Strategy for the Reform and Development of Public Administration in Lebanon

January 2011

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A word from the Minister of State for Administrative Reform:

It was equally necessary and beneficial to review the Strategy for the Reform and Development of Public Administration in Lebanon prepared by the Office of the Minister of State for Administrative Reform (OMSAR) in September 2001 and evaluate it in view of updating and redrafting it, in light of the rapid changes and shifts in many fields, namely: modern administration and Information Technology concepts, the ability of public administration to reach measurable results and achievements, the increasing importance of the quality of services provided by public administrations and institutions to citizens, businessmen and investors, in addition to the importance of adopting good governance principles while ensuring the implementation of monitoring, accountability and transparency legislation.

Therefore, we have commissioned a working group[1] consisting of senior administrative and academic leaders, specialists and IT experts to review this strategy and prepare a new document which follows up on these changes and shifts, including the best administrative practices. They were also asked to review the trends and policies of the successive cabinets, especially what came in the ministerial statement concerning "the cabinet of growth and development" stressing on giving due importance to citizens' priorities.

During four months, the commissioned working group prepared **a strategy for public administration reform and development (December 2010)**, which has tried to address and analyze the main obstacles facing public administration in order to define their reasons and suggest strategic programming trends to overcome them, using key modern administrative principles and concepts in addition to successful experiences and practices which can be adapted and adopted in harmony with administrative and legal frameworks and the public administration culture in Lebanon.

In its new form, the strategy for public administration reform and development is characterized **by allocating a sufficient space for public administration support and development programs**, through presenting these programs scientifically in a way that each program includes its supporting projects along with a detailed interpretation of its justifications and goals, the leading body in charge, participating agencies, main outputs and outcomes, performance measurement standards and conditions of success.

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[1] The working group consisted of: Former President of the Civil Service Board Mr. Monzer Al Khatib, Dr. Iskandar Bashir, Dr. Adnan Iskandar, Dr. Hasan Krayem, Judge Abdallah Ahmad OMSAR consultant, Attorney Ali Berro consultant of the Minister of State for Administrative Reform, Dr. Ali Ataya IT consultant of the Minister of State for Administrative Reform, Mr. Atef Merhi Head of Administrative Development Unit, Mr. Nasser Israoui Head of Technical Cooperation Unit, Mr. Rahif Hajj Ali Senior Administrative Systems Analyst and Attorney Charbel Sarkis OMSAR Legal Consultant.

We give great importance to this document since we consider it a road map that will be used by OMSAR to manage and implement the programs and activities therein. We hope that the political authority supports this document and that heads of monitoring bodies, administrations and public institutions cooperate to adopt its trends and projects, in addition to providing the support of the civil society to guarantee its successful implementation in the aim of improving the efficiency and effectiveness of public administration performance.

Minister of State for Administrative Reform

Mohammad Fneish

<u>**Executive Summary**</u>

The Strategy for Public Administration Reform and Development in Lebanon consists of: an introduction and four parts in addition to annexes containing databases and statistics on human resources in public administrations.

The four parts contain:

1. Reality and problems of the Lebanese public administration.

2. The administrative reform strategy for public administration reform and development.

3. The plan for public administration reform and development.

4. Suggestions and implementation tools.

The introduction includes an overview of the radical and rapid changes taking place in the contemporary State, requiring the reconsideration of its nature and type of work in addition to restructuring its institutions, hence, drawing new limits and roles for the public sector based on contemporary concepts which call for reinventing, reengineering or restructuring the government while adopting flexibility, innovation and advanced means and techniques of the private sector.

Part 1: Reality and Problems of the public administration

- The first paragraph of this part noted the obligations of reform and development through highlighting a number of political and economic givens that go along with the expectations and ambitions of citizens to get the best services and call for reforming and developing the public sector in Lebanon through activating the administration, upgrading performance and efficiency as well as overcoming the regression it is passing through.

  This paragraph concludes that, based on the abovementioned reasons, the issue of reforming the Lebanese administration has become **a necessity and not an option**, thus requiring setting a strategic plan to reform and develop the public administration in a way that contributes to economic and social growth and moves forward in building the modern State.

- The second paragraph of this part tackles the duties and responsibilities of OMSAR.

- The third part presented the main problems facing the public administration; i.e. dilemmas and obstacles that were defined based on several studies and researches conducted by OMSAR, in addition to several workshops and seminars on the main administrative topics in which senior leaders and experts participated. These

activities have enabled OMSAR to scientifically identify the main problems and obstacles hindering the work of the public administration.

The main problems faced by the public administration in Lebanon are present in seven domains representing the core of the administrative operation and all of its activities; they can be summarized as follows:

1. **In terms of policy making and planning** public administrations in general lack strategic planning which is based on clear visions as well as long and medium-term plans resulting thereof.

2. **In terms of organization and building organizational structures** there is excessive administrative centralization in the administrative organization in addition to the lack of updating the general organizational structure of the public administration and the organizational structures of ministries and public institutions.

3. **In terms of implementation components, namely human resources management**

    a) **Provision of services and communication:** there are still complex systems and procedures which result in low levels of productivity along with conventional and bureaucratic methods and means of work in the absence of offices to accommodate citizens or one-stop-shops to provide them with clarifications and detailed information about the procedures relevant to certain procedures and to contribute in helping people get their procedures done.

    b) **Human resources:** there is no modern organizational context to manage human resources, in addition to a deficit in qualified and well trained human resources.

4. **In terms of monitoring and assessment,** monitoring and accountability are not practiced efficiently and correctly at the public administration.

5. **In terms of Information Technology and electronic procedures**, IT units established at a number of monitoring bodies and public administrations lack the qualified and competent staff, IT hardware and software as well as the legal frameworks and applied texts relevant to ICT.

6. **In terms of the adequate administrative premises**, in most cases the rented building which are mostly residential ones do not comply with the characteristics of work premises designed especially for public administrations.

7. **In terms of the sufficient support for reform and development**, there is no serious and effective political commitment to administrative development, and at many times there is no response or tardiness in passing development projects in general.

Part two: the administrative reform strategy for public administration reform and development

- The first paragraph of the second part tackles the main vision of the Strategy for the Reform and Development of the Public Administration which can be summarized in establishing a modern and contemporary public administration capable of applying the governmental policies and trends competently and efficiently in addition to providing citizens with the best services through the easiest way in order to reinforce trust between citizens and the State. The strategy depends on competent and qualified employees capable of using modern administrative and IT systems while adopting principles of good governance.

- The second paragraph presents the main general principles which ought to be applied:

  - The commitment of the public administration to the rule of law.

  - Adopting serious accountability and monitoring at the public administration.

  - Applying good governance.

  - Responding to the citizen's needs.

  - Adopting accurate performance standards and clear indicators to measure achievement.

  - Reinforcing partnership with the private sector while maintaining balanced relations.

  - Providing the capacity to learn and renovate.

  - Staying up-to-date with new technologies to develop the administration.

- The third paragraph includes the most important goals and strategic trends to reform and develop the public administration:

  - Reviewing and updating laws and legislations.

  - Restructuring public administrations and public institutions as well as updating their roles and duties.

  - Restructuring and updating the roles and duties of monitoring bodies.

  - Establishing a highly competent administration and hiring qualified employees.

  - Building institutional capacities, reinforcing the role of strategic planning and making policies.

- Reinforcing good governance and stabilizing transparency and accountability.

- Approaching the administration to the citizen and concentrating on achieving fruitful results.

- Activating and using IT techniques as well as establishing E-Government Portal.

- Concentrating on the strategic role of the State related to the main activities and functions, in addition to reinforcing partnership between the public and private sectors.

▪ Paragraph four presents the requirements of achieving reform and development at the public administration:

a) The support of OMSAR which is the entity in charge of developing the public administration.

b) The serious commitment of the political leadership to reform and its continuity represent the main two conditions that guarantee its success.

c) The presence of a reformative plan with clear, defined and coherent goals constitute a main condition for the success of administrative development. This plan is represented in the "Strategy for the reform and development of the public administration in Lebanon" which we have completed and which constitutes a general context for the reform and development of the public administration.

Part three: Public administration reform and development plan

In the light of the main problems facing the public administration, which were mentioned in details in paragraph five of part one of the strategy, and following the strategic goals and trends presented in paragraph three of part two of the said strategy, a plan for the reform and development of the public administration was set. It comprises a number of programs that aim at solving these problems. Each program contains givens which help to understand its goals, the body in charge of managing and implementing it, benefiting administrations, projects supporting the program, main outputs, outcomes, standards of performance/success and other givens and clarifications.

These programs are:

1. Governance, accountability and transparency support program.

The program aims at developing legislations, regulations and means of work according to the best standards and practices in several domains: legislations relevant to fighting corruption and illegitimate wealth, updating the law of public contracts, conflict of interests and the right to access information, managing public contracts and reinforcing the Court of Audit post control.

2. **Public administration capacity building program.**

The program aims at upgrading the roles and structures of public administration, concentrating on the strategic functions, establishing the necessary units, hiring an experienced staff, reviewing and restructuring the roles and obligations of monitoring bodies a well as stabilizing the concept of reaching and measuring achievements by administrations.

3. **Program for the creation of mechanisms to manage change and exchange experiences and best practices**

The program aims at setting specific means to manage change in order to follow up the programs of reform and development, seek applying them, guarantee their sustainability, holding conferences, seminars and workshops to spread the culture of change in addition to tackling new topics or problem and trying to solve them through presenting them to decision makers.

4. **Program for the reform and development of human resources management.**

The program aims at developing the management of human resources since it is considered a priority. Therefore, legislations of the Civil Service Board and regulations of public service ought to be updated in addition to activating the training conducted by OMSAR, supporting the National Institute of Administration and adopting a new means for assignments.

5. **Program for enhancing services efficiency and reinforcing the administration and citizens relationship.**

The program aims at simplifying the main procedures needed by citizens, businessmen and investors, approaching the administration to citizens through activating the role of municipalities (administrative decentralization) and regional units (administrative liberalization) by giving them a greater role in receiving and handling procedures, increasing prerogatives and creating One-stop-shop in a number of administrations to facilitate the communication between citizens and administrations as well as updating the systems of claims.

6. **Program for enhancing IT use and establishing an E-Government Portal.**

The e-government program aims at reforming the public administration through replacing conventional bureaucratic procedures with modern working methods which depend on IT techniques. It also seeks communication and focuses a lot on the outputs and outcomes of serving citizens and the business community. This quantum leap requires establishing one-stop-shop at administrations in order to improve the provision of services in addition to providing means for database interoperability and restructuring the main procedures inside and through administrations.

Part four: Suggestions and implementation tools

In the aim of guaranteeing the adequate implementation of this strategy, the following procedures should be undertaken:

1- Study and analyze the Strategy for the Reform and Development of the Public Administration in the framework of a workshop organized by the Minister of State for Administrative Reform with the participation of political and administrative leaders and representatives of civil society organizations in order to benefit from their suggestions and remarks.

2- Set an executive plan which defines the methodology of implementing projects included in the main programs mentioned in part three, according to a logical time schedule which takes into consideration the capacity of public administrations to adopt these projects.

3- The project executive plan should mention the different resources and requirements needed to implement it and provide it with the necessary donations and loans of OMSAR or from the public budget when need be.

4- Establish a means to monitor and evaluate implemented projects. This means can be used to check the compatibility of these projects with executive plans.

Introduction:

The contemporary State is witnessing radical and rapid changes which call for reconsidering its nature and function. Hence, several governments have restructured their institutions, thus drawing new limits and giving new roles to the public sector.

Many of these countries suggested new concepts calling for reinventing, reengineering or restructuring the government in a way that the public sector cedes some commercial, investment or service roles for the private sector, or maintains these roles and functions while staying flexible and creative using the advanced methods and techniques of the private sector.

These trends go in parallel with the concept of partnership between the private and public sectors, especially in industrialized countries in which the private sector has proven its role and efficiency in achieving high growth rates, producing resources and staying updated with the needs of globalization. It is worth noting that the implications of the recent financial crisis have raised a lot of questions and doubts regarding the role of the private sector and its attempt to achieve profits and interests in whatever way sometimes. In order to avoid the risks of these implications, many industrialized countries allocated a key role to the State and its institutions regarding imposing restrictions as well as practicing monitoring and organizational authority. The increasing role of the State and its commitment to comprehensive growth is still a necessary and inevitable issue at this stage, despite the irrational spending and corruption at the level of implementing growth projects, thus there is a need to overcome them. This reveals the necessity to reform the public administration in order to become an effective tool for implementing the policies and trends of the developmental State.

It seems that the State in Lebanon which adopts in the economic sector the concepts and principles of liberalized economy aims at reinforcing partnership between the private and public sectors in some domains and activities in order to attract the private sector investments therein and achieve mutual interest, thus helping in improving the performance of these sectors and upgrading services, in addition to decreasing the financial burdens currently incurred by the State.

The ministerial statement of the "Government of Reform and Development" has reflected the attempt to reinforce partnership between the private and public sectors and stressed on the government's commitment to reform and develop the administration and consider citizen's priorities those of the government. This

statement included paragraphs entitled "administrative reform" comprising the following:

- Capacity building at public administrations and institutions, reinforcing strategic planning and adopting modern management of human resources.

- Adopting good governance especially in fighting corruption and bribery as well as reinforcing accountability and monitoring through updating and applying relevant conventions and resolutions, especially the UN Convention against Corruption.

- Reinforcing and developing the usage of ICT, setting benchmarks for websites at public administrations and institutions paving the way for establishing an e-government portal in order to improve the citizen's access to services and information, contributing to increasing the efficiency of financial and administrative monitoring, controlling the flow of information and ensuring communication between administrations.

- Undertaking procedures aiming at applying the law on the Ombudsman No. 664 dated 4/2/2005.

- **The ministerial statement contained other topics that aim at reforming and developing the public administration. These topics are related to OMSAR, namely:**

  o Reinforcing and developing the role of monitoring bodies and passing rapidly the finalized laws.

  o Assigning employees in senior positions at public administrations and institutions based on their capacities and qualifications, respecting equity and increasing the rate of females among them.

  o Simplifying administrative procedures related to citizens and adopting a one-stop-shop.

  o Renovating and computerizing the National Social Security Fund, providing it with competent human resources and simplifying administrative procedures and working methods.

  o Completing the computerization of the Judicial Department and the Ministry of Justice and the Commercial Register as well as finalizing electronic computerization.

  o Restructuring and computerizing the Ministry of Justice, renovating means of communication and establishing an IT unit.

o Setting timelines to accomplish the procedures of the units at the Ministry of Finance in accordance with the regulations in force and monitoring the commitment to these timelines through computerized systems.

o Reinforcing human resources at the Ministry of Agriculture in terms of number and efficiency as well as enhancing agricultural guidance, faunal and floral quarantine, monitoring and laboratories.

Part one

Reality and problems of the public administration

Reform and development obligations:

In the recent decades, a number of political and economic givens emanated, complying with the expectations and ambitions of the citizen to get the best services. All of these givens call for the reform and development of the public sector in Lebanon through reinforcing the administration and upgrading performance and efficiency as well as overcoming regression therein.

The reality of the public administration, with all its problems, is highly linked to the damages which affected all pillars and elements of the administration during the war in Lebanon. Moreover, since the administrative reform in 1959, Lebanon has not undergone any detailed and comprehensive administrative reforms as such.

Furthermore, several reasons have aggravated the situation, some of which are:

- Civil servants have to accomplish loads of procedures and duties while lacking the means, equipment and adequate training to fulfill their work efficiently.

- Citizens complain of the low level of services, complicated procedures, delay in getting their procedures done, corruption and illegitimate interference of politicians in issues related to public administration.

- Furthermore, public administrations and institutions lack advanced administrative systems and clear efficient procedures, they also suffer from weak administrative premises and limited capacity to perform and produce.

Moreover, it is noted that since more than forty years, ministries and public institutions were established in the absence of a scientific plan for a general administrative structure. Hence, an administrative structure emanated, represented in a great mixture of dual interlinked responsibilities. Therefore, no wonder that this has lead to the conflict of roles and duties and thus to a weakness in policy making as well as in setting and implementing plans, it also resulted in the deterioration or absence of efficient monitoring and accountability in the public sector as a whole, thus negatively affecting the government's reputation among citizens.

Notwithstanding the effect of the severe wars on the public administration, it is noted that the administrative organization of the public administration in its current situation is no longer compatible to the role and functions assigned to it and unable of deploying efforts in the domain of reconstruction, reinforcing the economy and providing the basic services to citizens. Hence, the public administration in its current situation needs a comprehensive reformative plan to become an effective tool used to implement the State's policies and provide services to citizens.

Of course this reform cannot be effective and efficient unless IT played a key role in following up the process of reforming, developing and renovating the work tools which allow upgrading performance, facilitating procedures, simplifying them and enhancing monitoring, in addition to ensuring accurate follow up of procedures and offering precise statistics on the accomplished and unaccomplished procedures as well as the reasons of unaccomplishment.

Therefore, based on the abovementioned reasons, reforming the Lebanese administration has become **a necessity and not an option,** which requires setting a strategic plan for the reform and development of the public administration in order to contribute to socio-economic growth and make a step forward towards establishing a modern State.

2. OMSAR duties and responsibilities

The first ministerial portfolio for administrative reform was established following a comprehensive program to reform and develop the public administration conducted during President Fouad Chehab era, (1959-1960) in 1961. The portfolio of the Minister of State for Administrative Reform continued in the consecutive cabinets with discontinuity in 1973, 1974 and 1981; it stayed active from 1990 until this date. The duties of the Minister of State for Reform differed until establishing OMSAR in 1995. It consists of two main units: administrative development unit and technical cooperation unit, according to agreements concluded between the government and international associations and institutions, especially the loan agreement concluded with the World Bank according to the law No. 484 dated on 8/1/95. This office was commissioned with the following duties:

a. Set a long-term plan to reform and develop the administration. The plan shall be considered a framework to implement administrative development in Lebanon.

b. Get the governmental approval on the said plan and promote it on the level of public administrations and institutions.

c. Play a key role and allocate the necessary resources to implement the strategy for the reform and development of the administration.

Based on these prerogatives, the office supervises and guides the Minister of State for Administrative Reform to practice the following duties and responsibilities:

- Set policies, plans and programs related to administrative reform and seek implementing them after being passed.

- Conduct researches and studies to develop all domains of the public administration, especially legal and regulatory texts relevant to policies adopted in the domain of administrative reform.

- Coordinate with monitoring bodies regarding common issues to achieve the highest level of development in the public administration and reinforce it.

- Manage and implement cooperation programs with donors as well as local, regional and international organizations in the domains of institutional development and technical support.

- Manage the contracts of all projects agreed upon with donors and participate in the primary and final handing over of accomplished projects.

- Support public administrations, public institutions and municipalities to develop their legislations and structures, simplify their procedures and stabilize the concept of good governance.

- Give his opinion in legal and regulatory texts as well as studies presented by the parliament, central monitoring bodies and ministries.

- Prepare draft laws and organizational texts relevant to administrative and organizational issues as well as human resources, in addition to issues related to fighting corruption, illegitimate wealth, conflict of interests, the citizen's right to information and other projects.

- Organize seminars and conferences especially training sessions on administrative and IT topics in a way that contributes to supporting the activities of the office in all domains of administrative reform and development.

- Provide public administrations and institutions with IT hardware and software, construct IT infrastructure, hold different seminars and training sessions to train on IT techniques and the usage of software.

3. Main problems facing the public administration

OMSAR conducted several studies and researches [2] in addition to workshops and seminars on the main administrative topics. Senior leaders and experts participated in these activities

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[2] Among these studies:
   a. Report of the Strategy for Administrative Reform conducted in November 1998 (425 pages).
   b. Report of the Strategy for Administrative Reform conducted in November 1998- briefing (205 pages).
   c. Interim Strategy Report conducted in October 1998 by the staff of the Administrative Development Unit at OMSAR, with the help of the international expert Mr. N. Manning.
   d. Inception Report conducted in 2000 by the staff of the Administrative Development Unit and international experts from Arcadis BMB company and which paved the way for ARLA program: -

which enabled OMSAR to scientifically identify the main problems and obstacles hindering the work of the public administration.

The main problems faced by the public administration in Lebanon can be classified in seven domains which constitute the core of the administration and its activities: policy making and planning, organization and establishing organizational structures, implementation and its elements especially human resources management, monitoring and evaluation, IT and electronic procedures, provision of adequate administrative premises and finally the availability of sufficient support for reform and development.

3.1 <u>Policy making and planning</u>

1. Public administrations in general lack a strategic planning methodology based on a clear vision and long and medium term plans, in a way that these plans contain the projects and activities to be applied by the administration, while analyzing their socio-economic repercussions and cost.

2. Units of Planning and Departments of Projects and Programs at many public administrations remained inefficient due to the lack of support, especially in the absence of specialized personnel and unified planning methodologies, in addition to other obstacles related to computerization and deficiency of statistics.

3. The public sector lacks support at decision making centers such as accurate statistics and objective analytic studies which help in policy making and planning.

3.2 <u>Organization and establishing organizational structures</u>

1. There is excessive administrative centralization at public administrations, knowing that such centralization narrows the prerogatives and role of regional units and municipalities and puts on the central administration a heavy burden of duties, responsibilities and procedures which can be handled on the local level in case regional units were reinforced and municipalities were provided with the necessary financial and human resources.

2. The general organizational structures of the public administration and ministries and public institutions are not updated in compliance with the new duties and responsibilities

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rehabilitation of the public administration financed by a donation from the European Union, it lasted from 2001 until 2005.

e. A group of reports and researched conducted by international experts including M. de Graaf, R. Vaes and D. Sfikas. They tackled several topics: monitoring bodies, te role of the State, administrative decentralization, simplification of procedures, evaluation of institutional performance, planning for administrative development, developing leadership skills, strategic planning, modern management of human resources, innovative leadership, change management…etc.

f. Report on reviewing and evaluating the role, duties and achievements of OMSAR, conducted by the international expert Kevin Brown and the academic expert Dr. Adnan Iskandar (October 2009)

neither with the government's policies and trends, especially regarding the development of the role of State and its new duties and responsibilities.

3. Some public administrations lack administrative strategies with clear duties and responsibilities. Furthermore, there is a conflict of prerogatives at some public administrations and institutions whose establishment and roles were subject to political considerations without any objective justifications.

4. There is no clear governance example at public administrations which guarantees good management and excellent organizational performance.

5. Responsibilities at work are not linked to the competent authority to make decisions, thus almost the complete authority is given to the higher administration- the Minister or General Manager. As a result, mandates are rarely made; or they take place without referring to any concept or rule or law that determines how, when and whom to commission.

6. Absence of the duly organizational context and its relevant legislations regarding providing services to citizens…etc. (there can be an organizational entity- a department or a division) which aims at improving and reinforcing the quality of services provided by public administrations to citizens.

7. Inability to reinforce all administrative units at many public administrations either due to the deficiency of staff or due to the unavailability of specialized human resources or because the public sector is unable to rally them.

3.3 Implementation components, namely human resources management

1. Provision of services and communication:

- Provision of good and adequate services at public administrations is facing a number of problems, including: complicated systems and procedures leading to a slow process, low productivity levels, weak coordination and follow up mechanisms as well as bribery and subjectiveness.

- Using conventional and bureaucratic working tools, adopting unclear methods in handling procedures, subjectiveness of the staff, neglecting citizens' complaints, using IT ineffectively while handling these procedures, all of which have led to delaying and complicating administrative work thus destabilizing the trust between the citizen and public administrations.

- Absence of offices to meet citizens at public administrations or one-stop-shops to provide them with clarifications and accurate information about their procedures, to receive these procedures, follow them up and hand them to citizens in order to

unburden them from following up their procedures in different units and get exposed to inadequate administrative behaviors.

▪ Absence of sufficient support for the Research and Guidance Administration which was initially established as a reformative tool in the domain of administrative organization and simplification of procedures, in order to play its role more efficiently.

▪ Public administrations and institutions do not give civil society organizations (CSOs) the chance to participate and discuss policies, programs and projects to take its opinion into consideration. Moreover, they do not deploy enough efforts to explain these policies and programs and promote them effectively. The relation between the two is still submissive instead of participatory and interactive, especially in issues related to public services.

2. Human resources

▪ Absence of a modern organizational system to manage human resources and adopting conventional management methods to handle employees' daily issues. The modern management of human resources should include:

- Systems to determine the ranks and salaries.

- Evaluation and management systems of employees' performances.

- Adequate training and development systems to build the capacities of human resources: workers and new employees.

- Planning human resources through setting regularly updated plans and programs which are directly linked to the organizational structure and the load of work at public administrations.

- Policies and procedures related to workers and employees booklet on their rights and obligations.

- Integration programs for new employees.

- Adopting job description and classification at administrations. The latter adopt general job titles and conditions that do not reflect the reality and responsibilities of the job, which negatively affects employment and recruitment because there is no clear job description.

▪ Severe deficit in highly qualified and trained human resources, thus public administrations lack a clear vision which enables them to determine their goals and trends and make adequate working policies and plans.

- High percentage of vacancies at public administrations especially at senior positions, thus negatively affecting leadership, guidance and accountability. This has increased contracts and the usage of workers and wage earners.

- Increase in the average age of employees especially in the upper three categories.

- Decrease in the level of skills and competences of personnel in general due to the outdated employment, rallying and training systems, for the following reasons:

  - **Employment:** inefficient employment in general due to the incompatibility of special recruitment conditions with the duties and responsibilities of different jobs, outdated management systems of human resources relevant to performance assessment, incentives and promotions or the absence of such systems in addition to ineffective employment systems due to inadequate competitions.

  - **Rallying:** Public administrations' inability to rally the best candidates for the job vacancies due to the lack of an appealing human resources management, especially that adopted by the private sector such as salaries.

  - **Training:** Decline in the level of skills and competences of personnel in general due to the absence or insufficiency of specialized training which takes into consideration the employees individual training needs. Moreover, training programs and the adopted methods do not always help in providing trainees with the appropriate skills and knowledge which enable them to develop their professional competences.

- Lack of a scientific study and planning for the labor force, thus allowing the identification of the real needs of public administrations for human resources from different domains. In addition to solving the unequal distribution of employees for there is excess in some administrations and severe shortage in others due to the outdated organizational structures of public administrations.

- Inapplication of the competencies and promotion system due to political and confessional interferences in recruitment and promotion, especially on high levels. Hence, the competence and productivity of the public administration decline and hinder the application of monitoring and accountability.

- It is worth noting that some employees are loyal to leaders and officials who support them more than it is to the public interest. Hence, services and interests are exchanged on the expense of public interest, thus aggravating nepotism.

- Salaries are not compatible with duties and responsibilities of employees in general especially in senior positions, thus the public administration will not be able to rally highly qualified people.

- Absence of an incentive policy and inefficiency of the employees' performance evaluation system. Hence, this would discourage the public administration employees and negatively affect productivity and public services.

3. In an attempt to offer information and statistics on human resources, we enclose tables which further explain the above-mentioned and in which we noted the following:

- The number of vacancies in all categories is 15344 job opportunities out of 22029 full time civil service jobs, i.e. there are only 6685 active jobs.

- The percentage of vacancies in full time civil service jobs is around 70% and the active ones are around 30%.

- There are 1965 jobs in which employees follow an outdated system, their administrations were annulled or did not mention their jobs in new systems or were not redistributed.

- There are 3046 retired persons and wage earners and 1973 wage earners.

- The average age of employees at public administrations is:

  - 55 years for the fifth category.

  - 48 years for the fourth category.

  - 47 years for the third category.

  - 56 years for the second category.

  - 58 years for the first category.

  This reflects the shortage of public administrations of human resources.

- Vacancies at the public administration are:

  - 61 vacant jobs in the first category out of 150 jobs, i.e. 41%.

- 332 vacant jobs in the second category out of 568 jobs, i.e. 58%.

- 2240 vacant jobs in the third category out of 4165 jobs, i.e. 54%.

- 10366 vacant jobs in the fourth category out of 14243 jobs, i.e. 73%.

- 2345 vacant jobs in the fifth category out of 2903 jobs, i.e. 81%.

N.B: Statistics expressed in the eight enclosed tables are based on statistical givens submitted to OMSAR by the Civil Service Board according to letter No. 3463 dated on 20/10/2010.

3.4 Monitoring and evaluation

1. Due to the inefficient application of monitoring and accountability at public administrations and nepotism, cases of corruption and irrational spending of public finances are still not tackled despite the presence of several monitoring apparatus.

2. Absence of an effective complaints system, knowing that the ombudsman law no. 644 dated on 4/2/2005 is not applied yet. It is worth noting that assigning an ombudsman might help handling citizens' complaints and solving the problems they face to get their rights.

3. Unjustified duplication in financial pre-control handled by the Ministry of Finance and Diwan of Accounting, thus often delaying the administrative and executive work.

4. Absence of regular objective and accurate reports on the works and achievements of governmental administrations to inform citizens of the public administration's achievements and serve monitoring and accountability.

3.5 Information Technology and electronic procedures

1. Despite the presence of a strategic overview on the usage of ICT in the public sector included in the E-Government Strategy conducted by OMSAR, it has not been officially adopted by the government. Hence, there is no unified overview in the public sector regarding using these techniques and disseminating them.

2. Absence of an agreed upon plan on how to use advanced techniques which support the public administration's strategic goals and future visions.

3. IT units created in a number of monitoring bodies and public administrations need competent and qualified personnel in addition to IT hardware and software, maintenance and rehabilitation. Linking these units to departments and divisions which do not comply with its duties and role is the result of confusion between IT

jobs (programming, networking, technical assistance….etc) and IT use (extracting reports, drawing tables…etc).

4. Absence of legislative frameworks and applied texts relevant to ICT and compulsory to all public administrations and institutions, in addition to the absence of an organizing authority serving as an official reference.

3.6 <u>Adequate administrative premises</u>

1. Rented premises, often residential ones, do not comply with the characteristics of work premises especially designed to public administrations. They often have unnecessary spaces such as balconies, kitchen and narrow corridors. They are not equipped with spaces for the archives and they lack safety measures against fire and humidity. Moreover, these buildings lack IT built-in installations and apparatus, as well as adequate conference rooms. Their lobbies have no enough space to be used as offices to accommodate citizens (or as one-stop-shops). Furthermore, these rented premises have no specific characteristics that differentiate them from residential ones. They do not comply with the provisions of decree no. 16814 dated on 29/6/1964 regarding the determination of the working areas for each category.

2. Absence of parking lots for employees and personnel's cars: as a result, employees incur the burden of subscribing in private parking lots (if available) which are usually far from the administration and costly. It is worth mentioning that with the increased construction activity, parking lots are gradually decreasing in addition to the fact that employees are not allowed to park their cars on the streets surrounding the administration.

3. The general context of solving the problem of governmental buildings requires taking the following points into consideration:

- Benefit from real estate owned by the Lebanese State to construct governmental buildings.

- Stay in old rented buildings provided they complied with the necessary administrative requirements, and thinking about the possibility of owning them.

- Mitigate the burden of leasing incurred by the budget and prioritize constructing buildings for administrations whose rent is either expensive or inadequate.

- Construct ideal governmental buildings complying with modern administrative requirements to meet the current and future needs of the administration, according to unified architectural, technical and environmental standards which match the size, nature, activity and role of each administration and the number of its

employees. These buildings shall be used to replace the residential apartments that are currently used as offices.

- Establish governmental campuses especially for administrations and bodies with no vacancies.

- Seek constructing state-owned governmental campuses in centers of provinces and districts, in collaboration and coordination with municipalities, union of municipalities and the civil sector (clubs- associations- endowments…).

4. The rent of rented buildings for all public administrations in 2009 according to the study of the Ministry of Finance on 10/8/2010 reached 90,009,576,000 LBP.

3.7 <u>Sufficient support to reform and development</u>

3.7.1 Furthermore, public reform and development projects face radical obstacles, namely:

1. Lack of serious and strong political commitment to administrative development, and often refusal or delay in passing development projects in general.

2. Continuous confessional influence and political interference in jobs distribution, which has hindered -and is still hindering- the possibility of applying the competence and promotion system as well as recruiting the suitable person in the appropriate job.

3. Abstention of intellectual and professional seniors at public administrations and public affairs from playing an effective role contributing to reform and development programs.

4. Absence of a comprehensive plan for organizational transformation to achieve the needed change and establish a supportive environment for reform and development.

5. Outdated legal and regulatory texts which cannot be used as references anymore due to the amendments of legislations and the absence of a complete legal classification.

3.7.2 It is worth noting that the external support from donors has contributed in providing the necessary finances for reform and development programs conducted by the Ministry of State which cannot be financed by the budget. In addition to offering these programs specialized and competent personnel through contracting especially through UNDP since the public sector was unable to rally highly qualified personnel due to low salaries and the

decision of halting employment. Consequently, the percentage of vacancy at full time jobs reached 70% in general and between 41% and 54% in the upper three categories.

Moreover, there should be standards and restrictions regarding the role of donors including UNDP in providing personnel to bridge the gap in the public sector through rallying highly qualified people, in order to avoid any abuse of this role. This issue will be discussed in paragraph four of article two of the document entitled "Requirements for the Success of the Reform and Development Process of the Public Administration."

Part two

The Administrative Reform Strategy for the Reform and Development of the Public Administration

First: Strategic overview for a modern public administration

The main goal of the general overview of the Strategy for the Reform and Development of the Public Administration is to establish:

1. A modern and contemporary public administration capable of applying the government's policies and orientations efficiently and effectively, as well as providing citizens easily with the best services to **reinforce trust between citizens and the State.** It depends on qualified personnel characterized by their performance and capacity to use modern administrative and IT systems.

2. A public administration capable of creating real partnership with citizens and the private sector, in the light of the rule of law and good governance while seeking the renovation and modernization of all elements of the public sector: legal, regulatory, human and technical.

The direction followed by the public administration depends on modern values. It should seek productivity and focus on **performance and achievements** based on **feasibility and efficiency,** as well as benefit from the **new ICT techniques** to overcome the obstacles hindering human performance.

The availability of such techniques in Lebanon, especially the Internet, offers public administrations the chance to communicate with citizens. Therefore, the e-government program constitutes an integral part of administrative development. E-government allows citizens to have access to the information they need, have their procedures easily done without getting in direct contact with employees at the public administration.

Hence, the necessity to establish a new and open relation with citizens, based on **transparency, accountability and good service,** in addition to creating an **effective partnership with the private sector and civil society.**

Adopting a comprehensive strategy to reform and develop the administration should comply with all the components of the public administration; however, it might be difficult to apply it all at once. The experiences of other countries show that quick and partial reform processes are subject to failure compared to **gradual reformative approaches characterized by sustainability and based on real and harmonized priorities and options in the framework of a comprehensive overview.**

Second: General principles

In the aim of achieving the abovementioned, the public administration should adopt basic general principles to be applied, namely:

1. **Commitment of the public administration to the rule of law:**

   Accurate and serious law enforcement constitutes the main condition for maintaining the society's fundamentals and the State's legitimacy.

   Respecting the legal framework and abiding to its legitimacy while respecting integrity, trust and objectivity in addition to the right of equality before the law, are the most important fundamentals which guarantee the credibility and efficiency of the public administration. Furthermore, maintaining the State's legitimacy and credibility requires the independence of the judiciary from the authority of political decision makers in order to impose the serious commitment to law enforcement.

2. **Accountability and monitoring at the public administration:**

   Accountability and monitoring, in this context, impose legal responsibilities on any administrative body regarding its activities towards others. They include holding senior leaders and employees accountable; therefore, they are essential to maintain the correct flow of efficient work at the administration. Mechanisms of efficient accountability require that each employee and executive unit clearly understand the responsibilities and competences in order to serve the public interest according to the set goals. The public sector's credibility should be proven based on performance evaluation reports conducted by independent commissions and bodies.

3. **Good governance and civil society:**

   Supporting and developing the civil society as well as offering it diversified options give citizens and professional institutions the chance to participate in providing main guarantees that contribute to supporting the legitimacy of the public administration. The presence of a strong and active civil society is considered a main condition for good governance. It protects the citizen's rights and defends it from any violation or breach committed by the public administration or the public sector, for the civil society is vivid and always keen to provide citizens with services and basic rights.

4. **Meeting citizens' needs:**

Meeting citizens' needs requires transferring from a bureaucratic system to an open one. Therefore, the public administration has to meet the citizens' needs and expectations in order to provide them with better services, facilitate their access to information, and adopting transparency in decision making. This necessitates establishing specialized multi functional public administrations and institutions, on the condition that responsibilities be clear among them to avoid repetitive and overlapping roles and duties.

5. **Adopting good performance standards and clear indicators to measure achievement:**

The provision of services at the public administration should aim at achieving fruitful results and committing to feasibility and efficiency, taking into consideration principles of legitimacy, accountability, equality of rights and correct management of public finances. Accordingly, there is a need to cede bureaucratic methods to reach a productive administration which sets clear goals for its activities and puts standards for good performance as well as clear indicators to measure achievement.

6. **Partnership with the private sector, in the framework of balanced relations:**

The government has to support and facilitate the development of the private sector while maintaining the community's interests. Therefore, developing socio-economic sectors require establishing partnerships between the private and public sectors in order to offer public services and upgrade them as well as deal with the private sector in the domains in which the latter has several skills and capacity to adapt and understand new techniques.

7. **The capacity to learn and renovate:**

The capacity of public administrations to learn, adapt and develop and to offer employees good working environments to take initiatives and create while offering guidance, encouragement and incentives along with follow-up and monitoring, are necessary conditions for the public sector to succeed in providing services effectively and meet the requirements of socio-economic development. It goes without saying that this requires administrative seniors on the top of public administrations and institutions, characterized by modern leadership skills and qualifications in order to achieve the desired goals.

It is worth noting that many of the principles mentioned need to be applied at the Lebanese public administration.

For this reason, the coming part will focus on the strategies to be adopted to reinforce the capacities of the public administration to become the main governmental tool to apply governmental policies and developmental as well as constructive plans and programs in different domains and sectors.

8. **Staying up-to-date with new technologies to develop the administration:**

New technologies play a key and effective role in the process of developing and modernizing the administration. Hence, staying updated with new technologies permits improving the performance of civil servants.

Benefiting from new technologies should take place after making sure that:

- They are ready to be applied

- The risks that may accompany them (such as protecting personal information) can be avoided

- The legal framework for using them is available

- Administrations are ready to use them

Information Technology applications are the most important new technologies especially in the following topics: archiving information, computerizing the track of procedures and getting statistics about handling procedures, communicating with citizens through e-government portals to finish procedures after checking their identities and e-signatures.

Furthermore, interoperability of administrations can facilitate procedures and render the exchanged information more accurate.

Third: Strategic goals and trends to reform and develop the public administration

The proposed Strategy for the Reform and Development of the Public Administration should take into consideration the aforementioned principles of the modern public administration, **to identify the strategic goals and trends,** in a way that guarantees solving the previously mentioned problems faced by the public administration. These strategic goals and trends can be presented as follows:

1. **Reviewing and updating laws and legislation:**

Since most legislation are outdated and need to be updated to follow up the reform and development of the public administration, OMSAR worked hard on this issue and organized an important workshop to review and update some legislations. It also

deployed efforts to draft new legislations in cooperation with relevant authorities and the expertise of senior leaders and consultants in different domains.

In this context, it has achieved a number of legislations regarding:

- A draft law on updating the system of public contracts.

- A draft law on the right of citizens to access information.

- A draft law on the statute of public institutions.

- Group of draft laws on fighting corruption according to the UN Convention against Corruption, including: updating the law on illegitimate wealth and the draft law on the conflict of interests.

- A draft law aiming at establishing planning and programming directorates at public administrations.

- A draft law aiming at establishing human resources directorates at public administrations.

- A draft law aiming at establishing IT units with full time IT jobs and their relevant set of ranks and salaries.

- **A draft decree aiming at organizing the control of the Court of Audit over institutions, associations, commissions and companies benefiting from financial aids or prepayments.** (submitted to the General Secretariat of the Council of Ministers in pursuance of our letter no. 514 dated on 5/9/2008).

- **A draft law aiming at amending the legislative decree no. 87 dated on 30/6/77 relevant to public interest institutions. (**submitted to the Minister of Social Affairs in accordance with our letter no. 491 dated on 23/8/2008; it was approved and submitted to the General Secretariat of the Council of Ministers to be studied and passed).

- **A draft decree on ratifying the law sending the accounts of municipalities and union of municipalities to the Court of Audit.** (submitted to the Court of Audit to express its opinion in accordance with our letter no. 572 dated on 4/10/2008).

- **A pilot project to send the accounts of public institutions to the Court of Audit.** (submitted to the Ministry of Finance to express its opinion according to our letter no. 514 dated on 5/9/2008).

- **A draft decree on the law sending the accounts, documents and information of public administrations to the Court of Audit.** (issued according to decree no. 4001 dated on 12/5/2010).

2. **Restructuring public administrations and public institutions as well as updating their roles and duties:**

It is necessary to reorganize administrative structures of public administrations and institutions and of the relevant laws and regulations which have become outdated, in order to rationalize duties and responsibilities and reorient them. This includes the possibility of merging and transferring competences as well as annulling duplication, etc…. In addition to differentiating between main jobs related to decision making, planning, human resources management, monitoring, investigation, implementation and follow up. This issue was discussed by the competent committees in the light of the following principles:

- Redistributing duties and responsibilities between central administrations, regional units and municipalities where ministries mainly focus on policy making and planning, as well as program setting, follow-up, evaluation, supervision, monitoring, auditing, coordination and guidance.

- Reconsidering the public administration's structure as a whole in order to reinforce good cohesion and linkage between different administrations to avoid duplication and the conflict of interests, while ensuring effective coordination and cooperation mechanisms between them to render each ministry capable of making decisions, planning and organizing. In addition to reducing as much as possible secondary tasks and activities through enforcing the role of regional units which should be the first to handle citizens' daily procedures.

- Reconsidering the status of public institutions through making them more independent on one hand and holding them accountable and adopting the system of measuring results and achievements on the other hand.

- Adopting continuous organizational adaptation and reinforcing efficient management.

It is worth noting that the Ministry of State for administrative Reform drafted in the past years legal and regulatory texts for several ministries and public institutions while updating their roles and responsibilities in compliance with its new duties, taking into consideration governmental policies and trends and the best international experiences and practices.

3. Restructuring and updating the roles and duties of monitoring bodies:

Based on the same considerations and reasons mentioned in the previous paragraph, it was necessary to review the roles, duties and structures of monitoring bodies. This is what the Ministry of State for Administrative Reform started to do in collaboration with officials at the said monitoring bodies. In this context, draft laws were set for the following monitoring bodies: Court of Audit, Civil Service Board and Central Inspection.

Among the main issues that included projects of reorganizing monitoring bodies are:

- **The Court of Audit:** It can play an essential role in post control through: evaluating the performance of programs and projects of public administrations and institutions, major municipalities and union of municipalities subject to the Court of Audit, in order to check feasibility expenditure and use the available financial resources to attain the desired goals and results according to the standards of economy, efficiency and effectiveness.

- **The Civil Service Board**: It can play an essential role in planning human resources through:

- **Setting a general framework for the strategies and policies of managing and reforming human resources** in coordination with public administrations and institutions as well as major municipalities and union of municipalities.

- **Planning civil service to go in parallel with governmental development policies and programs,** updating the duties and responsibilities of several public administrations, public institutions and major municipalities, in addition to expecting the need to create jobs requiring new qualifications and trying to ensure them, as well as setting programs and plans to solve the issue of excessive jobs or jobs that have no more justification to continue and seek distributing them on the appropriate administrations after rehabilitation.

- **Central Inspection:** It can play an essential role in institutional monitoring through: developing the role of Central Inspection which is currently restricted to monitoring, to include the new role of supporting and guiding public administrations, public institutions and municipalities through solving and orienting regulatory and administrative disequilibrium as well as identifying cases of mismanagement and then set a system which adopts general and sectoral standards and indicators. The institutional performance evaluation of public administrations and institutions in addition to municipalities and union of municipalities aims at checking their capability of

attaining their goals and objectives and ensuring that they are correctly using the available human and financial resources. It also aims at evaluating the effectiveness of implementing the projects and action plans in compliance with the goals set before and drafting annual reports by public administrations on the achievements attained.

It is worth noting that a system for institutional performance evaluation was prepared, including general and sectoral indicators and standards. Inspectors in different public inspection boards at the Central Inspection were trained to use this system which was successfully tested in some public administrations, even though experimentally.

4. **Establishing a highly competent administration and hiring qualified employees:**

The public administration should be characterized by high levels of competence and integrity, while being flexible in distributing human resources, in terms of quality and quantity to go along with the government's projects and needs, reaching a professional administration capable of serving citizens and attaining results and goals.

This could be achieved through the following measures:

- Determining the number of workers at the public administration based on the effective needs relating to duties, projects and main activities and in the light of the available financial resources.

- Drafting a new legislation which adopts the most recent concepts and principles of civil service and focuses on professionalism, accountability and performance as well as rallies and hires highly qualified and competent persons.

- Adopting a transparent and objective performance evaluation system which takes into account employees' achievements and productivity. It shall be meticulously applied allowing the adoption of an incentive system linked to their performance.

- Setting precise job descriptions and determining their relevant hiring conditions, as well as allowing transfer of power among administrative officials especially the seniors in ministries.

- Gradual transfer from a conventional administration to a modern and contemporary administration based on accountability and aiming at fighting corruption and irrational spending as well as achieving goals and results, ensuring transparent information and making strategic policies based on good planning and forecasting.

- Investing in qualitative training (referring to NGOs when need be) to manage workers and assign them to the jobs that match their capacities and skills.

5. Building institutional capacities, reinforcing the role of strategic planning and making policies:

The State has to wisely use and distribute its limited resources according to meticulously chosen priorities in specific domains. The said priorities are based on an accurate database, balanced options and transparent decisions in the framework of a comprehensive strategy. Governmental decisions, policies and trends have to interpret them through precise and reviewed plans while determining the required financial resources, desired goals and feasibility. Hence, planning units shall be established at ministries to set strategic plans and programs, suggest policies, follow up and evaluate, coordinate with a central planning authority and reinforce discussions with the civil society. It is worth noting that effective planning requires capacity building in the domain of collecting and analyzing statistics along with the ability to forecast and predict future needs.

6. Reinforcing good governance and stabilizing transparency and accountability:

The State has to regain citizens' trust through using procedures and authority according to the best principles, practices and standards relating to integrity, openness and the rule of law. Furthermore, relations between the State, NGOs and citizens shall be subject to public scrutiny and avoid political and individual interests.

This can be achieved through the following measures:

- Developing the financial accountability of administrations through adopting transparent accountability procedures to check the ideal usage of resources.

- Enforcing the Court of Account for post control in order to focus on the economic matching, effectiveness and feasibility, in addition to pre-control on public spending in terms of the legality of works and procedures.

- Adopting the most recent standards relating to transparency, accountability and integrity in addition to prosecuting employees involved in corruption, illegitimate wealth and conflict of interests and updating or drafting relevant legislations.

- Adopting accurate and scientific mechanisms that allow hiring individuals in senior positions based on their competencies and qualifications.

- Give the civil society the opportunity to discuss governmental policies and present suggestions and recommendations that achieving the public interest.

7. Approaching the administration to the citizen and concentrating on achieving fruitful results:

Administrative procedures and systems should be clear and transparent allowing adaptation to the changes at work. They should also comply with international standards and descriptions to guarantee effectiveness.

This can be achieved through the following measures:

- Reconsidering systems and procedures to check their effectiveness and get rid of unnecessary and costly systems.

- Put an end to complicated bureaucratic procedures and seek simplifying procedures and increasing IT usage whenever possible.

- Drafting and adopting the Code of Administrative Procedures which aims at achieving results, integrity and effectiveness.

- Using ICT on a wide range to replace routine bureaucratic procedures.

- Prepare databases to facilitate the access of citizens to administrative information through the internet.

- Allow citizens to submit their applications such as services, licenses and others through mail, fax or network using E-Government.

- Reinforcing communication between the State and citizens through adopting an effective complaints system and assigning an ombudsman after issuing its relevant law no. 744 dated on 4/2/2005.

- Conducting a periodic survey to assess public services and evaluate the content of citizens from the administration's performance.

- Adopting the Citizen Charter and the relevant charters at public administrations after finalizing them, and creating the mechanisms to be adopted by officials to check the abidance of workers to these charters.

- Adopting One-Stop-Shop at some public administrations and institutions to facilitate handling citizen's procedures.

- Changing the role and trend of the administration from only focusing on matching works to regulations and procedures to focusing as well on attaining results and achievements and on providing better services to citizens.

8. **Activating and using IT techniques as well as establishing E-Government Portal**

Public administrations have to be updated and replace routine and procedural work which focuses on internal issues with work mechanisms based on information management, knowledge, communication and provision of services. This quantum leap requires change not only in administrations' front desks and though improving services, but also through merging databases and reengineering basic procedures inside and within administrations. **E-Government Portal provides services to citizens effectively and efficiently benefitting from ICT.** It is important that the E-Government vision be based on achieving a number of strategic goals that have become easily attainable thanks to ICT through ensuring the required institutional and legal frameworks. The said goals can be achieved through:

- Posting all of the information that the citizen has the right to access through different connection channels – internet, hot lines, service centers or desks relevant to the State as a first stage.

- On a later stage, handling all public services of citizens through the E-Government Portal, reducing the burden and cost of moving from one place to another, thus decreasing the need of direct contact with workers at the relevant administration.

- Adopting interoperability of databases to reduce the size of information, documents and files to be attached by the citizen to his procedures, thus decreasing the administrative burden.

- Conducting governmental procurements electronically and directly based on a suitable plan that matches commercial standards.

9. **Concentrating on the strategic role of the State related to the main activities and functions, in addition to reinforcing partnership between the public and private sectors:**

The State has to focus on main duties and activities as well as strategic functions including issues related to social care. It should seek reinforcing partnership between the public sector and private sector and benefit from the latter's expertise and capacities in infrastructure equipment and in service and operational domains in a context of organized restrictions to serve the public interest.

In some cases, and in the light of the rapid technical changes, it might be beneficial that the State decreases sometimes its role of directly providing and producing goods and services and redistributing the duties and roles through outsourcing some of these activities to the private sector for it is characterized by flexibility, competent human resources and the most advanced techniques.

Fourth: Requirements for the success of the reform and development of the public administration

The process of reforming and developing the private sector is complicated and multi-disciplinary. It requires the will of the higher political authority to change through supporting this process and ensuring all of its human and financial resources in addition to overcoming all of the current and expected difficulties.

Following are some of the basic requirements to ensure the success of the reform and development of the public administration:

1. **Supporting the body in charge of developing the public administration:**

   Reform and development of the public administration require supporting OMSAR and providing it with the necessary resources as well as determining its role and responsibilities in order to:

   a. **Suggest public policies related to reforming and developing the administration.**

   b. **Interpret and elaborate these policies in the frame of applicable action plans.**

   c. **Suggest general principles that ensure the effective flow of work at public administrations.**

   d. **Coordinate and follow up the programs and projects of reform and development of the public administration.**

2. **The serious commitment of the political authority to reform and the continuity of this commitment consist two main conditions of success.** The experiences of several countries show that the main reason for the failure of administrative reform was the absence of real political commitment. Furthermore, experiences of other countries especially England, Australia and New Zealand show that the main reason for success is the serious commitment of consecutive governments to set long term strategic plans to develop the administration and apply them with a lot of effort and sustainability.

3. **The presence of a reformative plan characterized by clear, determined and coherent goals as a main condition for the success of developing the administration.** The Strategy for the Reform and Development of the Public Administration that we have prepared constitutes a general framework for the process of reforming and developing the public administration. It is worth noting that the said strategy can be applied **gradually and by stages,** in a way that success at each stage reinforces the chances of success at the following stages.

4. **The necessity to activate the higher committee for administrative reform and development, established by virtue of the decision of the Prime Minister no. 71/2005 in the form of an institutional framework to follow up and support the project of reforming and developing the public administration,** headed by the Minister of State for Administrative Reform and having the heads of monitoring bodies as its members. Its main role shall be to study, discuss and suggest administrative reform plans as well as programs for the reform and development of the Lebanese administration in addition to monitoring their implementation and evaluating their results.

5. **Ensuring the support of senior officials to the process of reforming and developing the public administration.** This support can be ensured through effectively applying the hiring mechanism adopted by the Council of Ministers in the session held on 12/4/2010, through which the best administrative seniors are chosen to occupy first category jobs. It is worth noting that this mechanism has stipulated the periodic assessment of general managers' productivity and performance, based on which they might be transferred to new positions, expelled when need be or rewarded. It is necessary that productivity reports drafted by heads of monitoring bodies take into account the achievements and level of performance attained by general managers, especially regarding their support for administrative development programs and coordination to apply them.

   It is worth noting that the obligation of general managers to attain fruitful achievements and support administrative reform and development programs is conditioned by providing them with all guarantees and resources in order to practice their duties and responsibilities freely without any political pressures or malicious measures and procedures in addition to ensuring the support and help of monitoring bodies and relevant public administrations.

6. **Standards and restrictions to be adopted to provide human resources through donors:** It is appropriate for donors, including UNDP, who play a role in providing human resources for the programs they finance at public administrations to adopt the following standards:

- Contracting shall be made only with individuals characterized by competences and high qualifications absent at public administrations and which cannot be rallied due to issues related to the set of ranks and salaries in the public sector.

- Human resources provided by donors shall only conduct consultative tasks, help in building the administration's institutional capacities, provide technical support and experience to senior officials at public administrations. This shall be temporarily made without going into executive administrative tasks or establishing shadow organizations parallel to public administrations.

- Reiterating the temporality of programs and prolonging them only based on a specific timeline.

- Finding mechanisms to contain in the public administration national competences working at programs financed by donors.

7. **Including an implementation and follow-up mechanism in the plans of reform and development programs.** It is necessary to reiterate the importance that any reformative plan includes an implementation and follow-up mechanism. To guarantee the success of reform and development plans and programs, each public administration should assign one of its senior employees to be in charge of following-up these programs and plans in all of their stages, in cooperation with OMSAR. The said employee should be provided by his administration with the adequate prerogatives to guarantee follow-up and coordination as well as overcome various difficulties.

8. **Wide and continuous support of the people to render administrative support successful.** To guarantee the success of any reformative program, it is necessary to provide it with the sufficient support of those benefitting from the public administration's services: citizens, private sector and civil society. Therefore, it is beneficial to mobilize these sectors especially CSOs to support reform and development programs and exert the positive pressure needed to ratify and implement these programs.

Part Three

Plan for the Reform and Development of the Public Administration

In the light of the main problems faced by the public administration clearly mentioned in paragraph three of part one of this Strategy, and based on the strategic goals and trends noted in paragraph three of part two of the said document, we present the following Plan for the Reform and Development of the Public Administration. It consists of six programs aiming at solving the main problems mentioned above. Each program contains the information that help to understand its goals, the body in charge of managing and implementing it, beneficiary managements, projects supporting the program, the main outputs, outcomes, standards of performance/success amd other givens and clarifications.

These programs are:

1. **The program of reinforcing governance, accountability and transparency.**

2. **The program of building the capacity of the public administration.**

3. **The program of creating mechanisms to manage change and exchange experiences and best practices.**

4. **The program for the reform and development of the human resources management.**

5. **The program of enhancing services efficiency and reinforcing the relation between the administration and citizens.**

6. **The program of enhancing IT usage and creating an E-Government Portal.**

    Moreover, we attach a matrix showing the linkage between the abovementioned programs of the plan to reform and develop the public administration- along with the projects included in every program- and the strategic goals and trends used to determine the programs and priorities of the plan to reform and develop the public administration.

Name of program	1.Governance, accountability and transparency support program
Reasons	The public administration suffers from weakness or lack of supervision and accountability due to the outdated legislation, systems and proper work mechanisms. This is also caused by the absence of precise and objective periodic reports relating to the accomplishments of the administrations and the adopted policies which could work as a basis for monitoring and accountability.
The aim of the project	The program aims to update the legislation, regulations and work mechanisms according to the best standards and experiences in several areas: a package of legislation on combating corruption and illicit enrichment, modernizing the law of public contracts, conflicts of interest and the right to access information, establishing the department of public contracts, and reinforcing the post control of the Court of Audit.
Responsible Body	Office of the Minister of State for Administrative Reform.
Participating Bodies	- Public administrations, especially the Ministry of Justice and the Ministry of Finance. - Monitoring bodies.
Projects in support of the program (Action Plan)	- Adoption and implementation of a new law on public contracts and establishing the department of public contracts. - Supporting the capacities of the Court of Audit in post control. - Creating an internal control unit in the Ministry of Finance and the Ministry of Public Works and Transport (a standard project which could be circulated to other ministries). - Training the employees in public administrations to adopt the guide to prepare official reports on achievements. - Adopting the concept of assessing organizational performance in public administrations and public institutions. - Adopting a new law on illicit enrichment. - Adopting a law on conflicts of interest. - Adopting a law designed to protect corruption whistleblowers. - Adopting a law that protects the right to access information. - Circulating and publicizing pertinent charters (citizen's charters).
Main Outputs	- Enacting the law of public contracts. - Reinforcing the role of the ombudsman by appointing an ombudsman. - Training the judges of the Court of Audit and Auditors on the mechanisms of post control. - Creating internal control units in the Ministry of Finance and the Ministry of Public Works and Transport. - Issuance of official reports on the achievements of public administrations that meet the best standards and international experiences. - Adopting the system of assessing institutional performance in a systematic and permanent manner by the Central Inspection Board. - Enacting a law against illicit enrichment, and a law on conflicts of interest. - Enacting a law protecting citizen's right to access information.

	• Enacting a law to protect corruption whistleblowers.
Outcomes	• Concluding public contracts with extreme professionalism which provides credibility for it guarantees competition and transparency in order to ensure the supply of various equipment and services at the lowest cost. • The ombudsman fulfills his responsibilities by handling the citizens' complaints and giving the appropriate recommendations and propositions for in that matter. • The department of public contracts starts carrying out its required tasks. • Evaluating the performance of programs and projects to check the use of financial resources and expenditure according to the criteria of economy, efficiency and effectiveness. • Assessing the institutional performance of public administrations and institutions to identify weaknesses and imbalances and work on rectifying them. • Providing accurate and documented information about the achievements of public administrations and institutions which could serve as a basis for control and accountability on their good usage of the available resources and on their achievement of the approved plans' objectives. • Subjecting the activities and work of a number of ministries to scrutiny and internal control to combat mismanagement, corruption and waste. • Providing legal frameworks and mechanisms which allow the condemnation of illicit enrichment and conflicts of interest, and encourage the victims of such acts to file complaints.
KPI's[3]	• Number of reports on corruption after the issuance of a law that protects corruption whistleblowers. • Reports prepared in conformity with the reports guide for achievements. • The number of administrations that adopted the evaluation of institutional performance. • The number of complaints about the breaches of the law of illicit enrichment. • The number of ministries in which internal control units have been established. • The number of judges who have been trained on the modern mechanisms of post-control.
Conditions for success	• The staff involved in the implementation of the law of the public contracts should understand the new concepts and work mechanisms and apply them properly. • Appointing heads and workers in the department of public contracts. • The ability of the judges in the Court of Audit and inspectors to adopt the approaches and mechanisms of post control bringing them into effect. • The ability of the staff that is in charge of the preparation of official

	reports concerning achievements to deliver reports which meet the scientific requirements and standards. • The citizen's confidence in the applied laws on illicit enrichment and conflicts of interest, which then encourages him to file serious complaints.

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[3] The Key Performance Indicators (KPI) are benchmark gauge measures

Name of program	7. Public administration capacity building program
Reasons	We noticed the inability of the public administrations to fulfill emerging tasks and responsibilities which arise from the development of its role and functions. This was due to the outdated legislation and organizational structures, the vacancy in leadership positions and its poor ability to plan strategically in order to set goals and policies.
Aim of the project	The program aims to update the legislation of public administrations, focus on strategic functions, create the necessary units to be managed by specialists, strengthen the partnership with the private sector and civil society, review the roles and functions of the monitoring bodies and public administrations and restructure them, consolidate the concept of making achievements by the administrations and measuring them.
Responsible Body	Office of the Minister of State for Administrative Reform.
Participating Bodies	• Monitoring bodies. • Public administrations. • Council for Development and Reconstruction.
Projects in support of the program (Action Plan)	• Renovating the roles of the monitoring bodies, the public administrations and public institutions and restructure them. • Institutional capacity building & reinforcing "the function of strategic planning and policy making." • Reorganization of the projects and programs' directorates and publicizing the creation of planning units and programs in the public administrations while defining their tasks and responsibilities and recruiting highly trained specialists to run them. • Strengthening the partnership with the private sector and civil society, and assigning some operational and service activities (Outsourcing) when need be.
Main Outputs	• Updating the roles and tasks of the monitoring bodies and public departments & institutions according to the best practices and regulatory orientations in order to improve them and raise their efficiency. This would enable them to cope with the new tasks and functions in line with the orientations and policies of the state. • Creating planning directorates and programs in the public administrations. • Approving the legislation and structure of the monitoring bodies and public administrations. • Adopting advanced work mechanisms for strategic planning and personnel training in the planning units. • Assigning to the private sector a number of activities and services that require work flexibility, qualified manpower and advanced technology (Outsourcing).
Outcomes	• Modern structures and roles of the monitoring bodies and all public administrations. • Modern planning units equipped with the required resources. • Adopting strategic plans by public administrations in accordance with the new methodology. • Improving the ability of the administrations to measure their performance.

Key Performance Indicators (KPI's)	• A strategic plan for human resources in the public administration. • The number of ministries that have sectoral strategic plans. • The number of public administrations where laws relating to the reconsideration of their role and structure were issued. • The number of activities and services that have been assigned to the private sector in service ministries.
Conditions for success	• The support of the leaders in the monitoring bodies of the new roles and responsibilities assumed by the monitoring bodies, and the desire and determination in their exercise. • Appointing the necessary competent and specialized manpower to assume new tasks in the monitoring bodies, in the planning units and programs, and in the units of human resources' management. • The political and administrative leaders in the public administrations should be convinced of the purpose and effectiveness of lessening the burden of providing daily services belonging to the citizen through assigning them to the private sector.

Program name	8. **Program for the creation of mechanisms to manage change and exchange experiences and best practices**
Reasons	The processes of reform and development require specialized mechanisms and strategies which contribute in making the necessary changes based on successful administrative experiences and practices in some developed countries.
Aim of the project	The program aims to develop a specialized mechanism to manage change in order to keep up with projects of reform and development and work on implementing them and ensuring their sustainability, and to organize conferences, seminars and workshops to disseminate the culture of change management and deal with the emerging subjects or issues in order to study and solve them, and place them at the disposal of decision makers.
Responsible Body	Office of the Minister of State for Administrative Reform.
Participating Bodies	• Civil Service Board. • National Institute of Administration. • Administrative leaderships. • Planning units and programs at the ministries and public institutions. • Human resources management units of the ministries and public institutions. • Public relations' units of the ministries and public institutions.
Projects in support of the program (Action Plan)	• Setting a regulatory framework to develop methods and mechanisms of change management at the Office of the Minister of State for Administrative Reform. • Developing a guide for change management so as to include components of the change preparation processes, and a change management plan, as well as their implementation and management. • Organizing training courses and seminars for administrative leaderships on the culture and concepts of change management and their implications. • Coordinating with the National Institute of Administration to include the topic of change management in the preparation and training programs. • Organizing workshops to address the emerging dilemmas and problems in which decision makers and administrative leaders participate. • Issuing bulletins related to matters of development and modernization of public administration.
Main Outputs	• Identifying and preparing change agents. • Developing practical strategies to raise awareness, persuasion and participation. • Establish a culture of support and communication for the success of reform projects and development. • Highlighting the achievements and successes of the Lebanese administration in enhancing performance and improving the administrative process so as to be a motivation and pioneer. This would reflect positively on the international and regional reputation of the public administration in Lebanon.

	• Putting forth proposals to the Council of Ministers which will make a drastic change in the process of modernizing and developing the public administration. • Updating the process of developing policies and strategies in light of the difficulties encountered by the reform process.
Outcomes	• Supportive administrative leaderships that are convinced with the management of change and its programs. • Approved and implemented strategies and mechanisms. • Programs and projects which are accomplished in the administrations according to the mechanisms of change management deserve recognition and reward. • Workshops and seminars giving birth to proposals and recommendations with added value.
Key Performance Indicators (KPI's)	• Number of projects covered by the program of change management. • Number of employees who have been trained or assigned to be change agents. • Number of seminars that were organized to raise awareness in the field of change management.
Conditions for success	• Support and conviction of the political and administrative leaders in the change management and ensuring the requirements for its adoption and implementation. • Cooperation of the monitoring bodies in supporting the process of adopting and implementing the change projects and programs. • Mobilization of the capacities of society and civil society organizations to ensure their participation and support for change projects.

Name of program	9. Program for the reform and development of human resources management
Reasons	The human element is the most important element in the success of any department or institution in the public sector and private sector alike. It is clear that the process of administrative reform and development in Lebanon cannot succeed if not accompanied by a serious reform in the management of human resources because employees are responsible for the implementation, support and follow-up on reforms. It is also noted that the development and modernization of human resources management in Lebanon was not subject to any serious attention since the early sixties of the last century. In addition, the Lebanese war had negative consequences on public administration as a whole; therefore, the government administration was not able after the war to do the least of its expected role in normal circumstances, so how would it fulfill the new required role after the war so as to contribute in the boost of the economic and social development.
Aim of the project	The program aims to develop human resources management as a pressing need that must be given priority. This requires the modernization of the legislation in the Board of Civil Service and the systems of public office and competition; the reinforcement of the training provided by the Office of the Minister of State for Administrative Reform; the support of the National Institute of Administration and the adoption and implementation of a modern mechanism for job assignments.
Responsible Body	Office of the Minister of State for Administrative Reform.
Participating Bodies	• Civil Service Board. • Public Administrations • National Institute of Administration.
Projects in support of the program (Action Plan)	• The project of modernizing the staff system. • Activating the Civil Service Board by reorganizing it and providing qualified manpower to run it. • A modern mechanism for assignments in higher positions based on merit rather than political considerations and cronyism. • Conducting a survey and identifying the training needs in public administration. • Providing training courses in both administrative and informatics fields. • Reinforcing the National Institute of Administration and supporting it with manpower, IT equipment, software and modern training methods. • The project of determining the real need for manpower in the public administration, including the identification of shortages and surplus. • Implementing the staff code of conduct. • Implementing the project of defining job descriptions in public administration. • Adopting a new system for competitions in the recruitment process. • The study of comparing salaries in the public and private sectors.
Main Outputs	• Developing a new system for the staff that takes into account the new changes, orientations and principles in this field. • Reinforcing the Civil Service Board and enabling it to put forth policies, plans and programs which contribute to the advancement of the public

	sector. • Creating directorates of human resources in public administrations. • Upgrading the recruitment processes on various levels. • Developing and implementing training plans based on the real needs of the employees. • Conducting highly effective training sessions at the National Institute of Administration. • Identifying gaps and surpluses of the employees in public administration on a scientific and objective basis. • Determining the code of conduct of the employees as well as their rights. • Defining the responsibilities of the employees by determining their job description and responsibilities. • Studying the status of salaries to determine any flaw that must be corrected. • Updating the performance evaluation system and benefiting from its results.
Outcomes	• A modern system for the employees using the latest concepts and principles of the public office. • Developing the Civil Service Board so as to make it a modern and effective tool for the management of human resources. • Appointing staff in senior leadership positions based on a new recruitment mechanism that primarily depends on merit. • Implementing the policy of recruiting employees in a scientific and objective manner that takes into account the real needs of public administration. • Select the best manpower to fill the vacant positions based on a modern competition system. • Providing employees with high skills and expertise to support the programs of reform and adapt to them. • Developing the staff conduct and practices to comply with the employee's Code of Conduct so as to hold the employee accountable and therefore lessen mistakes and breaches. • Clarifying the employees' tasks and responsibilities based on an accurate description of the position they are occupying so as to assess their performance and help design accurate tests for the competitions in addition to developing appropriate training plans. • A study of the salary scale that allows the recruitment and retaining of efficient manpower.
Key Performance Indicators (KPI's)	• Number of vacant leadership positions that were occupied according to an accurate and transparent mechanism that takes merit and competence into account. • Number of departments that have training plans. • Number of employees who have been trained in the administrative field. • Number of employees who have been trained in the informatics field. • Number of administrations that adopted the staff function badges.
Conditions for success	• The political authority should recruit for leadership positions based on merit.

	• The political authority should support the National Institute of Administration and appoint a board of directors with members having the required abilities and skills.

Name of program	**10. Program for enhancing services efficiency and reinforcing the administration/citizens relationship**
Reasons	The complicated bureaucratic measures as well as the traditional and extremely centralized work methods which are adopted in the administrative work exhaust citizens and cause a delay in the completion of their paperwork and obtainment of services with the desired quality. In addition, complaints are filed but no proper or quick solutions are found.
Aim of the project	The program aims to simplify the measures of the basic procedures that the citizen, businessmen and investors need and shorten the distance between the administration and citizens through reinforcing the role of the municipalities (administrative decentralization) and the regional units (administrative decentralization) by assigning a greater role to municipalities and regional units in receiving and completing procedures, expanding the delegation of authority, creating a One Stop Shop in several administrations to facilitate the citizen's contact with these administrations and updating the complaints system.
Stakeholders	Office of the Minister of State for Administrative Reform.
Stakeholders	• Civil Service Board - Research and Guidance Administration. • Central Inspection Board. • Ministry of Interior and Municipalities. • Public administrations and public institutions. • Municipalities.
Projects in support of the program (Action Plan)	• Simplifying a set of the most relevant procedures to the public, businessmen and investors in the plan of work that has been set by the Council of Ministers in its decree No. 106 dated on 9/9/2004, which has been confirmed by the Prime Minister's circular No. 10/2010 dated on 11/3/2010. And it was noted that the plan of work of the Ministry of State for Administrative Reform has given a priority to the study and simplification of administrative procedures which have a wide contact with the public especially the Ministry of Economy and Trade, Ministry of Social Affairs, Ministry of Agriculture, Ministry of Tourism, Ministry of Industry, Ministry of Public Health and Ministry of Environment. • Training the involved staff on the techniques of simplifying and restructuring procedures using informatics. • Preparing one-stop shops in public administrations and training the staff that works there on communication skills with the public. • Setting up a modern system to receive citizens' complaints and solve them. • Developing a system with clear criteria to determine the procedures that can be assigned to the regional units for completion. • Developing a system that includes clear criteria which allow the expansion in the delegation of authority so as to lighten the burden that higher administrative leaderships bear.

	• Designing and updating the Lebanese E-Government Portal at the Office of the Minister of State for Administrative Reform to facilitate citizens' access to information related to administrative procedures.
Main Outputs	• Simplifying a set of the basic citizen procedures and conducting them while automating some of its stages when necessary based on a resolution made by the competent minister. • Training the controllers in the Research and Guidance Administration, the concerned staff of the Office of the Minister of State for Administrative Reform and the network of employees in the public administrations who are in charge of the simplification procedures, and providing them with techniques and concepts for the simplification and restructuring of procedures. • Creating and equipping one-stop shops in several public administrations. • Establishing a modern system implemented in public administrations for handling citizens' complaints. • Identifying the procedures that should be transferred to the municipalities and regional units in order to study and conduct them; and backing those procedures with the necessary resources especially in terms of technology and informatics. • Designing a Lebanese E-Government Portal to enable the display of information in a clearer and more effective manner.
Outcomes	• The citizen can obtain his government services and conduct his procedures easily and quickly at the nearest location to his residence and with the expected quality. • The staff in charge of simplifying the procedures has the necessary skills and expertise to deal with procedures that have long and complicated measures. • At least 3 one-stop shops have been created and activated so that the citizen can deal with the concerned administrations exclusively through them. • Availability of a Lebanese E-Government Portal which provides information in an appealing and clear manner for the citizen to benefit from its services.
Key Performance Indicators (KPI's)	• The number of the basic procedures that have been simplified. • The number of training courses in the area of administrative procedures simplification. • The number of one-stop shops created. • The number of procedures that have been assigned to the regional units. • The number of complaints filed by citizens that have been handled.
Conditions for success	• The strong willpower of the competent minister and his aids to support the project of simplifying procedures and limiting the citizen's dealings with the one-stop shop. • The central administration's support to strengthen the regional units in receiving and conducting a number of procedures for citizens. • The commitment of the political authority to promote the role and responsibilities of the local administration (municipalities) in local development and providing services to citizens in many sectors such as

	health, education, environment, and others.

Name of program	11.Program for enhancing IT use and creating an E-Government portal
Reasons	The administrative reform can only be effective and efficient if information technology played an essential role in the development and reform process to modernize work instruments and thus allowing the raise of control level, facilitating the delivery and completion of procedures by citizens and businessmen and determining precisely the stage that procedures have reached. This information technology can also give accurate statistics on the completed procedures and those that have not yet been completed along with the reasons for non-completion. It can also count the number of requests and complaints in each administration.
Aim of the project	E-Government program aims to modernize the public administration and changing it from working according to traditional bureaucratic procedures to working based on modern techniques that depend on information and knowledge management, communication, and concentrating primarily on outputs, results and services delivered to citizens and businessmen. This major shift requires not only a change on the administrations' front desk so as to improve services delivered to citizens, but also an availability of interoperability mechanisms between databases and restructuring the main procedures within and across administrations.
Stakeholders	Office of the Minister of State for Administrative Reform.
Stakeholders	• Ministry of Telecommunications and Information Technology • Ministry of Interior and Municipalities concerning the citizen's unified number. • Ministry of Finance regarding electronic payment. • All ministries and public administrations that will use electronic procedures.

Projects in support of the program (Action Plan)	Adopting the following frameworks:
	
	• **Legal framework**
	
	   ○ The law regulating electronic transactions.
	   ○ The law to establish and organize information units and determine ranks and salaries of the IT positions.
	
	• **Technical framework**
	   ○ Establish a data center
	   ○ Creation of e-Government Portal
	   ○ Unifying the websites' standards
	   ○ Automating the flow of procedures
	
	• **Services Framework**
	
	   ○ Unifying forms
	   ○ Electronic payment services
	   ○ Electronic procedures

	Capacity-building framework - Training employees on modern techniques - Managing change to move from paperwork to electronic procedures
Main Outputs	- E-government data center. - E-government portal and its legal framework. - The interoperability framework between administrations. - Identifying how citizens can use the techniques and work mechanisms of the e-government. - Working with administrations to automate the procedures' workflow after simplifying their measures. - Coordinate with administrations to create unified one-stop shops. - Managing change regarding e-government
Outcomes	- Putting Lebanon on the map of the countries that have electronic public services by improving Lebanon's worldwide ranking. - Ability to accomplish a number of basic procedures by citizens and businessmen electronically. - The possibility of exchanging data electronically between administrations.
Key Performance Indicators (KPI's)	- The number of services which can be partially or fully completed electronically. - The number of procedures which use interoperability. - The number of administrations that benefit from the services of the e-government data center for the following topics: - Complete and print forms. - Complete the mobilization of investments (Interactive). - Bill payment. - Public procedures. - Tax receivables - Company registration. - Motor vehicle registration. - The number of citizens who have used e-government portal to complete their procedures. - The percentage of employees in public administrations who are trained to use modern IT techniques.
Conditions for success	- Readiness of the infrastructure. - Readiness of the administrations in terms of informatics and manpower. - Citizens having a positive first impression when launching the e-portal. - Adoption a draft law to organize electronic procedures. - The creation of an organizing committee and necessary institutions for electronic signatures and appointing its members. - Readiness of the infrastructure for electronic signatures.

Part 4

Suggestions and implementation tools

The administrative reform strategically poses essential projects for the development of the Lebanese administration based on the changes in the roles and responsibilities of the modern state and in line with the needs of citizens and their hope to establish an effective management which is able to provide the best services for them and achieve the desired social and economic development. The role of the Office of the Minister of State for Administrative Reform in the application of this strategy lies in the support and assistance of administrative bodies in the implementation of the projects that concern them by providing the necessary funding, conducting studies and seeking necessary consultations, providing technical and administrative support and training, and supplying the necessary hardware and software. However, this would not be enough if political leaders and senior management officers lack willpower and the resolution to support the implementation of these programs and projects.

Accordingly, this strategy carefully put forth the programs of top priority so as to address the most important problems faced by public administration, which are the following:

1. The program of reinforcing governance, accountability and transparency.

2. The program of capacity building at the public administration.

3. The program of creating means to manage change and exchange experiences and best practices.

4. The program of reforming and developing the management of human resources.

5. The program of enhancing services efficiency and reinforcing the relation between the administration and citizens.

6. The program of enhancing IT usage and creating an E-Government portal.

Even though all these programs include several projects that take into account the strategic orientations we discussed in the second part of the document and which are considered the basis for the process of administration modernization according to the best practices. In order to ensure the proper execution of this process, it is necessary to take a series of measures and foremost comes the following:

1 – Working on studying and discussing the document of "Strategy for the Reform and Development of the Public Administration" within a workshop organized by the Minister of State for Administrative Reform and where political administrative leaderships and representatives of the civil society are invited to participate in order to benefit from their suggestions and observations. These observations would have to be published and circulated later on.

2 - Based on the document of "Strategy for the Reform and Development of the Public Administration", the Office of the Minister of State for Administrative Reform must prepare an operational plan for that strategy, by which the methodology of implementing the projects included in the main programs mentioned in part 3 is determined according to a realistic timetable that takes into account the potentials and possibilities of the public administrations to handle these projects..

3 – The master plan of the projects must note the different resources and requirements that are necessary for the execution and funding of these projects from the grants and loans allocated to the Office of the Minister of State for Administrative Reform, or from the public budget when needed.

4 – Working on developing a mechanism for project monitoring and evaluation, which allows the verification of the proper implementation of these projects according to the set operational plans.

In conclusion, it is necessary to reiterate the need for the political and administrative leaders to support the Minister of State for Administrative Reform so as to allow him to carry out the tasks required from it, as well as the need for reinforcing the role of the Higher Council For Administrative Reform which was formed by the Prime Minister's Decree No. 71/2005 dated on 1 / 10 / 2005. This helps achieve a greater cooperation between the Office of the Minister of State for Administrative Reform, the inspection bodies and the ministries that are directly concerned with the programs and projects of modernization of public administration and improving its efficiency.

Annexes:

Graphs of statistics on human resources in the public sector

Source:

Journal of the Civil Service Board Nb. 3463 dated on 20/10/2010