: [European Commission - Country Strategy Paper 2002-2006](#)

The Constitution of 1990 declares that Lebanon is a republic with a multiparty system based on multiple religious groups. The Constitution contains the principles of separation of powers and balance and cooperation among the three branches of government.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Lebanon: Constitution](#)

2.1 Legislative Branch

Unicameral National Assembly or *Majlis Alnuwab* (Arabic) or *Assemblée Nationale* (French) (128 seats; members elected by popular vote on the basis of sectarian proportional representation to serve four-year terms).⁶

women in parliament: 3 out of 128 seats: (2%).⁷

Lebanon has a unicameral, 128-member Chamber of Deputies (Majlis al-Nuwwab), elected for a four-year term of office by universal suffrage. The seats in the parliament are allocated equally between the Christians and the Muslims, proportionately between the communities of the two groups, and proportionately between regions. Confessional allegiances crosscut party allegiances.

The Lebanese parliament has the powers of legislation and oversight. It convenes every year in two ordinary sessions for two and a half months (March and October). The parliamentary by-laws specify that the Parliamentary Bureau Board consists of the speaker, the deputy speaker, two secretaries, and three commissioners.

As soon as the draft laws, propositions and other legislative matters reach the Parliamentary Bureau, the speaker sends them to the appropriate specialized committees, unless the rules stipulate that they should be examined by the parliament first. The committee meetings, agenda, and minutes are secret, unless decided otherwise by the committee. Reports prepared by the committee are sent to the Parliamentary Bureau to be added to the general parliamentary agenda.

The initiative for laws belongs to the Chamber of Deputies and the Council of Ministers. Any law must first be passed by the Chamber of Deputies. Before putting the whole draft law or proposal of law to the vote, the parliament has the right to return it to the committee that has studied it, to another committee or to a joint committee to reconsider it. If parliament passes the law by a majority, the law is

Fact box:

elections: Last held 27 in four rounds on 29 May, 5, 12, 19 June 2005 (next to be held 2009)

election results: seats by group - Future Movement Bloc 36; Democratic Gathering 15; Development and Resistance Bloc 15; Loyalty to the Resistance 14; Free Patriotic Movement 14; Lebanese Forces 6; Qornet Shewan 5; Popular Bloc 4; Tripoli Independent Bloc 3; Syrian National Socialist Party 2; Kataeb Reform Movement 2; Tachnaq Party 2; others 5; independent 5.

⁶ Source of fact boxes if nothing else stated: [The World Factbook - Lebanon](#)

⁷ [Inter-Parliamentary Union - Women in National Parliaments](#)

then referred to the Council of Ministers. The prime minister and concerned ministers must sign the law and refer it to the president in order for the law to be promulgated and published in the Official Gazette. The president may refer the law back to parliament for reconsideration. If the parliament passes the law again by an absolute majority of its members, it becomes law.

A quorum of two-thirds and a majority of vote are required for votes on constitutional issues. When the Assembly chooses the president of the republic or the parliamentary secretaries, or when the president is accused of treason or of violating the constitution, secret voting takes place and a two-thirds majority is needed for a proposal to be adopted.

The parliament's mandate may be terminated by a two-thirds majority vote of its entire membership. The president of the republic may request the Council of Ministers to dissolve the parliament before the expiry of its mandate. If the Council of Ministers agrees, the president of the republic issues the decree of dissolution. New elections must follow within three months of dissolution.

Source: [UNDP \(Programme on Governance in the Arab Region\)](#) - [Lebanon: Legislature](#)

2.2 Executive Branch

cabinet: Cabinet chosen by the prime minister in consultation with the president and members of the National Assembly

elections: President elected by the National Assembly for a six-year term; election last held 15 October 1998 (next to be held 2007); prime minister and deputy prime minister appointed by the president in consultation with the National Assembly; by custom, the president is a Maronite Christian, the prime minister is a Sunni Muslim, and the speaker of the legislature is a Shi'a Muslim

The president is the head of state and the prime minister, also called the President of the Council of Ministers, is the head of government. The president who must be a Christian Maronite is elected by the National Assembly by a two-thirds majority for a six-year term. If no candidates are able to meet the two-thirds majority requirement in the first round of voting, voting proceeds to the second round. In this round, an absolute majority suffices to elect the president.⁸ The President normally may not stand for re-election until six years after the end of his mandate. The Lebanese parliament, however, amended the constitution on September 3, 2004 to extend the incumbent president's term exceptionally for an additional three years.

Fact box:

chief of state: President Emile LAHUD (since 24 November 1998); on 3 September 2004 Parliament voted 96 to 29 to extend Emile LAHUD's six-year term by three years.

head of government: Prime Minister Fuad SINIORA (since 30 June 2005); Deputy Prime Minister Elias MURR (since April 2005)

The president of the Republic presides over the Higher Defense Council and is the supreme head of the armed forces. The president also presides over the Council of Ministers when he so wishes, without participating in a vote, and he may convene the Council of Ministers in emergency meetings. The president appoints the prime minister, in consultation with the speaker of the parliament, and transmits the draft laws, which are presented to him by the Council of Ministers, to the parliament.

Article 54 of the Constitution stipulates that every act of the president must be countersigned by the prime minister or by the relevant minister. The only exceptions are the decree appointing the prime minister and the decree accepting the

⁸ [UNDP \(Programme on Governance in the Arab Region\)](#) - [Lebanon: Elections](#)

resignation of the government. The president may negotiate and ratify international treaties, but they also require the signature of the prime minister.

The President of the Republic promulgates laws within one month following the communication to the government that the law has passed. He may also issue decrees and request their publication. He has the right to request the Council of Ministers to reconsider its decisions. The Council of Ministers has the final word, but the president may require one additional debate regarding a law that has already been passed.

The prime minister chooses his ministers, in consultation with the president of the Republic and the members of the National Assembly. The president, in consultation with the National Assembly, appoints the prime minister and the deputy prime minister. Ministers may be selected from within the parliament or outside of it. The initiative for laws belongs to the National Assembly and the Council of Ministers.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Lebanon: Constitution](#)

2.3 Judiciary Branch

Four Courts of Cassation (three courts for civil and commercial cases and one court for criminal cases); Constitutional Council (called for in Ta'if Accord - rules on constitutionality of laws); Supreme Council (hears charges against the president and prime minister as needed).

Article 20 of the Lebanese Constitution guarantees that the judiciary is founded as an independent entity, subject only to the law. Decree Law No. 7855 of 1961, which is known as the Judicial Organization Law, governs the structure and function of the judiciary.

The legal system is governed by a series of specialized codes of law. These include the Code of Obligations and Contracts of 1932, which is the primary source for civil law; the Code of Civil Procedure, contained in Decree Law No. 90 of 1983; the Code of Commerce of 1942; the Penal Code, originally formulated in Decree Law No. 340 of 1943; and the Code of Criminal Procedure.

The Supreme Judicial Council, headed by the First President, or Chief Justice, of the Court of Cassation, is in charge of judicial appointments, transfers, training and disciplinary actions. Additional members of the Council include the Attorney General of the Court of Cassation, the head of and an inspector from the Judicial Inspection Board, and three justices appointed by decree who serve two-year appointments.

The judiciary is comprised of ordinary and exceptional courts. The ordinary courts are arranged in a hierarchy, and they are subdivided into criminal and civil departments. At the base of the structure are the Courts of First Instance. These Courts are organized into chambers of three judges each, although a single judge may adjudicate civil cases of lesser value and minor criminal cases. Judgments from the Courts of First Instance can be appealed to the Courts of Appeal, which have both appellate and original jurisdictions over felonies. There are six Courts of Appeal, one located in each district (Mohafazat). They are presided over by a First President, or Chief Judge, with supervisory and administrative duties, and comprise a Public Prosecution Department headed by an attorney general.

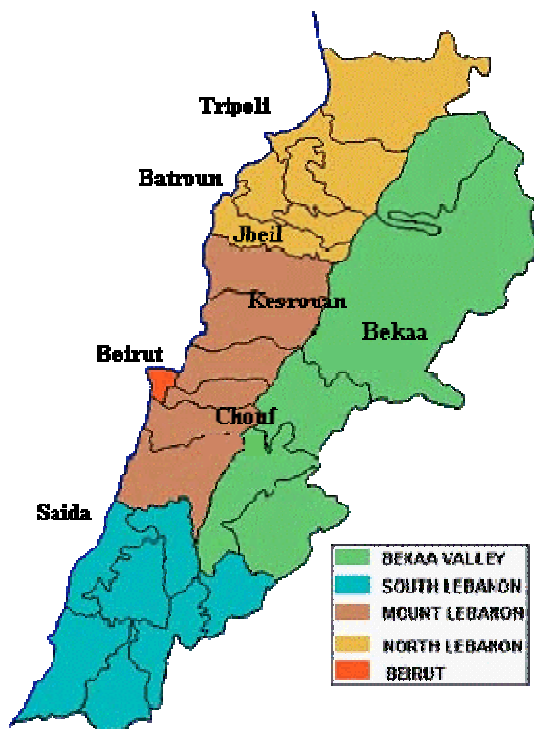
Decisions of the Courts of Appeal may be appealed to the Court of Cassation, or Supreme Court. This body, situated in Beirut, is presided over by a First President and also comprises a Public Prosecution Department. In addition to hearing appeals from the lower courts, the Court of Cassation adjudicates disputes between exceptional and ordinary courts, or between two types of exceptional courts.

The Constitutional Council, created in 1990, judges the constitutionality of governmental acts and adjudicates election disputes.

The Council of the State, established in 1924, is empowered to try disputes between individuals and the state. The Shari'a Courts, which settle matters of personal status, are divided into Sunni and Shi'a units. The Ecclesiastical Courts, composed of various Christian and Jewish divisions, settle matters of personal status for individuals from their respective communities. In addition, there are several other courts with specialized jurisdiction, including the Labor Court, Land Court, Customs Committee, Military Courts, and Juvenile Courts.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Lebanon: Judiciary](#)

2.4 Local Government



Source: [Civil Service Board](#)

Historically, Lebanon has had strong local governments and a commitment to decentralization. During the civil war, municipal governments lost much of their power and independence as decision-making became centralized and many public services were eliminated or privatized. The 1989 Ta'if Accord of National Reconciliation specified strengthened municipalities and administrative decentralization at the qada level and below.

In 1997, Law 118 was passed to increase municipal financial autonomy. Currently, municipalities receive funds from over 35 different sources, making local budgeting and finance difficult. Most of this funding comes from fees and tariffs collected by the municipalities; taxes collected by the central government for municipalities, fees collected by private institutions that are transferred to municipalities, and tariffs and fees collected by the central government and then transferred to local institutions.

onal funds for local development projects will be available through the Independent Municipal Fund under the Ministry of Finance.

Political support within the central government for decentralization is uncertain. The Ministry of Municipal and Rural Affairs supports reform, but no cabinet or parliamentary consensus has developed yet.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Lebanon: Decentralization](#)

3. The State and Civil Society

3.1 Ombudsperson

The Presidential Complaints' Office was set up directly by president Lahoud to receive and speedily process complaints by citizens. In the first three months of operation the office of complaints handled successfully more than 2200 complaints out of 3250 received. The number of complaints was as high as 850 complaints per day in the first few days of operation. Seventy-five percent of complaints were against public sector institutions. (Dailystar, Nafez Kawas, 8/3/99). The staff handles the complaints directly by referring them to the appropriate public institution or ministry - either to the Minister or director general concerned - and follows up on them until their resolution. The staff also screens complaints and weeds out the frivolous or baseless before forwarding them to the concerned authorities.

By September 1999, less than a year after its establishment, the Complaints' office had processed 7791 complaints of which 3928 were successfully solved. (Dailystar, Munira Khayyat, 18/9/99). In a recent talk with the chief of the Complaints Office, the success rate remains at 48-49% and the office by mid January 2000 had processed more than 10,000 complaints. The office does not accept complaints on legal or judicial problems, unless the complaint has to do with the judge directly. Around 25-30% of the complaints have to do with cases of corruption, with the Ministry of Interior getting the highest number of complaints. Among the problems the office runs through are political cover that some government employees enjoy rendering untouchable; old legislation and institutional bottlenecks; and too much bribery of government employees resulting from direct contacts with citizens. (Colonel Kamal Menassah with author, 26/1/00).

Some observers have considered the office of complaints to be akin to an ombudsman office, or at least to be the nucleus for a future ombudsman office in Lebanon. There are similarities between an Ombudsman's Office and the Presidential Complaints Office, considering that the infrastructure for an Ombudsman in Lebanon is still absent. There are however, some shortcomings to the Office in Baabda. First there is a lack of complete transparency in the office activities, and if the staff speaks to journalists they do so on anonymous basis. The mechanisms of operations of the office remain unclear. Furthermore, the office is overseen by military officers and thus does not enjoy a civilian structure. More importantly, the office of complaints does not derive a constitutional or legal legitimacy which it must do in order to enhance the public's confidence in it.

Source: [Transparency-Lebanon - The Official Campaign against Corruption in Lebanon \(2000\)](#)

3.2 NGOs

Some of Lebanon's social welfare associations date back to the nineteenth century, and many of them are non-confessional or multi-confessional. They not only survived the civil war but also flourished, filling the vacuum of state authority and compensating for the breakdown of public services. Of the 300 significant NGOs based in Beirut, some fifty are relatively large, with staffs of over 10 and branches and activities throughout the country. Another interesting development has been the rise of family and local "communal" associations that are of long standing in Lebanon and grew larger and stronger during the war, as they moved to meet pressing humanitarian needs. In Beirut alone there are some 300 registered family associations and 60 neighborhood associations, and the government has fitted many of them into its patronage structure.

The Lebanese NGO Forum works in a variety of fields including humanitarian social work, upholding the rights of underprivileged and vulnerable groups, coordinating the efforts of humanitarian NGOs in the country, collaborating with state institutions and complementing their activities, and cooperating with UN agencies and foreign and voluntary humanitarian associations. The Collective of Lebanese Voluntary NGOs also works to coordinate social development work within the country. In doing so, it assists private civil associations, contributes to Lebanese legislation, assists with humanitarian organizations, represents its members before public, national, and international authorities, and establishes a civic forum for development.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Lebanon: Civil Society](#)

3.3 Civil Society

Article 13 of the National Constitution guarantees freedom of meetings and freedom of association within the framework of the law. The special law of 1909 issued by the Ottoman authorities still regulates the formation of associations, requiring only that they inform the Ministry of the Interior of their existence and internal structure.

There are differences both between and among Muslim and Christian parties regarding the role of religion in state affairs. There is a very high degree of political activism among religious leaders across the sectarian spectrum. The interplay for position and power among the religious, political, and party leaders and groups produces a political tapestry of extraordinary complexity.

Some 1100 associations were registered with the Ministry in Beirut alone in 1999. Many of them are sectarian in nature, reflecting Lebanon's division into nineteen officially recognized religious communities. The six or seven major Christian, Druze, and Muslim communities, coupled with the Armenian Christians, offered many of the material resources for organizing Lebanon's rich associational life. Each sect in a sense projects its own civil society, but there are also many professional associations and environmental, advocacy, and women's groups that cross confessional lines and favor the integration of a national Lebanese civil society, as do some of the media.

Professional associations, in particular the trade unions, and women's organizations were particularly active in staging demonstrations against the guerrilla warfare and urban terrorism that was destroying Lebanon's civil society from 1975 to 1990. The professional sector consists of some 200 sectoral workers and employees associations, over 50 owners and business associations, and the syndicates for lawyers, engineers, journalists, accountants and the like that are especially influential in Lebanon as in many other Arab countries. Professional umbrella organizations include the International Chamber of Commerce in Lebanon, the Beirut Chamber of Commerce and Industry, and the Association of Lebanese Industrialists. The Confederation of General Workers of Lebanon (CGTL) is the main trade union federation.

Article 13 of the National Constitution provides for freedom of the press. The Ta'if Accords mandate that "all audio-visual and printed media conform with the ... principle of responsible freedom". The Lebanese media remain rich and varied despite the government decision in 1996 to drastically reduce the number of television stations, some fifty of which had proliferated in the context of the civil war. Six major television stations and over 40 radio stations survive, along with eight major Arabic daily newspapers available online and a variety of others, including English and French language publications. An-Nahar and Al-Safir enjoy a regional as well as local readership, as does The Daily Star.

Source: [UNDP \(Programme on Governance in the Arab Region\) - Lebanon: Civil Society](#)

4. Civil Service

The Office of the Minister of State for Administrative Reform (OMSAR) was established in 1993 with the aim of improving the performance of the public sector and reduces its cost in line with on-going national efforts to control the budget deficit and reduce the debt burden.

Source: [UNDP SURF-AS - The UNDP Role in Public Administration Reforms \(6/2003\) In the Arab Region](#)

4.1 Legal basis

Article 12 of the [Constitution](#) states that every Lebanese has the right to hold public office, and that access to such positions is always made on the basis on merit and competence. The Legislative Decree No. 112/59 (Public Sector Staff Regulations) regulates conditions of employment of persons in the public sector.

[International Labour Organization - Public Sector Staff Regulations](#)

The Civil Service Board (CSB) was established by Legislative Decree 114/59. Its organization and functions are stated in Decree 8337/61. The CSB handles issues related to civil servants, part-timers (on contract) and full-timers in the majority of administrations and departments of the public sector, and major municipalities. Namely, it sets conditions for hiring and appointment, promotion, remuneration, transfer, dismissal, as well as other employees' issues. It also provides essential training to maintain and improve the performance of employees.

At the same time, the CSB is in charge of continuous maintenance of the organizational structure of the public sector and major municipalities under its jurisdiction. Based on the contemporary needs of the public sector, it is currently (2003) in the process of updating the overall scheme that regulates civil servants' functions.

[International Labour Organization - Civil Service Board \(CSB\)](#)

4.2 Recruitment

There are a large number of vacancies in the classified civil service. It is estimated that 10,000 positions out of a total of 22,000 are now vacant.

Applicants are still keen to join the government because of the prestige and security of tenure that a civil service job guarantees. The many temporary and daily workers, in particular, who are mostly not recruited according to merit standards, are often of very poor quality and find themselves employed in the lower ranks of the civil service. There are many indications that there is significant overstaffing in those ranks and of a weakening of the role of merit in matters of recruitment, mobility and staff careers.

Source: [Office of the Minister of State for Adm. Reform - Strategy for the Reform and Dev. of the PA \(2001\) \(edited\)](#)

Lebanon has earlier tried to improve their personnel at an acceptable fiscal cost through special arrangements for hiring high-level contractual employees with the allocation of contractual posts decided at high levels and each appointment cleared personally by the top executive.

Source: [World Bank - Reforming the Civil Service \(1996\)](#)

However, in general the recruitment and testing system is outdated and cannot reliably help in detecting necessary skills and abilities in various jobs, especially in the absence of a job description and classification system.

Source: [Office of the Minister of State for Adm. Reform - Strategy for the Reform and Dev. of the PA \(2001\) \(edited\)](#)

4.3 Promotion

The Lebanese Civil Service is made up of five grades; Grade One is the highest. Grades are divided into steps, and each employee receives an automatic step every two years, which serves as a salary increment and an advancement step within his grade.

Source: [American University of Beirut - Accountability of Lebanese Civil Servants \(1997\)](#)

There are indications that the shortage is acute in the upper ranks of the civil service, which include junior, middle and upper management.

Source: [Office of the Minister of State for Adm. Reform - Strategy for the Reform and Dev. of the PA \(2001\) \(edited\)](#)

4.4 Remuneration

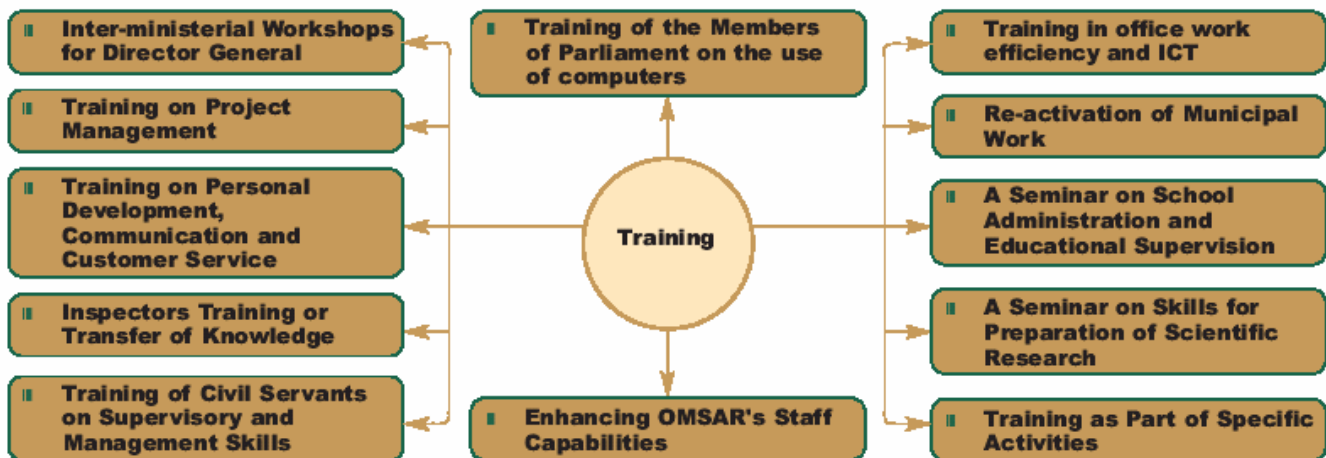
The fact that the private sector is able to offer much higher salaries have led serious shortages within the public administration of certain important skills, especially in engineering, scientific and information technology skills.

Source: [Office of the Minister of State for Adm. Reform - Strategy for the Reform and Dev. of the PA \(2001\) \(edited\)](#)

4.5 Training

Training programs for civil servants are outdated and of limited quality. They need a serious overhaul on the basis of a comprehensive study of training needs and priorities throughout the public administration.

Source: [Office of the Minister of State for Adm. Reform - Strategy for the Reform and Dev. of the PA \(2001\) \(edited\)](#)



OMSAR Project for 2001-2002. Source: [Office of the Minister of State for Adm. Reform - Annual Report 2002](#)

4.6 Gender

Legislative Decree No. 112/59 (Public Sector Staff Regulations) acknowledges and guarantees the right to equal remuneration for work of equal value for female and male workers.

[International Labour Organization - Public Sector Staff Regulations](#)

5. Ethics and Civil Service

5.1 Corruption

2003 CPI Score relates to perceptions of the degree of corruption as seen by business people and country analysts and ranges between 10 (highly clean) and 0 (highly corrupt).

Corruption Perceptions Index							
Rank	Country	2003 CPI Score	Surveys Used	Standard Deviation	High-Low Range	Number Inst.	90 percent confidence range
1	Highly clean	9.7	8	0.3	9.2 - 10.0	4	9.5 - 9.9
78	Lebanon	3.0	4	0.8	2.1 - 3.6	4	2.3 - 3.3
133	Highly corrupt	1.3	8	0.7	0.3 - 2.2	6	0.9 - 1.7

Source: [Transparency International - Corruption Perceptions Index 2003](#)

Surveys Used: Refers to the number of surveys that were used to assess a country's performance. 17 surveys were used and at least 3 surveys were required for a country to be included in the CPI.

Standard Deviation: Indicates differences in the values of the sources. Values below 0.5 indicate agreement, values between 0.5 and c. 0.9 indicate some agreement, while values equal or larger than 1 indicate disagreement.

High-Low Range: Provides the highest and lowest values of the sources.

Number Institutions: Refers to the number of independent institutions that assessed a country's performance. Since some institutions provided more than one survey.

90 percent confidence range: Provides a range of possible values of the CPI score. With 5 percent probability the score is above this range and with another 5 percent it is below.

Lebanon received a score of three out of ten and ranked at the position of 78 among the 133 ranked countries. This score reflects the impact of the numerous corruption cases on the Lebanese and international public opinion. In addition to red tape in the administration and the frequency of bribery, not resolving corruption cases, such as that in the ministry of agriculture, embezzlement in Al-Madina Bank, and accusations of mismanagement in the Electricité du Liban would negatively impact respondents' perceptions of corruption in Lebanon.

Source: [Lebanese Transparency Association - Lebanon on Transparency International's Corruption](#)

The corruption in the Lebanese administration has reached levels that calls for worry leading to lack of trust between the citizens and the public administration and constitutes a significant drain on the economy. The citizen does not view the public administration as an instrument for serving his needs and interests, and the behavior of the public administration does not reflect an awareness and understanding that the reason of its existence and its role is serving the society and responding to his needs.

Source: [Office of the Minister of State for Adm. Reform - Strategy for the Reform and Development of the PA \(2001\)](#) (edited)

According to the Anti-Corruption Initiative Report 1999, a study carried out by Information International, the prevailing feudal sectarianism is, by definition, opposed to a merit system and to the proper allocation of resources.

Source: [UN Office of Drugs and Crime - Lebanon Project](#)

5.2 Ethics

A code of conduct for civil servants identifies employees' general obligations toward the state, the confidentiality of their office, citizens, superiors and subordinates. It also outlines demands from the officeholder integrity, respect and transparency with respect to conflicts of interests. The code also identifies employees' rights.

On Feb. 14 2002, the Cabinet approved the text of the "code of conduct for civil servants" as proposed by Minister of State for Administrative Reform Fouad Saad, but the draft was not a legally binding document. According to Mr. Saad, the charters (the code of conduct and the earlier citizens' charter) are not laws and thus not binding to either the employee or the citizen, thus they are merely educational items and directives. Employee incentives based on merit and penalties for non-performance or unethical behavior are being worked on as a series of laws in Parliament and I expect portions of the current code of conduct to become law.

Dimitrios Sfikas, Office of the Minister of State for Administrative Reform's senior public administration expert, called the code an important step, but added the move "raises the question of enforcement". Sfikas also said the ministry was on the right track by developing a recruitment and promotion system based on merit.

Source: [Daily Star \(Lebanon Wire\) - Article \(4/2002\)](#)

6. e-Government

e-Government Readiness Index:

The index refers to the generic capacity or aptitude of the public sector to use ICT for encapsulating in public services and deploying to the public, high quality information (explicit knowledge) and effective communication tools that support human development.

The index is comprised of three sub-indices: Web Measure Index, Telecommunications Infrastructure Index and Human Capital Index.

Web Measure Index:

A scale based on progressively sophisticated web services present. Coverage and sophistication of state-provided e-service and e-product availability correspond to a numerical classification.

Telecommunications Infrastructure Index:

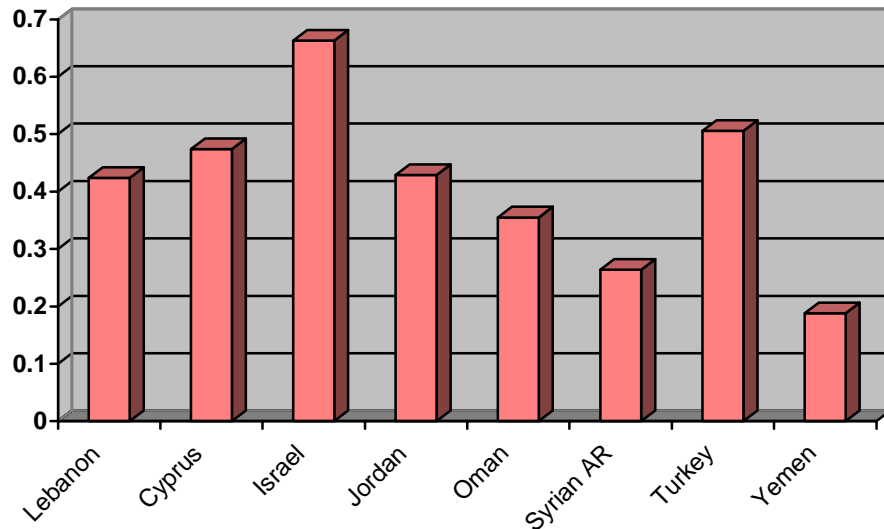
A composite, weighted average index of six primary indices, based on basic infrastructural indicators that define a country's ICT infrastructure capacity.

Primary indicators are: PC's, Internet users, online population and Mobile phones. Secondary indicators are TVs and telephone lines.

Human Capital Index:

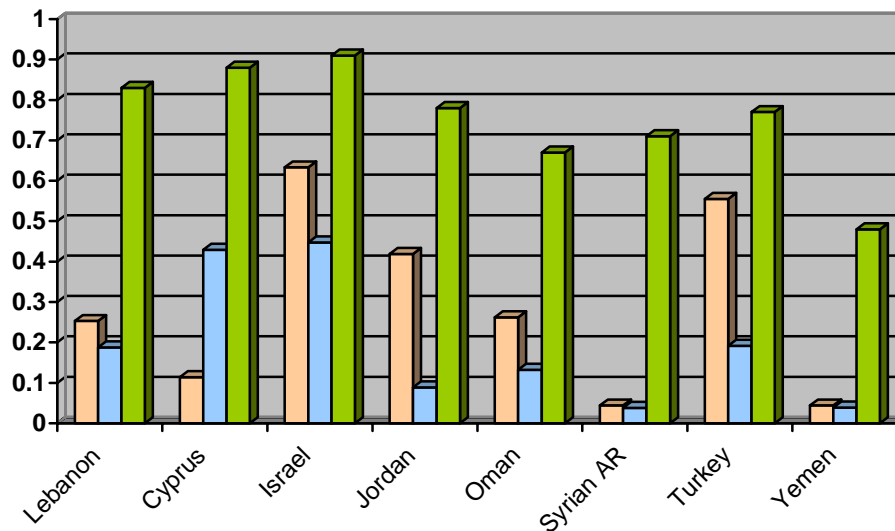
A composite of the adult literacy rate and the combined primary, secondary and tertiary gross enrolment ratio, with two thirds of the weight given to adult literacy and one third to the gross enrolment ratio.

e-Government Readiness Index



Source: United Nations – World Public Sector Report 2003

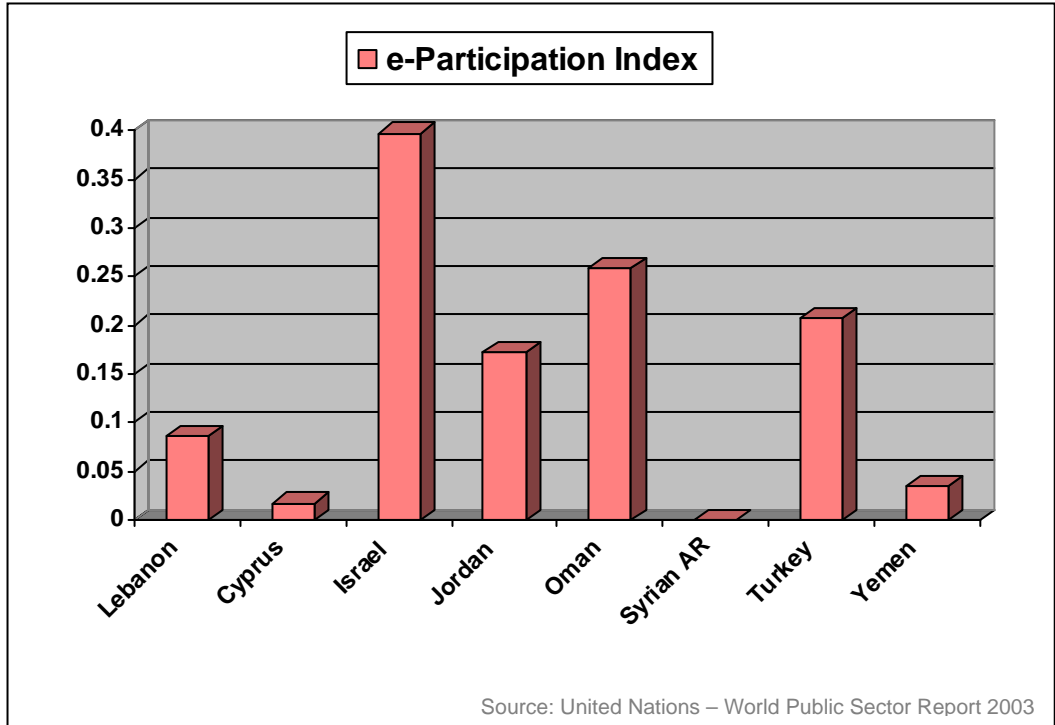
Web Measure Index Telecom. Infrastructure Index Human Capital Index



Source: United Nations – World Public Sector Report 2003

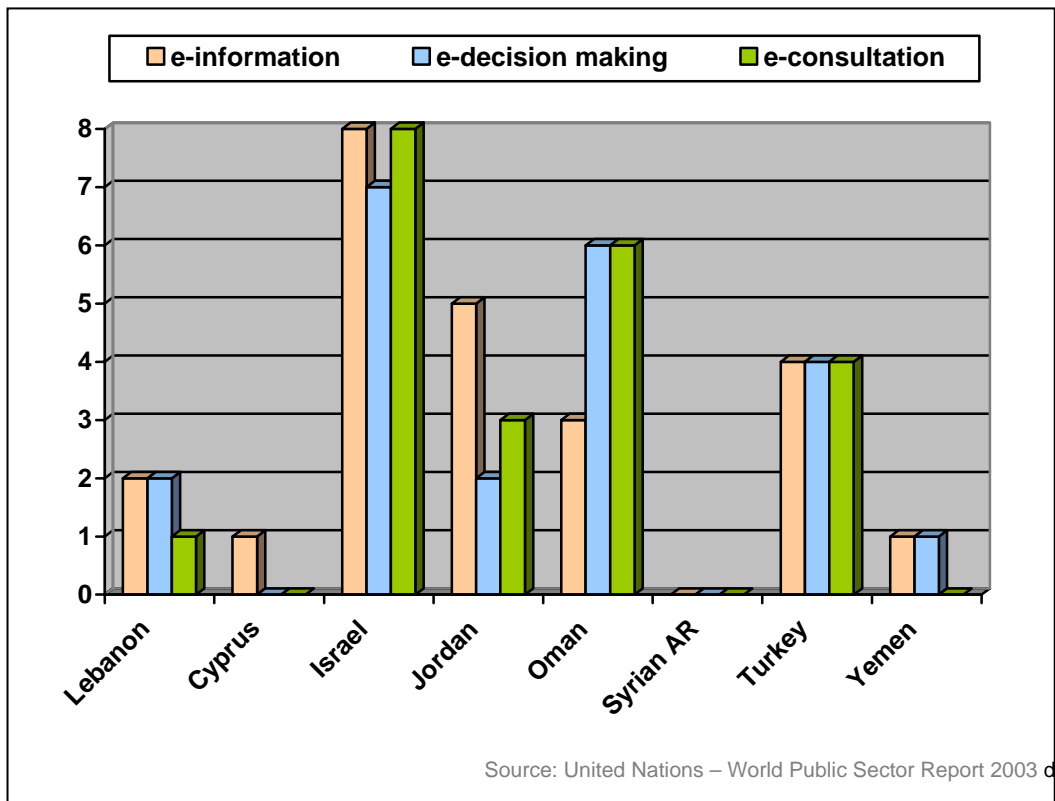
e-Participation Index:

Refers to the willingness, on the part of the government, to use ICT to provide high quality information (explicit knowledge) and effective communication tools for the specific purpose of empowering people for able participation in consultations and decision-making both in their capacity as consumers of public services and as citizens.



e-information:

The government websites offer information on policies and programs, budgets, laws and regulations, and other briefs of key public interest. Tools for disseminating of information exist for timely access and use of public information, including web forums, e-mail lists, newsgroups and chat rooms.



e-decision making:

The government indicates that it will take citizens input into account in decision making and provides actual feedback on the outcome of specific issues.

e-consultation:

The government website explains e-consultation mechanisms and tools. It offers a choice of public policy topics online for discussion with real time and archived access to audios and videos of public meetings. The government encourages citizens to participate in discussions.

6.3 Information and communication technologies

The operational systems of the public administration suffer from poor technology and a very weak resource base. Information technology, which could be of tremendous value in increasing efficiency and transparency, is under-utilized. Data storage is often by hand, communication only by traditional means and the power of the Internet is not used for making the State accessible and comprehensible to the citizen, nor for providing opportunities to solicit inputs from citizens.

Source: [Office of the Minister of State for Adm. Reform - Strategy for the Reform and Development of the PA \(2001\)](#)

However, modern telephony systems and core data network systems are deployed in government core offices, Ministries and Autonomous Agencies. Overall, the current status of the local infrastructure in most of the government offices is sufficient to support any e-government implementation (details can be found in the in the detailed version of the EgSD). Required still is the completion of the local infrastructure in the remaining government offices, covering Ministries, Autonomous Agencies, Mouhafazats, large and medium Municipalities as well as Embassies, Consulates and Missions abroad.

As relates to Internet Service Providers (ISP), there are some 15 active ISPs in Lebanon, providing different levels of service to the end user. And due to the flat national telephone tariffs scheme, accessing the ISPs from anywhere in Lebanon costs the same – currently at \$1.80 per hour for dial-up accounts.

The Government of Lebanon formed a Ministerial Information and Communication Technology Committee (MICTC) in May 1997 based on decision 33/97 issued by the Prime Minister and based on decree 9500 dated 7/11/96. The MICTC is currently chaired by the Minister of State for Administrative Reform and includes the Minister for Economy and Trade and the Minister of Telecommunications. Its prime objective is to develop and implement a nationwide ICT Policy and Strategy which will make maximum use of ICT in the various sectors to promote the economic development of Lebanon. In that context, the MICTC shall be the executive level decision-making body for the e-government strategy attainment. It shall be supported by an e-government advisory committee with domain expert representatives from the public sector, private sector and academia.

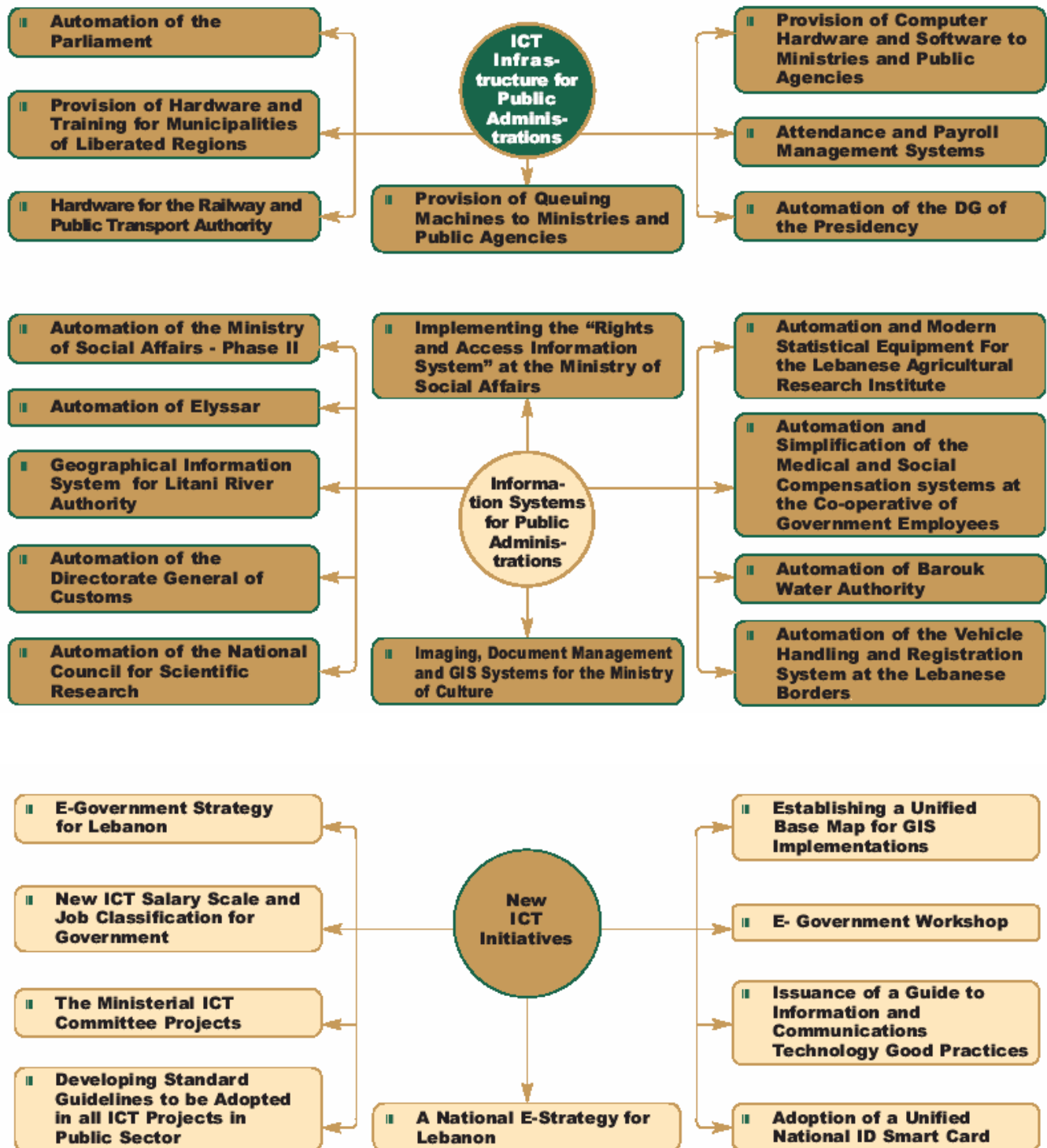
Office of the Minister of State for Administrative Reform (OMSAR) with its well-established core competencies in the fields of Information and Communication Technologies (ICT) designs and implementations, modern procurement procedures and institutional and legal framework developments in addition to its active relationships with international donors and its direct organizational link to the Council of Ministers (CoM) is best qualified to be the focal point for e-government realization.

In that regards, it is envisaged that OMSAR's current ICT operations, under the Technical Cooperation Unit, shall be revised and expanded to address the E-government requirements. This in turn shall lead to the formation of a National ICT Unit (NICTU) at OMSAR

Source: [Office of the Minister of State for Adm. Reform - E-Government Strategy for Lebanon \(12/2002\)](#)

[Full Report \(12/2002\)](#)

OMSAR Projects 2001-2002 on ICT:



Source: Office of the Minister of State for Adm. Reform - Annual Report 2002

7. Links

7.1 National sites	
Authority	Topic
President	http://www.presidency.gov.lb/
Parliament	http://www.lp.gov.lb
Ministries & Agencies	http://www.omsar.gov.lb/english/elinks.asp
Office of the Minister of State for Administrative Reform (OMSAR)	http://www.omsar.gov.lb
Civil Service Board	http://www.csb.gov.lb
Central Inspection Board	www.cib.gov.lb
Central Administration for Statistics	http://www.cas.gov.lb
The Lebanese Government Portal for Information & Forms	http://www.informs.gov.lb

7.2 Miscellaneous sites	
Institution	Topic
Arab Administrative Development Organization (ARADO)	http://www.arado.org.eg/
Arab Election Law Compendium	http://www.arabelectionlaw.net
Arab Fund for Economic and Social Development	http://www.arabfund.org/
Arab Social Science Research	http://www.assr.org/countries/lebanon/index.html
European Union (EU)	http://europa.eu.int/comm/external_relations/lebanon/intro/index.htm
International Labour Organization (ILO)	http://www.ilo.org/dyn/natlex/natlex_browse.home
United Nations Development Programme (UNDP)	http://www.undp.org.lb/
UNDP - Programme on Governance in the Arab Region (POGAR)	http://www.undp-pogar.org/countries/lebanon/index.html
UNPAN	http://www.unpan.org/virtual_library-byregion.asp
World Bank (WB)	http://www.worldbank.org/lb