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CENTER FOR LEGISLATIVE DEVELOPMENT

**GOVERNMENT INSTITUTIONS STRENGTHENING COMPONENT
LEBANON RELIEF AND REDEVELOPMENT PROJECT**

Request for Extension of Cooperative Agreement
No. HNE-0360-A-00-3102-00

PHASE II PROJECT PROPOSAL

February 1995

Office of Regional Initiatives
United States Agency for International Development
Washington, D.C.

by

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REPUBLIQUE LIBANAISE

ASSEMBLÉE NATIONALE

Le Vice Président

Bejrout, le January 11, 1995

Mr. Ghassan Jamous
Lebanon Representative
United States Agency for
International Development
American Embassy

Dear Mr. Jamous,

Allow me to thank you again for the technical assistance that the Parliament of Lebanon has received under the cooperative agreement between the Government of the United States, acting through the United States Agency for International Development (USAID), and the Government of Lebanon (GOL), acting through the Parliament of Lebanon, implemented by the Center for Legislative Development of the State University of New York at Albany (CLD-SUNY/A).

We have already received the computer equipment, and the parliament staff has been involved in several training activities to enhance their capabilities to utilize and maintain this equipment. The results of the training activities have been extremely satisfactory.

Also representatives from Daktronics' Inc. visited Lebanon and performed an on-site assessment for the installation of the Electronic Voting and Sound System that is supposed to be installed in the Parliament of Lebanon during the Spring of 1995.

In addition, and as a result of the policy dialogue activity under which a delegation from Parliament travelled to the United States, we have received a paper prepared by Dr. Abdo Baaklini entitled "Lebanon's Parliament in Comparative Perspectives : A Strategy for Institutional Development". This paper emphasizes the need to develop the Parliament of Lebanon on three levels : the institutional level, the committee level and the individual level. This paper describes in detail the commitment and decision taken by the Parliament of Lebanon to develop its institution.

REPUBLIQUE LIBANAISE

ASSEMBLÉE NATIONALE

Le Vice Président

Beirut, le

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We look for your cooperation in providing the Parliament of Lebanon with the appropriate technical assistance not just to enhance the capabilities of this democratic institution to develop and achieve its objectives, but also to enhance the relationship between the United States of America and Lebanon.

Sincerely,



CC : Dr. Abdo Baaklini, CLD-SUNY/A Director
Mr. Mahmoud Batlouni, CLD-SUNY/A Project Coordinator

ANWAR M. EL-KHALIL

MINISTER OF STATE
FOR PARLIAMENT AFFAIRS

February 15, 1985

Ref No: 45/241/AYK

Mr. Ghassan Jamous
Lebanon Representative
United States Agency For International Development
American embassy

Dear Mr. Jamous,

I would like to take the opportunity to thank the Government of the United States of America for providing technical assistance to Lebanon through the Center for Legislative Development of the State University of New York at Albany. This assistance has been received by the Parliament and four Government core agencies: Civil Service Board, Central Inspection Board, Government Accounting Office and Central Disciplinary Board, under the cooperative agreement between the Government of the United States, acting through the United States Agency for International Development, and the Government of Lebanon, acting through the Minister of State for Parliamentary Affairs in charge of Administrative Reform.

Several computers and related equipment were installed in the above mentioned agencies. In addition, training programs were conducted for employees who will operate and maintain these computer systems. Specific software applications for these agencies are under development at this stage.

Under my responsibility and supervision, the Government of Lebanon has completed a needs assessment study covering the whole of the Lebanese administration. The study: "National Administrative Rehabilitation Program" (NARP), includes the Government's emergency recovery needs over the next three years divided into equipment, computers (Information technology systems), training and technical assistance. Within the NARP, priority has been given to the core agencies mentioned above and to the Central Administration for Statistics (CAS), because of the critical role they have in overseeing the administrative reform process in the long run. This priority program is called NARP1.

In addition to your very helpful support in strengthening the management systems of these agencies, we would like to request that additional assistance be provided to these agencies over the coming years in order to further strengthen their institutional capacity. Below, are few suggestions on such possible assistance.

1. **Civil Service Board (CSB)**

We propose expanding its office automation internal communication capabilities and its information gathering and retrieving capabilities. Examples of further management information system applications needed include: the expansion of the Personnel Management System to include the employees of the educational sector, and training in administration information, such as exams, results, information on candidates. There is also a need to add information about contests held, committees' members, and pool of questions.

Other needs include establishing a database system to archive and retrieve agency documents utilizing imaging technology. In addition, there is a need for short-term experts to help the personnel in charge of training, recruitment, personnel management, and contest organization. The local staff will make use of the expertise of these short-term experts and will also build their skills in these fields.

2. **Central Inspection Board (CIB)**

We propose connecting its computers through a Local Area Network similar to those installed in the CSB and GAO. In addition, we propose expanding its office automation and internal communication capabilities through electronic mail packages. Most important is to automate the work process in the agency by creating several databases essential for the functioning of CIB, such as automating and tracking CIB claims, and an educational inspection system. A database system to archive and retrieve agency documents utilizing imaging technology is also needed.

3. **Government Accounting Office (GAO)**

We propose expanding its office automation and internal communication capabilities through electronic mail. In addition, the GAO needs assistance in developing several databases to track its internal records and processes, and to computerize its legal information and judicial procedures and analysis of its legal texts. A database system to archive and retrieve agency documents utilizing imaging is also needed.

4. **Central Disciplinary Board (CDB)**

The CDB requires assistance in expanding its office automation capabilities and providing appropriate conductivity to the data needed for its work from appropriate agencies. A database system to archive and retrieve agency documents utilizing imaging technology is also needed.

5. Central Administration for Statistics (CAS)

The CAS requires assistance in "standardization and coding" of basic information common to many of the public administrations, "connecting" the CAS to the sources of information (public agencies and private sector). This assistance can be composed of short term experts in statistical analysis as well as in computerization. In addition, the CAS needs funding for a statistical software package (with proper training) to be able to efficiently conduct studies and produce the analysis reports.

6. Office of the Minister of State for Parliamentary Affairs

Standardization

Based on your involvement with the four control agencies and participation in automating their processes to date, and based on the concept paper that CLD-SUNY/A provided us: "Information Technology Policy", USAID is well positioned to assist us in developing an information technology policy. Such a policy is crucial to ensuring that the use of information technology is available to all government agencies and that compatibility of systems is acquired. The task includes the development of a general plan to be implemented nationwide. Standardization would set the platform to resolve all conductivity problems, such as infrastructure specifications and the development of communication protocols.

Standardization would also address issues related to the acquisition and use of new technologies, such as preparing procedures and guidelines for the acquisition of data processing and computer equipment networks, (i.e., preparing and evaluating tenders and proposals), developing standards for equipment specifications, software development methodology, computer and data security, and data specifications.

This standardization effort should be executed in close coordination with the Technical Cooperation Unit (TCU) already established in my office.

Technical cooperation Unit (TCU) - Institutional development Unit (IDU)

As you are probably aware, my Office is in charge of coordinating the NARP projects and other relevant projects related to institutional development such as the project supported by USAID. For better supervision, coordination and follow-up of all administrative rehabilitation efforts, my Office needs to connect to the major databases in the Government and to keep a separate database on funds, projects, donors, technical assistance, and requirements in various administrations. The UNDP is funding the TCU and IDU staff and some equipment, while the Government is funding counterpart staff and some equipment as well. However, there is still a need to complement these funds with supplying a hardware server, a database server, and some development efforts. Also, a mail server connected to the Internet with 24 hour autonomy is needed.

I wish to take this opportunity to thank you for the assistance rendered to the Lebanese Government, and would appreciate if the U.S. Government can possibly consider the areas of assistance referred to herein above, and advise us if those activities are feasible as part of the next USAID grant which will hopefully, include as well our continuing needs for the training program to be initiated this year. My staff will be pleased to answer any questions you may have on this matter.

Yours Sincerely,



Anwar M. El-Khalil
Minister of State for Parliamentary Affairs

CC: Dr. Abdo Baaklini, SUNY/A Project Director
Mr. Mahmoud Batlouni, SUNY/A Project Coordinator

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I. PROPOSAL FOR PHASE II ACTIVITIES

A. OVERVIEW OF RECENT DEVELOPMENTS IN LEBANON & THE ROLE OF INTERNATIONAL INVESTORS & DONORS

Like a Phoenix rising, the Republic of Lebanon is emerging from the ashes of a 16-year conflict that shattered its political, social, and economic fabric, and left the country in physical and psychological ruin. While the civil war overwhelmed the Government of Lebanon, resulting in grave deterioration of the public administration, the ending of the war in 1990 sparked the resilience, flexibility, and entrepreneurial spirit of the Lebanese people. Since then, the Government has been mobilizing efforts to rebuild the country within the context of a free market and political stability, utilizing Lebanese and foreign private sector initiatives as well as assistance from international agencies.

Immediately after the war, Lebanon began restoring key institutions including the Security Forces, the Public Administration, the Ministry of Justice, the Ministry of Finance, and the Ministry of Post and Telecommunications. Reorganization of these institutions was deemed essential to providing the necessary infrastructure for the proper and effective function of the private sector. Several studies are underway to enhance administrative performance such as job classification, salary increase, and performance evaluation.

The Government that was formed in 1992 under Premier Rafic Hariri emphasized the importance of administrative reform by elevating this function to the ministerial level and appointing a Minister of Parliamentary Affairs in Charge of Administrative Reform. Government involvement in the initial stage of reconstruction was considered crucial since the first priority in reconstruction is the restoration of basic physical infrastructures and the adoption of necessary policies and regulations conducive to private sector resurgence and growth. Since Lebanon's vigorous and dynamic private sector continues to be the country's main asset, the Lebanese Government envisages reconstruction and development to be guided by private sector initiatives.

This strategy for recovery and investment was outlined during recent remarks in Washington, D.C. by Lebanese Minister of State for Industry and Petroleum Assaad Rizk:

[The] overall strategy for economic recovery is based on the premise that most of the reconstruction and recovery will be undertaken by the private sector, leaving the government to concentrate on the rehabilitation of basic infrastructure. As such, the government has undertaken to create an environment conducive to private sector investment, consisting of financial, tax, and legal incentives.

The overall public investment requirements covering all infrastructure and social services sectors are incorporated in the government's ten year program titled Horizon 2000. The program is estimated to cost between ten and twelve billion dollars at constant 1992 prices (dollars), an investment figure equivalent to about 11 percent of the projected cumulative GDP over the period. The private sector is expected to invest an additional 20 billion dollars over the same period of time. If these assumptions are realized, GNP will double by 2002.

- *Why invest in Lebanon?*
Lebanese Ministry of Industry

Setting the groundwork for these efforts is the Taif Agreement of 1989 which brought an end to the civil war in Lebanon and established a framework for reconciliation and economic growth. Appended to the Lebanese constitution, the agreement contains three guiding principles:

- * **The restoration of Government institutions**, primarily the Public Administration, the Ministry of Justice, the Army, and Public Services. Public Services are being extended to populations that were devastated by the war, and people are being repatriated to their regions.
- * **The reestablishment of state authority and concordant security forces**, including rehabilitation and expansion of the Army and a commitment to remaining an active participant in the Middle East peace process.
- * **A program of development and reconstruction for the entire country** based on a highly skilled base of human capital, a free market system characterized by broad government deregulation and investment incentives, and a macroeconomic program to reestablish financial stability and market confidence.

Since the signing of the Ta'if Agreement in 1989 and elections in 1992, the Lebanese Parliament and the Cabinet have devoted full attention to administrative reform. The work of the central control agencies has been reactivated and appropriate legislation has been enacted to achieve agency goals. As a result, the political, economic, and administrative resources of the country have been mobilized to reconstruct Lebanon and help it regain its leadership role in the region.

Recent accomplishments of the government include:

- * Parliamentary approval of a new budget;
- * Passage of a new media law upholding the rights of a free and independent press, the first such law in the region that safeguards the free flow of information and exchange of ideas;
- * Revitalization of the Parliament, including additional powers and prerogatives, construction of a new Parliamentary annex building, the acquisition of modern information technologies, and the training of staff;
- * Institutional revitalization targeting key agencies including the Civil Service Board, the Government Accounting Office, the Central Inspection Board, and the Central Disciplinary Board (known collectively as the Control Agencies);
- * Public works projects aimed at renovating the power network, upgrading telecommunications, and rehabilitating solid waste disposal, water supply, road network, airport, and port facilities (\$1.3 B in projects currently underway);
- * The founding of LIDA, the Lebanese Investment Development Authority, with authority to oversee, create, facilitate, and implement all foreign investment projects in Lebanon. LIDA serves as a data bank of information to investors as well as providing guidance services.

Following the Parliamentary election of 1992, the Lebanese administration launched the National Recovery Plan, Horizon 2000. A two-fold economic restructuring plan, Horizon 2000 combines a

macroeconomic financial recovery program with a rehabilitation plan aimed at securing US \$18 billion in public investments between 1995 and 2007. The plan envisions an average annual growth rate of 8%.

Initial signs are positive, indicating the beginning of economic recovery and a renewed sense of confidence in Lebanon's stability and ability to undertake investment. Figures released by the Lebanese Ministry of Industry and Petroleum indicate:

- * A three-fold increase in foreign currency reserves at the Central Bank since 1992;
- * Increases in the Gross Domestic Product of 7% in 1993 and 8% in 1994 have spurred many multinational and international investors to tender for Lebanese government projects;
- * A 60% increase in private investments over 2 years;
- * A \$1.1 billion Balance of Payments surplus for 1994;
- * A reduction in the inflation rate from more than 131% in 1992 to close to 12% at the end of 1994, with a 10.4% appreciation of the Lebanese pound during the same period;
- * A demand for 3-year Treasury Bills issued in U.S. dollars that forced the Government to increase the initial issue value from \$300 million to \$400 million and paved the way for future issues; and
- * The return of more than 200,000 highly educated and technologically sophisticated Lebanese expatriates who bring with them advanced skills in the scientific, technical, financial, and entrepreneurial areas.

Lebanon has a long tradition of free trade and a open and unrestricted market-driven economy, and confidence in the country's present ability to absorb investments is high. Private sector ventures are finding solid backing from the Lebanese populace and international investors. Solidere Corporation, the private-sector company in charge of reconstructing the Beirut city center, has made significant progress to date, raising close to \$900 million in capital shares from the Lebanese private sector alone. Solidere initially envisioned a Lebanese private-sector investment of \$650 million.

INTERNATIONAL INVESTORS

The economic reorganization and relative stability that Lebanon currently enjoys, coupled with the reforms initiated by the Parliament and the Government have attracted international interest in Lebanon, particularly within the European Community. While we have not done extensive research on the level of activities underway by all international investors and donors, it is our understanding that there is significant activity taking place on a number of fronts.

Strong, vital, and responsive Lebanese institutions are a mark of government stability that will help attract investors to the country. In order to accomplish this, the Lebanese government has established an attractive range of financial incentives including unrestrictive fiscal policies, low tax rates, multiple tax exemptions, broad deregulation, and limited government involvement.

These conditions coupled with the current economic climate in Lebanon have attracted several European-based corporations to provide a number of basic services to Lebanon including:

- * **Modern Telecommunications Systems:** Siemens, Ericsson, and Alcatel won contracts in July 1994 to provide 1 million telephone lines to Lebanon by early 1997; France Telecom and Finland Telecom cellular mobile services will provide 60,000 lines by the end of March 1995; and Cable and Wireless of the UK will undertake management of this sector.
- * **Transportation:** Five French and German firms have submitted bids for the construction of a toll road from Beirut to the Lebanese/Syrian border; the estimated contract value is \$500 million. According to Lebanese government sources, a railroad rehabilitation and modernization project is also under design.
- * **Power Generation:** A \$540 million contract was awarded to Ansaldo and Siemens to build two new power plants that will increase total national capacity by 75%. Funding for this project includes commercial loans, export credit guarantees, and soft loans from European and Arab investors.

Additional projects include contracts with international investors to rehabilitate Lebanon's two oil refineries, build and operate convention/hotel facilities, and develop commercial and residential properties in the Beirut City Center project launched by Solidere.

INTERNATIONAL DONORS

While Lebanese institutions such as the Parliament and executive agencies have taken significant steps to implement a modernization program affecting the operation and management of government activities, these efforts have been hampered by a lack of adequate resources and up-to-date information technologies to facilitate and discharge their management, policy-making, and oversight activities. Further strengthening the hand of the central government in fulfilling its legislative, juridical, financial, and public policy responsibilities will help improve the environment within which the private sector operates, and enhance the government's ability to undertake activities that support the economic development, growth, and stability of Lebanon.

To assist the government in these efforts, several fact finding missions and studies have been performed by international donors such as the World Bank, the United Nations Development Program (UNDP), and the United States Agency for International Development (USAID). Due to a variety of factors, including deteriorating infrastructures, staff shortages, and lack of financial resources, many of these studies concentrated on preparing the framework to enable the government to absorb international assistance.

On the administrative level, the government undertook a study to assess the Government's emergency recovery needs over the next three years. The study, titled the National Administrative Rehabilitation Program (NARP), identified needs in the areas of equipment, information technology, training, and technical assistance. Within this program, special attention has been placed on rehabilitating key control agencies -- the Civil Service Board (CSB), the Central Inspection Board (CIB), the Government Accounting Office (GAO), the Central Disciplinary Board (CDB), and the Central Administration of Statistics (CAS) -- because of the fundamental role they play in guiding overall administrative reform. Efforts directed toward these agencies have been termed "NARP 1."

The World Bank

At the end of 1994, the World Bank proposed a loan of approximately \$20 million to the Ministry of Finance for a training project. Consisting of consulting services, training, and equipment procurement, the project has three main components focusing on the rehabilitation and modernization of the Customs Administration (\$3.82 million) and Cadastre and Land Registration (\$17.09 million), as well as to assist in domestic tax administration and public expenditure management (\$1.67 million). In addition, the project would include \$1.02 million for the project implementation team.

The United Nations Development Program

Assistance to the Tax Administration is currently supported by a parallel activity with initial grant financing from the UNDP. To support this effort, the Lebanese Government will provide \$1.96 million, the UNDP \$1.03 million, and the International Monetary Fund \$.66 million.

The UNDP has also provided the Minister of Parliamentary Affairs in Charge of Administrative Reform with technical assistance in the form of advisors to form two units to assist in initiating, coordinating, and supervising the reform process. These units are the Institutional Development Unit (IDU) and the Technical Cooperation Unit (TCU). International donors involved in enhancing the efforts of the Control Agencies and the National Institute of Administration and Development (NIAD) are: UNDP, France, Japan, and the Arab Fund which allocated one million dollars to NIAD.

The United States Agency for International Development

In an independent but related effort, the Center for Legislative Development (CLD) at the University at Albany, State University of New York, entered into a two-year \$2.294 million cooperative agreement with USAID in September 1993 to provide a range of technical assistance activities to help the Lebanese Parliament and the key Control Agencies meet their emerging information needs for technology, workflow, and staffing. These institutions were chosen because they are central to the functioning of all other ministries and agencies.

Phase I of the CLD project concentrated on fundamental information needs, including the development of information needs assessments, the identification and procurement of information technologies including an electronic voting and sound system for Parliament, and the initial training of staff on equipment. These activities were formalized in a set of Memoranda of Understanding signed between USAID and the Government of Lebanon. To manage and implement the project, CLD established and staffed an office in Beirut, Lebanon, hired personnel to support the project in CLD's Albany office, and established smooth working relations with the Government of Lebanon.

Accomplishments in the first phase include the following (this list was excerpted from pp. 2-3 of CLD's *Annual Report* submitted to USAID on December 7, 1994):

- Assessing the initial information needs of each agency and developing strategic plans based on the information needs assessments;
- Procuring and installing PCs, software, and Local Area Networks for Parliament and the control agencies;
- Procuring and installing an electronic voting and sound system for Parliament;
- Developing and implementing a Management Information System, specialized information data bases, and software applications specific to the information needs of Parliament and each Control Agency;
- Developing and overseeing the administration of computer training programs for end-users,

- programmers, and operators;
- Organizing and facilitating a U.S.-based policy dialogue trip for Parliamentarians and parliamentary staff to familiarize them with modern information systems and their legislative applications;
 - Organizing and facilitating a U.S.-based executive orientation for the heads of the Civil Service Board, the Central Inspection Board, the Government Accounting Office, and the Central Disciplinary Board.

Given the strong foundation that was established during Phase I of the project, CLD looks forward to continuing these efforts in Phase II, which would utilize the findings of the information needs assessments to undertake specific institution-building activities essential to the proper functioning of the system.

B. INSTITUTIONAL ANALYSIS & PROPOSED PHASE II PROGRAM FOR PARLIAMENT

This section of the proposal and the outputs, activities, and inputs outlined for the Parliament of Lebanon are based on:

- * The findings of the information needs assessments conducted by CLD in Phase I;
- * The activities outlined by Vice Speaker of Parliament H.E. Elie Firzli in his January 11, 1995, letter to USAID; and
- * Consultations with Mr. Firzli and key members of Parliament about recent accomplishments and perceived needs for the Parliament of Lebanon.

It should also be noted that the needs of the Lebanese Parliament are addressed on a bilateral basis in this cooperative agreement.

1. THE PARLIAMENT OF LEBANON

1. a. INSTITUTIONAL ANALYSIS: LEBANON IN TRANSITION

The Civil War that started in 1975 and continued off and on until 1989 was the most serious conflict to grip Lebanon since its independence. It is beyond this analysis to go into the details of this war. However, what is important is the nature of the political system that emerged at the end of the war, especially as it relates to the role of Parliament.

With the end of the presidential term of Gemmayel in 1988, Lebanon was plunged into a constitutional crisis. When Gemmayel's term ended, Parliament was unable to agree on a successor, and the country found itself under the leadership of two different Cabinets -- one headed by the then-ruling Prime Minister Salim al Hoss, a Sunni Muslim, and another headed by commander of the Army, General Aoun, a Maronite Christian (this move was orchestrated by President Jumeil on the eve of his departure). Al Hoss did not submit his resignation to the President nor to the Parliament, and therefore considered himself the legitimate Prime Minister. On the other hand, Aoun claimed his legitimacy by virtue of the fact that he was appointed by the President, even though he refused to submit himself and his cabinet to a vote of confidence in the Parliament. This issue was resolved with the Taif Agreement; a new President was elected by the Parliament, both Prime Ministers were asked to resign, and a new Cabinet was formed.

1. b. RECENT ACCOMPLISHMENTS

THE 1991 CONSTITUTIONAL AMENDMENT

The Constitutional Amendment of 1991 codified certain constitutional norms that had developed over four decades, clarified and defined the authority of the President and the Prime Minister, defined their relationship with the Parliament, and established new institutions to resolve conflicts between these two centers of power.

STRUCTURE

The President of the Republic

Under the 1991 amendment, presidential authority was defined and limited in favor of the Prime Minister. Prior to the amendment, the President was free to unilaterally nominate the Prime Minister and actively took part in selecting the cabinet. In promulgating laws, the President only needed the signature of the Minister introducing the law. And, although the Cabinet was required to submit to a vote of confidence before it was confirmed, there was no time limit on how long it could rule before submitting itself for a vote before Parliament.

In practice, however, the President consulted with all parliamentary groups before nominating the Prime Minister and often took their advice in nominating other ministers. Laws were also promulgated under the signatures of both the President and the Prime Minister; the 1991 amendment made this practice a requirement. According to the revised constitution, when nominating the Prime Minister, the President is required to consult with all parliamentary groups in the presence of the Speaker of Parliament. The Prime Minister designate is then responsible for formulating his Cabinet, or Council of Ministers, and presenting it to the President and the Parliament for a vote of confidence. In short, the new changes emphasized the parliamentary characteristic of the system and downplayed its presidential aspects.

Although the President's role has been diminished in favor of the Prime Minister vis-a-vis the Council of Ministers and daily affairs of state, presidential authority remains substantial within this parliamentary system. It is within the purview of the President to place an item on the agenda of the Council of Ministers; he can also call that body into extraordinary session when he sees fit.

However, while the President is free to attend all Cabinet meetings, he cannot vote. In addition, meetings presided over by the Prime Minister are considered full-fledged Council of Ministers meetings, even in the absence of the President. Prior to the 1991 amendment, meetings conducted in the absence of the President were considered informal ministerial meetings rather than official Council of Minister meetings.

The Prime Minister

With the amendment of 1991, the authority of the Prime Minister was formally defined and enhanced. He is considered the head of the executive branch, which is represented by the Council of Ministers. Once nominated, the Prime Minister actively participates in the formation of the Cabinet and its general policy, which must be submitted to Parliament for a vote of confidence within 30 days. The Prime Minister chairs the Council of Ministers in the absence of the President, and speaks on its behalf.

The Council of Ministers

In accordance with the 1991 amendment, the Council of Ministers (COM) has become the center of all executive decision making. It is the prerogative of the COM to formulate public policy, supervise the Armed Forces, propose legislation, and appoint, dismiss, and accept the resignation of higher civil servants; many of these responsibilities were traditionally the prerogative of the President.

Important decisions of state require the approval of two-thirds of the COM before they are presented to the Parliament or proposed as public policy. Such actions include: proposals to amend the constitution; proposals to declare a state of emergency, war, peace, or call a general troop

mobilization; international treaties; comprehensive long-term development plans; appointments of Grade One employees; redistricting; proposals to dissolve Parliament or amend the electoral law; naturalization law, personal and family laws; and proposals to request the resignation of ministers.

The COM became an independent institution whose authority is defined by the constitution. It has its own headquarters, separate from the Presidential palace, as well as its own internal rules that govern the decision making. Prior to 1991, the COM was an appendage of the President, who controlled its procedures and agenda. At the present time, all routine internal COM decisions require only simple majority approval.

The Legislature

The power of the Parliament and its leaders was also consolidated and strengthened. The Speaker and the Vice Speaker are now elected for a four-year legislative term rather than on an annual basis. This tenure gives the Speaker the power to negotiate on an equal basis with the executive. The Speaker also participates actively in the formulation of the Cabinet and his views are formally sought by the President. Finally the use by the Cabinet of the "urgent method" for proposing legislation has also been defined and diluted, thereby granting Parliament more power to determine its agenda and study proposed legislation.

New Institutions

Two new institutions were recently created, a *Constitutional Court* and a *Supreme Judicial Council*. The first adjudicates the constitutionality of laws and decrees; the second tries elected Members of Parliament and ministers in cases of impeachment. The Laws governing the composition and procedures of these two bodies have already been promulgated and the two bodies have already been constituted. The Parliament plays a leading role in constituting these two bodies.

Electoral Law

A new electoral law was promulgated replacing the 1960 law. As a result of this Law, the number of deputies was increased from 99 to 128. In contrast to the previous law that allocated seats in the ratio of 6 Christians to 5 Moslems, the new law allocates seats equally. It also enlarged the electoral district to make it coterminous with the *Muhafaza*.

Media Law

Lebanon has always enjoyed a private, independent, and free press. During the civil war, this tradition was reinforced and extended to other media sectors. Both radio and television, which prior to the war were the monopoly of the State, are now given the same freedoms as the print media. All major political parties and influential groups have their own radio and television stations, and the government is currently attempting to organize this sector and set standards, while allowing it to maintain its independent and private nature. When the cabinet in 1994 tried to restrict freedom of the media, the parliament overwhelmingly defeated the bill that was presented by the cabinet and affirmed those liberties and freedoms.

Party Laws

No changes were instituted in this regard, as political parties and other associations have always been free to organize, provided they inform the Ministry of Interior who their officials are and what their internal rules are.

The 1992 Election

The 1992 elections were conducted in accordance with the new electoral law. More than 630 candidates competed for the 128 available seats. The candidates and seats were distributed among the various religious sects as indicated on the following table:

Sect	Candidates	# Seats
Maronite	108	34
Shia	211	27
Sunni	186	27
Greek Orthodox	56	14
Catholic	24	8
Druse	24	8
Armenian Orthodox	7	5
Alawite	4	2
Armenian Catholic	1	1
Anglican	4	1
Minorities	5	1
Total	630	128

Of the 128 members elected, only 41 belonged to organized political parties, while the remaining 87 members ran as independents. The distribution of the party members was as follows:

Political Party	Number of Deputies
Party of God (Hezbollah)	8
Syrian Social National Party	6
Tashnak (Armenian)	5
Amal (Nabih Berri)	5
Progressive Socialist Party	4
Islamic Group	3
Ba'th Party	2
Eight other smaller parties have one deputy each	8
Total	41

While all of the various sects were represented in the proportions defined in the electoral law, the Christians, particularly the Maronites of Mount Lebanon, boycotted the election, not in protest against the electoral law, but because they wanted the election to be postponed until the Syrian authorities had redeployed their troops in Lebanon in accordance with the Taif Agreement. This boycott affected the outcome of election in the following manner:

- * The number of voters who actually went to the polls nationwide was very low, especially in the Christian regions;
- * Some of those who won election, did so with a very small plurality; and

- * Many of traditional Maronite parties and personalities did not participate in the elections, and therefore are not represented in Parliament. The Maronite seats are occupied by newcomers who may not be particularly popular in their regions.

Yet, in spite of these problems with the 1992 elections, the new Parliament assumed its expanded power and privileges with seriousness and vigor. A new Cabinet was seated following the election and, for the past year and a half, both the Cabinet and the Parliament have been fervently attending to public business. A preliminary review of the work completed in 1992-93 shows that Parliament has been holding continuous sessions, its committees have been reinvigorated, and its productivity has increased in terms of the number of bills it has reviewed or passed. The new Parliament has maintained a watchful eye on the work of the Cabinet, and has refused to grant it the increased legislative power it has pressed for on numerous occasions. This situation has undoubtedly put the Parliament under great pressure to meet the country's needs for new legislation. At present, Parliament is in the midst of strengthening its internal capability to meet this newly vitalized role.

POLITICAL AND ADMINISTRATIVE ORGANIZATION

The Lebanese Parliament has very simple and basic political and administrative structures. It is an institution dominated by independent members, who constitute the most important unit in the working of the Parliament.

Political Organization

Members of the Lebanese parliament perform their role in one of the following political arenas:

- The Bureau of Parliament*
- Permanent Committees*
- Political Parties*
- The Plenary*

Administrative Organization

The administrative structure of the Lebanese Parliament is divided into the following basic units:

- The General Secretariat*
- The Consultative Office*
- The Office of the Inspector General*
- The Expenditure Control Office*
- The Parliamentary Security Forces*

Functions of the Legislature in Lebanon

Unlike other parliaments in the region, the Lebanese Parliament performs its legislative functions in a free, independent and competitive manner. It is free and independent from the executive and it is not under the sway of any one political party or persuasion. The only limitation that is placed on it is that of the resources available to it. As in other parliaments, it performs six basic functions:

- Public Policy*
- Budget Review*
- Oversight*
- Constituent Services*
- Party Formation*
- Educational Function*

Constraints on the Effectiveness of Legislatures

External and internal obstacles impede the performance of these functions in legislatures. External constraints consist of the constitutional and political frameworks within which legislatures operate. Internal constraints are resource deficiencies and residual political relationships initially formed during preceding authoritarian eras. While external constraints determine what a legislature can do, internal constraints determine how it does it.

External Constraints

The roles legislatures play in Arab political systems are circumscribed by varying constitutional and political factors. In Lebanon, for example, the legislature is constrained more by its internal deficiencies, including limited access to information and other support services, than it is by either the constitution or the political system. The Lebanese Constitution assigns to the legislature a broad range of powers including those to elect the President of the Republic and to approve the formation of the Cabinet. The legislature has numerous means to hold the government, including the military, accountable. The legislature provides a primary power base for its own Speaker, who is one of the three "presidents" of the presidential troika. It is one of the major arenas within which that troika and other political forces contest for power. Constitutional and political constraints on the Lebanese parliament are not substantially different in kind or magnitude from those which constrain legislatures in western democracies.

Internal Constraints

Internal constraints present a different set of obstacles to effective legislative performance. Effective legislative performance is defined by how a legislature discharges those functions which it is constitutionally and politically capable of executing. Internal constraints refer to the human, organizational, and informational resources available to a legislature. Internal constraints determine how well the legislature does what it is allowed to do, and hence, limit its efficiency.

1. c. SUMMARY OF NEEDS

The information needs of the **Lebanese Parliament** can be conceptualized under three categories: management needs, centralized legislative needs, and member and political party needs.

Management Information Needs

Like any institution, a legislature needs a management information system to be able to operate in a timely and effective manner. The management information system includes: a personnel component for members and staff; salaries and payrolls; fringe benefits; inventory; medical services and benefits; purchasing; legislative budget; accounting; and others.

Legislative Information Systems

Legislative information systems have seen many improvements in recent years. A legislative information system involves a number of data bases intended to serve the entire Parliament, including:

- 1) Constitutional and Legislative Documents
- 2) Major Court Decisions: Decisions of the Supreme Court and other high specialized courts are in this data base.

- 3) **Legislative Debates:** This data base system includes the debates of the legislature, and once established, can be used for publishing the official journal of the legislature and for legislative reference. Access to the system is normally open to all members and their staff and other government units.
- 4) **Bill Status:** This application deals with the work of Committees. This data base identifies the bills under consideration by various Committees and any actions taken; it also includes amendments.
- 5) **Budget Information System:** This data base incorporates the annual budget of each government agency as presented by the government, approved by the legislature, and spent by the agency. It can also include revenues by source and expenditure by purpose and geographic distribution.
- 6) **Structure of Government System:** This data base includes the basic government structures, their principal functions and the names, addresses, and telephone numbers of senior staff.
- 7) **Thesaurus:** This data base contains words, phrases, concepts, and sentences used to access and research the Legal, Judicial and Bill Drafting and Bill Reference Systems. It can also be used to correct spelling. This is a major software development task that can be developed only on an Arab regional basis with massive assistance from vendors and software developers. We were told that at least three such Thesauruses already exist. If this is the case, then a major standardization effort would be needed to make the system usable.
- 8) **Bibliography:** This data base system includes citations of books and journal articles available at the legislative library. It can also include selected articles of daily and periodic newspapers and magazines.
- 9) **Issue Briefs:** This data base includes short summaries and analyses of important issues of interest to the legislature.
- 10) **Subscription to existing data bases:** A number of data bases are already available in other countries of relevance to the legislature.
- 11) **Voting System:** This is a system that enables members to vote electronically on matters discussed during the general sessions. The system identifies each member present and the way the member votes on a particular measure. The vote can be "yes," "no," "abstain," or "absent". It tallies the total number of votes in each category automatically.

System for Members and Parties

Individual members and political parties usually utilize a number of data bases that are developed and maintained by them. With some technical assistance from information specialists and the availability of a personal computer, members and parties can develop their own mailing lists, labels, correspondence with constituents, and other types of specialized usage. Two centrally managed systems may also be needed:

- 1) Electronic Mail System: This allows communication among members and between members and various other bodies.
- 2) Dissemination of Information: This data base includes a profile of each of the members, the political parties, and the areas of special interest to them. Using this profile, select information from other systems, especially those operated by the legislative library, can be collected and sent to the member on a periodic basis.

1. d. GOALS, OBJECTIVES, OUTPUT, ACTIVITIES AND INPUTS

By the end of Phase I, the Parliament of Lebanon will have received a Local Area Network (LAN) for the administration of Parliament and an electronic voting and sound system to record and manage activities within the Chamber of Deputies. Other accomplishments during this phase include completion of a comprehensive needs assessment, training of administrative staff on the use of the LAN, and vendor training of technical staff on the operation and maintenance of the voting system.

The Parliament of Lebanon has launched a number of important reform initiatives to enhance its function as a legislative, political, and policy making institution. These reforms include the construction and equipping of a major legislative office building to house members, parliamentary committees, a library, and support services such as a legislative research and information service. Another initiative is to strengthen the role of parliamentary committees and provide them with the staff, physical space, and resources necessary to achieve their function.

While the institutional needs of the Lebanese Parliament are many, especially in the information area, the project will address only selective essential needs and build the capability of the Parliament to address its information needs on a continuous basis.

GOAL

Promote sustainable economic growth in Lebanon within the context of a free market and private sector initiatives.

OBJECTIVE

Remove regulatory constraints and impediments to the operation of a free and open market and promote policies conducive to economic growth led by the private sector.

OUTPUT

1. Improve the capability of Parliament to study and enact public policy

Activities

- 1.1 Conduct policy analysis training for Members of Parliament
 - Develop topics, and plan and organize workshops and/or seminars, including participants, location, and scheduling
 - Implement workshops or seminars
 - Produce final paper

- 1.2 Assist the General Directorate of Studies and Research in developing the structure and functions of this unit
 - Plan Seminars and/or workshops for members of the Parliament and legislative staff
 - Determine topics and specific areas to train executive staff
 - Implement workshops and/or seminars
- 1.3 Develop connectivity between various in-house data bases
 - Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff
- 1.4 Develop bill drafting and bill status capabilities
 - Develop topics, and plan and organize workshops and/or seminars, including participants, location, and scheduling
 - Implement workshops and/or seminars
 - Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training program for legislative and technical staff
2. **Improve the ability of Parliament to study, evaluate, amend and pass the budget**

Activities

- 2.1 Assist the Budget Committee in developing and implementing modern budgetary information data bases and systems
 - Develop topics, and plan and organize workshops and/or seminars, including participants, location, and scheduling
 - Implement workshops and/or seminars
 - Produce final paper
 - Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training
- 2.2 Conduct workshops and training in budget preparation and tracking techniques for professional fiscal staff to develop budget analysis capabilities
 - Develop topics, and plan and organize workshops and/or seminars, including participants, location, and scheduling

- Implement workshops and/or seminars
- Produce final paper
- Conduct training for legislative staff

3. Enable Parliament to fulfill its oversight responsibilities

Activities

3.1 Conduct workshops and training in oversight techniques and opportunities

- Develop topics, and plan and organize workshops and/or seminars, including participants, location, and scheduling
- Implement workshops and/or seminars
- Produce final paper

3.2 Improve the government's efficiency, effectiveness, and integrity in providing services by creating linkages between the Parliament, the Executive, the General Accounting Office, and other agencies and institutions undertaking oversight activities

- Finalize system design
- System development
- System implementation
- Hardware and software procurement
- Conduct training for users and technical staff

4. Strengthen the role of Parliament in performing constituent services

Activities

4.1 Conduct administrative and policy-related workshops and training to strengthen the role of the Member of Parliament as an informed and responsive legislator

- Develop topics, and plan and organize workshops and/or seminars, including participants, location, and scheduling
- Implement workshops or seminars
- Produce final paper

4.2 Provide information management and dissemination and constituent services such as electronic mail and bulletin board

- Finalize system design
- System development
- System implementation
- Hardware and software procurement
- Conduct training for users and technical staff

To support the successful implementation of these activities, the Parliament must commit to hiring and training necessary personnel for data collection and entry, and equipment maintenance and operation.

INPUT

Technical Approach

Our approach in developing system applications as stated in each activity will be to:

- Perform a preliminary analysis to conceptualize application requirements
- Finalize models and diagrams that include work flow processes
- Finalize information requirement including input and output requirements
- Implement applications that include programming, testing, and writing operational and maintenance manuals
- Perform training for end users as well as the technical staff to maintain the system

Level of effort

The staff involved in these activities will be short term expatriate and local professionals in the field of public policy who conduct the seminars and workshops. Long term expatriate and local SUNY/CLD staff will be involved in planning, organizing, and implementing these activities. Short term local staff will be used for development, implementation, and training activities.

Long term expatriate	1500 d
Short term expatriate	50 d
Local long term	1075 d
Local short term	600 d

Procurement

The proposed procurement list for the Parliament of Lebanon follows.

QTY	ITEM
1	File server
1	Network Operating System
1	Electronic Mail software
1	Database server
1	Backup tape drive and tapes
1	Database engine (i.e., Oracle, SQL, etc.)
1	Database development tool
1	Communication server
1	Scanner
1	Archiving Software
1	Dual Magnetic Optical Drive and tapes
1	Dual CD ROM server
1	Recordable CD ROM
30	Workstations
10	Laser printers
10	Dot matrix printers
1	20 KVA UPS
1	Install Network cables for the new building
30	Word processor and spreadsheet packages
1	Desktop Software Package
1	Network HUB, repeaters, and cables

C. INSTITUTIONAL ANALYSES AND PROPOSED PHASE II PROGRAM FOR THE CONTROL AGENCIES

The Civil Service Board (CSB), Government Accounting Office (GAO), Central Inspection Board (CIB), and Central Disciplinary Board (CDB) are collectively referred to as the Control Agencies, since they are responsible for the oversight and accountability of Lebanese public services. The integrity and professionalism of these agencies is crucial to any reform effort, since they contribute directly to cutting government waste, reducing corruption, and enhancing the confidence of the private sector to undertake investment and development in Lebanon.

The outputs, activities, and inputs outlined for the Control Agencies are based on:

- * The findings of the information needs assessments conducted by CLD in Phase I;
- * The activities envisioned under the NARP 1 program launched by the Ministry of Parliamentary Affairs in charge of Administrative Reform; and
- * Consultations with the Minister of State for Parliamentary Affairs in Charge of Administrative Reform, and the heads of each of the four Control Agencies about recent accomplishments and perceived needs for each agency.

It should be noted that the assistance to the Control Agencies has been made the exclusive domain of USAID assistance under this cooperative agreement.

In his letter of request to USAID dated February 15, 1995, H.E. Anwar El-Khalil, Minister of State for Parliamentary Affairs in Charge of Administrative Reform, requested several types of technical assistance for the Control Agencies. In addition, he requested assistance in the area of standardization for the Central Administration for Statistics (CAS), the Ministry's Technical Cooperation Unit. These requests have been combined in the Standardization Section of this proposal.

1. CIVIL SERVICE BOARD

1.a. INSTITUTIONAL ANALYSIS

The basic objective of the Civil Service Board is the development and maintenance of a strong, capable civil service in Lebanon. The council is established in a quasi-independent position, yet is attached to the Office of the Prime Minister for budgetary and housekeeping purposes. The Chairman of the Civil Service Board has the status of a director general. In addition to its chairman, the council has two other members: the Director General of Human Resources and the Director General of Formation and Training.

As assigned, the Board's jurisdiction extends over all civil servants, permanent, temporary or contractual, and whether placed in central, regional or municipal administration. The council keeps records on the civil servants and provides for their proper recruitment, education, improvement, promotion, and retirement. It sets entrance and performance standards, rank and pay scales, promotion requirements and retirement regulations. The board also uses the National Institute for Administrative Development (NIAD) and other means to improve the public administration.

The Civil Service Board is regarded as the highest administrative authority on personnel matters. Its Chairman consults frequently with the heads of other divisions of the administration. He reports annually to the President of the Republic and the Council of Ministers. The Board is assisted by a *Coordination Office* which studies all personnel cases presented to the CSB by the various ministries. This office determines the background, the issues and the significance of each case before the whole study is submitted to the Board. The Coordination Office is also required to consider decisions reached by the CSB and evaluate their conformity to existing rules and regulations.

1.b. RECENT ACCOMPLISHMENTS

The CSB is in charge of the recruitment and management of the civil servants. It has a strategic position that must be reinforced toward administrative rehabilitation. The CSB is composed of the Directorates of Human Resources and Formation and Training, and the General Administration Department.

CSB reported a number of recent accomplishments, including:

- * Submitting proposals to reorganize several agencies and departments
- * Submitting proposals for organizational structure for eight ministries
- * Submitting advisory recommendations on different topics related to the government employees, including:
 - Employee absence
 - Employees working a second job in the private sector
 - Employees working a second job in the public sector
 - Salary increases and compensation for specific employees
 - Transfer of personnel from contract status to permanent status
- * Submitting recommendations concerning the responsibilities and obligations toward the retirement of the employees of several government agencies
- * Organizing several searches for filling jobs in Grades 3 and 4
- * Submitting a study about all government positions -- listed, occupied, and available -- in all ministries and government agencies, as well as information about contract and day laborers.

Excluding the education sector, which has 21,310 employees, the study revealed that out of a total of 22,281 other government positions listed, 7,418 were occupied and 14,863 were available. In addition, the study found 656 temporary employees, 5,554 contract workers, 10,171 day laborers, and 946 transfer employees working for the government.

In public agencies and municipalities the recorded 6,196 positions, of which 3,306 were occupied and 2,890 were available. In this sector, there were also 217 contract employees, 1,435 temporary workers and 2,261 day laborers.

- * In addition, NIAD organized several training courses for the government employees, including:

- Two year-long training courses for 71 employees in Grades 1 and 2
- Two training courses for 80 employees in Grade 3
- Two training courses for 116 assistant inspectors

NIAD also developed plans for several training courses for employees of the Ministry of Finance and Agency for Central Statistics, and plans to organize additional training courses in Archiving and secretarial work.

Lectures were also presented on the following topics:

- Decentralization in Public Administration
- Administration and Rehabilitation
- Economic Development
- Administrative Planning

It should be noted that CSB houses the main library in the Government which contains about 35,000 books as well as articles and periodical related to public administration.

1.c. SUMMARY OF NEEDS

Aside from insufficient physical space and staff shortages, CSB is facing several difficulties:

- * Government restructuring of institutions and the generation of new ministries and agencies has increased the demand for CSB to organize new institutions, define their missions and responsibilities, and provide them with the appropriate staff.
- * Challenges to the merit system arising from the fact that the number of day laborers and contract workers (who are outside the merit system) exceeds the number of government employees.
- * Limited resources and capabilities to train government employees.
- * The need for a new job classification system.
- * The need for a new salary scale scheme.
- * An inability to capture all necessary information and data related to employees, exams, and candidates for analysis and planning.

In order for CSB to achieve the important tasks specified above in a transparent, equitable, and efficient manner, it must develop its information bases and prepares its current staff to collect, classify, and utilize information essential for their functions.

Phase II of this project will seek to meet two needs:

- * Build the legal, regulatory, and personnel records and policy data bases of the CSB so that its members are properly informed about the state of the civil service and the rules and regulations affecting public service employment.

- * Build the management information system of CSB so that staff will be informed and capable of implementing its evaluation and reporting functions.

1.d. GOALS, OBJECTIVES, OUTPUTS, ACTIVITIES, INPUTS

During Phase I, CSB received a number of personal computers connected through a Local Area Network. The workstations were equipped with basic word processing and spread sheet capabilities and a number of staff participated in a basic computer training program. Other accomplishments include the completion of a comprehensive needs assessment, and design and development of a Personnel Management System specific to CSB's internal management needs. These accomplishments greatly enhanced CSB's ability to begin tracking and accounting for the estimated 20,000 people employed by the Government of Lebanon.

GOAL

Promote sustainable economic growth in Lebanon within the context of a free market and private sector initiatives.

OBJECTIVE

Remove regulatory constraints and impediments to the operation of a free and open market and promote policies conducive to economic growth led by the private sector.

OUTPUT

1. **Improve the capability of CSB to utilize relevant rules and regulations affecting public service employment**

Activities

- 1.1 Conduct policy analysis training for members of CSB

- Develop topics, and plan and organize workshops and/or seminars, including participants, location, and scheduling
- Implement workshops and/or seminars
- Conduct technical training

- 1.2 Improve CSB efficiency, effectiveness, and integrity in providing services by implementing modern information data bases and systems

- Finalize system design
- System development
- System implementation
- Hardware and software procurement
- Conduct training for users and technical staff

2. **Improve the capabilities of CSB to utilize information systems to implement evaluation, analysis, and reporting with regards to the various functions performed by CSB.**

- 2.1 Implement and maintain an internal electronic mail system
- Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff
- 2.2 Expand the capabilities of the existing Personnel Management System to cover the education sector and implement an archiving and retrieval system
- Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff
- 2.3 Develop CSB capabilities to administer, store, and analyze CSB examination processes for selecting and existing employees
- Develop topics, and plan and organize workshops and/or seminars, including participants, location, and scheduling
 - Implement workshops and/or seminars
 - Conduct technical training
 - Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff
- 2.4 Expand office automation capabilities to include some Grade 2 and 3 employees
- Expand existing network cable
 - Hardware and software procurement
 - Conduct training for users and technical staff

To ensure the successful implementation of these activities, the Civil Service Board must commit to hiring and training additional staff, and collecting, inputting, and storing the necessary data.

INPUT

Technical Approach

Our approach in developing system applications as stated in each activity will be to:

- Perform a preliminary analysis to conceptualize application requirements
- Finalize models and diagrams that include work flow process

- Finalize information requirement including input and output requirements
- Implement applications that include programming, testing, and writing operational and maintenance manuals
- Perform training for end users as well as the technical staff to maintain the system

Level of effort

The staff involved in these activities will be short term expatriate and local professionals in the field of public policy who conduct the seminars and workshops. Long term expatriate and local SUNY/CLD staff will be involved in planning, organizing, and implementing these activities. Short term local staff will be used in development, implementation and training activities.

Long term expatriate	500 d
Short term expatriate	30 d
Local long term	325 d
Local short term	500 d

Procurement

Following is the proposed Phase II equipment list for the CSB:

QTY	ITEM
1	Electronic Mail software
1	Database server
1	Backup tape drive and tapes
1	Database engine (i.e., Oracle, SQL, etc.)
1	Database development tool
1	Communication server
1	Scanner
1	Archiving Software
1	Dual Magnetic Optical Drive and tapes
1	Dual CD ROM server
1	Recordable CD ROM
10	Workstations
5	Laser printers
5	Dot matrix printers
10	Word processor and spreadsheet packages
1	Desktop Software Package
1	Network HUB, repeaters, and cables

2. GOVERNMENT ACCOUNTING OFFICE

2.a. INSTITUTIONAL ANALYSIS

The Government Accounting Office carries into Lebanon the pattern of required financial reckoning which the French administration established long ago. The Office is an administrative body empowered to exercise judicial supervision over the expenditure of public funds. Its position has been greatly strengthened through and since the administrative reforms of 1959.

The Government Accounting Office is attached to the Office of the Prime Minister, yet functions almost independently. It takes both administrative and judicial action as it performs the pre-audit as well as the post-audit for Lebanon's administration. In both audits the agency determines whether the regulations controlling the use of public funds are properly observed. It passes on the accuracy as well as the legality of financial transactions and guards against over-expenditure. Its jurisdiction covers all civil administration including the municipalities and the semi-autonomous public bodies.

In its adjudicating capacity the Office includes *Administrative Courts* which hear cases brought by their special Prosecutor General against public officials accused of misusing public funds. The courts can impose punishments.

The staff of the entire agency includes judges, auditors, the Prosecutor General for the courts, and other administrative employees.

The Administrative Office of the Government Accounting Office performs clerical, financial, and other functions necessary to the agency's operation.

2.b. RECENT ACCOMPLISHMENTS

In the last two years the GAO hired ten additional accountants, eleven auditors, ten advisors, assistant prosecutor, and nine judges five of whom are specialized in financial matters. In addition, GAO had several training sessions for its auditors and inspectors. The GAO also participated in several conferences in Lebanon and abroad.

The most recent accomplishment of the GAO are:

- * Fulfilling its pre-audit responsibilities, the GAO issued 1,940 decisions divided as follows:
 - 1,743 decisions approving transactions after issuing minor remarks that should be considered in future transactions
 - 7 decisions concerning transactions that the GAO is not authorized to approve either because they are the responsibility of other agencies or the amount of the transaction in question is below the level requiring GAO approval.
 - 188 decisions disapproving transactions submitted. Most of these disapprovals were issued because the scope of the transactions was beyond the capabilities of the GAO qualifications or because the transactions limit the competition.
- * In its post audit capacity, GAO inspected 15 accounts for several agencies and public institutes. At the same time, it issued notices to all government agencies, institutes, and municipalities to submit accounts in a timely fashion.

- * Due to severe staffing shortages, the GAO was unable to oversee all the accounts under its jurisdiction. However, it did issue 40 decisions concerning government employees.
- * In its advisory role, the GAO issued 49 advisory recommendations in the following categories:
 - Recommendations about organizational proposals related to financial matters, and
 - Recommendations that explain financial laws.

It is important to note that the GAO has been in the vanguard in terms of realizing the importance of introducing computer technology to its work. The agency prepared a detailed study of its technology needs, which is incorporated into the GAO needs assessment found in Section II.

2.c. SUMMARY OF NEEDS

At present, the GAO is highly understaffed, and in need of additional automation packages and a series of data bases to effectively document, track, retrieve, and cross-reference its case load. It also needs to hire a team of specialists to help with the documentation and indexing of library files.

GAO needs to enhance its legal, institutional, and regulatory capabilities by developing legal and regulatory data bases and developing connectivity with other agency data bases. These data bases will allow GAO members to be properly informed about the status of its functions and the rules and regulations affecting its decisions.

In addition, GAO needs to enhance its management capabilities by developing a management information system that will enable supervisors to track cases. As a result, GAO staff will be informed and capable of implementing its evaluation and reporting functions with regard to the various functions performed by the GAO.

2.d. GOALS, OBJECTIVES, OUTPUTS, ACTIVITIES, INPUTS

Despite its accomplishments to date, GAO officials acknowledged several difficulties that impede their work. To overcome these difficulties, GAO needs to recruit and train sufficient staff on information systems, prepare the information upon which decisions of the GAO are based, and systematize the collection, reporting, and analysis of data.

GOAL

Promote sustainable economic growth in Lebanon within the context of a free market and private sector initiatives.

OBJECTIVE

Remove regulatory constraints and impediments to the operation of a free and open market and promote policies conducive to economic growth led by the private sector.

OUTPUT

1. Improve the capability of GAO to utilize relevant rules and regulations and coordinate common tasks with other agencies such as CDB and CIB.

Activities

- 1.1 Conduct regulatory analysis training for members of GAO
 - Plan seminars and/or workshops for ministerial committees, Members of Parliament, and representatives of government agencies
 - Implement workshops and/or seminars
 - Conduct technical training
- 1.2 Develop GAO capabilities by providing them with regulatory and legal text applications
 - Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff
2. Improve the capabilities of GAO management to utilize information systems to implement evaluation, analysis, and reporting with regards to the various functions performed by GAO
 - 2.1 Develop GAO capabilities to track internal records and processes as well as enhance their archiving and retrieval capabilities
 - Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff
 - 2.2 Implement and maintain an internal electronic mail system
 - Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff
 - 2.3 Assist GAO in developing its capabilities to perform *a priori* and *a posteriori* audit controls
 - Plan seminars and/or workshops for ministerial committees, Members of Parliament, and representatives of government agencies
 - Implement workshops and/or seminars
 - Conduct technical training
 - Finalize system design
 - System development

- System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff
- 2.4 Expand office automation capabilities to include the GAO judges and controller
- Expand existing network cable
 - Hardware and software procurement
 - Conduct training for users and technical staff

To support the successful implementation of these capabilities, the GAO must commit to hiring and training the necessary personnel for collecting and inputting data and maintaining and operating these applications.

INPUT

Technical Approach

Our approach in developing system applications as stated in each activity will be to:

- Perform a preliminary analysis to conceptualize application requirements
- Finalize models and diagrams that include work flow processes
- Finalize information requirements including input and output requirements
- Implement applications that include programming, testing, and writing operational and maintenance manuals
- Perform training for end users as well as the technical staff to maintain the system

Level of effort

The staff involved in these activities will be short term expatriate and local professionals in the field of public policy who will conduct the seminars and workshops. Long term expatriate and local SUNY/CLD staff will be involved in planning, organizing, and implementing these activities. Short term local staff will be used in development, implementation and training activities.

Long term expatriate	500 d
Short term expatriate	30 d
Local long term	325 d
Local short term	500 d

Procurement

A proposed list of equipment for GAO in Phase II follows.

QTY	ITEM
1	Electronic Mail software
1	Database server
1	Backup tape drive and tapes
1	Database engine (i.e., Oracle, SQL, etc.)
1	Database development tool
1	Communication server
1	Scanner
1	Archiving Software
1	Dual Magnetic Optical Drive and tapes
1	Dual CD ROM server
1	Recordable CD ROM
10	Workstations
5	Laser printers
5	Dot matrix printers
10	Word processor and spreadsheet packages
1	Desktop Software Package
1	Network HUB, repeaters, and cables

3. CENTRAL INSPECTION BOARD

3. a. INSTITUTIONAL ANALYSIS

The Central Inspection Board is located under the Office of the Prime Minister, and is charged with ensuring that administrative offices perform their duties efficiently and in accordance with relevant laws and regulations. The jurisdiction of the CIB extends over all divisions of the administration except for the Army and the judiciary.

The CIB is responsible for investigating, inspecting, and evaluating work in the public sector and issues reports and renders decisions on its findings. In addition to exercising control over government agencies, departments, municipalities, and employees, CIB is responsible for prosecuting violators through the Central Disciplinary Board. In charge of coordinating tasks between government agencies, assessing equipment needs, and improving overall work methods, CIB is also responsible for organizing and executing public tenders.

CIB has five permanent directorates, many of which have specialized units and subunits. The significance of this agency is reflected in the fact that its appointed chair is a Grade 1 civil servant who holds the title Director General and has access to the highest authorities.

3. b. RECENT ACCOMPLISHMENTS

The CIB is responsible for the inspection of public sector institutions and employees as well as for preparing and monitoring public tenders. It has reviewed all cases submitted to it since 1978. The CIB board held 18 sessions during which they studied 270 cases and produced 395 decisions. The agency has also produced annual and seasonal reports, investigated more than 420 individual complaints, performed special investigations at request by public institutions, and monitored the implementation of decisions and procedures by government institutions and employees.

The CIB Financial Inspection Unit (FIU) performed 107 investigations and submitted a similar number of reports to the CIB committee. FIU has concentrated its attention on taxation areas such as income tax, property tax (specifically construction taxes), property fees, and indirect taxes and fees paid by commercial businesses such as restaurant and clubs.

CIB's Administrative Inspection Unit (AIU) concentrated on ensuring work attendance by government employees; recommending the filling of available positions in particular government agencies; inspecting the performance of government employees; and organizing and structuring municipal work.

The Educational Inspection Unit (EIU) finalized 33 cases assigned to it by the CIB, and investigated 24 complaints. EIU inspectors performed more than 2,355 visits to schools, including those in the security zone, and participated in overseeing official tests and exams.

The Engineering Inspection Unit finalized 28 cases and investigated 321 complaints, while the Research and Guidance Unit (RGU) performed several studies to restructure and organize several public institutions and ministries.

The Bidding Unit administered 218 tenders for ministries and agencies for projects in the following areas: Beirut, Mount Lebanon, Northern Lebanon, the Beka'a, South Lebanon, and Nabatiya.

3. c. SUMMARY OF NEEDS

The CIB is facing several difficulties due to staff shortages, and some of its units are not functioning, such as the Health Inspection Unit. CIB needs to enhance its legal and regulatory capabilities by developing data bases for legal, institutional, regulatory, educational, and public tender information and procedures, as well as develop connectivity to related data bases in other agencies. These data bases will allow CIB's members to be properly informed about the status of cases and the rules and regulations affecting its decisions.

In addition, CIB needs to enhance its management capabilities by developing a management information system that will enable inspectors to track cases and allow staff to be well informed and capable of implementing its evaluation and reporting functions.

3. d. GOALS, OBJECTIVES, OUTPUTS, ACTIVITIES, INPUTS

During Phase II CLD will assist the CIB in performing its oversight function, improving its organization and methods, and administering its public tenders function in an open, fair, and efficient manner so that the Lebanese administration can perform at a higher level of efficiency, transparency, fairness, and in accordance with the law.

This will be accomplished by assisting the GAO in:

- * Building its legal, regulatory, and case data bases, and
- * Building its management and administrative information systems.

GOAL

Promote sustainable economic growth in Lebanon within the context of a free market and private sector initiatives.

OBJECTIVE

Remove regulatory constraints and impediments to the operation of a free and open market and promote policies conducive to economic growth led by the private sector.

OUTPUT

1. Improve the capability of CIB to utilize relevant rules and regulations and coordinate common tasks with other agencies such as CDB

Activities

- 1.1 Conduct regulatory analysis training for members of CIB
 - Plan seminars and/or workshops for the ministerial committee, Members of Parliament, and representatives of government agencies
 - Implement workshops and/or seminars
 - Conduct technical training

1.2 Develop its inspection capabilities by automating one of its inspection units and assisting the others in developing their automation plans

- Finalize system design
- System development
- System implementation
- Hardware and software procurement
- Conduct training for users and technical staff

2. Improve the capabilities of CIB to utilize information systems to implement evaluation, analysis, and reporting with regards to the various functions performed by CIB

2.1 Implement a local area network (LAN) to improve internal technical capabilities

- Finalize system design
- System development
- System implementation
- Hardware and software procurement
- Conduct training for users and technical staff

2.2 Implement and maintain an internal electronic mail system

- Finalize system design
- System development
- System implementation
- Hardware and software procurement
- Conduct training for users and technical staff

2.3 Improve CIB management capabilities by automating work flow processes such as tracking the status of cases

- Finalize system design
- System development
- System implementation
- Hardware and software procurement
- Conduct training for users and technical staff

2.4 Develop Public Tender capabilities which will increase private sector confidence to invest and develop systems

- Develop topics, organize seminars/workshops, make logistical arrangements
- Implement workshops and/or seminars
- Conduct technical training
- Finalize system design
- System development
- System implementation
- Hardware and software procurement
- Conduct training for users and technical staff

- 2.5 Expand office automation capabilities to include inspectors of each unit as well as the Public Tender and the Research Guidance directorates
- Expand existing network cable
 - Hardware and software procurement
 - Conduct training for users and technical staff

In order to realize these goals, CIB must commit to hiring and training the necessary staff and collecting and entering all relevant data.

INPUT

Technical Approach

Our approach in developing system applications as stated in each activity will be to:

- Perform a preliminary analysis to conceptualize application requirements
- Finalize models and diagrams that include work flow processes
- Finalize information requirements including input and output requirements
- Implement applications that include programming, testing, and writing operational and maintenance manuals
- Perform training for end users as well as the technical staff to maintain the system

Level of effort

The staff involved in these activities will be short term expatriate and local professionals in the field of public policy who will conduct the seminars and workshops. Long term expatriate and local SUNY/CLD staff will be involved in planning, organizing, and implementing these activities. Short term local staff will be used in development, implementation and training activities.

Long term expatriate	500 d
Short term expatriate	20 d
Local long term	325 d
Local short term	700 d

Procurement

A list of proposed equipment for CIB in Phase II follows.

QTY	ITEM
1	File server
1	Network Operating System
1	Electronic Mail software
1	Database server
1	Communication server
1	Backup tape drive and tapes
1	Database engine (i.e., Oracle, SQL, etc.)
1	Database development tool
1	Scanner
1	Archiving Software
1	Dual Magnetic Optical Drive and tapes
1	Dual CD ROM server
1	Recordable CD ROM
15	Workstations
5	Laser printers
5	Dot matrix printers
15	Word processor and spreadsheet packages
1	Desktop Software Package
1	20 KVA UPS
1	Network HUB, repeaters, and cables

4. CENTRAL DISCIPLINARY BOARD

4. a. INSTITUTIONAL ANALYSIS

The Central Disciplinary Board (CDB) has broad powers to investigate and decide on disciplinary cases referred to it by government agencies and Ministries, such as the CIB and the Council of Ministers. It is the highest disciplinary court entrusted with applying relevant personnel laws, regulations and norms, and its decisions are transmitted to the Council of Ministers, the Central Inspection Board, the Civil Service Board, as well as to law enforcement officials if necessary. As a result of the civil war, the work of the CDB was suspended. It has recently been reactivated and has begun in earnest to adjudicate cases referred to it by various units in the administration.

The CDB is headed by a chairman and a two-member board. The Board reports directly to the Prime Minister, and its authority extends over all levels of employees in public administration, *except for*:

- Members of the Civil Service Board and the Central Inspection Board
- Judges
- The Army, internal security, the public security, and their civil employees
- Employees of autonomous public agencies and municipalities that are under the control of the Government Accounting Office

Each of the above mentioned groups is subject to the authority of special disciplinary boards.

E.2 RECENT ACCOMPLISHMENTS

Since it was reactivated, the CDB has:

- * Studied 38 cases involving 52 employees submitted from several ministries and government agencies in 1993;
- * Studied 206 cases involving 236 employees submitted from several ministries and government agencies in 1994; and
- * Issued 170 decisions against employees.

These decisions vary from finding employees innocent, to penalizing deducting salaries, to outright dismissal from jobs. In addition, CDB recommended that cases that do not require severe action be handled by the ministry or agency in which the employee is working.

E.3 SUMMARY OF NEEDS

The major obstacle facing CDB is the ability to conduct comparative analyses for the cases under investigation. In addition, CDB needs legal and regulatory data bases. These data bases will allow CDB's members to be properly informed about the status of cases and the rules and regulations affecting its decisions, so that it can carry out its functions in a transparent and fair manner.

In order to support these activities, it is necessary that CDB commit itself to hiring and training additional staff to collect and input data, gather archival materials, and operate and maintain its information systems.

4. d. GOALS, OBJECTIVES, OUTPUTS, ACTIVITIES, INPUTS

During Phase II, CLD suggests providing CDB with additional personal computers and the appropriate software applications and training for additional personnel. Other activities include installation of an archiving and scanning application and training for personnel who will operate this equipment.

GOAL

Promote sustainable economic growth in Lebanon within the context of a free market and private sector initiatives.

OBJECTIVE

Remove regulatory constraints and impediments to the operation of a free and open market and promote policies conducive to economic growth led by the private sector.

OUTPUT**1. Improve the capability of CDB to utilize relevant rules and regulations****Activities**

- 1.1 Develop CDB capabilities by providing them with regulatory and legal text applications
- Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff

2. Improve the capabilities of CDB management to utilize information technology to implement evaluation, analysis, and reporting with regards to the various functions it performs

- 2.1 Develop CDB capabilities to track internal records and processes as well as enhance its archiving and retrieval capabilities
- Finalize system design
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff

INPUT**Technical Approach**

Our approach in developing system applications as stated in each activity will be to:

- Perform a preliminary analysis to conceptualize application requirements
- Finalize models and diagrams that include work flow processes
- Finalize information requirements including input and output requirements
- Implement applications that include programming, testing, and writing operational and maintenance manuals
- Perform training for end users as well as the technical staff to maintain the system

Level of effort

The staff involved in these activities will be short term expatriate and local professionals in the field of public policy who will conduct seminars and workshops. Long term expatriate and local SUNY/CLD staff will be involved in planning, organizing, and implementing these activities. Short term local staff will be used in development, implementation and training activities.

Long term expatriate	100 d
Local long term	100 d
Local short term	300 d

Procurement

CLD recommends the following equipment for CDB in Phase II.

QTY	ITEM
5	Workstations
3	Laser printers
2	Dot matrix printers
5	Word processor and spreadsheet packages
1	Desktop Software Package
1	Backup tape drive and tapes
1	Scanner
1	Archiving Software
1	Magnetic Optical Drive and tapes
1	CD ROM unit
5	2 KVA UPS

5. STANDARDIZATION

5. a. BACKGROUND

Lebanon is at the threshold of computerizing the public sector. After 16 years of civil war and destruction, the Lebanese Government decided to advance towards information technology in a planned and comprehensive manner. This approach is justified as being more economical and appropriate to the present needs of Lebanon. Rather than rebuilding Lebanese institutions using obsolete technology and antiquated techniques, the Government has decided to move forward into the information age.

The following activities summarize efforts the GOL has already taken towards computerizing its ministries, institutions, and agencies:

- * The formation of a ministerial committee headed by the prime minister, several ministers, and an information technology specialist;
- * The formation of a technical committee headed by the above-mentioned technology specialist and the heads of specific technical groups;
- * The formation of six separate technical groups, each of which will be responsible for several ministries and agencies.

Other government institutions such as the Central Inspection Board (CIB) were involved in this process. The CIB recommended that a framework be established to computerize government institutions that identifies a strategy, goals, and objectives. Based on this framework, the ministerial committee should develop an implementation plan that includes:

- * A legal and organizational structure
- * Identification of required information, data, and common applications
- * A coordination plan to utilize resources
- * Planning to standardize data, symbols, and data units
- * Training of technical staff to implement the computerization effort

CIB also recommended that such a plan exist prior to the formation of action groups. Much of the responsibility and delegation of tasks was given to the technical committee. In addition, it was recommended that the technical committee concentrate only on technical issues and provide recommendations and solutions for tasks developed by the ministerial committee.

In his recent request to USAID for additional technical assistance, Minister of State Anwar El-Khalil stated that an information technology policy "is crucial to ensure that the use of information technology is available to all government agencies and that compatibility of systems is acquired." The request proposed by the Minister complements the work CLD is presently undertaking for the control agencies, as well as that envisioned for the future. Since most of the information utilized by the control agencies is generated by other government institutions, it is important that the information be

collected, classified, stored, retrieved, and reported to the control agencies to enhance their ability to function efficiently.

GOAL

Promote sustainable economic growth in Lebanon within the context of a free market and private sector initiatives.

OBJECTIVES

Remove regulatory constraints and impediments to the operation of a free and open market and promote a policy conducive to economic growth led by the private sector

OUTPUT

1. Establish a comprehensive policy related to information technology

Activities:

- 1.1 Assist the ministerial committee in developing the strategy, structure, and functions of this unit
 - Plan seminars and/or workshops for the ministerial committee, Members of Parliament, and representatives of government agencies
 - Implement workshops and/or seminars
 - Produce final paper

- 1.2 Develop a comprehensive plan that considers all areas relevant to the computerization process, and coordinate with the Agency for Central Statistics as a target agency which receives data for reporting and national statistical analysis
 - Assist key ministries and agencies to conceptualize their institutions' needed information, and applications
 - Plan seminars and/or workshops to all ministries and government agencies
 - Implement workshops and/or seminars
 - Produce final document
 - Finalize system design for data standardization
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff

- 1.3 Assist in the standardization process by implementing several activities such as information technology procurement policy and data standardization
 - Plan seminars and/or workshops for the ministerial committee, technical professional, hardware and software vendors, and representatives of government agencies
 - Implement workshops and/or seminars
 - Produce final paper

- Training of technical staff to implement the selected topic
 - Finalize system design for data standardization
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff
- 1.4 Assist in providing the Ministry of State for Parliamentary Affairs in charge of Administrative Reform with the technical capabilities to connect to other agencies and to communicate with the international data bank through Internet
- Finalize system design for data standardization
 - System development
 - System implementation
 - Hardware and software procurement
 - Conduct training for users and technical staff

INPUT

Level of effort

The staff involved in these activities will be short term expatriate and local professionals in the field of public policy who will conduct the seminars and workshops. Long term expatriate and local SUNY/CLD staff will be involved in planning, organizing, and implementing these activities. Short term local staff will be used in development, implementation and training activities.

Long term expatriate	400 d
Short term expatriate	50 d
Local long term	200 d
Local short term	500 d

Procurement

Following is a proposed equipment list for Standardization activities in Phase II.

QTY	ITEM
1	File server
1	Network Operating system
1	Electronic Mail software
1	Statistical analysis package (SAS, BMDP)
1	Database server
1	Communication server
1	Internet Server
1	Backup tape drive and tapes
1	Database engine (i.e., Oracle, SQL, etc.)
1	Database development tool
1	Dual Magnetic Optical Drive and tapes
1	Dual CD ROM server
1	Recordable CD ROM
10	Workstations
3	Laser printers
2	Dot matrix printers
10	Word processor and spreadsheet packages
1	10 KVA UPS
1	Network HUB, repeaters, and cables
5	Bridges

SUMMARY OF THE LEBANESE PARLIAMENT PROJECT

OUTPUT	ACTIVITIES	LEVEL OF EFFORTS		PROCUREMENT	
1. Improve the capability of Parliament to study and enact public policy	1.1 Conduct policy analysis training for Members of Parliament 1.2 Assist the General Directorate of Studies and Research in developing the structure and functions of this unit 1.3 Develop connectivity between various in-house databases 1.4 Develop bill drafting and bill status capabilities	Long term expatriate	1500 d	QTY: ITEM	
2. Improve the ability of Parliament to study, evaluate, amend, and pass the budget	2.1 Assist the Budget Committee in developing and implementing modern budgetary information data bases and systems 2.2 Conduct workshops and training in budget preparation and tracking techniques for professional fiscal staff to develop budget analysis capabilities	Short term expatriate	50 d	1 File server	1 Network Operating System
3. Enable Parliament to fulfill its oversight responsibilities	2.1 Assist the Budget Committee in developing and implementing modern budgetary information data bases and systems 2.2 Conduct workshops and training in budget preparation and tracking techniques for professional fiscal staff to develop budget analysis capabilities 3.1 Conduct workshops and training in oversight techniques and opportunities 3.2 Improve the government's efficiency, effectiveness, and integrity in providing services by creating linkages between the Parliament, the Executive, the General Accounting Office, and other agencies and institutions undertaking oversight activities	Local long term	1075 d	1 Electronic Mail software	1 Database server
4. Strengthen the role of Parliament in performing constituent services	2.1 Assist the Budget Committee in developing and implementing modern budgetary information data bases and systems 2.2 Conduct workshops and training in budget preparation and tracking techniques for professional fiscal staff to develop budget analysis capabilities 3.1 Conduct workshops and training in oversight techniques and opportunities 3.2 Improve the government's efficiency, effectiveness, and integrity in providing services by creating linkages between the Parliament, the Executive, the General Accounting Office, and other agencies and institutions undertaking oversight activities 4.1 Strengthen the role of the Member of Parliament as an informed and responsive legislator by providing administrative and policy-related assistance in the form of workshops and training 4.2 Provide information management and dissemination and constituent services such as electronic mail and bulletin board	Local short term	600 d	1 Backup tape drive and tapes	1 Database engine (i.e., Oracle, SQL, etc)
				1 Database development tool	1 Communication server
				1 Scanner	1 Archiving Software
				1 Dual Magnetic Drive and tapes	1 Dual CD ROM server
				1 Recordable CD ROM	30 Workstations
				10 Laser printers	10 Dot matrix printer
				1 20 KVA UPS	1 Install Network cables for the new building
				30 Word processor and spreadsheet packages	1 Desktop Software Packag
				1 Network HUB, repeaters, and cables	

SUMMARY OF THE CIVIL SERVICE BOARD PROJECT

OUTPUT	ACTIVITIES	LEVEL OF EFFORTS	PROCUREMENT
1. Improve the capability of CSB to utilize rules and regulations affecting public service employment	1.1 Conduct policy analysis training for members of CSB	Long term expatriate 500 d	QTY: ITEM
	1.2 Improve CSB efficiency, effectiveness, and integrity in providing services by implementing modern information data bases and systems	Short term expatriate 30 d Local long term 325 d	1 Electronic Mail software 1 Database server 1 Backup tape drive and tapes 1 Database engine (i.e., Oracle, SQL, etc)
2. Improve the capabilities of CSB to utilize information systems to implement evaluation, analysis, and report with regards to the various functions performed by CSB	2.1 Implement and maintain an internal electronic mail system	Local short term 500 d	1 Database development tool 1 Communication server
	2.2 Expand the capabilities of the existing Personnel Management System to cover the educational sector; implement an archiving and retrieval system		1 Scanner 1 Archiving Software 1 Dual Magnetic Drive and tapes 1 Dual CD ROM server 1 Recordable CD ROM
	2.3 Develop the capabilities of CSB to administer, store, and analyze CSB examination processes for new and existing employees		10 Workstations 5 Laser printers 5 Dot matrix printers
	2.4 Expand office automation capabilities to include some level 2 and 3 CSB employees		10 Word processor and spreadsheet packages 1 Desktop Software Package 1 Network HUB, repeaters, and cables

SUMMARY OF THE GOVERNMENT ACCOUNTING OFFICE PROJECT

OUTPUT	ACTIVITIES	LEVEL OF EFFORTS	PROCUREMENT
1. Improve the capability of GAO to utilize relevant rules and regulations and coordinate common tasks with other agencies such as CDB and CIB	1.1 Conduct regulatory analysis training for members of GAO	Long term expatriate 500 d	QTY: ITEM
	1.2 Develop the GAO capabilities by providing them with regulatory and legal text applications	Short term expatriate 30 d	1 Electronic Mail software
2. Improve the capabilities of GAO management to utilize information systems to implement evaluation, analysis, and reporting with regards to the various functions performed by GAO	2.1 Develop GAO capabilities to track internal records and processes as well as enhance their archiving and retrieval capabilities	Local long term 325 d	1 Database server
	2.2 Implement and maintain an internal electronic mail system	Local short term 600 d	1 Backup tape drive and tapes
	2.3 Assist GAO in developing its capabilities to perform a <i>priori</i> and a <i>posteriori</i> audit controls		1 Database engine (i.e., Oracle, SQL, etc.)
	2.4 Expand office automation capabilities to include judges and controller in GAO		1 Database development tool
			1 Communication server
			1 Scanner
		1 Archiving Software	
		1 Dual Magnetic Drive and tapes	
		1 Dual CD ROM server	
		1 Recordable CD ROM	
		10 Workstations	
		5 Laser printers	
		5 Dot matrix printers	
		10 Word processor and spreadsheet packages	
		1 Desktop Software Package	
		1 Network HUB, repeaters, and cables	

SUMMARY OF THE CENTRAL INSPECTION BOARD PROJECT

OUTPUT	ACTIVITIES	LEVEL OF EFFORTS		PROCUREMENT	
1. Improve the capability of CIB to utilize relevant rules and regulations and coordinate common tasks with other agencies such as CDB	1.1 Conduct regulatory analysis training for members of CIB	Long term expatriate	500 d	QTY: ITEM	
	1.2 Develop the inspection capabilities of CIB by automating one of its inspection units and assisting the others in developing their automation plans	Short term expatriate	20 d	1	File server
2. Improve the capabilities of CIB to utilize information systems to implement evaluation, analysis, and reporting with regards to the various functions performed by CIB	2.1 Implement a local area network (LAN) to improve internal technical capability	Local long term	325 d	1	Network Operating System
	2.2 Implement and maintain an internal electronic mail system	Local short term	700 d	1	Electronic Mail software
	2.3 Improve CIB management capabilities by automating the work flow process such as tracking the status of cases submitted to its board			1	Database server
	2.4 Develop Public Tender capabilities which will increase the private sector confidence to invest and develop systems			1	Communication server
	2.5 Expand office automation capabilities to include inspectors of each unit as well as the Public Tender and the Research Guidance divisions			1	Backup tape drive and tapes
				1	Database engine (i.e., Oracle, SQL, etc)
				1	Database development tool
				1	Scanner
				1	Archiving Software
				1	Dual Magnetic Drive and tapes
				1	Dual CD ROM server
				1	Recordable CD ROM
				15	Workstations
				5	Laser printers
				5	Dot matrix printer
				15	Word processor and spreadsheet packages
				1	Desktop Software Package
				1	20 KVA UPS
				1	Network HUB, repeaters, and cables

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SUMMARY OF THE CENTRAL DISCIPLINARY BOARD PROJECT

OUTPUT		ACTIVITIES	LEVEL OF EFFORTS		PROCUREMENT
1.	Improve the capability of CDB to utilize relevant rules and regulations	1.1 Develop CDB capabilities by providing them with regulatory and legal text applications	Long term expatriate	100 d	QTY: ITEM
			Local long term	100 d	5 Workstations 3 Laser printers
2.	Improve the capabilities of CDB management to utilize information technology to implement evaluation, analysis, and reporting with regards to the various functions performed by CDB	2.1 Develop GAO capabilities to track internal records and processes as well as enhance their archiving and retrieval capabilities	Local short term	300 d	2 Dot matrix printers 5 Word processor and spreadsheet packages 1 Desktop Software Package 1 Backup tape drive and tapes 1 Scanner 1 Archiving Software 1 Magnetic Drive and tapes 1 CD ROM unit 5 2 KVA UPS

SUMMARY OF THE STANDARDIZATION PROJECT

OUTPUT	ACTIVITIES	LEVEL OF EFFORTS		PROCUREMENT	
1. Establish a comprehensive policy related to information technology	1.1 Assist the ministerial committee in developing the strategy, structure, and functions of this unit	Long term expatriate 400 d	QTY: ITEM		
		Short term expatriate 50 d	1 File server		
	1.2 Develop a plan that covers all areas involved in the computerization process and coordinate with the Agency for Central Statistics as a target agency which receives data for reporting and national statistical analysis	Local long term 200 d	1 Network Operating System		
	1.3 Assist in the standardization process by selecting several activities from the above plan such as information technology procurement policy and data standardization	Local short term 500 d	1 Electronic Mail software		
	1.4 Assist in providing the Ministry of State for Parliamentary Affairs in charge of Administrative Reform with the technical capabilities to connect to other agencies and to communicate with the international data bank through Internet		1 Statistical analysis package (SAS, BMDP)		
		1 Database server			
		1 Communication server			
		1 Internet server			
		1 Backup tape drive and tapes			
		1 Database engine (i.e., Oracle, SQL, etc)			
		1 Database development tool			
		1 Dual Magnetic Drive and tapes			
		1 Dual CD ROM server			
		1 Recordable CD ROM			
		10 Workstations			
		3 Laser printers			
		2 Dot matrix printer			
		10 Word processor and spreadsheet packages			
		1 10 KVA UPS			
		1 Network HUB, repeaters, and cables			
		5 Bridges			

**LEBANON RELIEF AND REDEVELOPMENT PROJECT
PHASE II BUDGET**

PHASE II--Planning & Coordination			
Albany	Year 1	Year 2	Year 3
Salaries			
Program Director @ \$92,000 (25%)	23,000	23,920	24,877
Project Coordinator @ \$37,000 (25%)	9,250	9,620	10,005
Project Support Staff @ \$38,000 (25%)	9,500	9,880	10,275
Graduate Assistant @ \$13,000 (100%)	13,000	13,000	13,000
Fringe @ 33%	13,778	14,329	14,902
Fringe @ 15% (graduate assistant)	1,950	1,950	1,950
Travel (domestic) transp. & per diem 3x/year	2,886	3,175	3,492
ODCs (phone, fax, reports, supplies, materials, etc.) (50%)	6,000	6,600	7,260
Total Direct Costs	79,364	82,474	85,761
Indirect Costs 39.3% (no equip)	31,190	32,412	33,704
Albany Costs	110,554	114,886	119,465
Beirut			
Salaries			
LTEX (Project Coordinator) @ \$68,000 (20%)	13,600	14,144	14,710
Fringe for LTEX @ 33%	4,488	4,668	4,854
LTEX Allowances (20%)	7,345	8,702	9,755
Office Operations (rent, utilities, communications, supplies)	32,000	32,000	32,000
Total Direct Costs	57,433	59,514	61,319
Indirect Costs (26%)	14,933	15,474	15,943
Local Hires			
LTL (AMIDEAST Director) @ \$41,000 (10%) (plus 346.54% rate)	14,208	14,776	15,368
LTL (Administrative Asst.) @ \$20,000 (50%) (includes 210% rate)	10,000	10,400	10,816

LTL (Secretary) @ \$15,000 (100%) (includes 210% rate)	15,000	15,600	16,224
Beirut Costs	111,574	115,764	119,670
PHASE II--Programmatic Activities			
Albany			
Salaries			
Project Director @ \$92,000 (25%)	23,000	23,920	24,877
Project Coordinator @ \$37,000 (75%)	27,750	28,860	30,014
Project Support Staff @ \$38,000 (25%)	9,500	9,880	10,275
Fringe 33%	19,883	20,678	21,505
Travel (intl) transp. & per diem 3x/year	17,775	19,553	21,508
Equipment	5,000	5,000	
ODCs (phone, fax, reports, materials, supplies) (50%)	6,000	6,600	7,260
Total Direct Costs	108,908	114,491	115,439
Indirect Costs @ 39.3% (no equipment)	40,836	43,030	45,368
Albany Programmatic Costs	149,744	157,521	160,807
Beirut			
Salaries			
LTEX Project Manager @ \$68,000 (80%)	54,400	56,576	58,839
STEX @ 60 workdays/year @ \$350/day	21,000	21,000	21,000
Fringe for LTEX & 50% of STEX @ 33%	21,417	22,135	22,882
LTEX Allowances @ (80%)	29,381	34,808	39,020
LTEX Travel in US (2 times per year)	8,000	8,000	8,000
LTEX in third country (2 times per year)	2,000	2,000	2,000
Per Diem in U.S. (Albany & Washington)	2,062	2,062	2,062
Per Diem in Third Country	1,500	1,500	1,500
STEX Travel, transportation for 3 STEX; 1 trip/year	12,000	12,000	12,000
STEX Per Diem 60 days @ \$150/day	9,000	9,000	9,000

STEX Insurance & MEDVAC	1,000	1,000	1,000
Workshop expenses; 1/year @ \$4,000 (rental space, supplies, materials, etc.)	4,000	4,000	4,000
ODCs (reports, communications, Fed Ex, etc.)	2,000	2,000	2,000
Equipment	5,000	5,000	
Total Direct Costs	172,760	181,081	183,303
Indirect Costs @ 26% (no equipment)	43,618	45,781	47,659
Local Hires			
LTL Technical Assistant (100%)	20,000	20,800	21,632
LTL Administrative Assistant (50%)	10,000	10,400	10,816
STL @1,000 days/yr @ \$50/day (includes 32.27% local indirect rate)	66,135	66,135	66,135
Beirut Programmatic Costs	312,513	324,197	329,545
Commodities Procurement (all costing calculated in first year)			
Parliament	242,000		
Civil Service Board (hardware & software)	123,500		
Central Inspection Board (hardware & software)	175,000		
Government Accounting Office (hardware & software excluding imaging workstation)	120,500		
Central Disciplinary Board (hardware & software)	49,800		
Standardization	161,600		
Total Commodities	872,400		
Total Programmatic Costs	1,334,657	481,718	490,352
TOTAL COSTS	\$1,556,785	\$712,368	\$729,487
GRAND TOTAL			\$2,998,640

E. BUDGET NARRATIVE

Through years of experience, the Center for Legislative Development at the University at Albany has developed certain technical and professional skills in the areas of public administration and policy in general, and legislative and information systems in particular. Resources both at the Center and at the University's Graduate School of Public Affairs are directly relevant to the implementation of this project. As such, the staff of the Center, both in Albany and at its field office in Beirut, operate in a dual capacity -- to manage and supervise the implementation of the project while at the same time serving as subject matter specialists in charge of implementing various aspects of the technical work.

In Albany, Program Director Dr. Abdo Baaklini is a professor in the Department of Public Administration and Policy, who specializes in Management, Development Administration, and Legislative Development. His work within this project will be to oversee the overall project and to insure that its various components lead to the desired outputs. He will also play a leading role conducting various workshops and technical assistance missions to the Parliament and the Control Agencies in Lebanon. Fifty percent of his time will be equally divided between Albany and the field.

The Albany Project Coordinator, Ms. Ann Pean, will perform a number of tasks, including: back stopping all the operations of the field; negotiating procurement transactions; defining, in consultation with the Field Project Coordinator, the scope of work for short term consultants; insuring the application of all relevant rules and regulations with regard to project implementation; and providing all necessary reporting on work progress. One quarter of her time will be devoted to administration, with the remainder dedicated to programmatic implementation.

One quarter of the time of a project staff person will be dedicated to the processing of vouchers, travel, and personnel documentation, as well as insuring the integrity of the project's financial transactions. Another quarter of the time of this staff person will be to support the implementation of project activities in the United States.

The Graduate Assistant, normally a mid-career manager working towards a Ph.D. in Public Administration and Policy, will undertake research and prepare information needed for the implementation of the various project activities.

In the field, Project Coordinator Mr. Mahmoud Batlouni is a professional engineer in the area of computer and information sciences. His work includes the planning and coordination of project implementation, supervising the local staff and short term technical experts who work on the project, and performing various technical assignments discussed under the project activities. Twenty percent of his time will be devoted to project management, with the remainder dedicated to programmatic implementation. While Mr. Batlouni is entitled to a number of allowances, as our expatriate in Lebanon, the budget selectively includes only those allowances that we consider to be essential for the performance of his job. This was done to free more funds for programmatic activities.

The two local staff in Beirut are both engineers in areas relevant to the activities of the project. Their job is to assist the Project Coordinator in managing the project and implementing its various components. The time of the Administrative Assistant is also equally divided between management and implementation; while the Technical Assistant is dedicated fulltime to project implementation. A secretary oversees routine office administration and management functions.

The approach adopted for the hiring of short term consultants is to utilize local Lebanese talent in all phases of the project. In few cases over the life of the project, a limited number of expatriate

consultants will be brought in to contribute in certain technical and professional areas where knowledge of new technologies and comparative experience in certain functions are deemed necessary, such as information standardization. In those cases where expatriates are needed, candidates will be chosen from those who can legally travel to Lebanon.

The hiring of local staff and local technical experts will be done through AMIDEAST, an organization with field offices in Lebanon that can apply relevant Lebanese labor laws and regulations in those transactions. All activities transacted through AMIDEAST will include the organization's schedule of fringe benefits and overhead as stated in the budget. Ms. Phyllis Salem, Director of AMIDEAST's Lebanon Field Office will be supported at 10% of her salary under this agreement to supervise and coordinate services provided by AMIDEAST. The current subcontract with AMIDEAST will be amended to include the new activities.

All procurement will be done in the field using the competitive bidding method as implemented in Phase I of this cooperative agreement. The Lebanese market has most of the necessary equipment and commodities needed for this project and meets USAID specifications as to the source of origin. We have, under Phase I, negotiated an agreement with the Government of Lebanon to exempt local procurement from custom and tariff duties. Thus, the price paid in Lebanon is very competitive with prices prevailing in the US market, with the added advantage that the equipment is received directly in Lebanon.

The Center for Legislative Development estimates a budget of \$2,998,640 for Phase II of the Lebanon project. The budget represents a best judgement based on the nature and level of activities described. Every effort will be made in the execution of the budget to seek out creative means to economize and maximize resources. For example, Professor Baaklini will engage in both administrative coordination and programmatic activities.

Salaries for Albany-based staff, the Field Project Coordinator, and local long term hires in Lebanon have been calculated to take into account the University's estimated increase of 4 percent per year. The fringe benefit rate for faculty and staff paid directly through the Center is calculated at 33 percent; the Graduate Assistant rate is 15 percent. As mentioned above, the fringe benefit rate and applied overhead for staff hired through AMIDEAST is based on their organizational rate of 210 percent for staff working in the Center's field office and 346.54 percent for staff working in AMIDEAST offices.

The indirect cost rate is the Research Foundation's federally negotiated rate of 39.3 percent on-campus rate in Albany and 26 percent in the field, excluding equipment. The AMIDEAST local indirect cost rate of 32.27 percent applies to short term consultants hired through them in Beirut.

Parliament Procurement List

The following price list is an approximation that includes installation fees.

QTY	ITEM	PRICE	
1	File server	\$ 5,000	
1	Network Operating System	\$ 4,000	
1	Electronic Mail software	\$ 5,000	
1	Database server	\$ 5,000	
1	Backup tape drive and tapes	\$ 2,000	
1	Database engine (i.e., Oracle, SQL, etc.)	\$ 7,000	
1	Database development tool	\$ 10,000	
1	Communication server	\$ 4,500	
1	Scanner	\$ 2,500	
1	Archiving Software	\$ 7,000	
1	Dual Magnetic Optical Drive and tapes	\$ 7,000	
1	Dual CD ROM server	\$ 6,000	
1	Recordable CD ROM	\$ 2,500	
30	Workstations	\$ 75,000	(\$2,500 each)
10	Laser printers	\$ 25,000	(\$2,500 each)
10	Dot matrix printers	\$ 8,000	(\$800 each)
1	20 KVA UPS	\$ 20,000	
1	Install Network cables for the new building	\$ 25,000	
30	Word processor and spreadsheet packages	\$ 12,000	(\$400 each)
1	Desktop Software Package	\$ 1,500	
1	Network HUB, repeaters, and cables	<u>\$ 8,000</u>	
	Total:	\$242,000	

CSB Procurement List

The following price list is an approximation that includes installation fees.

QTY:	ITEM	PRICE	
1	Electronic Mail software	\$ 5,000	
1	Database server	\$ 5,000	
1	Backup tape drive and tapes	\$ 2,000	
1	Database engine (i.e., Oracle, SQL, etc.)	\$10,000	
1	Database development tool	\$15,000	
1	Communication server	\$ 4,500	
1	Scanner	\$ 2,500	
1	Archiving Software	\$ 7,000	
1	Dual Magnetic Optical Drive and tapes	\$ 7,000	
1	Dual CD ROM server	\$ 6,000	
1	Recordable CD ROM	\$ 2,500	
10	Workstations	\$25,000	(\$2,500 each)
5	Laser printers	\$12,500	(\$2,500 each)
5	Dot matrix printers	\$ 4,000	(\$800 each)
10	Word processor and spreadsheet packages	\$ 4,000	(\$400 each)
1	Desktop Software Package	\$ 1,500	
1	Network HUB, repeaters, and cables	<u>\$10,000</u>	
	Total:	\$ 123,500	

GAO Procurement List

The following price list is an approximation that includes installation fees.

QTY	ITEM	PRICE
1	Electronic Mail software	\$ 5,000
1	Database server	\$ 5,000
1	Backup tape drive and tapes	\$ 2,000
1	Database engine (i.e., Oracle, SQL, etc.)	\$ 7,000
1	Database development tool	\$10,000
1	Communication server	\$ 4,500
1	Scanner	\$ 2,500
1	Archiving Software	\$ 7,000
1	Dual Magnetic Optical Drive and tapes	\$ 7,000
1	Dual CD ROM server	\$ 6,000
1	Recordable CD ROM	\$ 2,500
10	Workstations	\$25,000 (\$2,500 each)
5	Laser printers	\$12,500 (\$2,500 each)
5	Dot matrix printers	\$ 4,000 (\$800 each)
10	Word processor and spreadsheet packages	\$ 4,000 (\$400 each)
1	Desktop Software Package	\$ 1,500
1	Network HUB, repeaters, and cables	<u>\$15,000</u>
	Total:	\$120,500

CIB Procurement List

The following price list is an approximation that includes installation fees.

QTY	ITEM	PRICE
1	File server	\$ 5,000
1	Network Operating System	\$ 5,000
1	Electronic Mail software	\$ 5,000
1	Database server	\$ 5,000
1	Communication server	\$ 4,500
1	Backup tape drive and tapes	\$ 2,000
1	Database engine (i.e., Oracle, SQL, etc.)	\$ 7,000
1	Database development tool	\$10,000
1	Scanner	\$ 2,500
1	Archiving Software	\$ 7,000
1	Dual Magnetic Optical Drive and tapes	\$ 7,000
1	Dual CD ROM server	\$ 6,000
1	Recordable CD ROM	\$ 2,500
15	Workstations	\$37,500 (\$2,500 each)
5	Laser printers	\$12,500 (\$2,500 each)
5	Dot matrix printers	\$ 4,000 (\$800 each)
15	Word processor and spreadsheet packages	\$ 6,000 (\$400 each)
1	Desktop Software Package	\$ 1,500
1	20 KVA UPS	\$20,000
1	Network HUB, repeaters, and cables	<u>\$25,000</u>
	Total:	\$ 175,000

CDB Procurement List

The following price list is an approximation that includes installation fees.

QTY	ITEM	PRICE
5	Workstations	\$12,500 (\$3,500 each)
3	Laser printers	\$ 7,500 (\$2,500 each)
2	Dot matrix printers	\$ 1,600 (\$800 each)
5	Word processor and spreadsheet packages	\$ 2,000 (\$400 each)
1	Desktop Software Package	\$ 1,500
1	Backup tape drive and tapes	\$ 1,000
1	Scanner	\$ 2,500
1	Archiving Software	\$ 7,000
1	Magnetic Optical Drive and tapes	\$ 3,700
1	CD ROM unit	\$ 500
5	2 KVA UPS	<u>\$10,000</u>
	Total	\$49,800

Standardization Procurement List

The following price list is an approximation that includes installation fees.

QTY	ITEM	PRICE	
1	File server	\$ 5,000	
1	Network Operating system	\$ 5,000	
1	Electronic Mail software	\$ 5,000	
1	Statistical analysis package (SAS, BMDP)	\$ 5,000	
1	Database server	\$ 5,000	
1	Communication server	\$ 4,500	
1	Internet Server	\$ 30,000	
1	Backup tape drive and tapes	\$ 2,000	
1	Database engine (i.e., Oracle, SQL, etc.)	\$ 7,000	
1	Database development tool	\$ 10,000	
1	Dual Magnetic Optical Drive and tapes	\$ 7,000	
1	Dual CD ROM server	\$ 6,000	
1	Recordable CD ROM	\$ 2,500	
10	Workstations	\$ 25,000	(\$2,500 each)
3	Laser printers	\$ 7,500	(\$2,500 each)
2	Dot matrix printers	\$ 1,600	(\$800 each)
10	Word processor and spreadsheet packages	\$ 4,000	(\$400 each)
1	10 KVA UPS	\$ 12,000	
1	Network HUB, repeaters, and cables	\$ 15,000	
5	Bridges	\$ 2,500	(\$500 each)
	Total:	\$ 161,600	

**LEBANON'S PARLIAMENT IN COMPARATIVE PERSPECTIVE:
INSTITUTIONAL ANALYSIS AND
A STRATEGY FOR INSTITUTIONAL DEVELOPMENT**

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**LEBANON'S PARLIAMENT IN COMPARATIVE PERSPECTIVE:
INSTITUTIONAL ANALYSIS AND
A STRATEGY FOR INSTITUTIONAL DEVELOPMENT**

Report Overview

This report consists of eight parts. The first part details Lebanon's recent constitutional amendments and the election that led to the present Parliament. The second section outlines the political and administrative structures of the Lebanese Parliament. The third part provides a comparative perspective of the functions of legislatures in the Middle East and discusses how the Parliament of Lebanon differs from other parliaments in the region. Part four covers the external and internal constraints that affect the performance of parliaments in the Middle East. The fifth part outlines the information needs of parliaments. The sixth suggests a comprehensive plan of parliamentary needs, while part seven outlines a strategy to implement a legislative development program in Lebanon. Part eight discusses proposed phase II activities for the Parliament of Lebanon.

PART I: LEBANON IN TRANSITION

With the ratification of a French-inspired constitution in 1926, Lebanon was declared a Republic. It gained its independence from France in 1943 with the signing of the National Pact, which divided political power between the Christian and Muslim communities. Until 1975, Lebanon enjoyed a liberal, pluralistic and open political system. In spite of a brief violent conflict in 1958, the 1926 constitution, with minor amendments, provided Lebanon with stable political institutions. Between 1926 and 1972, Lebanon held 12 legislative elections that installed deputies representing the various political and religious communities.

The amended 1926 constitution and the National Pact of 1943 laid the basis for the constitutional order that prevailed in Lebanon from independence until the end of the First Republic in 1991. The 1991 amendments to the constitution ushered in a new constitutional order that many Lebanese scholars call the Second Republic.

The 1926 constitution established a mixed presidential parliamentary system and the National Pact of 1943 established a norm to distribute the leadership of political institutions among the main religious groups in the country. The President, a Maronite Christian, was elected by Parliament for a single, non-renewable, six-year term. The Speaker of the Parliament, a Shia Muslim, was elected by Parliament on an annual basis. The Prime Minister, a Sunni Muslim, was nominated by the President and confirmed by the Parliament. The number of seats in the Parliament and the electoral districts was determined by electoral law, with a Christian to Muslim ratio of 6 to 5.

Political parties were free to organize in accordance with party and association laws. The press was privately owned and reflected all political persuasions. The economy remained in private hands, and operated in accordance with free market principles. The role of the state was limited to law and order, with a modest role in providing essential social services. Education and public health, however, remained essentially in private hands.

Over the years, this constitutional order was supplanted by a set of political practices that served to regulate the relationship between the President and the Prime Minister, the President and Parliament, and the Prime Minister and Parliament. A process of consultation and cooperation was supposed to prevail upon these relations. Positions within the Cabinet, the Parliament and the higher civil service would be apportioned to reflect the country's sectarian power distribution. When these informal understandings were violated under the exigencies of internal or external pressures, the political system experienced violent tremors, the most serious of which was the civil war that ravaged the country from 1975 until 1991.

Yet, in spite of these violent outbursts, the constitutional order that governed the country prevailed and the political institutions of the system survived almost intact. The Lebanon of 1993 is constitutionally not much different from the Lebanon of 1972, notwithstanding some of the constitutional changes introduced in 1991. Indeed, one could argue that the constitutional changes of 1991 were an attempt to codify an informal understanding that had developed over the years; clarify ambiguities that existed in the 1926 constitution regarding the relationship between the executive and legislative powers; and rectify certain gaps that were anticipated in the 1926 constitution, but

neglected by successive administrations.

Because of this constitutional continuity that guaranteed periodic change, Lebanon elected eight different administrations between 1943 and 1988. The country also enjoyed relative political stability in a region beset with political turmoil. It is therefore inappropriate to lump together Lebanon with the rest of the Arab world, and view it as undergoing a transition from an authoritarian regime to a multi-party democratic regime. In actuality, what Lebanon witnessed between 1989 and 1991 was a process of reconciliation and reconstruction.

The process of reconciliation is among the various political and religious communities that adopted different political positions regarding a range of domestic, regional, and international policies. This process undoubtedly produced certain adjustments within the constitutional framework. However, at no time during the violent conflicts that ravished the country was constitutional order a major issue.

In spite of this continuity, Lebanon did not escape altogether the violence and turmoil that besieged the region. In 1947, for example, Lebanon's first president, Bishara al Khuri contravened the original constitution by amending it to allow himself to be reelected to a second six-year term. Opponents of this amendment accused Khuri of manipulating the constitution. In 1951, after less than a week of civil disobedience, Khuri's opponents had gathered enough political strength to force the president to resign. A new president was elected, the old Parliament was dissolved, and a new Parliament was elected.

By 1958, at the apex of Nasserism and growing Arab nationalism, and in the context of regional Cold War alliances, the Middle East had been gripped by a series of violent changes. In 1956, the Suez War took place. In 1957, the Iraq-Jordan Confederation was declared in response to the Nasserist rise. In 1958, Iraqi nationalists overthrew the Monarchy, and the Egyptian-Syrian Unity agreement was signed. All of these incidents led to violent repercussions in the Lebanese body politic. In the spring and summer of 1958, Lebanon witnessed a violent backlash against the government's pro-western policies. Some civilian elements organized acts of civil disobedience, and clashes developed between the security forces and demonstrators. Order was finally reimposed with the landing of the U.S. marines on the beaches of Beirut and the deployment of the Lebanese Armed Forces.

Throughout the 1958 crisis, Parliament and the constitution remained in full force. When the term of President Shamoun expired in the summer of 1958, Parliament elected General Shihab for a six-year term. In 1960, a new electoral law was passed and a new parliament composed of 99 members was elected. The 1960 electoral law remained in force until 1991 and when it was amended, it thereby ushered in the Second Republic.

The Civil War that started in 1975 and continued off and on until 1989, was the most serious conflict to grip Lebanon since its independence. It is beyond this analysis, however, to go into the details of this war.

During the 16 years of conflict, the constitution and the institutions of the state were tested to their limits, as various attempts were made to settle the conflict. In 1976, the Syrians in cooperation with

President Franjeh, proposed constitutional changes to placate the warring parties. The Palestinians and their Lebanese allies rejected this proposal, and the conflict continued. In 1984, another agreement sponsored by the Syrians--the Tripartite Agreement (supported by Jumblat, Berri and Hobeika)--was also discarded when it failed to gain enough support. Following this attempt, a number of extra-parliamentary delegations sought a solution during a series of conferences in Lausanne, Switzerland--all, however, ended in failure.

Finally, in 1989, the Saudi government invited the Lebanese Parliament to the Saudi city of Taif, to find a way out of the impasse. The parliamentarians who participated in those meetings hammered out a solution, known as the Taif Agreement, which was implemented in the constitutional amendments of 1991.

Before discussing the 1991 amendments, it is important to underscore a key fact that characterized the 16 years of Lebanese Civil War. Throughout those years of war, the main warring faction upheld though to varying degrees, the legitimacy of the Lebanese political institutions and the constitutional order. Except for the period between 1988 and 1990, the country continued to be ruled by one President, one Prime Minister and one Parliament, even when these institutions were incapable of implementing their decisions uniformly throughout Lebanon. Competition among the various groups arose over how to associate themselves with the symbols of legitimacy as represented by the institutions of the State. The leaders of the various combating groups, both Christian and Muslim, continued to work side-by-side in the Cabinet, the Parliament, and the civil and military services, each claiming that they reflected the legitimate constitutional political order. None of these groups, however, elected a government in exile or a parallel government or parliament.

All actions of the state, both executive and legislative, were conducted in accordance with the precepts of the constitution and the prevailing laws. No state of emergency was declared and no parliament was dissolved. When the election of a new parliament was not possible in 1976, the 1972 parliamentary term was extended routinely until elections could be held in 1992.

With the end of the presidential term of Gemmayel in 1988, Lebanon was plunged into a constitutional crisis. When Gemmayel term ended, Parliament was unable to agree on a successor, and the country found itself under the leadership of two different Cabinets--one headed by the then-ruling Prime Minister Salim al Hoss, a Sunni Muslim, and another headed by commander of the Army, General Aoun, a Maronite Christian (this move was orchestrated by President Jumeil on the eve of his departure). Al Hoss did not submit his resignation to either the President or to the Parliament, and therefore considered himself the legitimate Prime Minister. On the other hand, Aoun claimed his legitimacy by virtue of the fact that he was appointed by the President, even though he refused to submit himself and his cabinet to a vote of confidence in the Parliament. This issue was resolved with the Taif Agreement; a new President was elected by the Parliament, both Prime Ministers were asked to resign, and a new Cabinet was formed.

THE 1991 CONSTITUTIONAL AMENDMENT

The Constitutional Amendment of 1991 codified certain constitutional norms that had developed over the past four decades, clarified and defined the authority of the President and the Prime Minister,

defined their relationship with the Parliament, and established new institutions to resolve conflicts between these two centers of power.

The President of the Republic

Under the 1991 amendment, presidential authority was defined and limited in favor of the Prime Minister. Prior to the amendment, the President was free to nominate unilaterally the Prime Minister and actively took part in selecting the cabinet. In promulgating laws, the President needed only the signature of the Minister introducing the law. And, although the Cabinet was required to submit to a vote of confidence before it was confirmed, there was no time limit on how long it could rule before submitting itself to a vote before Parliament.

In practice, however, the President consulted with all parliamentary groups before nominating the Prime Minister and often took their advice in nominating other ministers. Laws were also promulgated under the signatures of both the President and the Prime Minister; the 1991 amendment made this practice a requirement. According to the revised constitution, the President is required to consult with all parliamentary groups in the presence of the Speaker of Parliament, when nominating the Prime Minister. The Prime Minister designate is then responsible for formulating his Cabinet, or Council of Ministers, and presenting it to the President and the Parliament for a vote of confidence. In short, the new changes emphasized the parliamentary characteristic of the system and downplayed its presidential aspects.

Although the President's role has been diminished in favor of the Prime Minister vis-a-vis the Council of Ministers and daily affairs of state, presidential authority remains substantial within this parliamentary system. It is within the purview of the President to place an item on the agenda of the Council of Ministers; he can also call that body into extraordinary session when he sees fit.

However, while the President is free to attend all Cabinet meetings, he cannot vote. In addition, meetings presided over by the Prime Minister are considered full-fledged Council of Ministers meetings, even in the absence of the President. Prior to the 1991 amendment, meetings conducted in the absence of the President were considered informal ministerial meetings rather than official Council of Minister meetings.

The Prime Minister

With the amendment of 1991, the authority of the Prime Minister was formally defined and enhanced. He is considered the head of the executive branch, which is represented by the Council of Ministers. Once nominated, the Prime Minister actively participates in the formation of the Cabinet and its general policy, which must be submitted to Parliament for a vote of confidence within 30 days. The Prime Minister chairs the Council of Ministers in the absence of the President, and speaks on its behalf.

The Council of Ministers

In accordance with the 1991 amendment, the Council of Ministers (COM), has become the center of all executive decision making. It is the prerogative of the COM to formulate public policy, supervise the Armed Forces, propose legislation, and appoint, dismiss, and accept the resignation of higher civil servants; many of these responsibilities were traditionally the prerogative of the President.

Important decisions of state require the approval of two-thirds of the COM before they are presented to the Parliament or proposed as public policy. Such actions include: proposals to amend the constitution; proposals to declare a state of emergency, war, peace, or call a general troop mobilization; international treaties; comprehensive long-term development plans; appointments of Grade One employees; redistricting; proposals to dissolve Parliament or amend the electoral law; naturalization law, personal and family laws; and proposals to request the resignation of ministers.

The COM became an independent institution whose authority is defined by the constitution. It has its own headquarters, separate from the Presidential palace, as well as its own internal rules that govern the decision making. Prior to 1991, the COM was an appendage of the President, who controlled its procedures and agenda. Now, all routine internal COM decisions require only simple majority approval.

The Legislature

The power of the Parliament and its leaders was also consolidated and strengthened. The Speaker and the Vice Speaker are now elected for a four-year legislative term rather than on an annual basis. This tenure gives the Speaker the power to negotiate on an equal basis with the executive. The Speaker also participates actively in the formulation of the Cabinet and his views are formally sought by the President. Finally the use by the Cabinet of the "urgent method" for proposing legislation has also been defined and diluted, thereby granting Parliament more power to determine its agenda and study proposed legislation.

New Institutions

Two new institutions were recently created, a **Constitutional Court** and a **Supreme Judicial Council**. The first adjudicates the constitutionality of laws and decrees; the second tries elected Members of Parliament and ministers in case of impeachment. The Laws governing the composition and procedures of these two bodies have already been promulgated and the two bodies have been constituted. The Parliament plays a leading role in constituting these two bodies.

Electoral Law

A new electoral law was promulgated replacing the 1960 law. As a result of this Law, the number of deputies was increased from 99 to 128. In contrast to the previous law that allocated seats in the ratio of 6 Christians to 5 Moslems, the new law allocates seats equally. It also enlarged the electoral district to make it coterminous with the *Muhafaza*.

Media Law

Lebanon has always enjoyed a private, independent, and free press. During the civil war, this tradition was reinforced and extended to other media sectors. Both radio and television, which prior to the war were the monopoly of the State, are now given the same freedoms as the print media. All major political parties and influential groups have their own radio and television stations, and the government is now attempting to organize this sector and set standards, while allowing it to maintain its independent and private nature. When the cabinet in 1994 tried to restrict freedom of the media, the parliament overwhelmingly defeated the bill that was presented by the cabinet and affirmed those liberties and freedoms.

Party Laws

No changes were instituted in this regard, as political parties and other associations have always been free to organize, provided they inform the Ministry of Interior who their officials are and what their internal rules are.

The 1992 Election

The 1992 elections were conducted in accordance with the new electoral law. More than 630 candidates competed for the 128 available seats. The candidates and seats were distributed among the various religious sects as indicated on the following table:

Sect	Candidates	# Seats
Maronite	108	34
Shia	211	27
Sunni	186	27
Greek Orthodox	56	14
Catholic	24	8
Druse	24	8
Armenian Orthodox	7	5
Alawite	4	2
Armenian Catholic	1	1
Anglican	4	1
Minorities	5	1
Total	630	128

Of the 128 members elected, only 41 belonged to organized political parties, while the remaining 87 members ran as independents. The distribution of the party members was as follows:

Political Party	Number of Deputies
Party of God (Hezbollah)	8
Syrian Social National Party	6
Tashnak (Armenian)	5
Amal (Nabih Berri)	5
Progressive Socialist Party	4
Islamic Group	3
Ba'th Party	2
Eight other smaller parties have one deputy each	8
Total	41

While all of the various sects were represented in the proportions defined in the electoral law, the Christians, particularly the Maronites of Mount Lebanon, boycotted the election, not in protest against

the electoral law, but because they wanted the election to be postponed until the Syrian authorities had redeployed their troops in Lebanon in accordance with the Taif Agreement. This boycott affected the outcome of election in the following ways:

1. The number of voters who actually went to the polls nationwide was very low, especially in the Christian regions.
2. Some of those who won election, did so with a very small plurality.
3. Many of the traditional Maronite parties and personalities did not participate in the elections, and therefore are not represented in Parliament. The Maronite seats are occupied by newcomers who may not be particularly popular in their regions.

Yet, in spite of the problems with the 1992 elections, the new Parliament assumed its expanded power and privileges with seriousness and vigor. A new Cabinet was seated following the election and, for the past year and a half, both the Cabinet and the Parliament have been fervently attending to public business. A preliminary review of the work completed in 1992-93 shows that Parliament has been holding continuous sessions, its committees have been reinvigorated, and its productivity has increased in terms of the number of bills it has reviewed or passed. The new Parliament has maintained a watchful eye on the work of the Cabinet, and has refused to grant it the increased legislative power it has tried to press for on numerous occasions. This situation has undoubtedly put the Parliament under great pressure to meet the needs of the country for new legislation. At present, Parliament is in the midst of strengthening its internal capability to meet this newly vitalized role.

PART 2: THE POLITICAL AND ADMINISTRATIVE ORGANIZATION OF THE PARLIAMENT

The Lebanese Parliament has very simple and basic political and administrative structures. It is an institution dominated by independent members, who constitute the most important unit in the working of the Parliament.

POLITICAL ORGANIZATION

The Bureau of Parliament

At the institutional level, the most important unit within Parliament is the Bureau of the Parliament. It is composed of a Speaker, Vice Speaker, three *questors* (financial auditors), and two secretaries. The Speaker and Vice Speaker are elected in separate secret ballots at the beginning of the legislative term. They serve for a period of four years, coterminous with the term of the legislature. The secretaries are elected in the same manner as the Speaker, but only serve for one year. The *questors* are elected on one ballot and also serve for one year.

In accordance with the Constitution and the internal rules of the Parliament, the Bureau of the Parliament, acting through the Speaker, is the highest authority. It sets the agenda of the Parliament, speaks on its behalf, distributes work, and manages its day to day operation. The Speaker or his deputy presides over the sessions, chairs joint committees and appoints and supervises the staff. It adopts the budget of the parliament and insures its implementation in accordance with accepted financial practices as set by the General Accounting Office.

As noted earlier, the 1991 constitutional amendments enhanced the Speaker's power. As the leaders of legislative power, the Speaker, together with the President and the Prime Minister, constitute the *Troika* of political leadership of the country. The Lebanese refer to these three political leaders as the three presidencies. In addition to his constitutional prerogatives, the Speaker's political power stems from the fact that he holds the highest political office to which a Shia Lebanese can aspire. With his legislative and political power and influence, the Speaker is a pillar of the Lebanese political system. The stature of the Speaker contributes to the increased power of the institution as a whole.

Permanent Committees

The second political structure through which the Parliament discharges its functions is the Permanent Committee. There are 16 permanent committees in the Parliament. Committees are elected by the entire Parliament on an annual basis, and Members of Parliament can serve on two committees concurrently. Normally, a member's desire to join his own preferred committee is respected. Committees elect their own chair and rapporteur, and in some major committees these positions are hotly contested. The committees and the number of deputies that serve in each follows:

Name of Committee	Number of members
Budget	17
Administration and Justice	17
External Affairs	17
Public Works, Transport, Housing Cooperatives, Water and Electricity	17
Labor	12
Education and Culture	12
Agriculture and Tourism	12
Economics, Trade, Industry and Petroleum	12
National Defense and Security	17
Information, Post and Communication	12
Public Health, Social Affairs and Environment	12
Planning, Development and Reconstruction	12
Internal Order	12

To fulfill its constitutional mandate, the Parliament has reinvigorated its committee system. Committees are holding more meetings and studying more legislation than ever before. Committees have been given subpoena power and have conducted high-profile investigations against senior government officials and high ranking military officials accused of improper financial dealings. Parliamentary committees do not hold equal visibility, prestige, or work levels. High profile committees include External Affairs, Defense, Budget, Constitution, and Justice. Distributive Committees such as Education, Agriculture, Labor, and Social Security play an important role during budget debates as well as in setting policies and priorities in their areas.

Committees do not have a professional staff, save the clerical assistance provided by a staff member who acts as a secretary, but their work is assuming new importance. Much of the committee's work falls on its chairman and rapporteur. Since there is no professional staff help, members of the committee contribute to its work by virtue of their educational background and professional experience. Members of Parliament are quite often selected to serve in Cabinet posts, and they gain valuable experience in the executive ministries in which they preside. This experience is then

transferred back to Parliament when they return to elected office. Committees have expressed a need for the following resources in order to execute their responsibilities: professional staff, additional work space, information systems and data bases, and equipment.

Political Parties

The influence of political parties is quite weak in the Lebanese Parliament, and less than one-third of its Members identifies with a political party. With few exceptions, those elected under a party banner did so because of their association with a prominent local leader who included them on his list.

Election in Lebanon is on the basis of a slate system. Indeed, parliamentarians with political party affiliation are not the most senior or prominent Members of the Parliament. Most of them won their seats by a very slim plurality. In the absence of Christian political party representation, the role of political parties in the present Parliament is limited to their numerical representation. Most of the major political parties are represented by one minister in the coalition Cabinet.

Because of their limited influence in the present Parliament, political parties have not been able to extract special resources or privileges from the Parliament. Their work in the Parliament depends on the individual efforts of members, and occasionally on the contribution of volunteers from their party affiliates.

The Plenary

Given the limited influence of political parties in the Lebanese parliamentary system, the most important political arena is the plenary session. Although all legislation is ultimately referred, debated, refined, delayed, and occasionally rejected by the committees, the most important debates, amendments, and political decisions are made at the plenary sessions. These sessions are well-attended by the Members and the Cabinet. They are covered by the press, and the most important sessions are televised and broadcast live on television and radio. On such occasions, prominent Members of Parliament compete to take the floor to make their views known. Criticism of the government and its policies are voiced strongly during these sessions, and Cabinet Ministers are called upon to publicly defend their policies or proposed legislation.

Recently, criticism has been raised that plenary sessions are occupying valuable time of the members and the cabinet in prolonged debates that are considered non-productive and repetitive. It has been suggested that individual members are more interested in taking the podium to proclaim positions that are not germane to the issues being debated and taking advantage of the free publicity offered through the media. There have been attempts to manage the debates to save time and to impact the policy issue under debate. However, the strong role played by individual legislators who dominate the institution has foiled attempts to rationalize debates within the plenary session.

Here, the role of the Speaker is decisive in controlling and shaping the direction and level of the debate. While the Speaker can be overruled by a simple majority on any point of order, his position, prestige, and political influence play a decisive role during these debates. If he decides that the Cabinet needs to be sent a strong message, he can easily structure the debate so that critics of the government are given a prominent role. Unlike parliamentary systems in which the Cabinet controls the majority, under the 1991 amendments, the Lebanese Parliament is controlled by the Speaker. The

Prime Minister usually presides over a coalition cabinet composed of competing groups which have difficulty reaching agreement, and in many cases do not even mobilize their supporters in the Parliament.

Administrative Organization

The administrative structure of the Lebanese Parliament is divided into the following basic units:

- I. The General Secretariat
- II. The Consultative Office
- III. The Office of the Inspector General
- IV. The Expenditure Control Office
- V. The Parliamentary Security Forces

I. The General Secretariat

This is the most important unit since this is where most of the staff is located. It is headed by a Secretary General, and composed of the General Directorate for the Affairs of the Speaker, the General Directorate for Administration and Finance, the General Directorate for Sessions and Committees, and the General Directorate for Studies and Research.

The General Directorate for the Affairs of the Speaker

This directorate is responsible for all administrative matters connected with the Speaker's office, including maintaining his agenda, overseeing protocol, ceremonies, and relations with various administrative units of the government, translations, and relations with the press and other media. This Directorate is headed by a Director General and has 16 staff positions of Grades One, Two, and Three.

General Directorate of Administration and Finance

This directorate has two divisions, one dealing with administrative matters and the other with financial matters. The division for administrative matters is responsible for the central secretarial pool, clerical tasks, telephone and transportation services, building and grounds, personnel administration, supplies, securing passports for deputies and administrative matters for the parliament security forces. The financial division prepares and administers the budget of the parliament, purchases and supplies, maintains accounts, and prepares the payroll and all other matters of a financial nature. There are 10 positions assigned to this Directorate.

General Directorate of Sessions and Committees

This directorate is responsible for preparing all materials relating to the plenary sessions and committee meetings, mainly the preparation of the agenda for the meetings and recording, transcribing and editing of the minutes of the sessions and the meetings. It is composed of two

divisions, one for Sessions, and one for Committees, and has an office for transcription and editing. A total of 20 positions are assigned to this directorate, 10 for committees and 10 for the sessions.

The General Directorate of Studies and Research

Although it is part of the administrative structure of the Parliament, this directorate does not currently exist, save for two staff members. Its structure includes the directorate of studies and research, a division of documentation, and the parliamentary library. It is responsible for preparing studies and providing advice on all matters referred to by the Speaker, the Deputies, and other administrative units within the Parliament. Its mandate includes the collection of information and the preparation of parliamentary studies. It publishes a journal as well as other publications of interest to the Parliament.

This directorate has been allocated a total of 13 staff positions, however only one professional and a secretary currently work in this directorate. The professional staff is a lawyer who has the title of Advisor. He manages the small parliamentary library with the assistance of the secretary, and also supervises the publication of *Parliamentary Life*.

II. The Consultative Office

This office reports directly to the Speaker, and is staffed by professionals with strong academic qualifications, whose function is to provide the Speaker and the Parliament with studies and proposals on major issues facing the country and the region. Of the 8 positions assigned to this office, only 5 are currently filled.

III. The Office of the Inspector General

The office of the Inspector General reports directly to the Speaker. The responsibility of this office includes both administrative and financial inspection of all parliamentary staff units, with the exception of the Secretary General, the Consultative Office, and the Parliamentary Security Forces. At this time, the office has 4 employees whose function is to insure that parliamentary staff are reporting to their jobs on time.

IV. Expenditure Control Office

This office is composed of 2 staff members and reports directly to the Speaker. Its function is to undertake pre-expenditure review to insure that the proposed expenditure is in accordance with the rules and regulations and that funds are available.

V. The Parliamentary Security Force

This is composed of close to 300 individuals under the control of the Speaker. Its function is to secure the parliamentary building and ensure the security of the Members. It is part of the General Security Forces but detailed to work under the direction of the Speaker.

Parliamentary Staff

The 16-year war in Lebanon has left the Parliament with an administrative structure with various jurisdictions and positions, but few staff to occupy the position or perform the functions. Of the 250 positions allocated to the Parliament, only 153 are currently occupied. Lebanese personnel law specifies 5 general grades of positions:

Grades Four and Five are the lowest, and are usually allocated to clerical and secretarial positions. Grades One, Two, and Three are the highest levels, and are usually filled by university graduates. Grade One is the highest professional level. There are two divisions within Grade One: one for the Secretary General and the other for the Director General for Studies and Research. Both of these positions are vacant. There are 14 vacant staff positions in Grade Two, and 15 out of the 63 positions in Grade Three are vacant. The other vacancies are in Grades Four and Five.

The current Speaker has appointed 14 new staff members since he assumed office in 1992. The other positions are yet to be filled. At present, there is a serious attempt to reorganize the administrative structure of the Parliament to establish a new unit directly attached to the Speaker's office that would be in charge of information systems, studies and research, and protocol and external relations. This unit may also include the consultative office, the library and an information center. Recruitment for vacant positions and the reactivation of other units is a high priority for any legislative development strategy.

Physical Facility and Equipment

Damaged during the war, the Parliament has been renovated. An adjacent building, which used to house the National Library, has also been renovated and added to the original Parliament building. At present, there is adequate space for the plenary session, as there are three rooms that can be used to hold committee meetings. There is a room dedicated to the press and media people who cover the sessions and the work of the Parliament. The Speaker and the Vice Speaker have their own offices. Most of the present administrative staff are housed within the Parliament Building and the new annex. However, none of the other members of the Bureau of the Parliament, either the committee chairs and rapporteurs or the Members, has any private offices or space to conduct business. There is a small waiting area that members use as a lobby and receiving area. The chairs of the committees use staff offices to conduct meetings. Additional staff will be difficult to house within the present structure. The Parliament has purchased an adjacent building that is currently being renovated to house the Members. Once completed, this building will accommodate the Members of Parliament and perhaps a secretary for each. The library may also be moved to the new building.

Modern office equipment is almost non-existent within the Lebanese Parliament. The Parliament has no copiers, facsimile machines, computers, printers or other means of communication with the outside world. There are two tape recorders to record the minutes of the sessions, and one of the committee rooms is equipped with a tape recorder. There is a small scanner near the office of the Speaker. There are three MacIntosh computers with three laser printers, one PC with a dot matrix printer, two rapid copiers (only one is functional), and four small copiers (again, only one is functional). The entire Parliament has only two facsimile machines and one telex, and the Archives have no equipment. The press room has 15 direct local telephone lines and two lines connected to the

parliamentary switchboard.

To compensate for the glaring deficiencies in staff, information, space, and equipment, individual Members of Parliament have resorted to a number of strategies to keep themselves informed. The ability of individual members to acquire information varies. Some, due to their education, occupation, wealth, and political affiliation, are able to gain access to information and receive assistance in their legislative work. Others who do not have these privileges are poorly informed and, therefore, their legislative work suffers. Some of the informal methods used by members to gain information include:

- Using their private office as a support staff. This is especially true of lawyers, businessmen, bankers, and other professionals.
- Using family members, friends and informed colleagues as advisors and sources of information.
- Using key political supporters as sources of information on the needs of the district and as a network to deliver constituency services and favors.
- Using the press, including radio and TV, to track constituency problems and the performance of the government.
- Using prior executive branch contacts (i.e., civil servants, judges, Cabinet Ministers) and other acquaintances in the bureaucracy to receive information and services.
- Using colleagues serving in the coalition cabinet as a source of information on what is happening in the executive branch and the various policy options being debated. As mentioned earlier, the Cabinet in Lebanon is a coalition of most major political groups in the Parliament. Individual Cabinet Ministers maintain their loyalty to their supporters within the Parliament rather than to an abstract executive solidarity.
- Using various academic, professional, civic and other privately owned research institutes or NGOs as sources of information and advice. As a free market economy, Lebanon's major educational, research, and professional and civic associations are not operated or dominated by the government. They are free to generate their own information and positions on major public policy issues and lobby for those positions.

While these innovative and informal mechanisms have kept some Members of the Parliament well informed, others with limited capability, and the parliament as whole, remain poorly informed. Debate within parliament often degenerates into accusations that are not factually grounded. The full potential of the committee is never utilized. Instead both at the committee level and in the plenary, vocal individuals dominate the discussion. Information is not available or is not equally shared among the various members.

NOTE: The first phase of the cooperative agreement between USAID/L and the Parliament of Lebanon calls for the provision of a LAN, eight PCs and a server, a voting system, and some printers and rapid copiers. It also calls for the provision of relevant training in basic computer skills, development of basic MIS and the development of a comprehensive strategic plan for the Parliament.

PART 3: FUNCTIONS OF THE LEGISLATURES IN THE MIDDLE EAST

Unlike other parliaments in the region, the Lebanese Parliament performs its legislative functions in a free, independent and competitive manner. It is free and independent from the executive and it is not under the sway of any one political party or persuasion. The only limitations on the Lebanese Parliament are those stemming from a lack of resources. To understand better the work of the Lebanese Parliament it is appropriate to put it in comparative perspective with other parliaments in the Middle East.

A. PUBLIC POLICY

In theory, all constitutions in the Middle East empower legislators, both individually and through Committees, to propose bills in all areas of public policy. The practice, however, has been that all major legislation originates with the executive and is transmitted to the legislature for approval. Once in the legislature, the bill is considered pro forma by the whole body and immediately referred to one of the appropriate committees for consideration. The report of the Committee is then submitted to the entire Assembly for approval. Both within the Committees and at the plenary, bills are scrutinized and debated. Ministers and their representatives appear before the Committee or the plenary to defend their proposals. Members present suggestions and occasional amendments to proposed bills. It is the prerogative of the Cabinet to accept those proposals and amendments. Quite often an accommodation is reached with the executive to accept certain changes that the legislature deems necessary. Proposed legislation referred to the legislatures often deals with general policies and directions. Ministers are generally left to draw up the details and to provide implementation guidelines and standards. These are typically issued through executive or ministerial orders and are not subjected to legislative approval.

The role of the legislature in this area varies from one policy area to the other. In areas long considered the prerogative of the executive, such as foreign policy, military and security matters, the executive predominates. However in many areas dealing with distributive policies (education, public works, agriculture, health and others) or in extractive policies (taxation), the executive allows a significant role for the legislature to debate and amend its proposed bills. In all areas of public policy the role of the legislature is important for a number of reasons, even in those societies where the process of transition is still not mature.

1. The work of the committees and the general debate provide the executive (even in legislatures dominated by a single party) with an opportunity to publicize the particular policy initiative and gauge the general reaction to that policy.
2. In policy areas where the executive bureaucracy is divided, various executive agencies seek support outside the executive and reach to the legislature for support. In those areas of public policy where there is no consensus among the concerned executive agencies, the role of the legislature becomes important.
3. The debate of public policy within the legislature, even in legislatures dominated by a single party, forces the executive to act in public, and therefore provides the public with an

opportunity to hold the executive accountable for its promises and policies. In contrast to policies secretly adopted by bureaucratic agencies, adopting public policies in the legislative arena provides the media and the public with a standard against which it can measure the action and achievement of the administration.

4. Legislative debates can provide the executive and the public with alternatives to the policy proposed by the executive. This alternative public policy can find its way into future legislation proposed by the executive, or as often is the case, is taken into consideration when the executive issues detailed implementation plans for the approved general policy guidelines. (We should bear in mind that legislation in the societies under discussion deals only with the general outline of public policy and provides the executive with the legal basis to act. The elaboration of detailed guidelines for policy implementation is often left to the executive.)

B. REVIEW OF THE BUDGET

All legislatures are authorized to study and approve the budget. Once the budget is received by a legislature, it is referred to a budget committee. The legislature has no authority to change the budget without the agreement of the Cabinet. It can, however, reject the budget by an absolute majority, though this rarely happens. If it did, it would be considered a major confrontation with the executive and could lead to the dissolution of the legislature.

The executive budget usually provides general principles and very few specifics. The executive is left with a wide margin of discretion to determine what actually happens at the implementation stage. Individual legislators, especially those in leadership positions, act as lobbyists for programs and services to their districts and constituencies. They often form regional blocs, even in legislatures dominated by one party, to press for programs of importance to their regions. The executive is quite attentive to legislative requests, especially those originated by its supporters in the legislature. As mentioned earlier, distributive policies (the budget in those societies is predominantly a distributive document) are considered a legitimate domain for legislative influence.

Normally, legislatures study the budget, comment on its components, and recommend changes and general policy guidelines to the Cabinet. The Cabinet is free to accept or reject these suggestions, and promises to take them into consideration when implementing the budget. Quite often it accepts some of the general principles and sticks to its own proposals on the specifics. Since the budget document is based on general estimates and guess work, and does not represent what the government eventually implements, the whole process of debating the budget at present appears to be rather meaningless.

Even though they have little technical and professional support and they operate under serious restrictions with regard to timing and mandate, these legislatures take their role in the budget process very seriously. They often create a special leadership committee to respond to the General Statement of the Cabinet (equivalent to the State of the Union address in the USA). The budget committee is considered one of the busiest and most prestigious committees.

C. OVERSIGHT

Closely related to the budget function is the oversight function. Legislatures are typically authorized to exercise an oversight function over the executive, but usually this function is not systematically performed. The auditing and evaluation necessary to undertake systematic oversight functions is normally dominated by the executive even though it is under the nominal supervision of the legislature. Yet, through their role in the budget process and through their work in their districts, legislators individually and many times collectively exercise an important oversight function. Recently there have been several cases of high profile and widely reported investigation conducted by the legislature regarding government mismanagement, embezzlement and corruption. In Jordan, the investigation against former ministers and even prime ministers for corruption and illegal benefits from government contracts was prominently reported in the press both in 1992 and 1993. In Egypt, in the aftermath of the 1991 Cairo earthquake, the Parliament initiated investigation of collusion between high officials and contractors charging that such collusion resulted in substandard housing that was destroyed during the earthquake, causing many casualties. Terrorism and the maldistribution of public housing were also topics that were investigated by the parliaments and whose findings were predominantly reported in the press. In Lebanon, the ongoing investigation of mismanagement and corruption in the military has occupied a large part of the work of the Parliament and has been widely reported in the media.

Although parliaments in the region do not possess the resources nor the technology to do a first rate job of holding the government accountable, they nonetheless use many parliamentary instruments and utilize private resources to draw attention to and publicize government wrong doings, inefficiencies, and corruption. Some of the techniques used include: request for information (a member of parliament asks the responsible minister to provide answer to specific questions); question and answer period (where the minister has to answer questions in person in a parliamentary session); deliberation of parliamentary committees (in all of the countries under discussion, ministers attend and participate in the deliberation of parliamentary committees, answer questions and defend their records); general parliamentary debate (during these debates, the whole record of the performance of the government is reviewed and evaluated and the threat of a vote of no confidence is usually present); and, finally, the special investigation committees, appointed specifically to look into high profile cases of mismanagement and corruption.

To conduct these investigations and questionings, legislators depend on information reported in the press, information leaked by disgruntled employees, citizens and constituents negatively affected by government actions or inactions, and powerful groups which may have been excluded from benefiting from government corruption. Quite often inter-bureaucratic conflicts within the executive leak the information and encourage the investigation as a way of embarrassing their bureaucratic competitors. In some cases the chief executive may even encourage the legislature to undertake such investigation, as a way of showing that he is responsive to public pressure, or to usher in and publicize a new or different approach to the problem or to bring into the cabinet different individuals who may have credibility with the public.

D. CONSTITUENT SERVICES

This is usually a well-developed function of most legislatures, since it fits within accepted political and social norms. Through a variety of means, constituents forward their demands to the members and expect services in return. Indeed many legislatures have developed standing committees to consider constituent suggestions and complaints. While constituency services is an accepted function, few legislatures dedicate resources to perform this function. Each member utilizes his own means, resources, and networks to respond to demands from the electorate. No staff or system of information is in place to handle this function. Instead, the informal network of families, friends and the good will of the bureaucrats are still the accepted means of serving the citizens who call upon the member for help.

Strengthening this function would serve not only to tie the citizen to the government and sensitize the bureaucrat to the concerns of the citizen, but it may also allow the legislature to begin exercising some oversight over the bureaucracy, albeit in a limited and personal manner. Undoubtedly one has to be careful in this area from inadvertently encouraging corruption and special favors. Unless this function is appropriately handled it could result in abuses and a sense of dependency and clientelism by the member vis-a-vis the bureaucrat.

E. PARTY FORMATION

One of the most important but difficult functions that governments under transition have to contend with is how to deal with political parties that until recently have been illegal and operated surreptitiously and underground. Parties that have spent most of their existence operating illegally develop certain styles of political behavior and elevate a certain brand of political leadership. Forced to operate illegally, political parties are suspicious and distrustful of government and outsiders. Their operating style is closed and conspiratorial. Throughout their existence, these illegal parties develop a hostile and antagonistic orientation towards the state and its political and security institutions.

The leadership of these parties is normally composed of those who have mastered the skills of hardline resistance and ruthlessness in dealing with internal and external opponents. To maintain the allegiance of hardcore party supporters, the leadership often adopts simplistic and rigidly hardline positions to set them apart from outsiders and particularly from the policies of the government in power.

When those in power try to establish dialogue with those parties that until yesterday were illegal, the leadership of the outlawed parties is strained between those who want to compromise and those who want to continue the underground work. As the transition process moves on and as agreements on the general outlines of the transition take shape, the hardline leadership is threatened, and the moderate elements, as a result of participating in the negotiation, begin to gain some prominence.

When elections take place, political parties which formerly functioned underground need to appeal to elements outside the political party to win election. Those members who win election find themselves in an unenviable position within the parliament. To maintain their influence within the party, they

need to continue to use the hardline rhetoric of the party. To gain influence within the legislature, they need to master the art of compromise and appear reasonable to their colleagues within the parliament. Legislatures, in the way they are structured and organized, can play a major role to reinforce the authority of the emerging moderates. If the authority and influence of this moderate opposition is undermined, the hardline party leaders outside the parliament (who usually continue to be influential among the hardcore party members) may regain influence and disrupt the transition process.

Legislatures are the most appropriate forum for the development of responsible and open political parties. In contrast to underground political parties, legislative parties have the forum to formulate their programs, communicate it to the public and contrast and compare it to other platforms. Legislatures as open forums allow the development of party leadership that is accountable and sensitive to other parties and their leadership. Legislative work in the Committee or the plenary encourages both cooperation and debate. It also allows political parties to refine their positions and at the same time seek acceptable solutions.

Unfortunately, this function is not well understood and consequently is not well developed in many legislatures under study. There are several exceptions to this generalization. The Jordanian Parliament, for example, elevated the leader of the Islamic Front, Dr. Arabiat, to the Speaker of the Parliament. In Yemen, Sheikh al Ahmar, leader of the Islamic Front al Islah, became the Speaker of the Parliament. In Lebanon, Mr. Berri, leader of Amal, became the Speaker of the Parliament. In Egypt leaders of small opposition parties are given separate offices and are provided with some resources in recognition of their leadership position. They are represented on some of the major leadership committees. In all these cases these movements began their political life as underground movements and over time elevated their moderate leadership to play a prominent political role in the parliament. There is a lot that can be done by the parliaments to encourage the emergence of moderate leadership within smaller, formerly opposition political parties.

F. EDUCATIONAL FUNCTION

One of the most important functions that a legislature can perform is education, both for its members and for the public. Decades of legislative experience in some countries have led to the formation of a class of politicians well versed in the art of negotiations and compromise, and informed about public policy issues. In many countries, legislative debates are televised on a delayed and abridged basis. In addition, radio and print press provide regular coverage of the debate. These debates and the studies produced by parliamentary committees and investigative committees provide political education and sensitize the public to emerging issues. In many countries, electoral campaigns are fought on the basis of the position taken and issues elaborated by the members during these debates. Unfortunately, one important source of information relevant to public education, the work of Committees, is not well publicized.

PART 4: CONSTRAINTS ON THE EFFECTIVENESS OF LEGISLATURES

External and internal obstacles impede the performance of these functions in legislatures. External constraints consist of the constitutional and political frameworks within which legislatures operate. Internal constraints are resource deficiencies and residual political relationships initially formed during preceding authoritarian eras. While external constraints determine what a legislature can do, internal constraints determine how it does it.

External Constraints

The roles legislatures play in Arab political systems are circumscribed by varying constitutional and political factors. In Lebanon, for example, the legislature is constrained more by its internal deficiencies, including limited access to information and other support services, than it is by either the constitution or the political system. The Lebanese Constitution assigns to the legislature a broad range of powers including those to elect the President of the Republic and to approve the formation of the Cabinet. The legislature has numerous means to hold the government, including the military, accountable. The legislature provides a primary power base for its own Speaker, who is one of the three "presidents" of the presidential troika. It is one of the major arenas within which that troika and other political forces contest for power. Constitutional and political constraints on the Lebanese parliament are not substantially different in kind or magnitude from those which constrain legislatures in western democracies.

In Jordan, however, external constraints rather than internal ones impede the legislature's performance. The constitution places the King at the center of the political system; he controls the legislative agenda and exercises control over the Cabinet and legislature. He appoints the Senate and selects its president. He nominates the prime minister and the cabinet, subject to a majority vote of confidence by the Assembly. He can suspend the Assembly, dissolve it, or extend its term as he sees fit. The King can undertake all of the above constitutional steps without risk of serious political repercussions. Constitutional provisions provide the legal base for action, while his personal political capital ensures the necessary political support. For the time being, the legislature can only function in the narrow constitutional and political space granted and tolerated by the King.

But political will, whether exercised by the King of Jordan or other Arab leaders, does not operate in a vacuum and is not usually capricious. It is determined by calculations of what is preferable--of what will obtain desired results for the least expenditure of political capital. Adventurous, arbitrary decisions carry a price. Heavy handed attempts to subordinate legislatures to executives are risky undertakings that are likely to require major expenditures of political capital. This political calculus implies that legislatures have political room within which to maneuver, as indeed the Jordanian case illustrates.

Despite the constitutional and political constraints imposed upon it, the Jordanian Assembly is not a rubber stamp. The 1989 Assembly, for example, played a significant role in forming and dissolving cabinets chosen by the King. The Assembly managed to derail the formation of a new cabinet under Prime Minister designate Tahir al Masri. It also debated the Gulf War and passed resolutions of

support and condemnation; it debated the issue of peace with Israel and adopted resolutions relevant to it; and the Assembly continues to debate intra-Arab and international issues. Although these debates and resolutions are not binding on the government or the King, they nevertheless express general public sentiments and impose political limitations on the cabinet and perhaps the King.

In the past five years, as the Jordanian legislature has become more representative of political forces in the country, it has become somewhat more autonomous of the executive branch, and, therefore, able to exercise greater power over government and policy making. Nevertheless, serious constitutional and political hurdles continue to impede it from assuming all the roles appropriate for a legislature in a democratic system.

In Egypt, the legislature suffers from even greater external constraints. The constitution of 1971 and its various amendments assign a predominant role to the executive. The hybrid system as defined constitutionally has characteristics of presidential and parliamentary systems. The mix works to the advantage of the President. The Assembly cannot force the cabinet to resign through a vote of no confidence. On the other hand, the President can dissolve the Assembly. The upper house, or Shura Council, is not entirely a representative body, as one third of its members is appointed and most of its membership is comprised of former senior government officials. Fifty percent of the members of the lower house are required by the constitution to be "workers" or "peasants," a provision which critics view as further enabling the executive to dominate the legislative branch. Access to the Egyptian legislature is impeded by both restrictive party and electoral laws which are subjects of intense political controversy and will be at the heart of the National Dialogue.

External political constraints under which the Egyptian legislature operates result primarily from dominance by the executive branch. The legislature's role in the budgetary process exemplifies the inability of that institution to assert itself in the face of executive superiority. The constitution requires legislative approval of the annual budget. This power, however, is vitiated by several factors, one of which is that the budget document is based on general estimates, not the actual obligation of funds. The executive is left with a wide margin of discretion to determine real expenditures, thereby reducing the budgetary process to a superficial one.

Legislatures as Rule Making Arenas

The fewer the external constraints on a legislature, the more likely it is to become the key arena within which modifications of the rules of the political game are negotiated. In Lebanon, the Ta'if Accords, subsequently embodied in constitutional amendments, established a "second republic" in which the new rules of the political game have become widely accepted. Those rules provide for a central role for the Lebanese Parliament, or Chamber of Deputies. Modifications of those rules, when and if they occur, will be initiated, discussed, and ultimately approved within that body.

Legislatures in Yemen, Jordan, and Morocco have in the past several years become more representative, autonomous of the executive, and powerful. Hence, they are venues which have been capturing an increasing share of the national dialogue. In each case, however, preeminence of the executive branch, combined with persistent weaknesses of the legislative branch, have militated against the latter from becoming as central to the political process as has the Lebanese legislature.

In Yemen, for example, the legislature elected in April 1993 assumed at the end of that year some of the responsibility for effecting a reconciliation between President Ali Abdullah Salih and Vice President Ali Salim al Bidh and their respective parties. The Committee for National Reconciliation, which issued its recommendations for a compromise solution in January 1994, was initially comprised of parliamentary members of the General People's Congress and the Yemeni Socialist Party as well as legislators representing other parties. But the legislature did not contain representatives of all political forces with power to affect the process, therefore such representatives had to be added to the Committee, rendering it only quasi-legislative. Furthermore, its recommendations remain just that. The Yemeni legislature is not strong enough to impose its will on the executive, nor can it claim adequately to represent political forces in proportion to their real power.

The Jordanian and Moroccan legislatures meet requirements for hosting the national dialogue (representation, autonomy, and power) to a somewhat lesser extent than does the Yemeni legislature. Monarchs in those two countries have permitted their legislatures to discuss basic political freedoms and rules, but have arrogated to themselves ultimate power to determine important outcomes. King Hussein, for example, dissolved the Jordanian legislature prior to the issuance of a new electoral law in 1993 so as to avoid discussion of it in that body. King Hassan has prevented the Moroccan parliament from amending the election system which endows him with considerable power, although that parliament did play a role in amending the constitution in 1992. Like the Yemeni parliament, the Jordanian and Moroccan parliaments include significant representation of opposition political parties.

The Egyptian and Tunisian parliaments have not been deemed suitable venues for national dialogues because they are insufficiently representative or autonomous of the executive. The ruling RCD occupies all seats in the Tunisian parliament. Its Egyptian counterpart, the NDP, holds more than 90% of seats in Egypt's lower house, in which the two largest opposition political organizations, the Wafd Party and the Muslim Brotherhood, are completely unrepresented. Executives in both countries, virtually without input from legislatures, have authored constitutions and their amendments; devised electoral systems and supervised elections; and written laws governing political parties, the media, and personal political freedoms.

Since the fall of 1993, the presidents of Tunisia and Egypt, under pressure from Islamist and secular opposition forces, have sought to initiate national dialogues in order to broaden the base of their support. In both cases, those dialogues (which have yet to commence in earnest) will have to occur in special venues which provide for representation of the opposition and in which the cards will not be stacked in favor of the executive. The need for such extra-legislative venues bears witness to deficiencies of representativeness, autonomy, and power of the Egyptian and Tunisian legislatures. It is those deficiencies that the dialogues are intended to remedy.

One can roughly categorize Arab countries according to their progress in reaching agreement on the rules of the political game and, therefore, transferring political dialogue into the legislature, as follows:

- Those which have negotiated and established most of the institutional arrangements;
- Those which have partially negotiated such arrangements and have begun to construct

and revitalize institutions--especially legislatures--on the bases of those agreements;

- Those which are just beginning to negotiate agreements and have yet to produce tangible, institutional results.

Lebanon falls into the first category, Yemen, Jordan, and Morocco into the second, and Egypt and Tunisia into the third.

Internal Constraints

Internal constraints present a different set of obstacles to effective legislative performance. Effective legislative performance is defined by how a legislature discharges those functions which it is constitutionally and politically capable of executing. Internal constraints refer to the human, organizational, and informational resources available to a legislature. Internal constraints determine how well the legislature does what it is allowed to do, and hence, measure its efficiency.

The relationship between external and internal constraints is complex. One would expect that the fewer the external constraints, the fewer the internal constraints, and the greater the number of resources available to the legislature to discharge its various duties. This relationship sounds logical, but empirically does not follow. The Brazilian legislature under the authoritarian regime that lasted from 1964 until 1988, had internal resources second only to the U.S. Congress. Yet, during that period, its role was minimal. The Costa Rican legislature, on the other hand, had few internal resources, but its role in the political system was critically important. Similar relationships between external constraints and internal capacities exist in Arab political systems. The Egyptian legislature, in spite of its external constraints, has numerous and sophisticated internal resources. The Lebanese Parliament has a very assertive role but very few internal resources.

The relationship between external and internal constraints is determined not only by historical and economic factors, but also by ongoing relationships between the legislative and executive branches. The more the legislature is subordinated to the executive, the less apprehensive the executive is in providing it with internal resources. Thus, very weak legislatures often obtain resources because they are no threat, while strong ones typically must generate their own. Legislatures at a middle level of development are most likely to suffer from resource deficiencies, as executives fear their further accumulation of power and block them from gaining additional resources.

Human constraints

Such constraints affect both elected members and legislative staff. With regard to the former, legislative skills may be in short supply. In those countries with minimal or suspended legislative experience, those elected to the legislature may lack the skills needed to hammer out agreements through negotiations, argumentation and contestation. In countries where political parties have long been outlawed and driven underground, those elected to the legislature from those parties (at least for the first time) are likely to be ideologues, hardliners, and those skilled in the art of deceit and conspiracy. It takes time and experience for such people to develop the necessary level of trust to enter into and accept negotiated compromises.

One of the tasks of legislatures is to designate its leadership. Previously, Arab legislative leadership

was effectively chosen by the executive and that leadership acted on behalf of the executive. Now many of these legislatures are choosing their own leaders in the context of multi-party parliaments. What type of leadership is desired and what function it is to perform are important issues confronting these institutions.

Human resource constraints also operate at the level of legislative staff. The Egyptian legislature appears to have the most elaborate organization and broadest staff support. Most countries in the region are closer to the Jordanian model in which support of all sorts, including the provision of information, is negligible.

Structural constraints

Political and administrative organizations contribute to internal constraints under which Arab legislatures operate. Under authoritarian regimes, Arab legislatures relied on bureaucratic structures at the political and administrative level, and all legislative activities and resources were tied to the Speaker. Within the context of a one-party or no-party legislature, internal structure did not matter, for had it been even less authoritarian, the legislature still would not have exercised much power. However, within a multi-party context, a bureaucratic structure at the center of the legislature is apt to stifle its ability to discharge its functions.

Information constraints

This category includes both the human and technical dimensions of information. Legislatures, more than most political institutions, require a broad array of information to be able to discharge their functions in a timely and effective manner. Arab legislatures, however, suffer not only from deficits of information and inadequate information storage and management systems, but also from the inability to deliver that information to appropriate internal and external consumers in a timely and effective manner.

PART 5: INFORMATION SYSTEMS NEEDS OF PARLIAMENT

The information needs of most legislatures can be conceptualized under three categories: management needs, centralized legislative needs, and member and political party needs.

A. MANAGEMENT INFORMATION NEEDS

Like any institution, a legislature needs a management information system to be able to operate in a timely and effective manner. The management information system includes: a personnel component for members and staff; salaries and payrolls; fringe benefits; inventory; medical services and benefits; purchasing; legislative budget; accounting; and others.

B. LEGISLATIVE INFORMATION SYSTEM

Legislative information systems have seen many improvements in recent years. A legislative information system involves a number of data bases intended to serve the whole Parliament, including:

- 1) Constitutional and Legislative Documents: This is a data base system that includes the full text of the constitution and major legislation. It is available on line and accessible by subject matter, title and date of legislation. The system can be expanded to include a summary of major executive decrees and administrative regulations.
- 2) Major Court Decisions: Decisions of the Supreme Court and other high specialized courts are in this data base.
- 3) Legislative Debates: This data base system includes the debates of the legislature, and once established, can be used for publishing the official journal of the legislature and for legislative reference. Access to the system is normally open to all members and their staff and other government units.
- 4) Bill Status: This application deals with the work of Committees. This data base identifies the bills under consideration by various Committees and any actions taken; it also includes amendments.
- 5) Budget Information System: This data base incorporates the annual budget of each government agency as presented by the government, approved by the legislature, and spent by the agency. It can also include revenues by source and expenditure by purpose and geographic distribution.
- 6) Structure of Government System: This data base includes the basic government structures, their principal functions and the names, and addresses and telephone numbers of senior staff.
- 7) Thesaurus: This data base contains words, phrases, concepts, and sentences used to access and research the Legal, Judicial and Bill Drafting and Bill Reference Systems. It can also be used to correct spelling. This is a major software development task that

can be developed only on an Arab regional basis with massive assistance from vendors and software developers. We were told that at least three such Thesauruses already exist. If this is the case then a major standardization effort would be needed to make the system usable.

8) Bibliography: This data base system includes citations of books and journal articles available at the legislative library. It can also include selected articles of daily and periodic newspapers and magazines.

9) Issue Briefs: This data base includes short summaries and analyses of important issues of interest to the legislature.

10) Subscription to existing data bases: A number of data bases are already available in other countries of relevance to the legislature.

11) Voting System: This is a system that enables members to vote electronically on matters discussed during the general sessions. The system identifies each member present and the way the member votes on a particular measure. The vote can be "yes," "no," "abstain," or "absent". It tallies the total number of votes in each category automatically.

C. SYSTEM FOR MEMBERS AND PARTIES

Individual members and political parties usually utilize a number of data bases that are developed and maintained by them. With some technical assistance from information specialists and the availability of a personal computer, members and parties can develop their own mailing lists, labels, correspondence with constituents, and other types of specialized usage. Three centrally managed systems may also be needed.

1) Electronic Mail System: This allows communication among members and between members and various other bodies.

2) Dissemination of Information: This data base includes a profile of each of the members, the political parties, and the areas of special interest to them. Using this profile, select information from other systems, especially those operated by the legislative library, can be collected and sent to the member on a periodic basis.

3) Socioeconomic Data: This data base provides a socioeconomic profile of each of the electoral districts. It can be developed and maintained by political parties and used for election purposes.

PART 6: COMPONENTS OF LEGISLATIVE DEVELOPMENT

A viable strategy of legislative development involves the interplay of several key elements to insure its success. Often times legislative development is confused with legislative modernization, where the emphasis is placed on the acquisition of modern equipment and information systems. While this facet may be important, it is not the critical variable in a successful legislative development program. Other factors must be present so that equipment and modern information systems become relevant to legislative development.

This section outlines the critical variables required for the success of a legislative development program.

A. A VISION

A vision and a committed leadership within the legislative Assembly need to be present. In legislatures characterized by leadership and membership continuity, such as the U.S. Congress, such vision and commitment are not as crucial. The continuity allows the legislature to resort to an incremental approach where the leadership develops its priorities and builds consensus around these priorities.

B. APPROPRIATE STRUCTURES/SETS OF RELATIONSHIPS

A successful strategy of legislative development rests on the provision of appropriate structures and relationships within the legislature and the availability of qualified people to occupy those structures and enrich those relationships. It may come as a surprise to some that I am placing as much emphasis on structures and relationships as on qualified individuals. My experience working with and studying legislatures around the world shows that quite often the presence of qualified staff is not equivalent to their appropriate utilization and involvement in the legislative process. In my judgment, the question that needs to be asked is not whether to have qualified staff, but rather, what type of staff, and more importantly, what type of structures and relationships need to be developed so that the staff is properly utilized by the legitimate decision makers, i.e., the elected members?

Within this perspective, a legislative development program consists of two components. One is a technical assistance component which addresses a whole array of issues connected with staffing and structural patterns, information systems, and organizational development. These issues cover both staff and members and the relationship between the two. Such relationships also take into consideration the needs of each member as an individual, as a member of a political party and as a member of a Committee within the legislature. Once these initial components are in place, the second component dealing with the development and recruitment of the qualified staff becomes important. The elements of this component include a series of long-term, medium-term and short-term training programs and workshops in various areas of legislative technologies relevant to the legislature.

C. APPROPRIATE LINKAGES

A legislature is a forum where all public issues relevant to a polity are debated, reformulated and decided. By its nature, a legislature is an open, amorphous institution. It is constantly interacting with its environment. For a legislative development strategy to succeed, it is important for the legislature to systematize those relationships.

As part of this legislative development strategy, I am specifically interested in two of those relationships: the relationship with those institutions that may provide the legislature with needed information, and those that shape the public's image of the legislature. In many cases, the same institution may perform both functions. There is a need to elaborate a plan on the relationships to be developed with universities, research institutes, professional associations and the media. The universities and the research centers socialize and train future generations of legislators and public servants. Jointly with professional associations, they generate information relevant to the public debate within the legislature. The media has a similar function. It generates information valuable for its timeliness, articulates the concerns of significant groups within society, and shapes the public's image and appreciation of the legislature's work. The plan should involve individuals from those institutions in its technical assistance and training programs in conducting research and providing information of relevance to the legislature.

D. GOOD MANAGEMENT

While modern and efficient management practices are not a necessary function of a strong legislature, a legislature in the process of development needs credible and efficient management practices. In such a legislature there is a symbiotic relationship between the legislative and the administrative functions of the institution. The legislative development strategy articulated in this report involves a change in the work culture of the institution. One cannot modernize the legislative culture without changing the administrative culture because, in most countries, the administrative bureaucracy is permanent while the elected members are transient. A legislative development plan should articulate a series of activities and steps intended to create a modern and efficient management system in the legislature.

E. DECENT PHYSICAL FACILITIES

Physical facilities and equipment become a strategic variable only when the above conditions are in place. Members and staff need appropriate work space and equipment to discharge their functions. The complexity and rapid pace of modern information systems requires equipment that can store, manipulate, access and retrieve information in a timely manner and in the appropriate format.

PART 7: APPROACHES TO LEGISLATIVE ASSISTANCE

Assistance programs to legislatures face a number of unique difficulties. Technical assistance programs to legislatures have to overcome the absence of one comprehensive vision shared by all of the influential members of the institution, lack of commitment to institutional development as a priority of elected members, and lack of continuity in pursuing whatever development strategy is adopted. To partially compensate for these weaknesses, it is usually advisable to work through a special multi-party legislative development Committee and senior staff of the legislature. It is also important that any development strategy remain flexible to accommodate changing priorities. Finally, it is important for the development strategy to emphasize continuous consultation and discussion with the development Committee on priorities and directions.

This means that a legislative development strategy is not a "one-shot deal", but a series of incremental decisions and programs within an overall framework. To manage such a strategy requires an understanding of the special legislative environment, and a sense of timing so that both the implementation calendar and legislative calendar are synchronized, in an effort to foster a relationship of trust and impartiality between the legislature and the cooperating advisors/technical assistants.

Experience over the past two decades in this area shows that technical assistance programs to legislatures, unless properly developed and managed, may lead to failure and frustration for all those involved. It is advisable to have a neutral, non-political institution involved in the day-to-day management of such a program to avoid accusations of a political agenda and/or unacceptable interference in the affairs of a sovereign institution.

Before a comprehensive and coordinated technical assistance program can be formulated to meet the specific needs of each legislative institution, the needs of a particular legislature must be assessed while taking into consideration the present institutional capabilities of the legislature, the challenges it is facing and the vision and priorities of its leadership to meet those challenges. The basis of a legislative development project should include the formulation of a comprehensive plan followed by the design of specific projects and activities selected by the legislature to meet development needs. The financial, technical and institutional resources of both the cooperating legislature and the donor institution will then be coordinated and mobilized to facilitate the institutional development process.

To play a constructive role in contemporary societies, legislatures need to be properly informed and institutionally capable to tackle, jointly with the executive, complex issues. An informed legislature may be able to constructively participate in the evaluation of alternative public policy proposals, and perhaps avoid the pervasive impasse between the executive and legislative powers. An informed legislature may also have the resources necessary to hammer out agreements and avoid fateful confrontations.

Within this context, legislative development may be defined as the ability of the legislative institution, acting through its leadership, to study, assess, and formulate its needs for resources and information; to develop plans and programs to acquire those needed resources; and to continuously assess those needs and develop those resources for the purpose of reaching political agreements with the executive.

Within the context of an open political system, the final purpose of legislative activities is to reach

such agreements in the context of change and competition, without institutional disruption or disintegration. Legislative development should seek to achieve the following desired outcomes:

- **Analytical Capability to Continually Assess its Needs**
Develop within the legislature the institutional capabilities to study and assess its needs and priorities and set appropriate programs.
- **Facilitate the Acquisition of Resources**
Facilitate the acquisition of resources and the development of program activities identified through training, education research and other joined activities.
- **Provide Technical Assistance**
Provide assistance in developing the necessary framework and orientation that marshals resources for the purpose of forging and concluding agreements within the context of evolution and change.

The following guidelines are recommended to develop a legislative assistance program.

- **Enlist the Support of Legislative Leaders**
Legislative leaders and other elected members of the legislature are the principal sources of legislative institution-building and maintenance. No project for strengthening the legislature can succeed initially, or in the long-run, if it is not seriously embraced by the legislative leadership and members. This is not to say that legislative leaders are free to change anything at will; rather, they survive as leaders to the extent that they serve the interests and values of others. For example, a computer-based, bill-tracking service, if highly valued by a significant number of legislators and viewed as an integral part of a community-valued legislature, cannot be arbitrarily disbanded by a new legislative leadership.
- **Stress the Institutional, Political, and Representative Nature of the Legislature**
What should be encouraged, at every step in this process, is that strengthening the organization of the legislature is a means toward institutional development. Selection of organizational strengthening techniques should be based on the contribution to institutional development. Thus, infusion of technical experts in legislative operations should also be balanced with political trust and commitment to the legislative process and to the importance of the elected representatives who have the right to decide on public policy.
- **Make the Program as Open Possible**
Legislative leadership should be encouraged to discuss legislative institution building outside of the legislature itself. If the goal is to develop an institution that is valued both from within and without, then the legislative leadership needs to maintain contact with social and economic leaders from outside the legislature, such as from the executive branch, political parties, the judiciary, the universities and the media.

- **Maintain Maximum Flexibility**
Flexibility must be allowed at all stages of legislative institution building, and the process should be viewed as a long and time-consuming series of efforts.
- **Stress Educational and Technical Assistance Components**
Outside help should be essentially educational (e.g., showing the experiences of other countries) or technical (e.g., holding a workshop on the technical aspects of bill-drafting). Equipment and other support should be considered to the extent to which they contribute to the above goals.

PART 8: CONCLUSION/RECOMMENDED ACTIONS

By the end of Phase I, the Parliament of Lebanon will have received a Local Area Network (LAN) for the administration of Parliament and an electronic voting and sound system to record and manage activities within the Chamber of Deputies. Other accomplishments during this phase include completion of a comprehensive needs assessment, training of administrative staff on the use of the LAN, and vendor training of technical staff on the operation and maintenance of the voting system.

Phase II Outputs

The Parliament of Lebanon has launched a number of important reform initiatives to enhance its function as a legislative, political, and policy making institution. These reforms include the construction and equipping of a major legislative office building to house members, parliamentary committees, a library, and support services such as a legislative research and information service. Another initiative is to strengthen the role of parliamentary committees and provide them with the staff, physical space, and resources necessary to achieve their function.

Phase II of the project is intended to support these efforts and insure that the proposed reforms attain their intended results. Activities proposed to accomplish these goals include assistance on three levels- the Parliament as an institution, the parliamentary committees, and the Members of Parliament as individuals.

At the institutional level. Two main activities: first, to address the needs of the newly established General Directorate of Studies and Research, which includes a documentation division and the parliamentary library and second, to strengthen the capabilities of the General Directorate of Sessions and Committees. Assistance to the Directorate of Studies and Research will involve the procurement and installation of equipment, the development of unique data bases, policy analysis training, and linkage of the Directorate to other relevant data bases. The Directorate of Sessions and Committees is responsible for preparing all materials relating to plenary sessions and committee meetings, such as agenda preparation and the recording, transcribing and editing of minutes. In Phase II, CLD assistance to this Directorate includes development of data bases for current legislation and proposed bills (a bill referencing system); this will also include development of bill drafting and bill status capabilities.

In order to successfully support these efforts, the Parliament of Lebanon will have to hire the needed staff and collect and input the information relevant to create these capabilities.

At the committee level, The project will concentrate its efforts on the Budget Committee and the Administration and Justice Committee. The Budget Committee has approval and oversight responsibilities for the budget of the country. The Administration and Justice Committee is responsible for ensuring the legality of all proposed legislation, and performs a bill drafting function for all other committees. The functioning of these two central committees affects all the committees, and both are in dire need of equipment, appropriate data bases, and technical assistance. During Phase II, CLD will procure necessary equipment, develop the appropriate data bases and applications, and provide relevant technical assistance and training to utilize

these systems effectively.

The Parliament of Lebanon will be required to hire the necessary staff and collect and input relevant data to implement this capability.

At the individual level, The project will help strengthen the role of the Member of Parliament as an informed and independent policy maker. In Lebanon, Members of Parliament are much like members of the United States Senate, in the sense that each member acts as an independent policy maker. Lebanese political parties are weak or non-existent, and any attempt to strengthen the Parliament as an institution, without strengthening the individual members, will not produce the desired results. The Lebanese Parliament has proposed reforms, including the construction of the new legislative office building that can house all members, to address these needs. Once the office building is completed, each member will have private office space and the equipment necessary to conduct legislative business. It should be noted that this is the first such attempt to help develop the policy-making capabilities of individual legislators not only in the region, but also among most countries undergoing legislative reform.

During Phase II, the project will procure the necessary equipment, and provide technical assistance and training to a select number of Members of Parliament. This assistance will be both of an administrative and policy nature, including office management, development of data bases, and the gathering and utilization of information resources (both public and private sector). The sample of Parliamentarians will be drawn from all major political parties and parliamentary groups, and will be representative of all religions and regions of the country. This sample will enhance the demonstrative breadth of the work and encourage the development of similar capabilities for all Members of Parliament.

In order to successfully strengthen the policy-making role of Members of Parliament, the Parliament of Lebanon will be required to hire the necessary staff and provide individual office space, oversee the selection of the sampling, and gather and input the information relevant to implement this capability.

CIVIL SERVICE BOARD
INSTITUTIONAL NEEDS ASSESSMENT

Compiled by
The Center for Legislative Development
University at Albany, SUNY

1994

CIVIL SERVICE BOARD

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CIVIL SERVICE BOARD
Information Needs Assessment

A. BACKGROUND

The basic objective of the Civil Service Board is the development and maintenance of a strong, capable civil service in Lebanon. The council is established in a quasi-independent position, yet is attached to the Office of the Prime Minister for budgetary and housekeeping purposes. The Chairman of the Civil Service Board has the status of a director general. In addition to its chairman, the council has two other members: the Directorate of Human Resources and the Directorate for Formation and Training.

The Board's jurisdiction extends over all permanent, temporary or contractual civil servants who are placed in central, regional or municipal administrations. The Board keeps records on the civil servants and provides for their proper recruitment, education, training, promotion, and retirement. It sets entrance and performance standards, rank and pay scales, promotion requirements and retirement regulations. The board also uses the National Institute for Administrative Development (NIAD) and other means to improve the public administration.

The Civil Service Board is regarded as the highest administrative authority on personnel matters. Its Chairman consults frequently with the heads of other divisions of the administration. He reports annually to the President of the Republic and the Council of Ministers about the civil service. The Board is assisted by a *General Administration Department* which studies all personnel cases presented to the CSB by the various ministries. This office determines the background, the issues and the significance of each case before the whole study is submitted to the Board. This Department is also required to consider the decisions reached by the CSB and determine the measure of their conformity to existing rules and regulations.

B. MISSION

The Civil Service Board (CSB) was created by Legislative Decree #114 in 1959 and reports directly to the Prime Minister. The CSB is responsible for all matters connected to human resource recruitment, development and promotion of the Lebanese civil service. The jurisdiction of the CSB extends over all public administrations and institutions (about 21,000 employees) as well as major municipalities and their employees. However, these powers do not include the judiciary, the military, or civilians associated with the Army, Public Security and Customs.

The CSB applies relevant personnel laws and regulations affecting the recruitment, promotion, compensation, discipline and displacement of employees. The CSB also is in charge of human resource development through adequate preparation and training and handles all other personnel matters.

As expounded in Legislative Decree #114 and Legislative Decree #1802 issued in 1980, the mission of the CSB is to:

- Enforce the laws and regulations with respect to appointments, promotions, benefits, transfers, disciplinary measures, and all other personnel matters pertaining to civil servants.

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- Upgrade the level of personnel "conduct" or performance, especially through proper "formation" (i.e., education and training) for the service as well as through on-the-job training.

The essential functions of the CSB include:

- Personnel administration such as management of personnel, administration of retirement, ascertaining qualification, prepares, administers and grades written tests, notifies and appoints to the service, evaluates requests for promotion, transfer, end of service, personnel files, etc.
- Education and training (formation), including the scheduling and administration of tests and examinations, training for new employees, and training for in-service employees.

C. ORGANIZATION

The CSB is organized into two directorates and one department:

- Directorate of Human Resources
- Directorate for Formation and Training
- General Administration Department

The board or central committee of the CSB consists of the Chairman and the Directors General who preside over each of the directorates. The role of the committee is to consider all matters legally entrusted to it, particularly:

- Those that refer specifically to the CSB such as proposals for staff modification, the definition of job specializations, budget preparation, employee nominations and contracts ratified with Lebanese or foreign experts.
- Those relating to the directorates and public institutions such as submission to the Cabinet of the proposals pertaining to credits allocated to the employees and to the salaries in all the public institutions and administrations; the amendment of laws and regulations related to the work process and organization of the administrations; and specification of the number of jobs allocated to each department .
- Matters concerning personnel as stipulated by Lebanese labor law.

Directorate of Human Resources

The Directorate of Human Resources has two divisions: the Office of Guidance and Research, and the Office of Testing and Personnel.

The Office of Guidance and Research

The Office of Guidance and Research oversees all general affairs related to employees in public institutions and municipalities that are under the jurisdiction of the CSB.

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In terms of Guidance, the Office deliberates on the legitimacy of staff nominations, studies employee personnel files, and supervises their actions.

In the area of Research, the Office:

- Prepares plans regarding permanent and provisional staff and contractors, and determines ways of applying the relevant regulations;
- Responds to the request of departments and agencies for new employees or contractors;
- Secures jobs and defines the conditions for the recruitment of candidates;
- Formulates laws with respect to the staff Cooperative and the method of its implementation;
- Determines the distribution of memos and instructions related to public offices;
- Maintains and updates an index that defines the duties and responsibilities of public jobs and their requirements, including rank, level of knowledge and background (position classification schedule).
- Announces vacancies in public offices;
- Defines the pay scale for each group in the index.

The Office also deals with compensation and allocation by:

- Setting the conditions for allowable compensations, transport expenses, bonuses, hourly rates for teaching, financial assistance, loans, etc.;
- Setting rules for employee disbursements, whether hourly, monthly or temporary.

The Office of Testing and Personnel

In cooperation with each department, the Office of Testing and Personnel determines the basic principles for tests and examinations, including scheduling, subject matter to be covered, organization, and execution. It also coordinates nominations for Examination Committees, prepares a list of the names of candidates, and arranges schedules for tests and examinations. In addition, the Office oversees the organization and maintenance of employee personnel files for each administration, institution, or municipality under the jurisdiction of the Civil Service Board. It also keeps employee records such as awards, promotions, administrative and personal status, and prepares statistical schedules based on this information.

Directorate of Formation and Training

The Directorate of Formation and Training is composed of the Office of Formation and Training, and the Secretariat of the National Institute for Administration and Development.

The Office of Formation and Training defines the general principles for training in each agency, public institution and municipality under the jurisdiction of the CSB and designs the necessary programs and workshops.

The Secretariat of the National Institute for Administration and Development prepares examination and test schedules, and organizes teachers' files and statistics on the operation of the Institute. It is also responsible for advising employees who wish to study abroad or at Lebanese institutions. Moreover, it cooperates with the Director General of the Directorate of Formation and Training to schedule exams and lectures and to determine class curricula.

The General Administration Department

The General Administration Department handles all administrative functions for the CSB including recording and distributing mail; processing incoming phone calls; general correspondence, editing, dictation, copying, and printing; and maintenance of CSB documents and files.

The Department handles employee affairs including procedures related to the nomination and promotion of employees, and oversees maintenance of personnel files.

The Department also prepares statistical schedules and communiques pertaining to the decisions and correspondence of the CSB as well as providing information and consultation, and manages the CSB library by indexing books, magazines and newspapers for research purposes.

Lastly, the Department executes CSB financial and accounting affairs such as the preparation of the budget, expenditure plans, payroll, salaries and allowances, compensations [and advice on staff modification]. Furthermore, it handles all interviews, invitations, appointments, phone calls, and personal meetings for the Chairman of the CSB.

Chart I shows the administrative structure of the Civil Service Board. Table I shows the staff and vacant posts of the Board.

GRADE	STAFF	POSTS OCCUPIED	POSTS VACANT ⁽¹⁾	OTHERS
First	3	3	--	--
Second	8	3	5	--
Third	26	8	18	--
Fourth	45	15	30	13
Fifth	13	1	12	9
TOTAL	95	30	65	22

(1) *Following the retirement of two employees at the end of 1994, two additional vacancies will be added, one in Grade 1 and one in Grade 5.*

D. WORK FLOW PROCESSES

The attached Charts II, III and IV display the work flow process for administrative work as well as document tracking in the Civil Service Board. These charts do not cover the process within the Directorate of Human Resources, whose competition stages resemble those of the preparation of the training session. Personnel files provide supplemental information.

E. GENERAL NEEDS

At present, the following needs of the CSB have been identified:

- 1- Classification and maintenance of Committee decisions and correspondence for easy reference, according to subject and the beneficiary administration.
- 2- A data base for employee personnel files that would standardize the compilation, organization, and maintenance of employee records. Additional information of interest to the Civil Service Board would be submitted regularly on disk or paper.

While the CSB would be satisfied with compiling and accessing general personnel information at this time, it would eventually rely on receiving standardized information from the relevant administrations at regular intervals.

3- A data base system that is networked with other public offices which would include information about the credentials required for various jobs, payroll information, compensation plans, and other relevant data to enable CSB to standardize job requirements and compensation.

4- A specialized data base for personnel who monitor tests carried out by the Directorate of Human Resources.

5- A data base to track the training and professional development activities of the Department of Preparation and Training, including information about courses taught, participant lists, grades, instructors, etc.

6- A tracking data base for the CSB library, organized by title, subject, author, publisher, edition number, and volume number. This data base would be used to track books, periodicals, magazines, newspapers, and manuscripts.

7- A document tracking data base for various memoranda and statistical schedules considered core to the missions of CSB and its departments and offices.

8- A retrieval archive of documents which are related to the different branches and functions of CSB.

F. PHASE II RECOMMENDATIONS

During Phase I, CSB received a number of personal computers connected through a Local Area Network. The workstations were equipped with basic word processing and spread sheet capabilities and a number of staff participated in a basic computer training program. Other accomplishments include the completion of a comprehensive needs assessment, and design and development of a Personnel Management System specific to CSB's internal management needs. These accomplishments greatly enhanced CSB's ability to begin tracking and accounting for the estimated 20,000 people employed by the Government of Lebanon.

For the CSB to achieve the important tasks specified above in a transparent, equitable and efficient manner, it needs to build its information bases and prepares its present staff to collect, classify and utilize information essential for their function. Phase II of this project will seek to achieve two objectives:

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- Build the legal, regulatory and personnel records and policies data bases of the CSB so that its members are properly informed about the state of the civil service and the rules and regulations affecting public service employment.
- Build the management information system of CSB so that the staff will be informed and capable of implementing its evaluation and reporting functions with regard to the various functions performed by the CSB.

**CHART I
HIERARCHICAL STRUCTURE OF
THE CIVIL SERVICE BOARD**

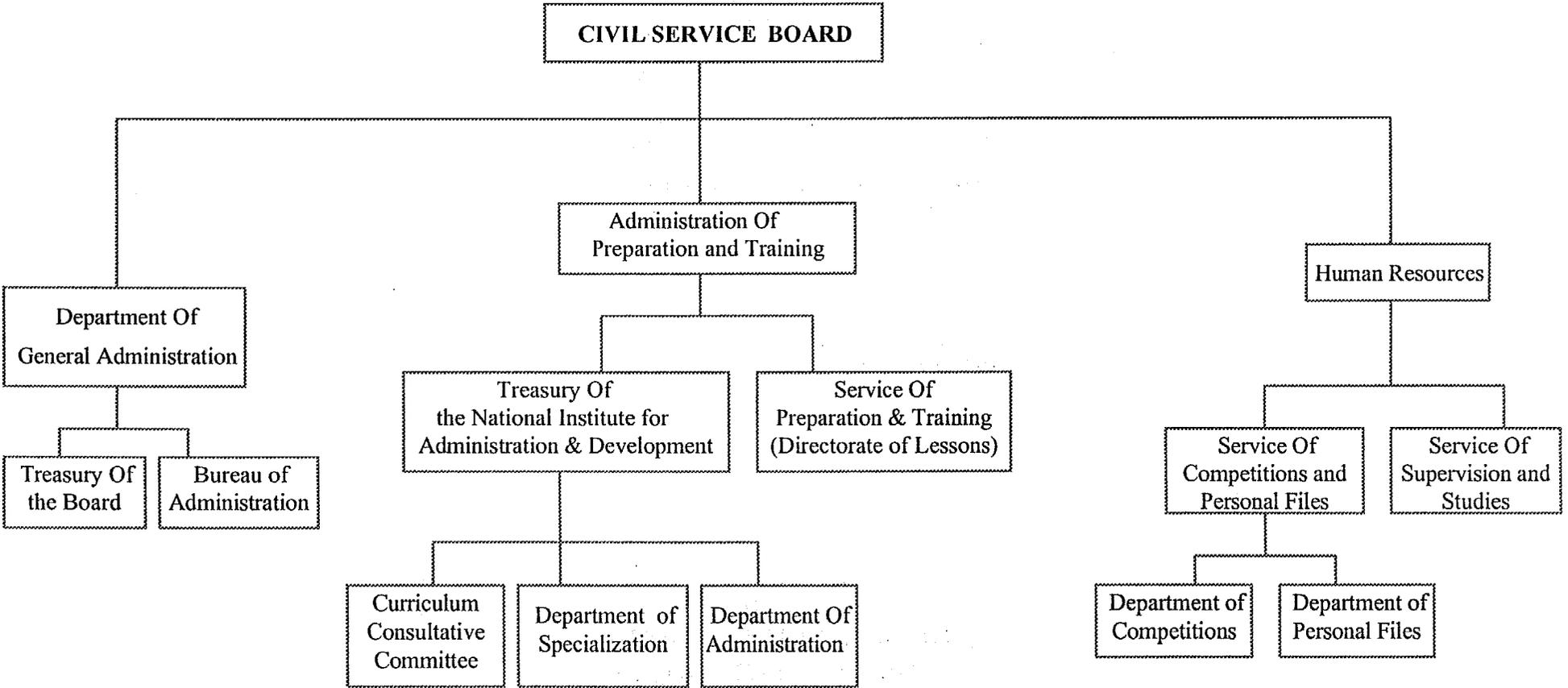
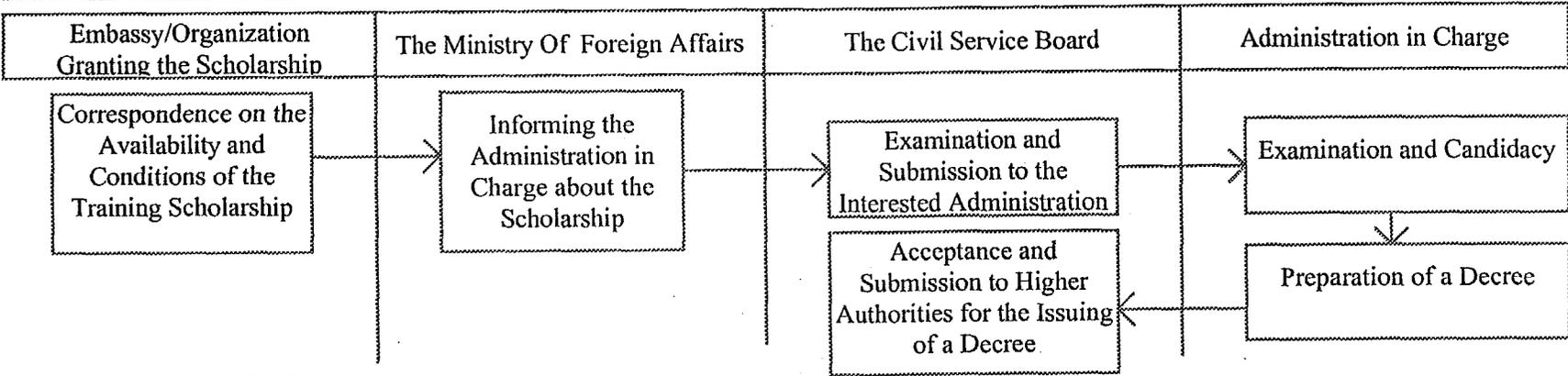
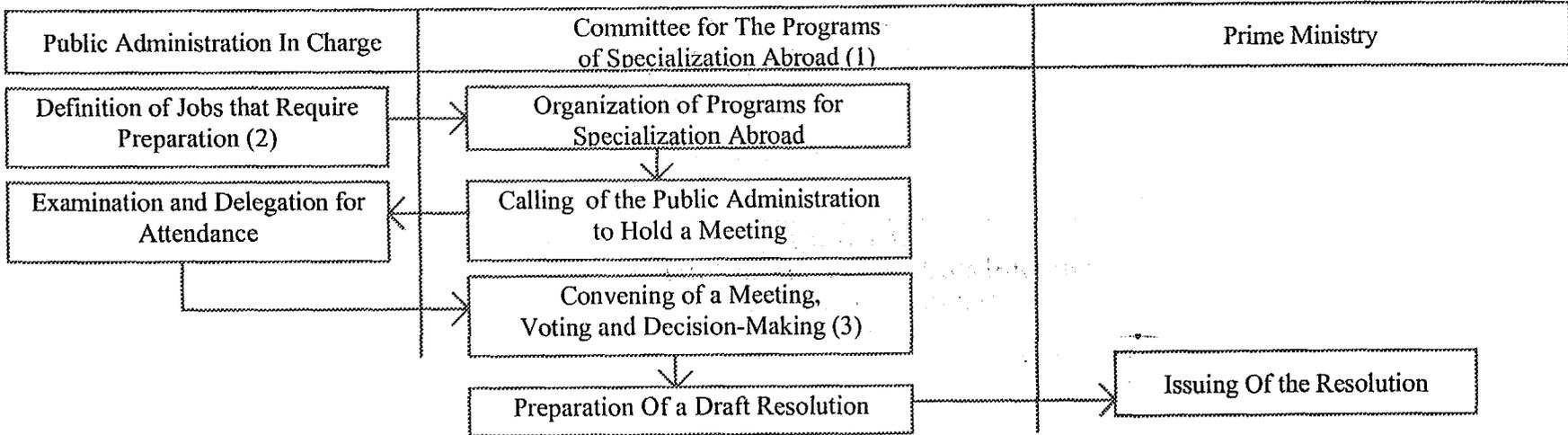


CHART II
CIRCULATION OF THE TRANSACTION DOCUMENTS
FOR SPECIALIZATION ABROAD

1- Training Abroad

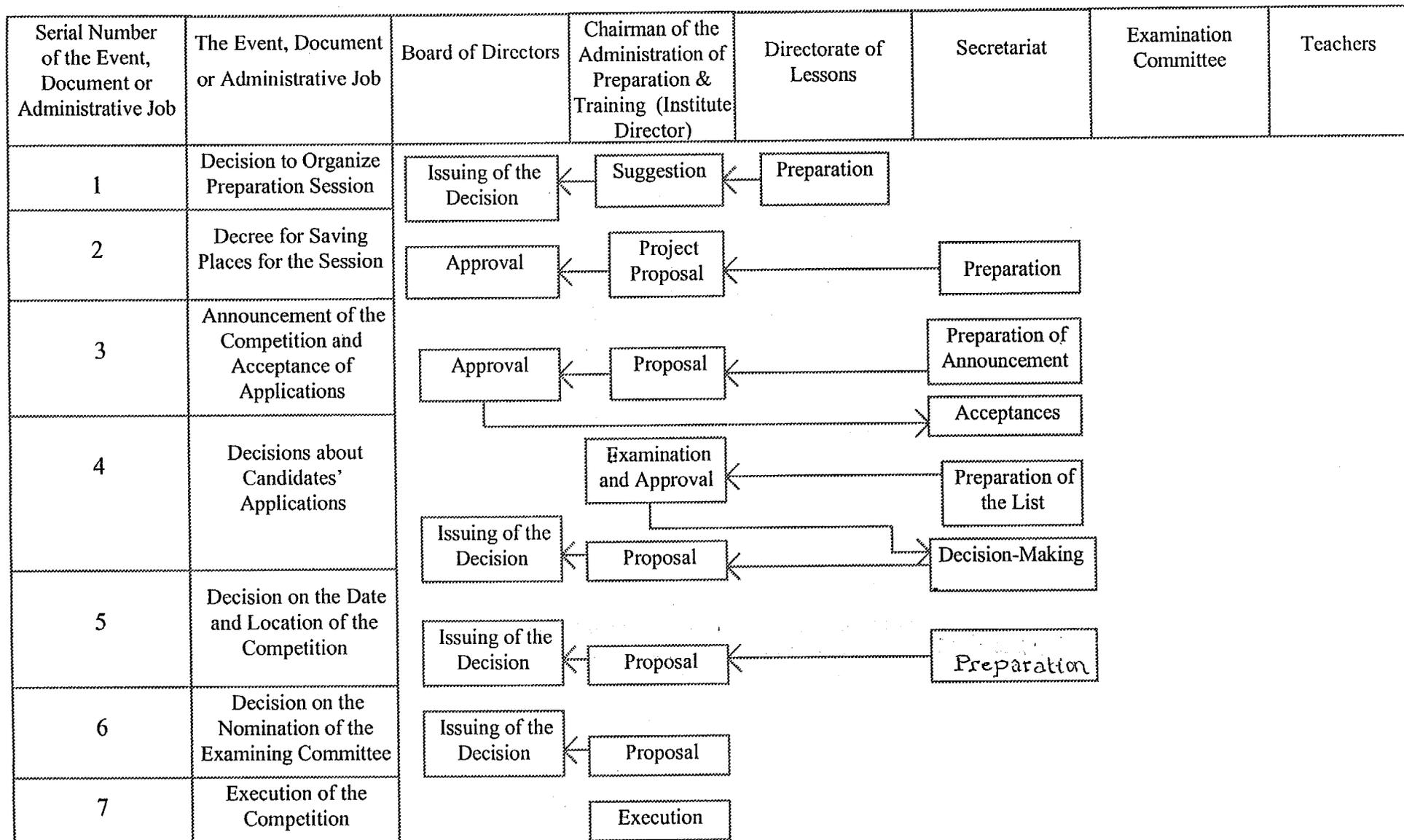


2- Preparation Abroad

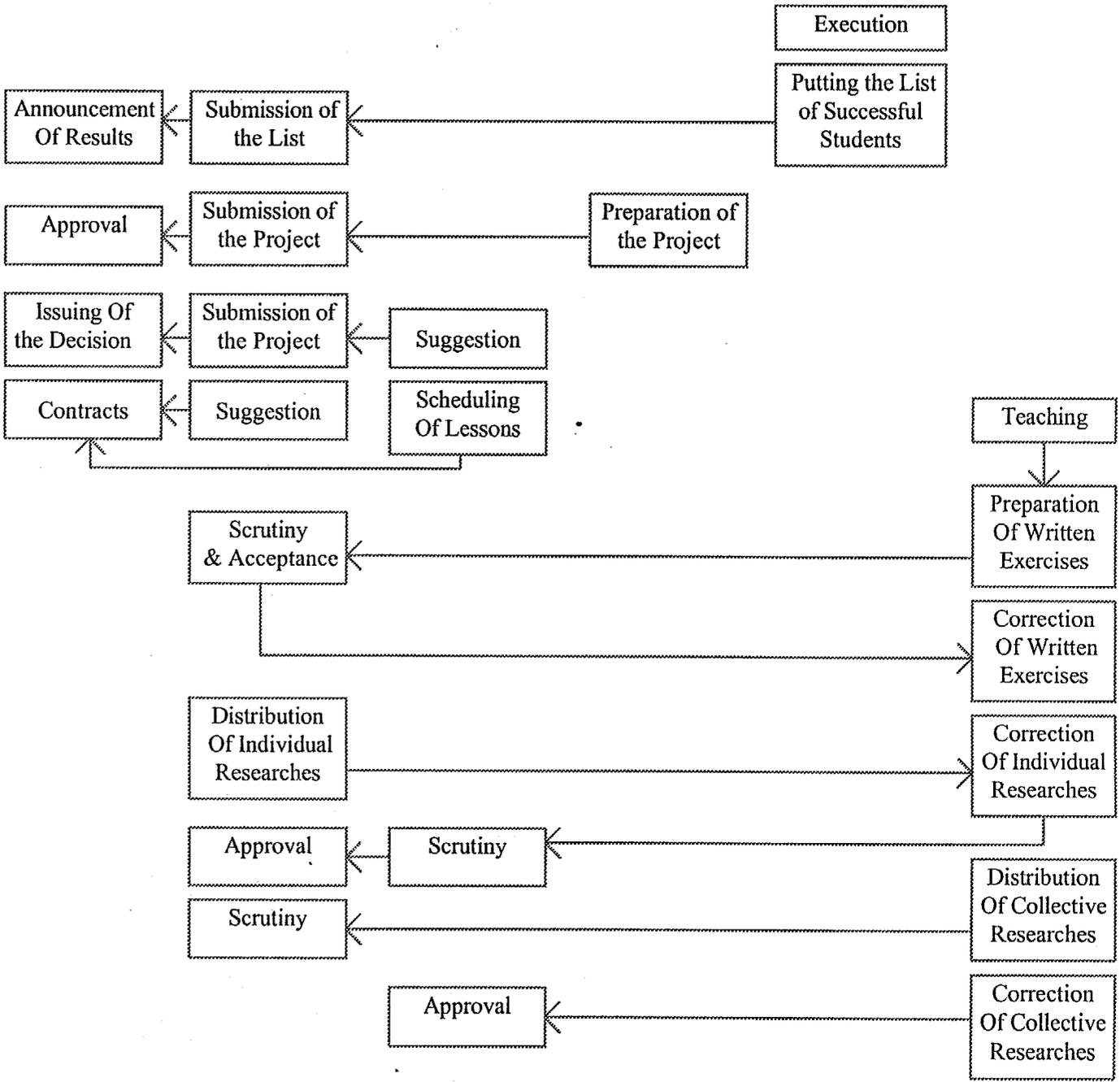


(1) The Committee is composed of the Chairman of the Civil Service Board, Administration of Preparation and Training and the Administration of Research and Orientation, and representatives from the administrations.
 (2) Before the end of March of each year.
 (3) The vote of the General Director or only his consultative representatives.

CHART III.
STAGES FOR THE ORGANIZATION OF THE TRAINING SESSION
(THE ADMINISTRATION OF TRAINING)



8	Correction Of the Competitions
9	Announcement Of the Results
10	Decree Of the Nomine of the Session Students
11	Determination Of Training Material and Of Session Stages
12	Selection Of Teachers
13	Execution Of the Session



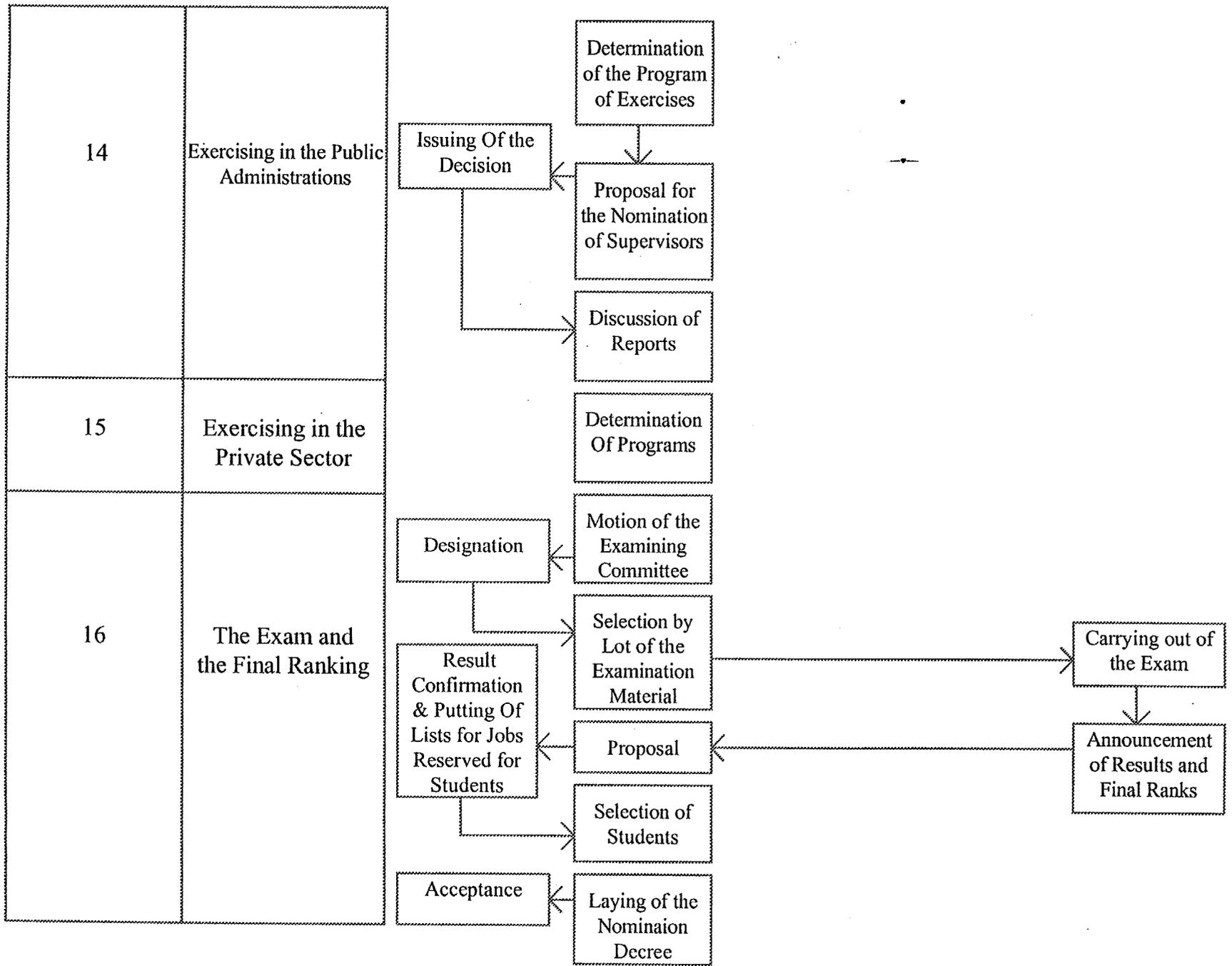


CHART IV.
CIRCULATION OF TRANSACTIONS
IN THE ADMINISTRATIVE DEPARTMENT

Office	Board	Chairman of the Board	Chairman of the Administration Involved	Service Involved	Supervisor in the Unity Involved
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Information & Correspondence

Registration

Examination and Circulation

Examination and Submission

Examination and Submission

- Studying
 - Treating
 - Commenting

Preparation of a Submission Plan (in the Name of the Chairman) or of a Draft Resolution (in the Name of the Board)

Examination

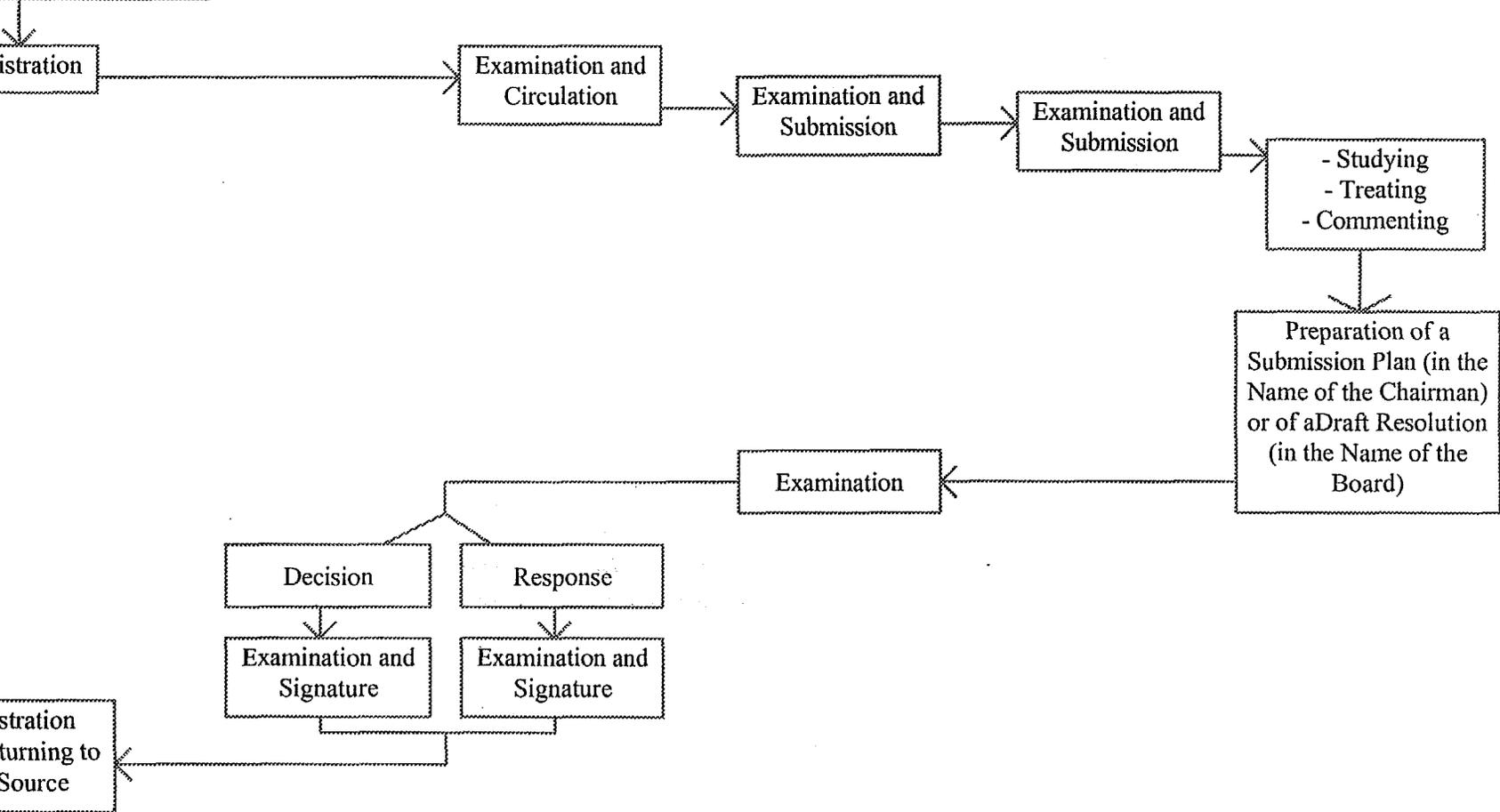
Decision

Response

Examination and Signature

Examination and Signature

Registration and Returning to the Source



GOVERNMENT ACCOUNTING OFFICE
INSTITUTIONAL NEEDS ASSESSMENT

Compiled by
The Center for Legislative Development
University at Albany, SUNY

1994

GOVERNMENT ACCOUNTING OFFICE

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B. MISSION	2
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GOVERNMENT ACCOUNTING OFFICE
Information Needs Assessment

A. BACKGROUND

The Government Accounting Office carries into Lebanon the pattern of required financial reckoning which the French administration established long ago. The Office is an administrative body empowered to exercise judicial supervision over the expenditure of public funds. Its position has been greatly strengthened through and since the administrative reforms of 1959.

The Government Accounting Office is attached to the Office of the Prime Minister, yet functions almost independently. It takes both administrative and judicial action as it performs the pre-audit as well as the post-audit for Lebanon's administration. In both audits the agency determines whether the regulations controlling the use of public funds are properly observed. It passes on the accuracy as well as the legality of financial transactions and guards against over-expenditure. Its jurisdiction covers all civil administration including the municipalities and the semi-autonomous public bodies.

In its adjudicating capacity the Office includes *Administrative Courts* which hear cases brought by their special Prosecutor General against public officials accused of misusing public funds. The courts can impose punishments.

The staff of the entire agency includes judges, auditors, the Prosecutor General for the courts, and other administrative employees.

The Administrative Office performs the clerical, financial, and other functions necessary to the agency's operation.

Ref.: Legislative Decree No. 118, 12 June 1959

B. MISSION

The General Accounting Office (GAO) is responsible for all of the pre- and post-audit functions for all public monies and is the highest financial control authority in Lebanon. While Article 89 of the Lebanese Constitution mandated the creation of the GAO in 1927, it was, in fact, not created until 1951 under the Law of Accounts. In 1952, the GAO was reorganized and entrusted with the responsibility of controlling personnel affairs as well as budget and audit controls. In 1961, the Civil Service Board assumed the former responsibility.

In 1959, the GAO underwent another reorganization under Legislative Decree 118/59, and later, Legislative Decree 83/82 and Law Number 92/132 which resulted in an expansion of its jurisdiction.

Although technically defined as a court, the GAO actually functions as an agency by administering the following controls:

- Budget controls (*a priori*) for expenses exceeding five million Lebanese Pounds
- Audit (*a posteriori*) controls

The GAO also ratifies public tenders, which are completely decentralized at the ministerial level.

The GAO has two types of authorities:

1. *Internal Administrative Authority*

This authority includes accounting, personnel management, office management and services. The chief judge of GAO, who receives assistance from a number of administrators, assumes the following administrative functions:

- Decision making of the internal organization including the constitution of chambers and the distribution of tasks among judges;
- Internal administration including correspondence with public administration and foreign organizations, decision making of personnel management issues and the allocation of tasks within GAO;
- Decision making of internal financial affairs including contracting of GAO expenditures through public or limited tenders, bill soliciting, consensus accord and bill receipt, preparation of budget plan, control of contract expenditure, transfer of account and settlement of expenditure.

2. *Control or Auditing Authority*

This authority is performed as the government's administrative court (Court of Accounts) and is responsible for financial control of public funds. This authority is performed under two separate tasks:

- Judiciary control over cases pertaining to employees and accounts;
- Administrative control over contractual documents of expenditures and revenues in the domain of *a priori* budget control, public administration and accounts in the domain of *a posteriori* administrative control through annual report, special reports and reconciliatory statements, and extending advisory opinions on financial matters.

C. ORGANIZATION

While the GAO reports to the Prime Minister, it does have functional independence from the Executive. However, under certain circumstances, the Cabinet can overturn a decision of the GAO; but it must be able to provide justification. The GAO is composed of the following units:

- President or Chief Justice of the GAO
- Council of the GAO
- Judiciary Chambers
- General Committee
- Public Prosecutor
- Controllers and Auditors
- Administrative Department

- Ad Hoc Committees
 - Disciplinary Council for the Chief Judge of the GAO and the Prosecutor
 - Disciplinary Council for the Chairmen of the Chambers
 - Disciplinary Council for advisors and assistants of the Prosecutor
 - Disciplinary Council for controllers and administrators

The staff of the GAO consists of the following groups:

- Judges, including the Chief Judge of the GAO and the Chairmen of the Chamber
- Controllers
- Auditors
- Administrators

Current staffing levels and job vacancies are listed below:

Position	# STAFF	Positions Occupied	Positions Vacant
Judges	36	18	18
Controllers	50	15	35
Auditors	30	30	0
Administrators	73	7	66
TOTAL	189	70	119

Note: The GAO has utilized a number of part-time employees to accomplish administrative work pending the appointment of the above-mentioned vacancies.

D. WORK FLOW PROCESSES

The most important work flow processes for the GAO are noted below.

Administrative Work Flow

1. Incoming Mail/Documents: Each document and piece of mail that is received by the GAO, whether internal (such as a request for administrative leave) or external (such as mail), must be recorded in the *Journal of the Office of Registration*, according to the following procedure:

- The document is recorded and stamped with a reference number and date;
- It is then sent to the Chief Judge who transfers it to the appropriate staff who either issues a decision plan, a warrant, a note, or notice to file the document;

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Government Accounting Office

Page 5

- The document and appropriate action are returned to the Chief Judge for approval;
 - If approved by the Chief Judge, the document is submitted by the Chairman of the appropriate department for typing;
 - The final document and appropriate action are returned to the Chief Judge for signing;
 - According to administrative procedures, all documents are submitted to the Notification Office so that notification papers are organized, and a copy of the documents can be stored in the archives. Notification is done by registered mail, by the GAO pages, or in other appropriate manners;
 - The documented transactions are then recorded in the *Journal* in the allotted section.
2. Outgoing Documents: Outgoing documents are not recorded in the *Journal*; rather, a copy is kept in a binder and is assigned a reference number and a date. To facilitate easy reference, exiting documents are recorded in a general register according to the date on which they have been sent from the GAO office. These documents include letters, reports, advisory decisions, and information requests.

Control Work Flow Process

1. Control of Government Accounts: Scrutiny of accounts uses the following procedures:
- Recording in the *File*, in compliance with the requirements and rules for the registration of entering documents;
 - Submission to the relevant specialized Chamber (i.e., Public Works, Municipalities) according to the distribution of tasks;
 - If a case is accepted a special file is established for the case, whereby the Chairmen of the Chambers asks the Office of the General Register* to record the document's transactions in a special journal and assigns it a number and date. If a case is dismissed, it is filed or archived without registration in the General Register.
 - Auditing, where the Chairman of the Chamber either submits the account to the auditor or takes personal charge. In either case, it is possible to obtain the assistance of an internal auditor or controller, or an external controller or auditor (if the case relates to an unfamiliar area of expertise). Afterwards, the case is registered in the *General Register* under the name of the employee to which it was submitted.

* *There are three General Registers: The register for the a posteriori judicial (audit) control; the register for a priori administrative controls; and the register for advisory opinions.*

Audit measures are numerous, and include:

- Issuance of a warrant requesting clarification and information. This warrant is registered in the Register of Warrants;
- Interrogation of the employee/accountant cited in the warrant;
- Witness testimony under a warrant;
- The nomination of an expert witness under a decision issued by the Chamber;
- Issuance of the report of the Rapporteur, under which the advisor or Chairman of the

- Chamber writes a report and submits it to the specialized chamber for deliberation;
- Submission to the Public Prosecution: If the document falls under the jurisprudence of the General Prosecution, the Chairman of the Chamber first submits it to the Prosecutor;
- Issuance of a decision: The decision can be temporary if the account is qualified, or final when there are no qualifications or following a temporary decision for which feedback by the accountant has been given.
- Notification, which is done through the GAO Page, registered mail, or other administrative means. The Office of Notification organizes the documents of notification and sends them by the appropriate means.

2) Personnel Records

Control on employees follows the same procedures as control on accounts (detailed above), particularly with respect to the issuing of the laws, terms, procedures of investigation, and the registration of the documents in the General Register. The Parliament is notified when violations have been committed by Ministers.

3) A Priori Administrative Controls

This control applies to expenditure contracts and revenue transactions with specific monetary values specified by the Law, and uses the following procedure:

- Deposit of the document: The document is deposited with all of the related papers by the president of the GAO. The transactions are then entered in the *Journal* in accordance with the above-mentioned procedures;
- Submission of the documents to the specialized Chamber and then to the Advisor/Chairman of the Chamber for legal scrutiny within a term specified by the law;
- Decision by the Chamber; however, if a decision is not rendered within the allotted time frame, the department can proceed without Chamber approval.
- Conflict: In the case of a conflict between the GAO and the Department, the Minister can bring the conflict before the Cabinet whose decision is binding.
- Audit, Registration and Notification, whereby the rules are similar to those applied for the accounts.

4) A Posteriori Administrative Controls

a) *Annual Report*

Each year, the GAO drafts an *Annual Report* which summarizes the results of the GAO's activities and the recommendations that it has made to various laws and regulations. The General Committee of the GAO approves the report after consulting with the relevant prosecutors. The report is then sent to the President of the Republic, the Parliament, the Civil Service Board, and the Bureau of Central Investigation. The *Annual Report* is submitted to the President, the Prime Minister and the Speaker of Parliament. It is a public document and is published in the *Official Gazette* and reported in summary form in various media.

b) *Special Reports*

Special reports are submitted to the President of the Republic, the President of the Parliament, the Prime Minister, and/or to the public administrations. They are published in the *Official Gazette*.

c) *Account Balance Statements*

The GAO issues a balance statement every year on how the budget was actually implemented. This statement is submitted to the President of the Parliament, the Prime Minister, the Minister of Finance, and relevant committees. These statements are published in the *Official Gazette*.

5) Advisory Opinions

Advisory opinions are issued by specialized Chambers and refer to the process and legality of a case. They are recorded in a special register. The procedures applied to these opinions (i.e., the process of considering and reporting on a case) are similar to those applied for accounts.

6) Decisions to Unify Jurisprudence

These decisions are issued by the General Committee. In what relates to investigation, notification, and registration, these all follow the same procedures as those of accounts.

7) Appealing GAO Decisions

a) *A priori control* : Departments have the right to appeal a GAO decision. The first step is to refer the case back to the Chamber that made the decision for additional evaluation and consideration.

b) *A posteriori judicial control*: The decision can also be appealed before the Council of State. In this case, the decision of the Council prevails.

Public Prosecution Work Mechanism:

The same general procedures applied in the GAO are also used by the Inspector General who undertakes a case on behalf of the GAO. The documents and the stages through which they pass are entered in the *Register*.

GAO Registers

The GAO uses the following registers:

- The Personnel Records Register
- The General Register
- The Investigation Register
- The Register of Advisory Opinions
- The Internal Document Tracking Register

These registers are composed of columns that are used to record the stages through which a document has passed.

E. GENERAL NEEDS

At present, the GAO is highly understaffed, and in need of additional automation packages and a series of data bases to effectively document, track, retrieve, and cross-reference its case load. It also needs to hire a team of specialists to help with the documentation and indexing of library files.

The following data bases have been identified to assist the GAO in meeting its responsibilities:

1. *Data base of Records and Publications for GAO Operations*

The GAO publications data base would include decisions, reports, investigations, books, opinions, and annual reports, which would be scanned as archives. Six to eight employees would work on data entry for this application.

2. *Legal Data base*

This data base would include final judicial decisions, *a priori* administrative decisions in which the GAO has expressed disapproval, advisory opinions, and decisions for unifying jurisprudence. These texts are examined according to special rules, and 4 to 6 trained judges would work to build the data base from existing information; they would be assisted by a chief administrator. Once start-up operations are completed, two judges would review new materials as they became available.

3. *Data base for Personnel Files*

Judges and administrators would feed relevant information into this data base, such as employee identification number, educational background, and employment status. Two employees would be responsible for building this data base from the pool of information, and one would be responsible for updating the files.

4. *Data base for the Registers*

This data base would eventually be used to enter and maintain documents that are manually registered in the *Personnel Records Register*. It would allow on-screen indexing and abstracting of the main parts of every document entering the GAO, as well as the extraction of relevant lists.

5. *Data base for Judicial Procedures*

This data base tracks the stages through which a document passes during trial before the specialized committee (i.e., "founding" of the document, submission to the specialized advisor, scrutiny, testimony of witnesses, investigation, nomination of experts). Executing this data base requires applying a set of established parameters which the specialized officer chooses for the case at hand. Six administrators, representing each committee would work on this data base.

6. *Data base for Cases*

This data base would include vital information on all cases considered by the GAO and to whom they were referred for investigation (including information about private firms handling these accounts). A part-time controller or auditor, under the supervision of a judge, would be responsible for building this data base.

7. *Data base for the GAO Library*

This data base would feature bibliographic data related to books and periodicals in the GAO library. Each reference would be documented and assigned a number. A team of three specialists in

documentation and cataloging would implement this base. This data base would be maintained on a continuous basis by 1 to 2 employees.

8. *Data base for the Public Prosecution*

This data base is similar to the data base of the *Register* and would be maintained by an employee affiliated with the Office of Public Prosecution.

9. *Data base for GAO Accounts*

This data base would maintain and track financial transactions such as expenditure contracts, the control of ratification and clearance, receipt, conflict, etc. An employee affiliated with the Auditor would maintain this data base.

10. *Data base of Legal Texts*

This data base would be comprised of all laws and Legislative Decrees pertaining to GAO operations, as well as the main laws, decrees, regulations, and decisions of the GAO. Judges and controllers would be in charge of the documentation of legal texts, and a jurist would be responsible for updating legal texts. These judges, controllers, and jurist would be employees of the GAO appointed to perform these tasks.

11. *Telecommunications Links*

A dedicated computer station would be established to link the GAO with external data banks both inside Lebanon (such as the Cabinet), or at institutions outside Lebanon, with the purpose of tracking legal and administrative information. All jurists, judges, controllers, and auditors would have access to this station.

12. *Data base for Administrative Documents*

This data base would be used to store bibliographic data on administrative documents and classify them into homogeneous groups. Access to this data base would be made possible by utilizing several keys (name of employee, type of document, etc). One or two administrators would be assigned to maintain this data base.

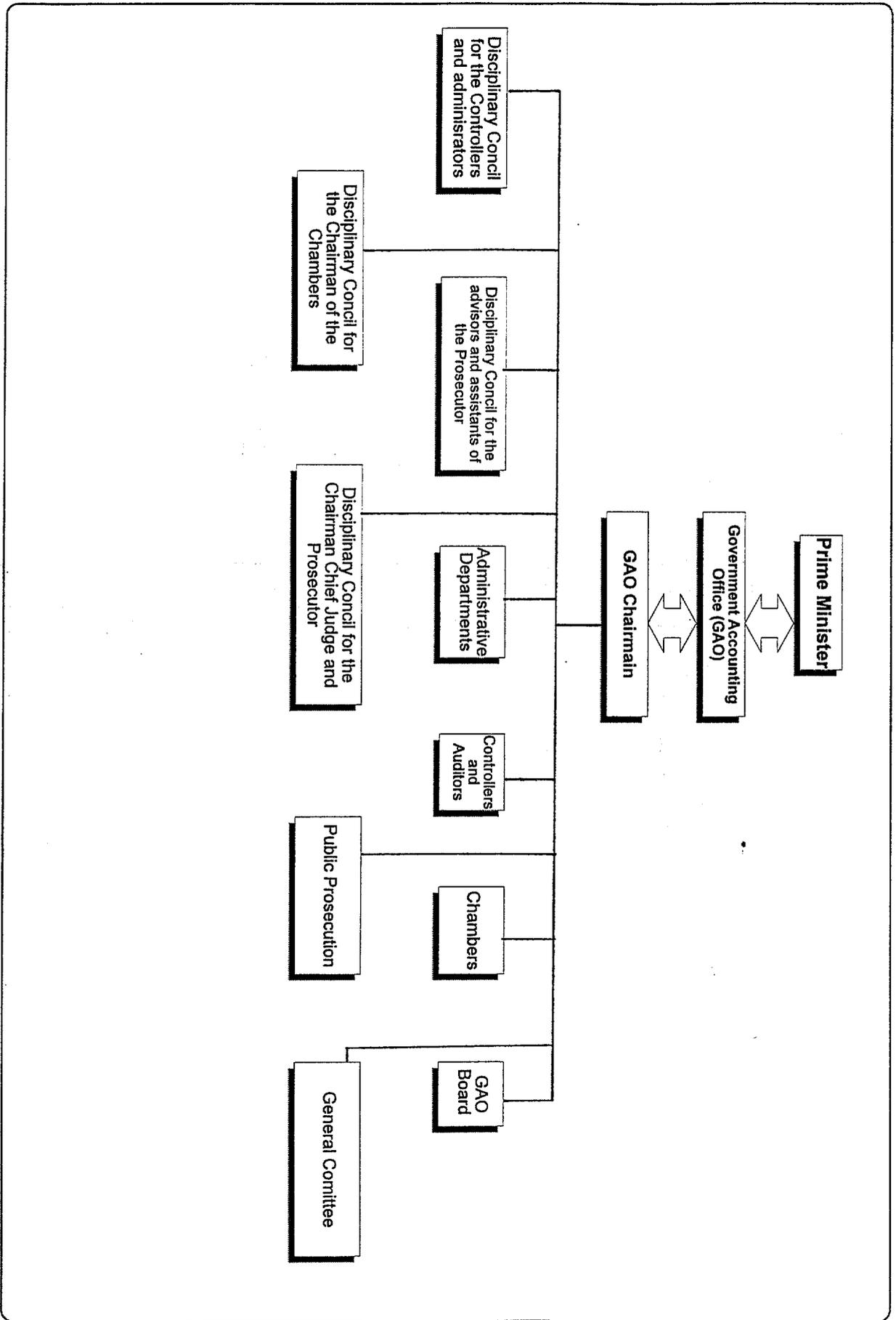
F. PHASE II RECOMMENDATIONS

During Phase I, the GAO received a number of personal computers (PCs) linked by a Local Area Network to assist in the administration and work flow of the Office. Other accomplishments during this phase include completion of basic computer training for staff, integration of word processing and spread sheet applications into office routine, and completion of a comprehensive needs assessment.

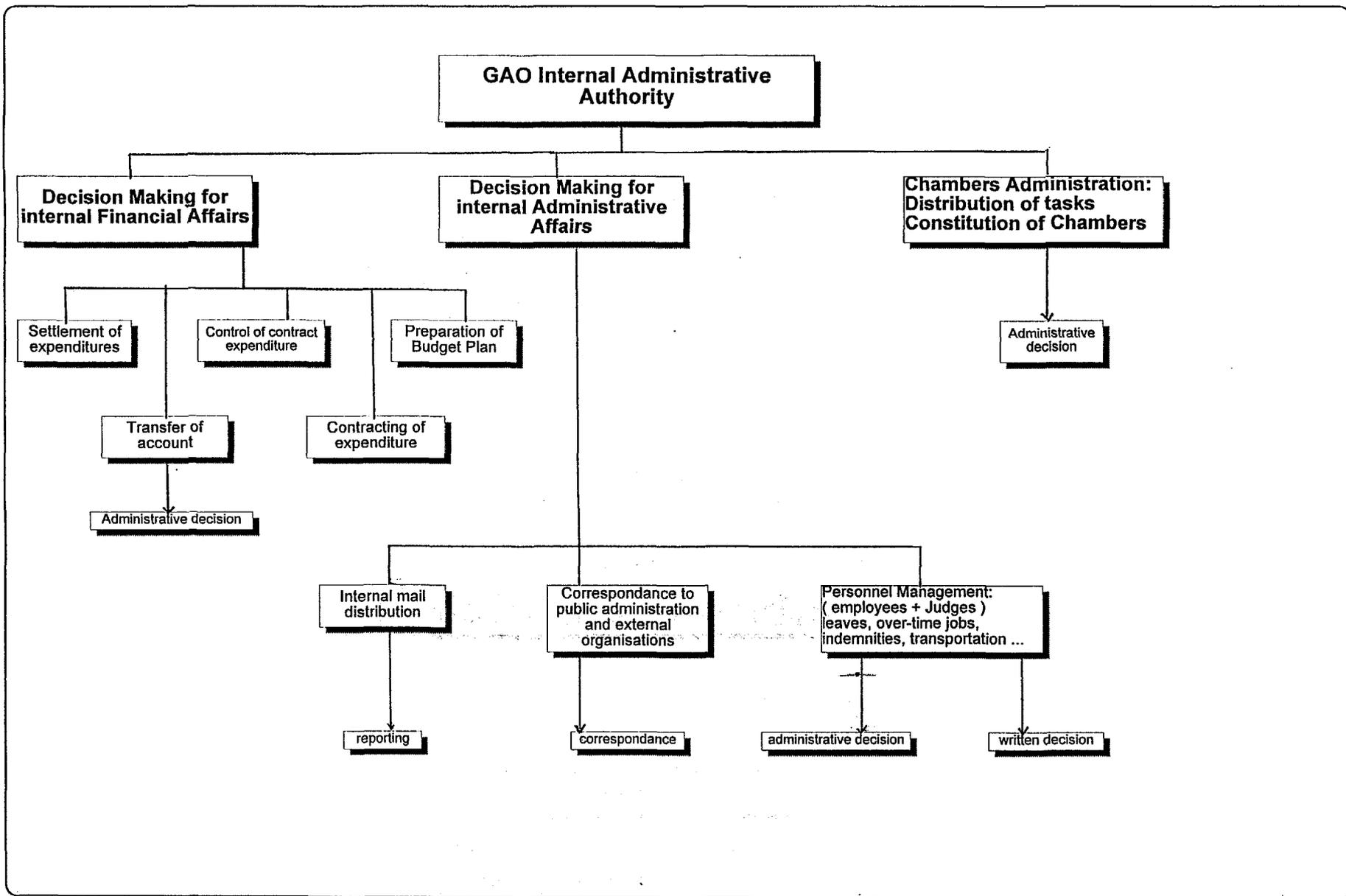
For the GAO to perform its *a priori* and *a posteriori* audit functions as well as its judicial and prosecutorial functions, it needs appropriate and readily available information. The objective of this phase is to:

1. Develop appropriate legal, regulatory, and financial data bases and enable the staff of GAO to reach informed decisions in their sphere of competency.
2. Develop the relevant management information systems for the GAO staff to run a transparent, fair, and efficient operations in their areas of competency.

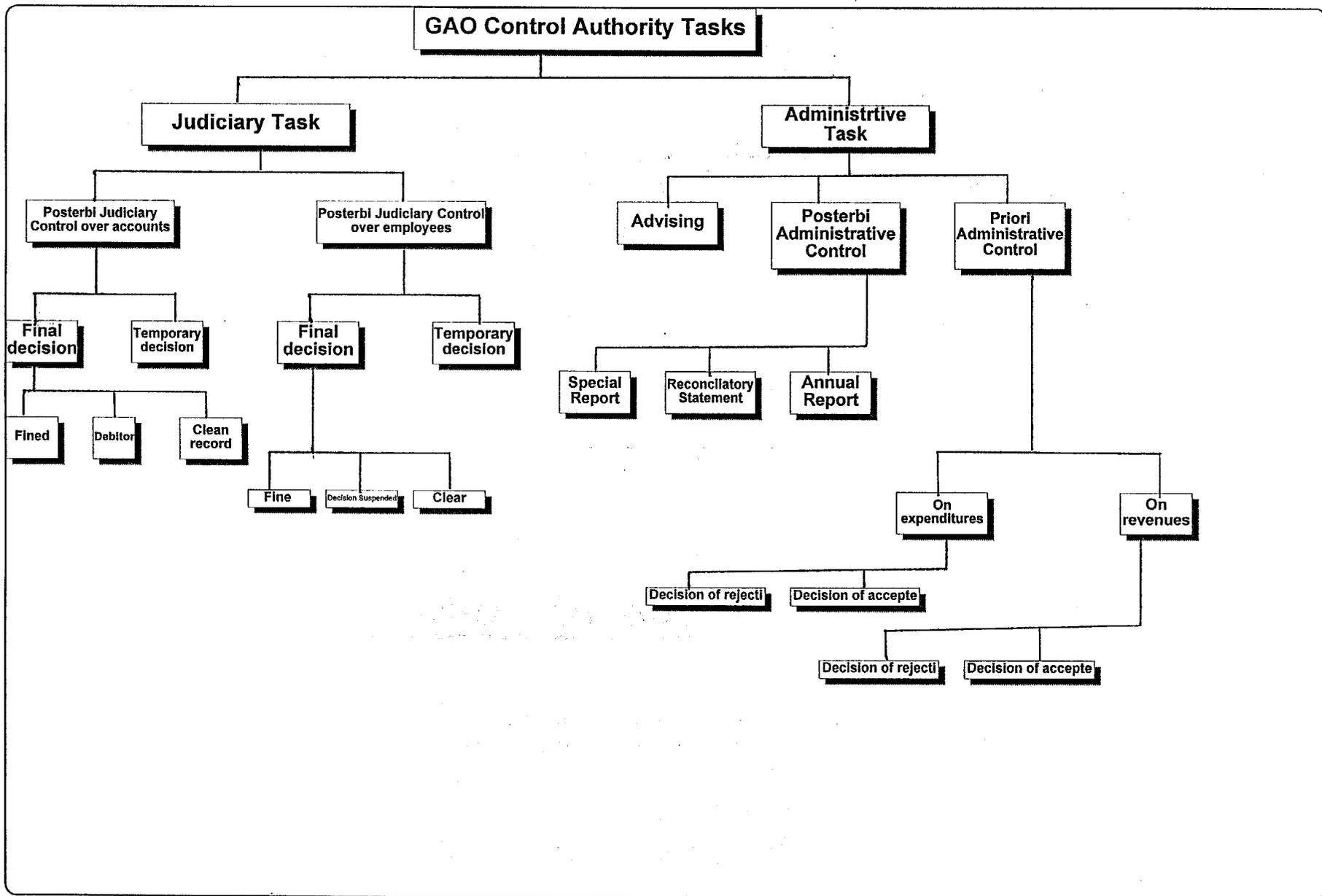
GAO STRUCTURE



GAO INTERNAL ADMINISTRATION AUTHORITY

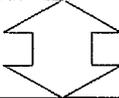


GAO CONTROL AUTHORITY TASKS

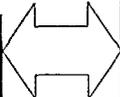


Internal work flow

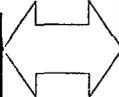
Financial Document



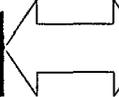
Typing



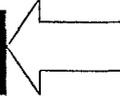
GAO office Administrative Correspondance



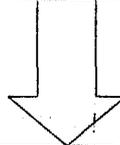
GAO President Chief Judge



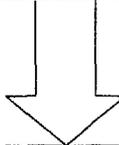
Journal of the office of registration



Document



Reporting



Filing

CENTRAL INSPECTION BOARD
INSTITUTIONAL NEEDS ASSESSMENT

Compiled by
The Center for Legislative Development
University at Albany, SUNY

1994

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CENTRAL INSPECTION BOARD

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B. MISSION 2

C. ORGANIZATION 2

D. WORK FLOW PROCESSES 4

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Attachment 5 14

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Attachment 7 17

Attachment 8 18

Attachment 9 19

Attachment 10 20

Attachment 11 21

Attachment 12 22

Attachment 13 24

CENTRAL INSPECTION BOARD

Information Needs Assessment

A. BACKGROUND

The Central Inspection Board is located under the Office of the Prime Minister, and is charged with seeing that the administrative offices perform their duties both with efficiency and according to law. The jurisdiction of the agency extends over all divisions of the administration except for the army and the judiciary.

In order to assure the significance of Central Inspection, its appointed head is a civil servant who has the status of a director general and has access to the highest authorities.

B. MISSION

The mission of the Central Inspection Board (CIB) is to investigate, inspect and evaluate work in the public sector and issue reports and make decisions regarding its findings. Its duties and responsibilities can be defined as follows:

- Exercise oversight over departments, agencies, municipalities, including permanent staff of the civil service, contractual employees and wage earners, through all types of inspection and oversight.
- Prosecute violators through the Central Disciplinary Board.
- Coordinate common tasks between the various public administrations.
- Improve overall work methods.
- Undertake management and organizational audits and studies to recommend measures to reorganize national institutions, ministries, and agencies.
- Assess equipment needs.
- Undertake studies of work methods and procedures to improve the efficiency of administrative work.
- Organize and execute Public Tenders for various agencies.

C. ORGANIZATION

The Central Inspection Board was established in 1959 and is organized into five directorates, some of

Central Inspection Board

Page 3

which have specialized units and subunits. The total number of staff in the CIB is 216, distributed as follows:

• Directorate of Central Inspection	26
- Education Inspection Unit	9
- Financial Inspection Unit	48
- Administration Inspection Unit	41
- Engineering Inspection Unit	36
- Civil and Transport Engineering Subunit	
- Electrical and Mechanical Engineering Subunit	
- External Affairs Inspection Unit*	
- Health, Agriculture, and Social Services Inspection Unit**	
- Health and Social Services Inspection Subunit	
- Agriculture and Veterinary Inspection Subunit	
• Directorate of Research and Guidance	22
• Directorate of Public Tenders	18
• Central Inspection Authority**	
• Secretariat (<i>Diwan</i>)	16

* The External Affairs Inspection Unit is virtually non-existent and has no staff; the Health, Agriculture and Social Services Unit is inactive at this time.

** There is no separate staff dedicated to the Central Inspection Authority. Rather, administrative support is provided by the staff of the following directorates and units:

- The *Secretariat (Diwan)* which provides administrative support such as maintaining records and employee files for all units in the CIB)
- The secretary of the Education Inspection Unit
- The secretary of the Directorate of Research and Guidance
- The secretary to the president of the CIB

The administrative organization of the Central Inspection Board includes the five main directorates noted above. The functions of these directorates are as follows:

1) *The Directorate of Central Inspection* includes six specialized inspection units:

- *The Educational Inspection Unit* examines administrative activities concerned with education.
- *The Financial Inspection Unit* has a major function of supervising budget preparation and execution at all levels within the administration. The supervision includes guidance in the timely preparation of estimates along with their justifications, and supervision of the expenditure of allotments according to specification.

Central Inspection Board

Page 4

- *The Administrative Inspection Unit* observes the performance of general administrative duties throughout the administration, except for the army and the judiciary. This division is concerned that public officials shall perform their duties legally, within the limits of the rules and regulations, and that there shall be no abuse of power by administrators.
 - *The Engineering Inspection Unit* examines civil engineering, electrical engineering, telecommunication engineering, or other engineering work done within or for the administration.
 - *External Affairs Inspection Unit* (unit is virtually not functioning).
 - *The Health, Agriculture, and Social Services Inspection Unit* examines activities concerned with public health, inspects public hospitals and health centers, looks into social welfare organizations, and inspects agricultural activities including crop production and livestock production.
- 2) *The Directorate of Research and Guidance* studies and analyses administrative methods and systems. Its objective is the improvement of administrative procedures, the reduction of administrative costs and the increase of administrative efficiency. The Directorate of Research and Guidance serves as the organization and management unit in Lebanese administration.
- 3) *The Directorate of Public Tenders* is the new unit through which bids are invited on government contracts and through which contracts are awarded. This office is a product of the current administrative effort to establish centralized, responsible control over negotiations between the administration and those private vendors and contractors who provide goods and services.
- 4) *The Central Inspection Authority* has two members besides the Head of Central Inspection. The Board is responsible for setting inspection policies and for initiating efforts to improve administrative activity generally. It is the final administrative authority over the inspection process.
- 5) *The Secretariat* performs the clerical and secretarial duties required within the agency.

D. WORK FLOW PROCESSES

There are a number of work procedures utilized by the directorates and units of the CIB. The most common procedures used by the Directorate of Central Inspection include :

- *Accusation*: when a charge is made against an employee (Attachment 1)
- *Referral*: when a case is referred to the employer following an initial investigation (Attachment 2)
- *Annual Plan*: the process used by the chief inspector to solicit input from inspectors for the annual report (Attachment 3)

Specialized procedures are utilized for the following inspection units of the Directorate of Central

Central Inspection Board
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Inspection are included in the attachments noted below:

- Education Inspection Unit (Attachment 4)
- Financial Inspection Unit (Attachment 5)
- Administration Inspection Unit (Attachment 6)
- Engineering Inspection Unit (Attachment 7)
- Health, Agriculture, and Social Services Inspection Unit (Attachment 8)

Processes for the following Directorates are also attached:

- Directorate of Research and Guidance (Attachment 9)
- Directorate of Public Tenders (Attachment 10)
- Central Inspection Authority (Attachment 11)
- *DIWAN*/Registrar (Attachment 12)

E. GENERAL NEEDS

According to this study, the common workflow processes for all inspection units of the CIB should be computerized. The main objective in this process is to track each case submitted to CIB, through follow-up, classification, and storage. A relational data base management system can be implemented that satisfies this requirement.

The implementation of an Inspection Management Information System (IMIS) involves the following steps for each case submitted to CIB:

- Assigning an order
- Choosing an inspector
- Investigating the case
- Inspector's statement
- Approval by the Chief Inspector
- Transferring the file to the Central Inspection Authority to:
 - Transfer information to the personal penalty card (system)
 - Update information related to the appropriate person
 - Review any conflict with public laws and ethics

The IMIS will allow every inspector to access his cases and will permit other inspectors to share cases assigned to them.

An Educational Inspection System (EIS) is needed for the Education Inspection Unit to keep track of exams, scores, supervisors, and other information required by CIB.

The Directorate of Public Tenders requires an application to track and follow up on public tenders and generate appropriate reports for CIB.

The Personnel and Accounting Department requires a personnel management system specific to CIB and a management tracking system to generate the appropriate monthly and annual budget reports required by CIB.

F. PHASE II RECOMMENDATIONS

During phase II the project will assist the CIB to perform its oversight function, its organization and methods function and its oversight on public tenders functions in an open, fair and efficient manner so that the Lebanese administration can perform at a higher level of efficiency, transparency fairness and in accordance with the law. This will be done in two ways:

- Build its legal, regulatory and case data bases relevant to the work of the Board.
- Build its management and administrative information systems.

Attachment 1: *Accusation/Charge* (Chart 1)

1. An assignment card is sent from the president of the CIB to the chief inspector through the secretary's office. A pink paper copy of the assignment card containing the information listed below is stored in a file by the secretary:

- Case number
- Alleged violator's name
- Establishment
- Topic

2. The chief inspector designates the inspector who will investigate the violation.

3. The inspector in charge of the investigation receives a copy of the assignment card and contacts the alleged employees direct supervisor.

4. After the investigation is completed, the inspector provides his directorate with a statement that includes the following information:

- Statement number
- Assignment number
- Date
- Subject
- Reference
- Mission description
- Results and deductions
- Recommendations

5. The inspector signs the statement.

6. The statement is delivered to the secretary.

7. The secretary stores a copy of the statement in the case file along with the original assignment card.

8. The statement is then sent to the chief inspector for review.

9-a. If the charges are sustained (subprocedure 1, chart 2):

1. The employee is privately informed about the allegations;
2. The employee exercises his right to self-defense; normally by sending a written defense to the CIB.
3. The chief inspector reviews the defense and may ask for feedback from the inspector.
4. If the charges are dismissed, continue to #9-b.
5. If the charges are sustained, go to #10.

9-b. If the charges are dismissed:

1. The chief inspector writes a recommendation.
2. The chief of inspectors signs the recommendation and forwards it to the secretary.
3. The secretary stores the recommendation in the original case file.

Central Inspection Board

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10. The chief inspector sends the entire file (including the statement signed by him and the inspector) to the Central Authority.

11. The Central Authority renders a decision about the case, and writes a statement which either recommends an exemption or a penalty.

12. A copy of the Central Authority's decision is sent to the directorate for follow-up.

Attachment 2: Referral Case (Chart 3)

The CIB assigns the investigation to the authority for which the alleged employee works, and designates a time frame for completing the investigation.

- Case 1: If the designated authority fails to submit a recommendation to the CIB by the end of the designated time frame, the CIB assigns the investigation to one of its own inspectors, who then follows procedure and subprocedure 1.
- Case 2: If the authority submits a recommendation to CIB within the allotted time frame, and the results are convincing, subprocedure 1 is executed. If the CIB finds that the results are not convincing, procedure 1 is followed.

Attachment 3: Annual Plan

Each year, the chief inspector meets with all of the inspectors to solicit suggestions for the content of the annual program. These suggestions are recorded and then sent to the president of the CIB. After reviewing the suggestions, the president of CIB submits a report to the Central Authority. At this stage:

1. The Central Authority determines the focus of the annual plan and generates a report that is distributed to each unit through its chief inspector.
2. Each chief inspector assigns work to his staff of inspectors.
3. Each inspector has one year to complete the duties that have been assigned to him.
4. Each investigative case is attended to in the same manner as described in Procedure 1.

The annual plan is filed according to its number and year. All files are classified according to:

- Directorate or public institution
- Inspector's name
- Date and case number

Attachment 4: Education Inspection Unit

This unit of the Directorate of Central Inspection is charged with:

- 1) Exercising broad control over public schools by monitoring work flow, quality of instructors and their ability to accomplish assigned tasks, and ensuring that educational standards are respected, including official exams.
- 2) Prosecuting violators through the Central Disciplinary Board.
- 3) Undertaking audits and studies so as to recommend measures aimed at reorganizing national educational institutions.
- 4) Providing statistics about:
 - Instructors
 - School staffing
 - Students
 - Official exams (results, supervision, success rates, failures)
 - Permutations

Some of its work processes follow the general procedures for *accusation/charge* and *referral* noted above and presented in Appendix A.

Procedure 1 -- refer to Procedure 1, Appendix A
Subprocedure 1 -- refer to Subprocedure 1, Appendix A
Subprocedure 2 -- refer to Subprocedure 2, Appendix A
Procedure 2 -- refer to General Procedure 2

Other specialized procedures include:

Statistics on Subjects Taught (Chart 4)

This procedure is specific to the Education Inspection Unit. Each year, statistics are compiled from files provided by the Ministry of Education. These files are sent to the employee in charge of statistics at the Education Inspection Unit. Each file contains:

- Statement number
- Date
- Number of persons (employed? covered in the file?)
- Region
- District

Each year, approximately 50 files (each one containing 100 statements) are received. The files contain upwards of 5000 statements which are classified according to the following subjects:

- Follow-up instructor's transference throughout public schools
- Instructors outside the civil service
- Laboratory instructors
- Allocation of instructors for official schools

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- Follow-up gymnasium instructors transference throughout official schools
- Work leave
- Resumption of activity
- Follow-up instructors transference throughout secondary schools
- Follow-up instructors transference throughout technical schools
- Instructors abroad
- Instructors that didn't attend their job
- Allocation of instructors for technical schools
- Paid medical reports
- Unpaid medical reports

Official Exams (Chart 5)

The chief inspector assigns each inspector responsibility to supervise different official exams in various regions. Normally, the same inspector is assigned from year to year to the same schools in the same area. If the inspector finds that problems are occurring during the supervision of exams, he writes a report and sends it to the CIB where Procedure 1 or an *accusation/charge* is implemented.

It is therefore necessary to be able to locate readily the inspector and the schools that have been assigned. Thus a file containing the following information is needed:

- Inspector's name
- Inspector's ID
- Name of corresponding schools

The inspector also compiles reports about instructors who have either achieved or not achieved their supervisory tasks:

- Ordinary inspectors write reports about instructors supervising the exams of primary and average cycle schools. These reports are sent to the Ministry of Education.
- Inspectors General write reports about the instructors supervising the exams of secondary schools and sports disciplines. These reports are sent to the Ministry of Education and to the National Directorate of Youth and Sports.

c) Other Files

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Statistics are also compiled from:

- Reports related to sports disciplines (number of instructors per each school)
- Reports regarding art instructors
- Reports regarding annual budgets and annual reports of public schools

General Information Charts (Chart 6)

Every school is responsible for filing an annual report with the CIB's Education Inspection Unit. This report is collected by the employee in charge of statistics. This employee incorporates the contents of each school's report into cumulative statistical data used to maintain a record of each school (by district) and to assess the annual statement of the chief inspector. Information routinely gathered for each school includes:

- Name of School
- Date
- District
- Phone Number
- Languages (taught?/used?)
- Number of primary students
- Number of secondary students
- Number of average cycle students
- Total number of students
- Total staff in the civil service
- Total staff in sports and art
- Total staff not in the civil service
- Grand total of staff
- Additional remarks

Additional information is also kept about Inspectors, the Region, and the District.

Attachment 5: *Financial Inspection Unit*

The mission of the Financial Inspection Unit is to:

1. Exercise control over all institutions to ensure that financial laws and principles are being observed, including: tax collection, financial management, voucher payments, etc.
2. The Financial Inspection Unit has the right and the obligation to participate in all investigations of a financial nature.
3. The Financial Inspection Unit makes sure that all financial agreements between the government and private health institutions are conducted properly.
4. The activities of the Financial Inspection Unit apply to:
 - The Army
 - Security Forces
 - Customs
 - Public institutions

Work Process:

Procedure 1 -- refer to Procedure 1, Appendix A

Subprocedure 1 -- refer to Subprocedure 1, Appendix A

Subprocedure 2 -- refer to Subprocedure 2, Appendix A

Procedure 2 -- refer to General Procedure 2

Procedure 3 -- Administrative processes

1) Correspondence

Letters and other types of correspondence are usually sent by citizens, and are classified by the secretary by alphabetic order and date.

2) Employee Personnel Files

The following information is maintained for each employee working in the Financial Inspection Unit:

- Name
- ID number
- Date of birth
- Status
- Degrees or diplomas
- Health status
- Number of children

3) Vacations

Records are kept about the total number of vacation days taken by each employee. Each employee is allowed 20 paid vacation days per year; these days can be accrued for a maximum of three years.

Information in the vacation files includes:

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- Year
- Employee name
- ID number
- Dates out of work
- Number of days taken
- Date returned to work

4) Medical Assistance/Reimbursement Request (Chart 7, Appendix A)

Whenever necessary, an employee submits a request for medical assistance to the secretary of the inspection unit employing him. The request includes all medical invoices.

- The secretary of the Inspection Unit maintains a copy of the request in the employee's file, and sends the original to the chief inspector for approval.
- If the request is approved, it is then sent to the Accounting Unit for processing.
- If the request is denied, the employee is informed in writing and the process is terminated.

Attachment 6: *Administrative Inspection Unit*

The mission of the Administrative Inspection Unit is to exercise control over the internal work of the CIB, including:

- The ability of employees to achieve their tasks
- The ability of employees to respect work hours
- The ability of employees to respect CIB laws and government standards during investigations
- Control over all extra-duty assignments
- Follow-up on all allegations and charges
- Control over all recommendations and penalty decisions

Work Process:

Procedure 1 -- refer to Procedure 1, Appendix A

Subprocedure 1 -- refer to Subprocedure 1, Appendix A

Subprocedure 2 -- refer to Subprocedure 2, Appendix A

Procedure 2 -- refer to General Procedure 2

Procedure 3 -- refer to Procedure 3 of the Financial Inspection Unit

Attachment 7: *Engineering Inspection Unit*

The Engineering Inspection Unit is divided into two subunits:

1. The Transport and Civil Engineering Inspection Subunit, which is responsible for:
 - Exercising control over matters related to water, transport, infrastructures, and metal engineering; and
 - Prosecuting those who violate relevant civil engineering laws and standards.

2. The Electrical and Mechanical Engineering Inspection Subunit, which is responsible for:
 - Exercising control over all matters related to electrical and telecommunications engineering; and
 - Prosecuting those who violate relevant electrical and mechanical engineering regulations and standards.

Work Process:

Procedure 1 -- refer to Procedure 1, Appendix A

Subprocedure 1 -- refer to Subprocedure 1, Appendix A

Subprocedure 2 -- refer to Subprocedure 2, Appendix A

Procedure 2 -- refer to General Procedure 2

Procedure 3 -- refer to Procedure 3 of the Financial Inspection Unit

Attachment 8: *Health, Agriculture, and Social Services Inspection Unit*

The mandate of the Health, Agriculture, and Social Services Inspection Unit includes:

1. Inspection of all hospitals, public medical centers, and social institutions to ensure that public and environmental health are upheld and preserved
2. Inspect work processes
3. Assess the ability of employees to achieve their assigned tasks and responsibilities
4. Assess the ability of employees to respect work hours
5. Assess the ability of employees to respect and uphold CIB laws and government standards during investigations.

Note: This inspection unit is not currently active.

Attachment 9: *Inspection Unit for External Affairs*

The mission of the Inspection Unit for External Affairs is to:

- Inspect the work process, work hour adherence, and general compliance with government standards of employees of the Ministry of External Affairs.

Note: This inspection unit does not in fact exist.

Attachment 10: Directorate of Research and Guidance

The mission of the Directorate of Research and Guidance is to oversee:

- Administrative management
- Improvement of work methods
- General office services
- Rental of office space and public buildings
- Acquisition of office equipment
- Personnel management

Work Process:

The work process is relatively simple and comprises one main procedure that applies whenever a Ministry requests:

- Recruitment of personnel
- Acquisition of buildings
- Acquisition of administrative equipment
- Rental of new schools, offices or buildings

The procedure is as follows:

1. The Minister sends his request to the secretariat at the Directorate of Research and Guidance
2. The Minister sends his request to one of the inspectors
3. The inspector reviews the request, evaluates the needs of the Ministry, and sends his recommendation to the Ministry.

All files and requests are stored in the archives at the Directorate, and are classified according to Ministry and the following subjects:

- Schools (buildings, office space, students, equipment)
- Administrative equipment
- Administrative locations
- Personnel (all public personnel except for instructors, customs officers, and soldiers)

Attachment 11: *Directorate of Public Tenders*

The Directorate of Public Tenders is involved in all matters regarding public tenders and bids management, and includes:

- The Public Tenders Committee which judges and renders a decision on all bids submitted to the Directorate.
- The Public Tenders Office which is staffed by an administrative employee and an engineer.

Work Process: (Refer to Chart 8, Appendix A)

- 1) Whenever a request for a Public Tender is issued from a Ministry, the CIB's Directorate for Public Tenders verifies whether it has been included in the annual program and if the expense has been approved by the Treasury.
- 2) Once these conditions are verified, the tender is confirmed and published in 1 public (national) and 5 local newspapers.
- 3) Each institution or company that submits a bid receives verification of the assigned bid number, the date of receipt, and the expected selection date for the tender.
- 4) Bids are then forwarded to the Public Tenders Committee for selection. Once a bid is selected, it is sent to the Accounting Division (through the Diwan) for approval. The Directorate maintains the following information for each tender and bid:
 - Date and hour the bid is received
 - Subject of the bid
 - Deadline for submission
 - Expected issuance date of the tender
 - Bidder's name (identity)
 - Bidder's number
 - Requirements of the tender
 - Experience
 - Committee (judges, experts, etc.)
 - Ministry issuing the Tender

Attachment 12: *Central Inspection Authority*

The Central Inspection Authority (CIA) is composed of three members -- the president of CIB, the chief inspector of the Education Inspection Unit, and the Directorate of Research and Guidance.

The mission of the Central Inspection Authority is to review problems and cases submitted to the CIB and decide which recommendations or penalties should be administered to employees in public institutions.

Work Process: (refer to Chart 9, Appendix A)

The CIA follows *one main procedure* in reviewing cases:

- 1) Investigation files are sent from all inspection units to the secretariat of the Central Inspection Authority for review.
- 2) The CIA general secretariat reviews every file to verify that:
 - Files are complete
 - Laws were respected during the investigation
 - The alleged violator was informed of the charges
 - The alleged violator was given the opportunity to defend himself

Note: If any of these conditions have not been met or cannot be verified to be true, the file is returned to the chief inspector for further investigation.

If the above-mentioned conditions have been met for a file:

- 3) The secretary of the CIA writes a statement about the case.
- 4) The alleged violator is informed a second time, and given another opportunity to defend himself.
- 5) The secretary of the CIA reviews the second defense sent by the employee in question, writes a recommendation, and submits the entire file to the Central Inspection Authority.
- 6) A timeline is developed.
- 7) The CIA decides whether the employee should receive a recommendation or a penalty.
- 8) The violator's superior, the violator, the Treasury, and the Council of Civil Services are informed of the CIA's decision.
- 9) The violator's superior is given one month to notify the CIB of the efforts that were undertaken to satisfy the conditions of the CIA's decision.

Request for review of a decision (refer to Chart 10, Appendix A)

Request for dismissal of a decision (refer to Chart 11, Appendix A)

Penalty Card

Each employee has a confidential "penalty" card containing the following information:

- ID number of the employee
- Employees name and surname
- Job title
- Degree
- Violations
- Date of each violation
- Disciplinary action related to each violation

This card maintains a thorough record of the employee's behavior. It is intended to assist the secretariat of the Central Inspection Authority make the correct disciplinary decision; because of previous behavior, two employees committing the same violation may not necessarily receive the same disciplinary action.

The penalty cards are maintained and updated manually; this process is inefficient and primitive which allows for a large margin of error. For example, time is lost trying to locate cards, some cards are lost, and others are not updated when an employee receives a promotion.

Attachment 13: DIWAN/Registrar

Personnel, Accounting, and Purchasing Department

This Department is responsible for:

- Exercising control over all expenses and monetary transactions generated in the CIB
- Maintaining all personnel records
- Exercising control over all purchases required by the CIB

Work Process

A) Personnel Files

Whenever an employee is hired, a file containing the following information is created:

- name
- date of birth
- job position/title
- address
- father's name
- mother's name
- diplomas
- experience
- work status (permanent, temporary)
- ID number
- SSNF
- marital status
- number of children

B) Vacation time

Whenever an employee requests vacation time:

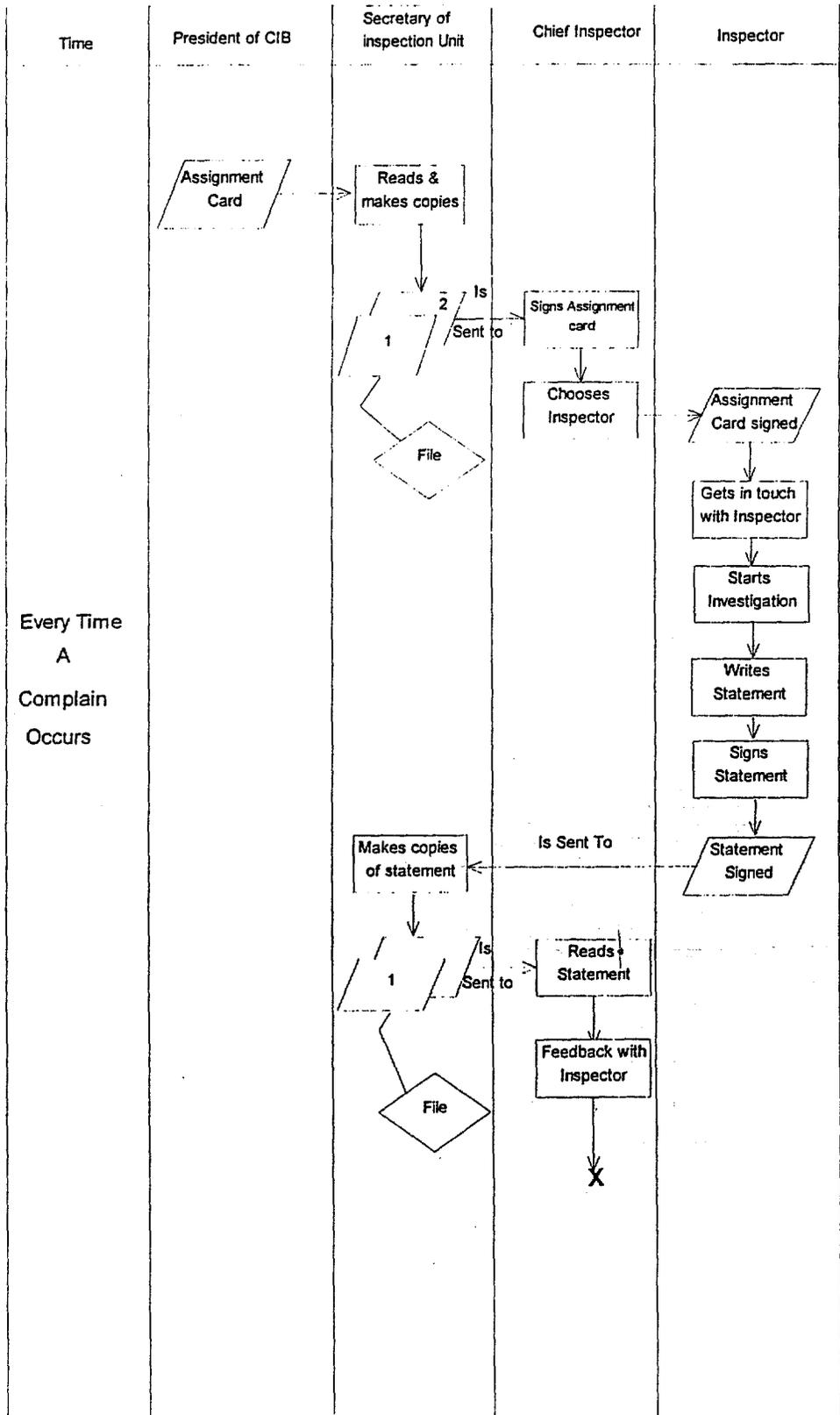
- 1) The employee files a vacation request form with his manager or head of the department
- 2) The manager submits the request to the head of personnel and accounting
- 3) The accountant stores the request in the employee's personnel file, maintaining the following information:
 - Employee ID number
 - Request number
 - Date of vacation
 - Number of days of vacation requested
 - Type of vacation
 - Number of paid vacation days (total of 20 per year)

C) Salaries

Net salary is computed as follows:

Chart 1

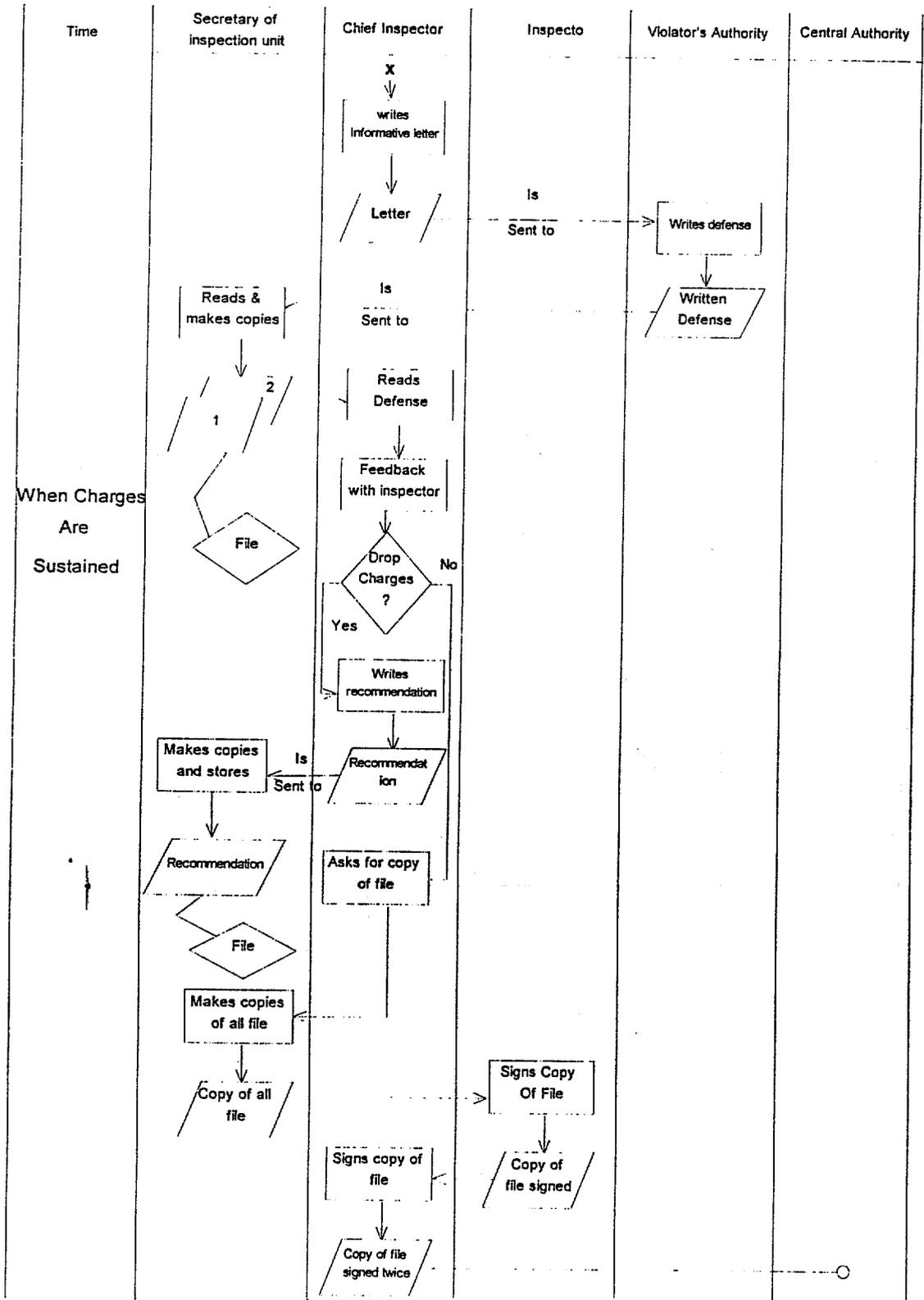
Procedure 1



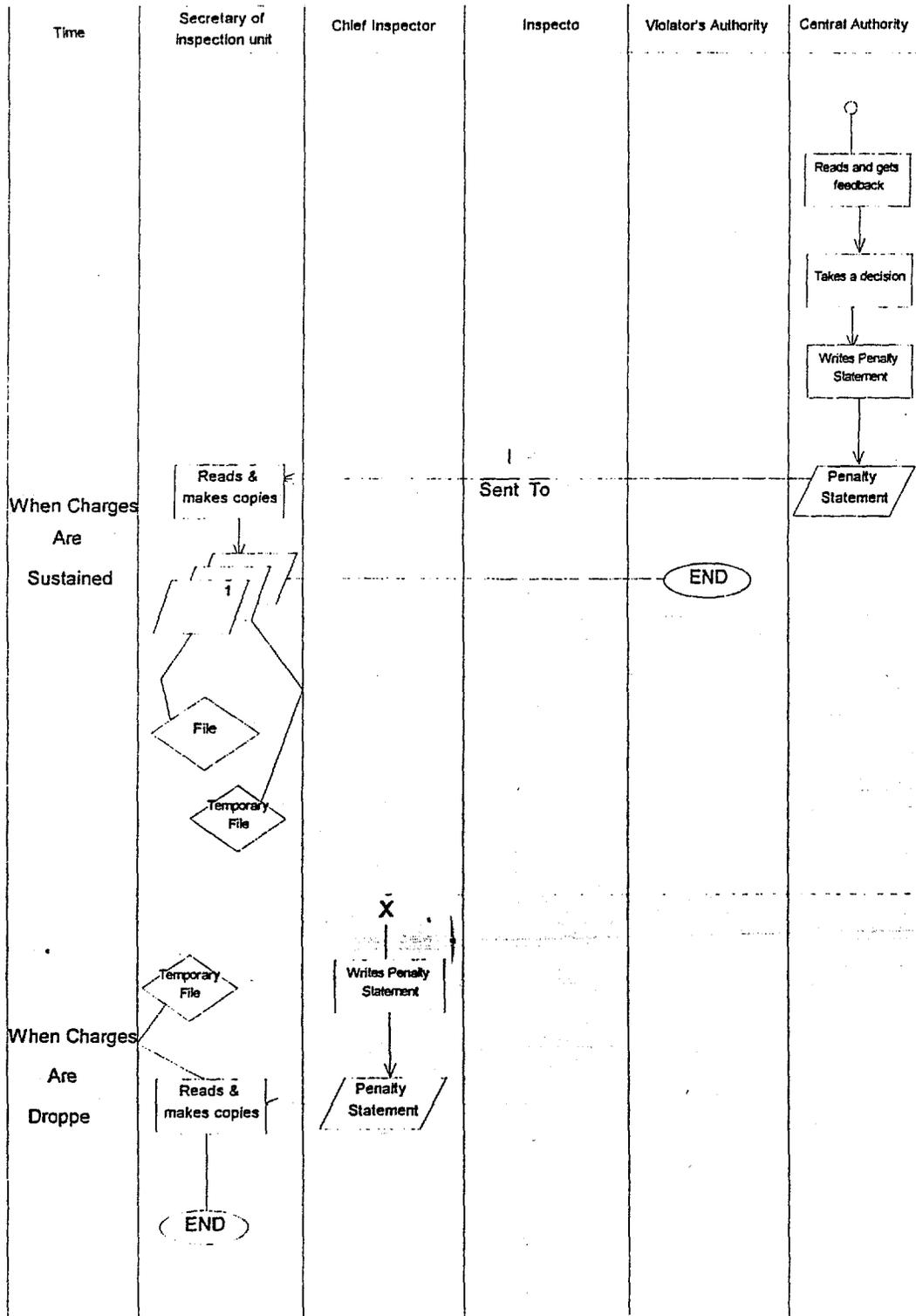
Every Time
A
Complain
Occurs

Chart 2
(Sub-procedure 1) 1/2

Sub-Procedure 1



Sub-Procedure 1



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Chart 3
(Sub-Procedure 2).

Case of Referred Accusation

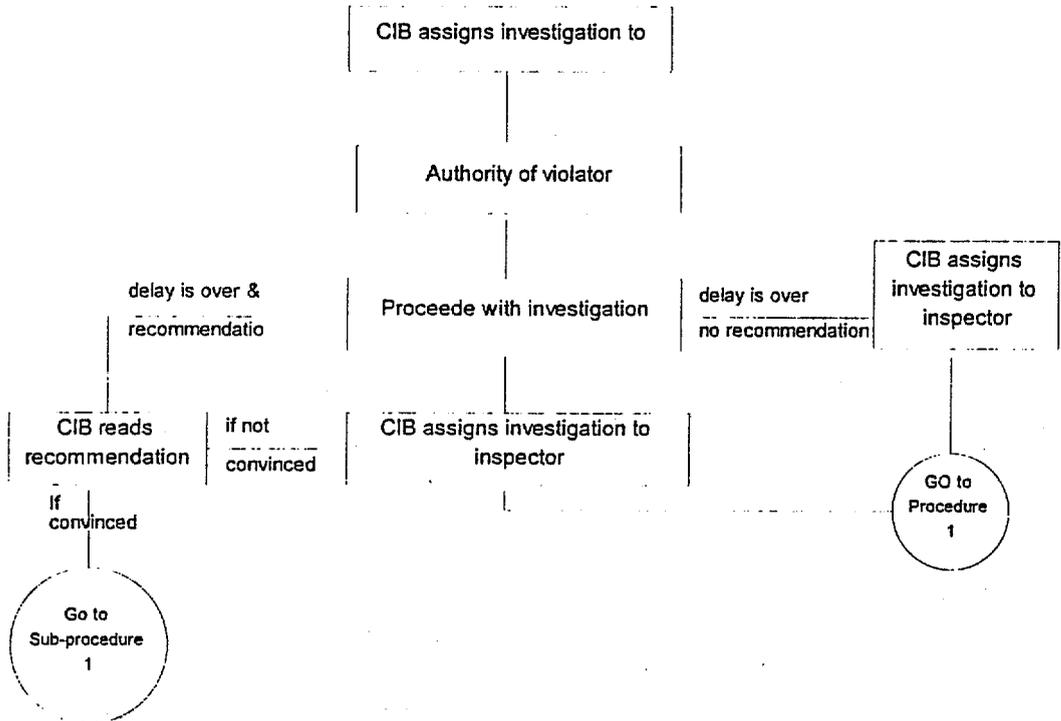


Chart 4

Education Inspection Unit

Procedure_3 : Statistics

A) Subjects

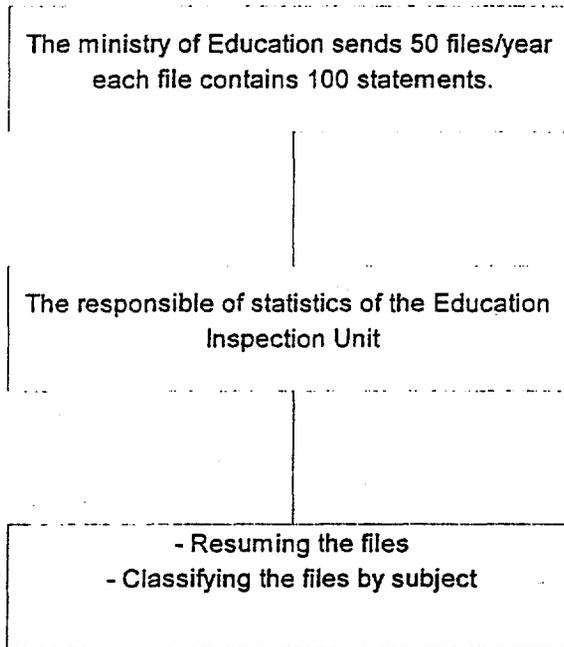
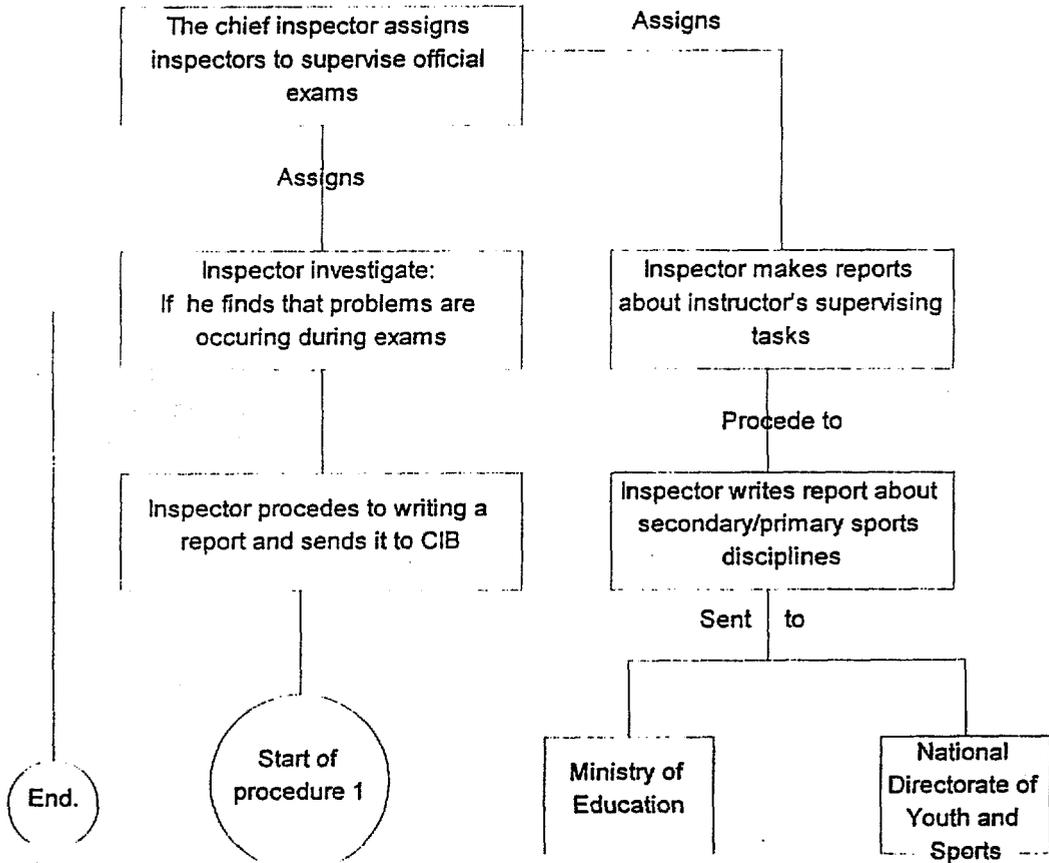


Chart 5

Education Inspection Unit

Procedure 3: Statistics

B) Official Exams



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Chart 6

Education Inspection Unit

Procedure 3: Statistics

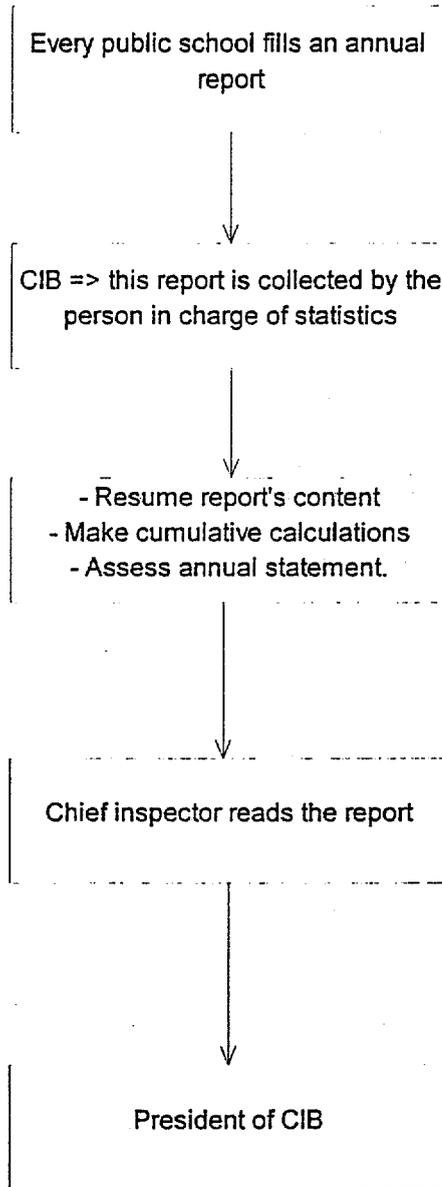
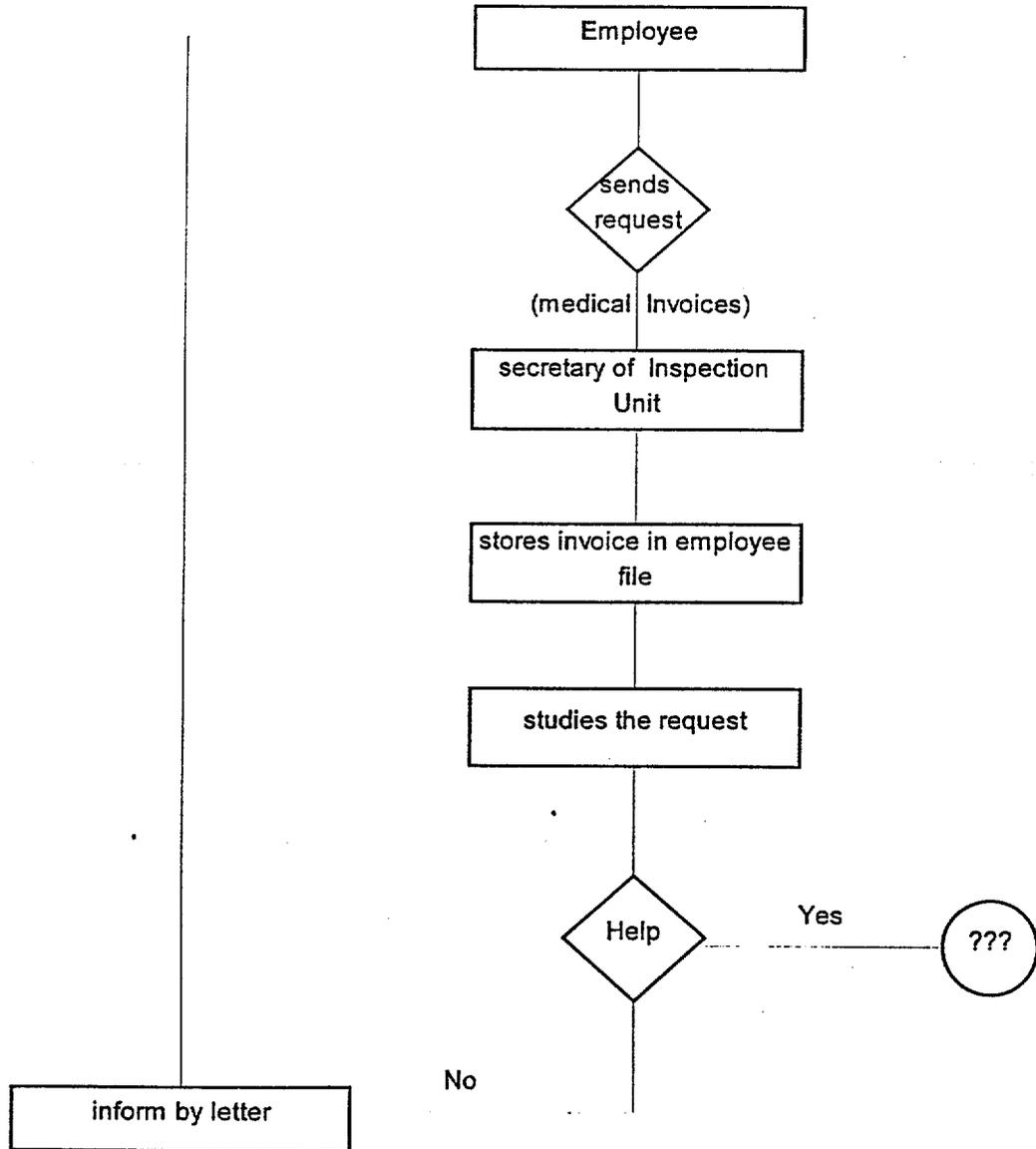


Chart 7

Financial Inspection Unit
medical help request flow chart:



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Chart 8

Directorate of Public Tenders.

Main Procedure:

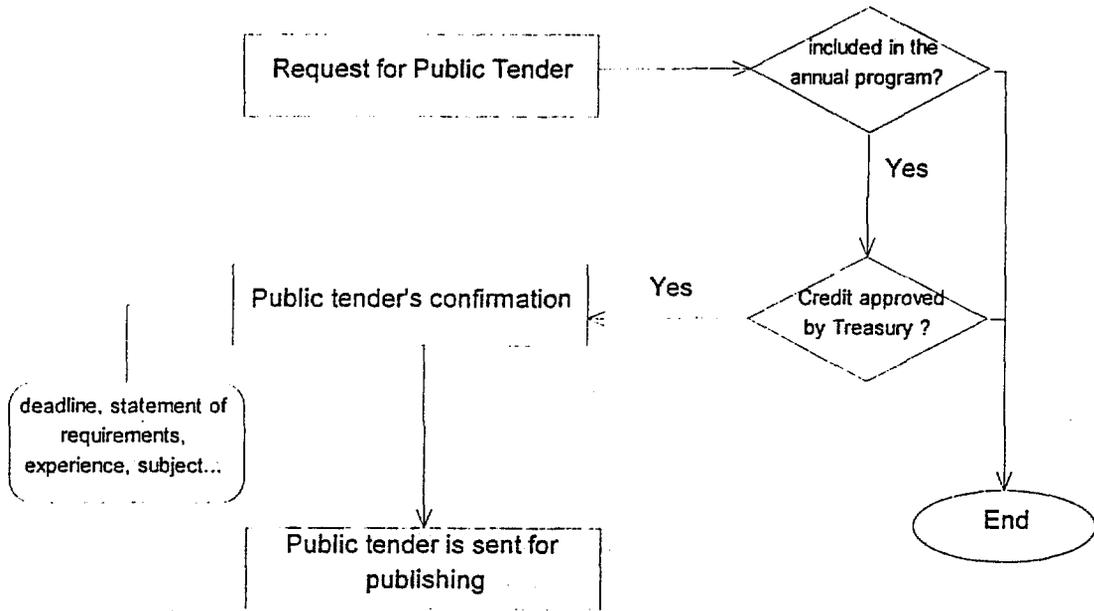
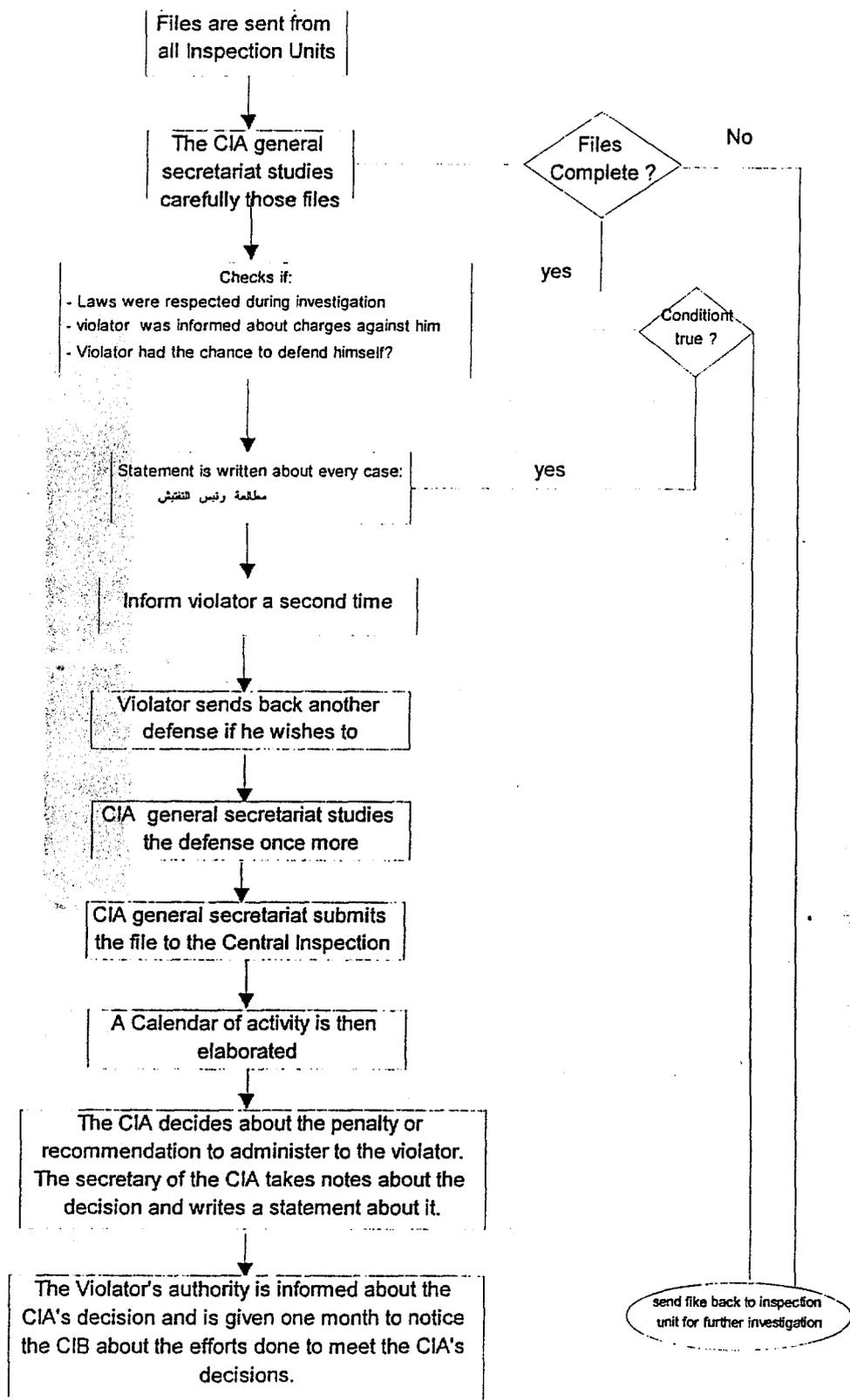


Chart 9
Central Inspection Authority
 (Main procedure)



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Chart 10

Request for a review of decision

(within one month from the date of penalty statement)

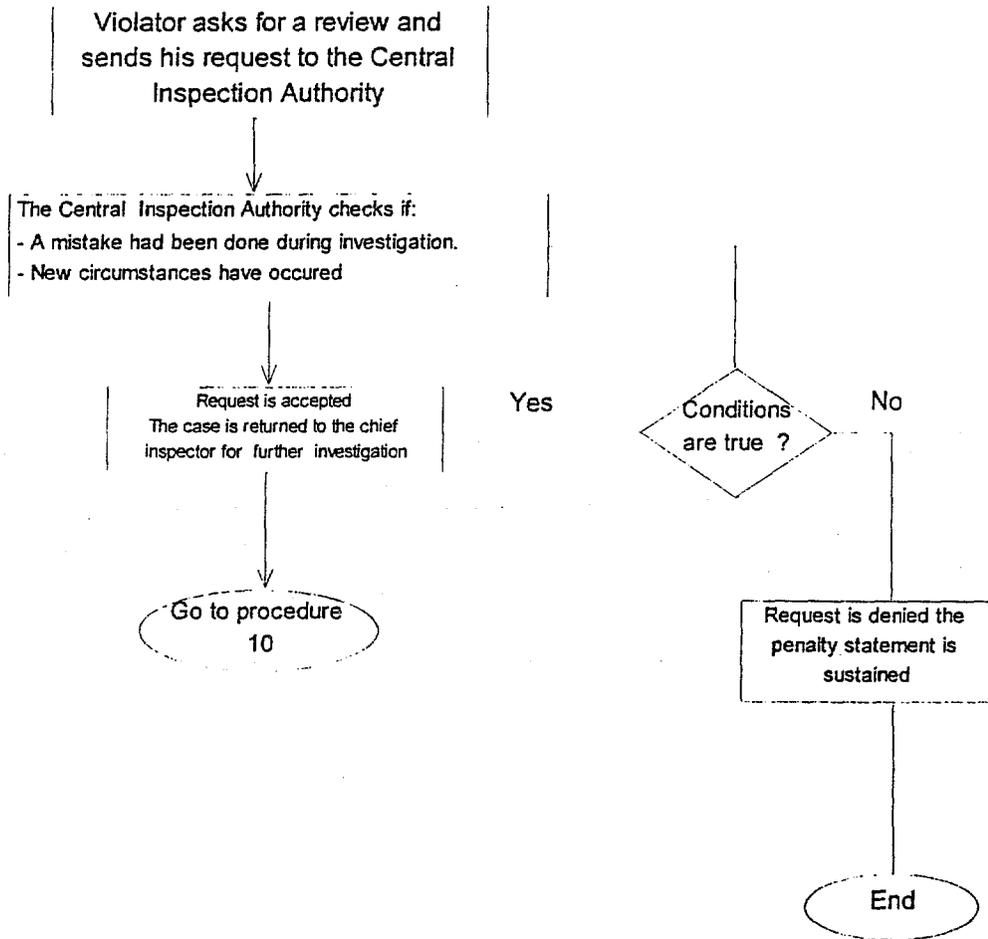
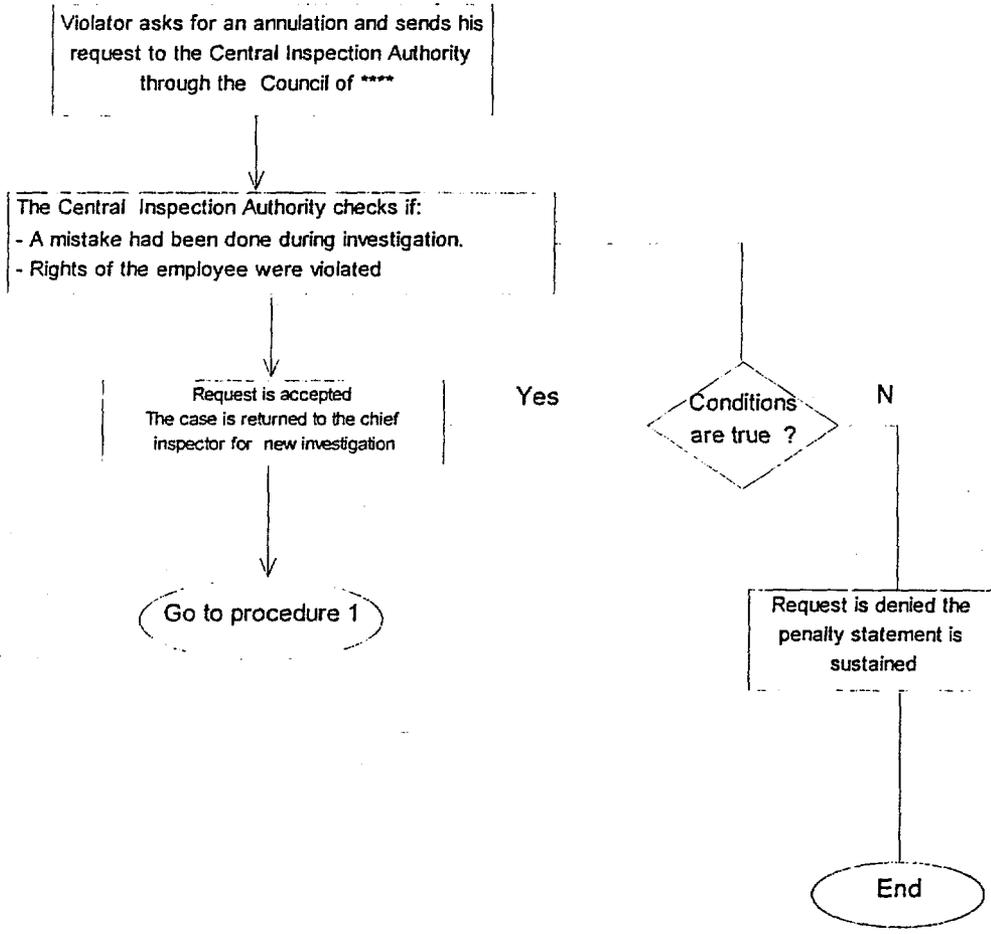


Chart 11

Request for an annulation of decision (within one month from the date of penalty statement)



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CENTRAL DISCIPLINARY BOARD
INSTITUTIONAL NEEDS ASSESSMENT

Compiled by
The Center for Legislative Development
University at Albany, SUNY

1994

CENTRAL DISCIPLINARY BOARD

A. BACKGROUND 2

B. MISSION 2

C. ORGANIZATION 2

D. WORK FLOW PROCESS 3

E. GENERAL NEEDS 3

F. PHASE II RECOMMENDATIONS 4

Attachment A: CDB Staffing Structure 5

CENTRAL DISCIPLINARY BOARD Information Needs Assessment

A. BACKGROUND

The Central Disciplinary Board (CDB) has broad powers to investigate and decide disciplinary cases referred to it by the CIB and the Council of Ministers. CDB decisions are transmitted to the Council of Ministers, the CIB, and the CSB, as well as to law enforcement authorities, if appropriate. As a result of the war, the work of the CDB was suspended. Recently, it has been reactivated and has begun in earnest to adjudicate cases referred to it by the various units in the administration.

B. MISSION

The CDB mission is to investigate and decide on disciplinary cases of civil servants referred to it by government agencies and Ministries, such as the CIB and the Council of Ministers. It is the highest disciplinary court entrusted with applying relevant personnel laws, regulations and norms. The CDB was created by Law Number 65/54 issued on October 2, 1965, and fulfills functions formerly performed by the Civil Service Board. It has seen limited activity since that time because of the civil war. The CDB has recently been reactivated and asked to look into several hundred cases of employees referred to it by the cabinet.

The CDB is headed by a chairman and a two member board. The Board reports directly to the Prime Ministry, and its authority extends over all levels of employees in public administration, *except for*:

- Members of the Civil Service Board and the Central Inspection Board
- Judges
- The Army, internal security, the public security, and their civil employees
- Employees of autonomous public agencies and municipalities that are under the control of the Government Accounting Office

Each of the above mentioned groups are subject to the authority of special disciplinary boards.

C. ORGANIZATION

The CDB currently has 21 staff members, including the president and two members of the board. There are 8 staff positions vacant at this time, primarily among mid-level and support staff. About 14 judges work with the CDB. Attachment A outlines CDB staffing.

The judges working with the board are appointed by the Prime Minister to investigate cases as they are referred to the board. After concluding the investigation, the judge submits a report to the Board of the CDB for a decision. The CDB usually fulfills two types of report requirements:

- annual activity report
- report of each case submitted to the CDB

D. WORK FLOW PROCESS

Before a case can be considered by the CDB, the agency submitting the complaint must compile all of the information that is pertinent to the case at hand including referencing of legal texts and decrees and related case documents.

E. GENERAL NEEDS

The primary areas in which CDB needs assistance in processing cases include:

1. Referencing legal texts and decrees related to cases submitted to the Board
2. Referencing texts, case documents, and trial minutes compiled by the Treasurer following a judgment
3. General administrative tasks such as:
 - registration of cases and mail, filing of documents and correspondence
 - organizing reports on cases and law suits, and ensuring proper notification of the parties involved
 - notifying employees about all documents related to their cases and allowing them to review and copy them
 - recording trial minutes
 - maintaining files of each case and the decision rendered by the CDB
 - notifying appropriate Lebanese officials and agencies of the Board's decisions
4. Production of the annual report of CDB activities, which covers the following areas:
 - Administrative and financial matters
 - Guidelines for bringing a case before the CDB and the process that the CDB uses in adjudicating cases
 - Disciplinary cases tried during the year, classified as follows:
 - a. Cases submitted to the Board
 - b. Cases settled by the Board
 - Cases still under consideration
 - A listing of all cases organized according to the case number and the agency/institution that submitted them to the Board
 - A list of employees brought before the CDB organized by ministry/agency submitting the case, grade level, employee name, penalty imposed by the CDB
 - The distribution of decisions issued that year ranked according to the degree of the penalty.
 - A listing of employees found innocent, or those whose cases have been filed or dismissed
5. General personnel issues
 - These refer to personnel management issues, which includes calculating vacation time, sick leave, social security papers, indemnities, etc.
6. General Accounting

Central Disciplinary Board

Page 4

- There are three principle accounting procedures that are completed at the CDB:
 - a. internal accounting for personnel which includes salaries, social security, compensation, and indemnities
 - b. preparing and executing tenders for internal procurement
 - c. preparation for internal budget

To assist the CDB in carrying out its court work so that the relevant laws are clearly identified and applied to cases before the board in a transparent and fair manner, CDB needs to computerize all texts, laws and decrees required by the CDB for decision-making, as well as to record all judgments rendered by the Board.

This information can be organized for quick and easy reference by using key words to retrieve the needed data. The data base can also be utilized to reference judgments rendered by the CDB without having to prepare "summary cards." Moreover, the data base can store the statistics that are needed to produce the annual report -- such as employee names and work assignments, charges, penalties, etc.

In addition, boiler-plate programs can be developed to streamline and standardize information used for writing and reporting purposes.

Given the uncomplicated nature of the applications required by CDB, the Board will not require computer specialists or technicians to maintain the system. However, the Board will need to hire additional staff to fill existing vacancies, and employees must be trained to use the programs in their routine activities as well as applications to assist them in research-based work.

F. PHASE II RECOMMENDATIONS

The CDB is faced with severe staffing constraints, and is attempting to increase the size and technical expertise of its workforce. During Phase II, CLD suggests providing CDB with additional personal computers and the appropriate software packages, as well as a computer training program for additional personnel. More specifically, CLD recommends:

- Developing legal, regulatory and case data bases relevant to the work of CDB to enable the board to perform its adjudication function in a transparent, fair and efficient manner.
- Developing a management information system to facilitate the administrative work (reporting etc.) of the Board.

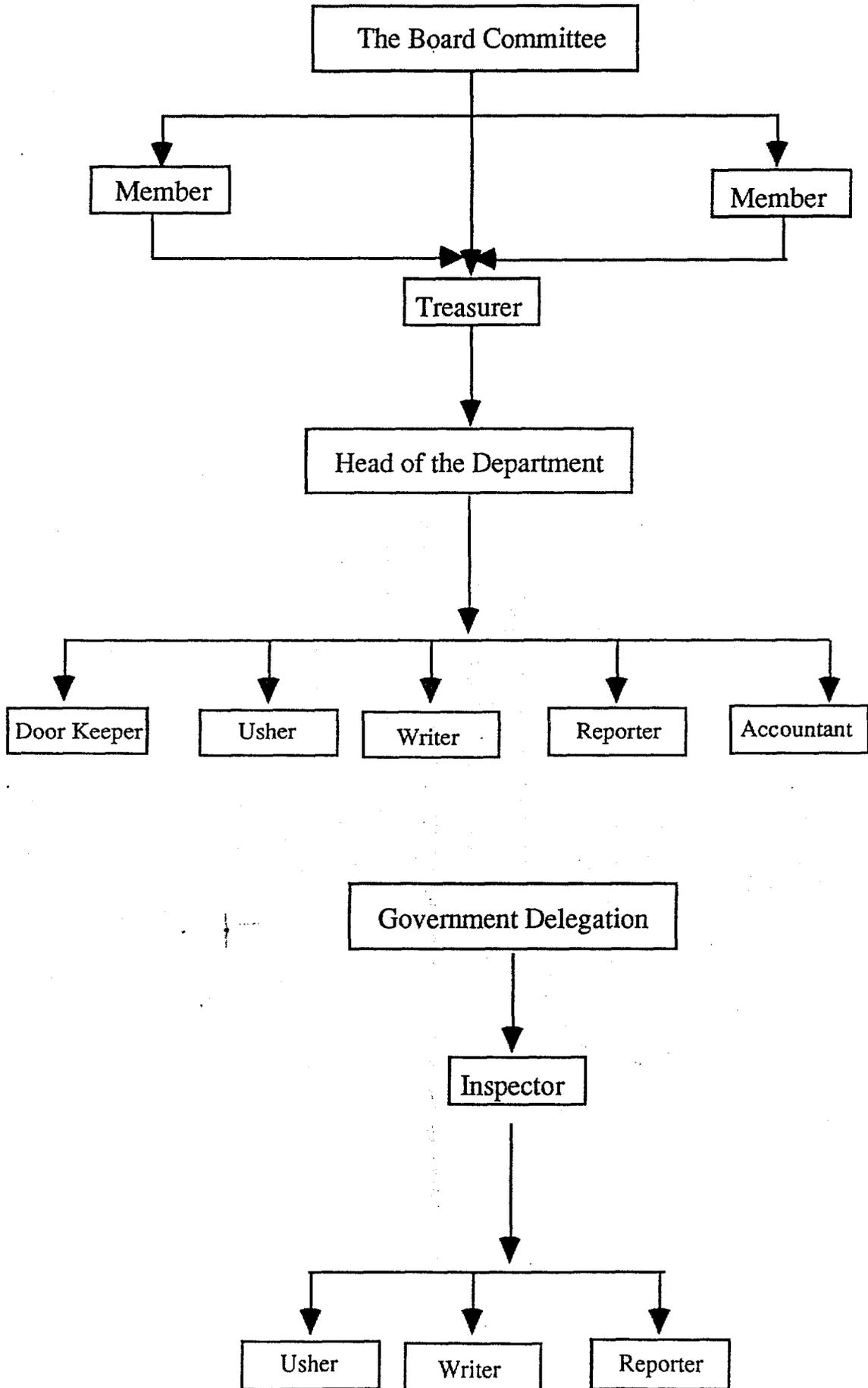
In order to support these activities, it is necessary that the CDB commit itself to hiring and training additional staff, collecting and inputting necessary data, and gathering and maintaining archival documents.

Central Disciplinary Board
Page 5

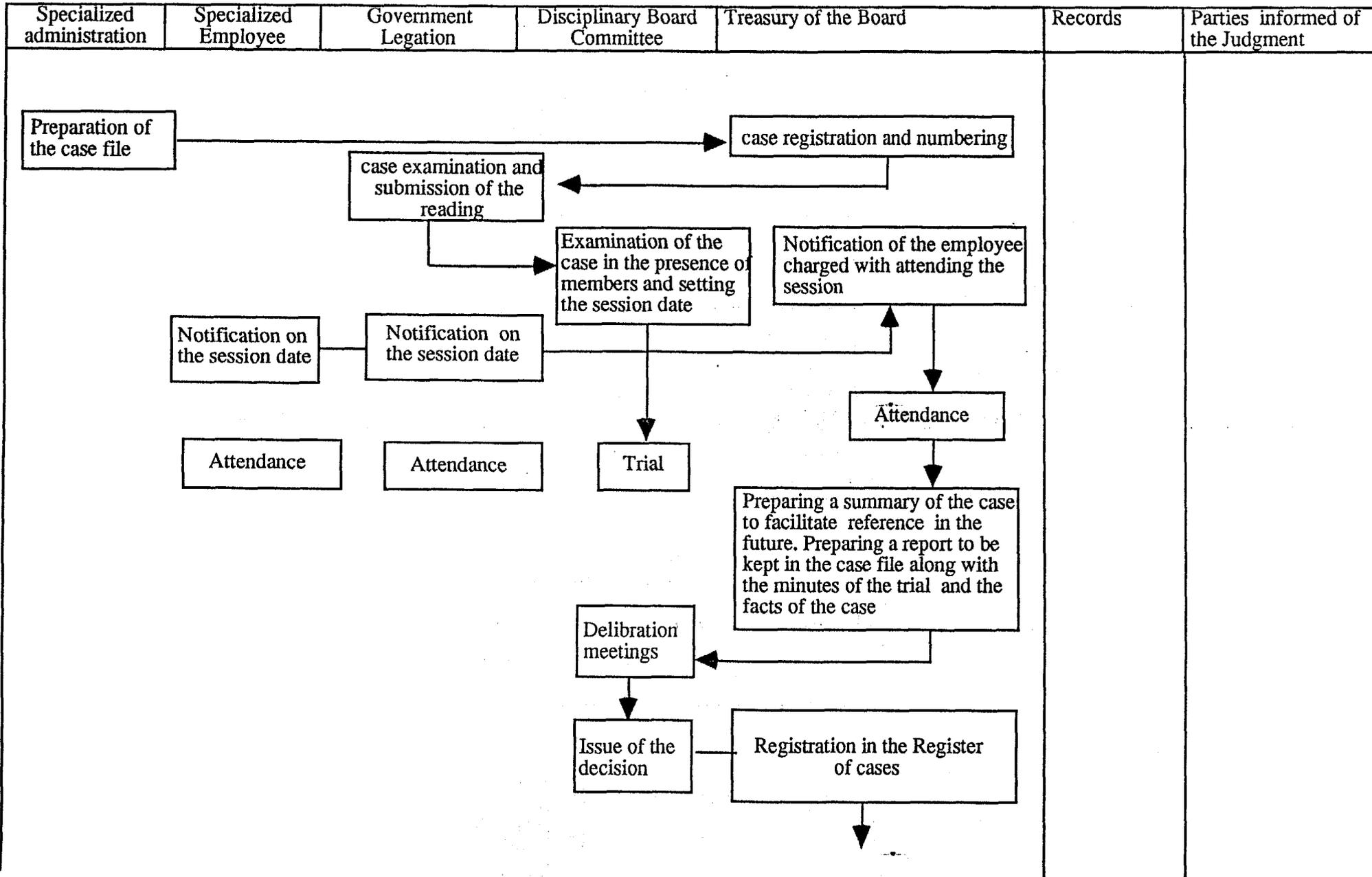
Attachment A: CDB Staffing Structure

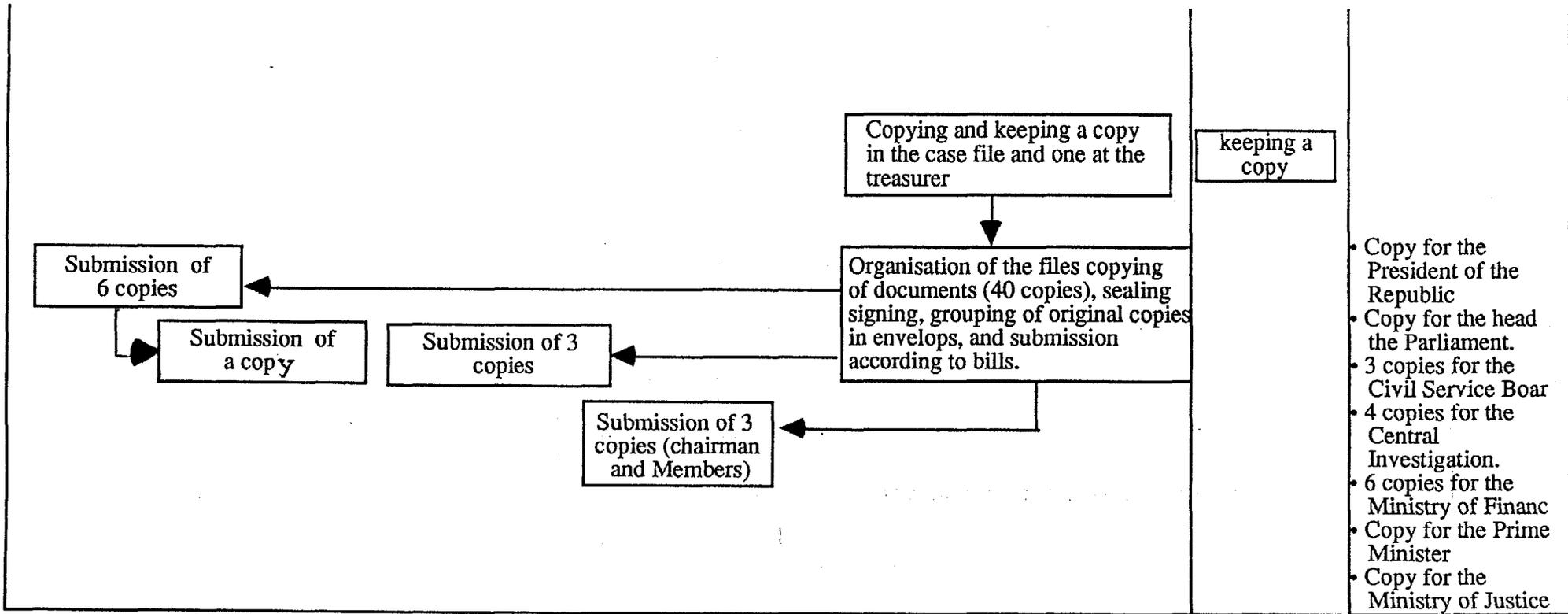
<u>Job</u>	<u>No.of Filled Posts</u>	<u>No.of Vacant Posts</u>
President of the CDB	1	--
Member	2	--
Treasurer	1	--
Head of Department	2	2
Reporter	6	--
Writer	4	2
Usher	2	2
Accountant	1	--
Door Keeper	2	2

GENERAL DISCIPLINARY BOARD



Progress of a Case Submitted to the Central Disciplinary Board (Tree)





REPUBLIC OF LEBANON
MINISTER OF STATE FOR PARLIAMENTARY AFFAIRS

DRAFT COPY

**NATIONAL ADMINISTRATIVE REHABILITATION
PROGRAMME
(NARP 1)**

**PRIORITY ACTION PLAN
FOR THE
CONTROL AGENCIES**

*Civil Service Board (CSB)
Central Inspection Board (CIB)
Government Accounting Office (GAO)
Central Disciplinary Board (CDB)
Central Administration For Statistics (CAS)*

November 1994

**UNITED NATIONS DEVELOPMENT PROGRAMME
(UNDP)**

**NATIONAL ADMINISTRATIVE REHABILITATION PROGRAMME
PRIORITY ACTION PLAN
(NARP 1)**

SUMMARY

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1. NARP 1 STRATEGIC ACTION PLAN AND SCHEDULE

This priority action plan marks the launching of the operational phase of the National Administrative Rehabilitation Programme.

1.1 Resource mobilisation

Within the policy of the Government to restore the institutional capacity of the administration, the 5 control agencies have been designated to be the first priority of the total NARP programme. They are the essential institutions which have to initiate, supervise and control the whole rehabilitation process.

The needs of these agencies have been defined in 1993 and updated in June 1994 in a comprehensive programme for the next 3 years called NARP1. These agencies have the minimum necessary "national absorption capacity" to benefit from the donors and the Government financing. The Government will commit itself through the financing of the building rehabilitation and the current national budget, and for an appreciable part of the financing of the present priority programme. It is also planned that these 5 agencies will recruit as soon as possible the minimum civil servants necessary for proper functioning. These commitments prove that the Government is giving full priority to this programme.

The amount of the Total 3 years NARP1 programme is evaluated at USD 14 493 000, on which USD 7 920 000 (55% of the total amount) must be spent during the first year (1995) of the programme. The donors financing secured at present (November 1994) is estimated at USD 4 500 000, on which USD 4 000 000 for the first year (1994, 50 % of the 1995 programme). Therefore, in order to realise the present priority programme, it is necessary that the Government secure a first year provisional fund of almost the same amount (USD 3 920 000, 50% of the 1995 budget), and this in waiting other commitments from the donors. This fund must be available by the end of 1994, in order to start the execution in January 1995.

Moreover, the Government has decided to allocate a national provisional budget in order to start as soon as possible the operations of the total National Administrative Rehabilitation Programme (NARP), covering 45 ministries, institutions and agencies. The amount of this budget, estimated at present at USD 35 million, will be reviewed in December 1994 and agreed by the Council of Ministers. The provisional fund allocated to the 5 agencies (NARP1) will be a part of this total budget (NARP) to be spent in priority.

It is also proposed that the expenses related to this provisional fund will be executed through the supervision of the Minister of State for Parliamentary Affairs, in charge of the Administrative rehabilitation ("the Minister"), in co-ordination with the Ministry of Finance for budgetary matters, and through the UNDP project (TCU).

1.2. NARP 1 action plan and schedule

DECEMBER 1994

1. Meeting of the 5 presidents of the control agencies, under the presidency of the Minister, to approve the activities to be undertaken and the budget.
2. By the end of December, the budget to be approved by the Council of Ministers, as a part of the total NARP national Budget, which has to be released in priority.

JANUARY 1995

3. Preparation of the programme procedures, sharing of responsibilities, money releasing and spending (in co-ordination with the Ministry of Finance), designation of the programme responsible structure and team - for execution, co-ordination and follow-up, in particular focal points to be designated in each agency.
4. Beginning of the NARP1 execution (see the Chart below for the detailed scheduling of the activities).
5. Visits to the donors to assess their areas of interest, presentation of the NARP programme and the financing requests ("project identification forms"). This will concern as well the NARP1 as the total NARP programme.

FEBRUARY 1995

6. Continuation of the programme execution.
7. Preparation of the papers and the requests to submit to a "Financing Meeting", under the responsibility of the Minister, with preparation supports from UNDP, France and the World Bank.
8. By the end of February, "Financing Meeting" (Paris, Washington or Beirut) bringing together all the donors and the Government. The objective of this meeting is to obtain additional and certain financial commitments from the part of the donors, and national involvement from the Government. The meeting will concern as well the 5 agencies as all the ministries, institutions and agencies which are covered by the NARP programme.

MARCH 1995

9. Review of the programme (costs, scheduling) taking into account the issues of the Financing Meeting.
10. Establishment of the resource mobilisation procedures with each of the donors (each donor having its own financing procedures and criteria).

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APRIL TO NOVEMBER 1995

- 11. Additional funds Releasing from the donors, projects execution.
- 13. Continuation of the programme execution.
- 14. Follow-up of the realisation in reference with the objectives to obtain.

DECEMBER 1995

- 15. Continuation of the programme execution
- 16. Final evaluation of the 1995 programme, and review and preparation of the next 3 years programme (1996-1998), taking into account the realisation of the previous one and the projects still ongoing during the next period and the new projects to start.

JANUARY 1996

- 18. Start-up of the 1996-1998 programme

NARP 1 (1995-1997)

TABLE 1. BREAKDOWN BY INSTITUTIONS (USD)

INSTITUTIONS	DONOR'S FINANCING AGREED	DONOR'S FINANCING UNDER NEGOTIATION	FINANCING TO NEGOTIATE	TOTAL AMOUNT (USD)
TOTAL CSB (without NIAD & build.)	480 000	70 000	2 714 000	3 264 000
TOTAL NIAD (excluding building)	1 750 000	3 235 000	2 334 000	7 319 000
TOTAL CIB	450 000		450 000	900 000
TOTAL GAO (excluding building)	480 000		895 000	1 375 000
TOTAL CDB	50 000		60 000	110 000
TOTAL CAS	1 290 000		235 000	1 525 000
GRAND TOTAL	4 500 000	3 305 000	6 688 000	14 493 000
percentage	31 %	23 %	46 %	100 %

CSB building rehabilitation: USD 22 000
 NIAD building rehabilitation: USD 4 000 000
 GAO building rehabilitation: USD 1 450 000
 TOTAL BUILDING: USD 5 472 000

NARP 1 ACTION PLAN

19 94 1995, January

19 96

19 97

Month	0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36		
Operations	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D		
Projects identification																																							
Agencies meeting																																							
Working Group																																							
1 Preparation																																							
to the donors																																							

TABLE 2. FINANCING BREAKDOWN PER YEAR (USD)

project	1995	1996	1997	Total
CSB 1: (Rehabilitation of building), furniture and equipment	50 000	41 000		91 000
CSB2: Reorganisation study of the Dir. of Personnel Affairs	35 000			35 000
CSB3: Improvement of personnel management	865 000	765 500		1 630 500
CSB4: Establishment of a study fund		192 500		192 500
CSB5: Reorganisation of the Directorate of Training	35 000			35 000
CSB6: Civil servants census		800 000		800 000
CSB8: Computerised information system	480 000			480 000
TOTAL CSB	1 465 000	1 799 000		3 264 000
NIAD 1: Support of NIAD training	1 600 000	1 600 000		3 200 000
NIAD2: Reorganisation study of the NIAD	35 000			35 000
NIAD3: Long term plan		812 000	812 000	1 624 000
NIAD4: Immediate equipment	400 000	310 000		710 000
NIAD6: Training fund	1 000 000			1 000 000
NIAD7: ENA'S support to the NIAD	250 000	250 000	250 000	750 000
TOTAL NIAD	3 285 000	2 972 000	1 062 000	7 319 000
CIB1: Information system project	450 000			450 000
CIB2: Enhancement of CIB activities	325 000	125 000		450 000
TOTAL CIB	775 000	125 000		900 000
GAO1: Computerised information system	480 000			480 000
GAO2: (Building construction or rehabilitation) and equipment	100 000	50 000		150 000
GAO3: Enhancement of the GAO activities	380 000	365 000		745 000
TOTAL GAO	960 000	415 000		1 375 000
CDB1: Computerised information system	50 000			50 000
CDB2: Furniture and equipment	60 000			60 000
TOTAL CDB	110 000			110 000
CAS1: Rehabilitation of immediate CAS activities	700 000			700 000
CAS2: Training of CAS personnel	590 000			590 000
CAS3: Enhancement of immediate CAS activities	135 000	100 000		235 000
TOTAL CAS	1 425 000	100 000		1 525 000
GRAND TOTAL	8 020 000	5 411 000	1 062 000	14 493 000
Percentage per year	55 %	37 %	8 %	100 %
building (CSB 22 000, NIAD 4 000 000, GAO 1 450 000)	3 022 000	2 450 000		5 472 000

1/2

Minister of State for Parliamentary Affairs
National Administrative Rehabilitation
Programme
(NARP)

date: November 1994

THE 5 CONTROL AGENCIES FINANCIAL REQUIREMENTS

Agencies	Breakdown by category	Year 1 (1995) USD	Year 2 (1996) USD	Year 3 (1997) USD	Total USD
CSB	Equipment	102 000	141 000		243 000
	Computer stations	528 000	100 000		628 000
	Training	55 000	55 500		110 500
	Tech. Assistance & adv.	780 000	1 502 500		2 282 500
	Total	1 465 000	1 799 000	0	3 264 000
	Premises	22 000			22 000
CSB (NIAD)	Equipment	501 000	275 000	25 000	801 000
	Computer stations	124 000	84 000		208 000
	Training	1 175 000	351 000	25 000	1 551 000
	Tech. Assistance & adv.	1 485 000	2 262 000	1 012 000	4 759 000
	Total	3 285 000	2 972 000	1 062 000	7 319 000
	Premises	4 000 000			4 000 000
CIB	Equipment	100 000	100 000		200 000
	Computer stations	450 000			450 000
	Training	125 000	125 000		250 000
	Tech. Assistance & adv.				0
	Total	675 000	225 000	0	900 000
	Premises				0

Funds secured	Net amount (Gov. Budget)
	243 000
480 000	148 000
	110 500
	2 282 500
480 000	2 784 000
	22 000
75 000	726 000
	208 000
1 075 000	476 000
600 000	4 159 000
1 750 000	5 569 000
	4 000 000
	200 000
450 000	0
	250 000
	0
450 000	450 000
	0

THE 5 CONTROL AGENCIES FINANCIAL REQUIREMENTS

Agencies	Breakdown by category	Year 1 (1995) USD	Year 2 (1996) USD	Year 3 (1997) USD	Total USD
GAO	Equipment	120 000	70 000		190 000
	Computer stations	480 000			480 000
	Training	183 000	170 000		353 000
	Tech. Assistance & adv.	177 000	175 000		352 000
	Total	960 000	415 000	0	1 375 000
	Premises	1 000 000	450 000		1 450 000
CDB	Equipment	60 000			60 000
	Computer stations	50 000			50 000
	Training			0	0
	Tech. Assistance & adv.			0	0
	Total	110 000	0	0	110 000
	Premises				0
CAS	Equipment	70 000			70 000
	Computer stations	135 000			135 000
	Training	740 000	100 000		840 000
	Tech. Assistance & adv.	480 000			480 000
	Total	1 425 000	100 000	0	1 525 000
	Premises				0

Funds secured	Net amount (Gov. Budget)
	190 000
480 000	0
	353 000
	352 000
480 000	895 000
	1 450 000
	60 000
50 000	0
	0
	0
50 000	60 000
	0
5 000	65 000
45 000	90 000
840 000	0
400 000	80 000
1 290 000	235 000
	0

GRAND TOTAL					
	Equipment	953 000	586 000	25 000	1 564 000
	Computer stations	1 767 000	184 000	0	1 951 000
	Training	2 278 000	801 500	25 000	3 104 500
	Tech. Assistance & adv.	2 922 000	3 939 500	1 012 000	7 873 500
	TOTAL	7 920 000	5 511 000	1 062 000	14 493 000

80 000	1 484 000
1 505 000	446 000
1 915 000	1 189 500
1 000 000	6 873 500
4 500 000	9 993 000

	Funds secured/year	4 000 000	250 000	250 000	4 500 000
	Net amount/year (Gv.)	3 920 000	5 261 000	812 000	9 993 000
	Premises	5 022 000	450 000	0	5 472 000

Gerard BOUSCHARAIN report
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UNDP
Beirut

MINISTER OF STATE
FOR PARLIAMENTARY AFFAIRS

NATIONAL ADMINISTRATIVE REHABILITATION PROGRAMME

(NARP 1)

PRIORITY ACTION PLAN
FOR THE
CONTROL AGENCIES

Civil Service Board (CSB)
Central Inspection Board (CIB)
Government Accounting Office (GAO)
Central Disciplinary Board (CDB)
Central Administration For Statistics (CAS)

2. PRESENTATION OF THE NARP 1 PROGRAMME AND OBJECTIVES

21. The overall objective of the administrative rehabilitation is to get "a lean and efficient civil service able to provide basic services to the economic agents and citizens, in line with the Lebanese tradition of a predominant private sector."

22. The immediate and priority objective is the rehabilitation of the administrations in charge (i) of personnel management and training, (ii) of the administrative reform (iii) national statistics. This was the purpose of the NARP 1 programme which had been prepared in June 1994. These institutions have to be reinforced in priority in order to be capable of (i) improving the management of the civil service personnel (ii) launching and conducting the rehabilitation reform of all central and regional Lebanese administrations, including municipalities.

23. The GOL strategy to cope with the basic issues identified above is (i) prepare/start administrative reform, therefore giving first priority to the strengthening of personnel management and the launching of administrative reform, (ii) Finalise and implement administrative reform simultaneously with urgent recruitment of new, young and well trained, civil servants to pour fresh blood into the civil service and prepare for the retirement, in time, of existing old staff (iii) to improve the efficiency of the administration with better working conditions, training and reorganisation of some of the institutions.

24. The policy, supervision and co-ordination of all the Administrative Reform process are under the responsibility of the Minister of State for Parliamentary Affairs, the representative of the Government, designated to be in charge of the administrative rehabilitation programme (NARP). The IDU (Institutional Development Unit) and the TCU (Technical co-operation Unit) are the two operational structures of the Minister which have to initiate, co-ordinate and follow all the operations of the reform. Supports to the Minister for the rehabilitation process are provided by UNDP (TCU and IDU) and France (personal adviser to the Minister). The 5 control agencies are the institutions with which the Minister has to work closely, and on which is based the execution of the administrative rehabilitation policy. This explains why the priority has been given to the rehabilitation of these 5 control agencies.

25. Donor's supports are necessary to contribute to the rehabilitation of the administration, in addition to the Government involvement. Lebanon has not yet sufficient financial resources, human capacity and skills to conduct the rehabilitation of the administration by itself. Urgent supports from the donors are more specifically needed in the area of policy making and administration management improvement, and in the strengthening and modernisation of the administration. Technical assistance, training of nationals, equipment, computers are the essential and priority needs, the Government has identified, and for which help from the donors are requested. The donor's financing required, and the resource mobilisation strategy, are described below.

26. The building rehabilitation (or construction) needs have to be assessed within the NARP programme. However, the CDR has been designated to be in charge of this component of the programme which is financed on the Government Budget.

27. A special Government budget in support of the Administrative Rehabilitation is under final assessment by the Council of Ministers. Its amount is evaluated at USD 35 million for the next year (1995). The financing of the priority action plan is included in this budget, as a part of the total expenses needed for administrative rehabilitation.

28. In some cases, Technical assistance (TA) is needed in support of national personnel. It has been agreed with Government representatives that it is important to have a recourse to select a very high level TA in order to complete present existing skills within the administration. TA must work closely with nationals, with the major objective to transfer know how and new work methods and techniques that are not yet used in the country. Furthermore, in most projects and sub-projects, the twinning of expatriate-level expertise (Long term or short term, foreign or Lebanese) with Lebanese expertise has been considered.

29. The 5 priority agencies covered by the NARP 1 programme and which are the most involved in the administrative rehabilitation process are:

- the **Civil Service Board (CSB)**, in charge of the recruitment and management of the civil servants, is badly understaffed (45% to 65 % of its position are vacant) and is therefore not in a position to provide adequate leadership in effective personnel management or in staff training which is handled by the National Institute of Administration and Development (NIAD). CSB has a strategic position toward the administrative rehabilitation and must be reinforced in priority. As NIAD is one of the master piece of the programme, it is presented separately in this document;
- the **Central Inspection Board (CIB)** is responsible for preparing and monitoring public tenders and for the inspection of public sector institutions and officials. It also includes the Directorate of Research and Guidance (DRG) which has the responsibility of making administrative audits and studies so as to identify possible organisational and procedural improvements. It is of great importance for the implementation of the administrative reform.
- the **Central Disciplinary Board (CDB)**, in charge of administrative control and prosecution of civil servants. The CDB has not carried out any trials since 1986. It has also accumulated pending cases.
- the **Government Accounting Office (GAO)** or "Cour des Comptes" (Court of Audit) is the highest financial authority in Lebanon. It performs essentially ex-ante controls, while ex-post audits have not been performed for 20 years. GAO will also be greatly involved in the reform process.
- the **Central Administration of Statistics (CAS)**: Statistics are of course necessary to design and monitor policies. As already mentioned, national statistics must be re-established from almost nothing. A top priority is to rapidly produce basic reliable statistics. The CAS activities must be relaunched to give the administration the essential information in order to accelerate the economic and social recovery of the nation. It is important to maintain the CAS as a national institution, even if an independent Institute of Statistics is created.

3. CONTENT OF THE PRIORITY PROGRAMME

This priority action plan marks the launching of the operational phase of the National Administrative Rehabilitation Programme.

31. *The action plan is scheduled for the next 3 years (1995-1997). It will be updated each year, taking into account the execution and the follow-up of the plan. . The overall budget of the 5 control agencies programme for the next 3 years (excluding building rehabilitation) is estimated at USD 14.493.000, on which 31 % are already financed by the donors.*

32. *The donor's budget secured is USD 4 500 0000 (31%). A amount of USD 3 305 000 is under negotiation (23 %). In waiting other donor involvements, the Government budget needed is estimated at USD 9 693 000, on which USD 3 920 000 for the first year (1995). (see breakdown by project and tables below)*

33. *Donors already involved are UNDP, USAID, France, Arab Funds, Japan, and the European Union. These donors have already demonstrated some interests to finance other projects included in the NARP 1 programme. Financing are also possible to obtain from the World Bank, Japan, Canada, Great Britain and other multilateral or bilateral donors.*

34. *24 priority projects have been identified in order to relaunch the activities of the 5 control agencies and the NIAD. In the very near future these projects will also enable these agencies to get the institutional capacity to conduct the administrative rehabilitation process.*

Detailed project descriptions are attached in the appendix of this document.

The Civil Service Board (CSB)

35. *Priority is given to the general strengthening of this agency with the urgent recruitment of additional staff and the training of the existing and new staff, with the provision of basic equipment, including computers and finally selected high level technical assistance, in order to (i) design and install Management Information System (with USAID support) and updated procedures, (ii) prepare and assist the administrative rehabilitation in co-ordination with H.E. the Minister for Parliamentary Affairs in charge of Administrative Reform, (iii) contribute to the preparation of reforms in personnel management and, above all, train the staff in these matters. (The National Institute of Administration and Development is presented separately below).*

**Project CSB1: Rehabilitation of building, furniture and equipment
(USD 113 000)**

- CSB building rehabilitation; 500 sqm remaining after general rehabilitation financed by the Government (USD 22 000)
- Basic furniture to be financed by the Government
- Computer equipment to be financed (91 000).

Project CSB2: Reorganisation study of the Directorate of Personnel Affairs (USD 35 000)

- In order to perform and improve personnel management, the DPA must be reorganised. As a new information system is going to be implemented, it is also necessary to carry out such a study (1 m/m international and 2 m/m national experts, small equipment). T.A. financing is in final negotiation with France.

Project CSB3: Improvement of personnel management (USD 1 630 500)

- Once this study is performed, the DPA must be reinforced with new methods, techniques and means (data base and computers) in order to increase the efficiency of personnel management and to facilitate the administrative reform process (i.e. new personnel "cadre" in accordance with new organisation of the administrations) (2 long term TA, 42 m/m short term advisers, equipment and training).

Project CSB4: Establishment of a study fund (USD 192 500)

- In the margin of this support, it will be necessary to perform specific studies, such as studies on civil servants social security, social affairs, retirement system, or others to be defined. A provision fund has to be established.

**Project CSB 5: Reorganisation study of the Directorate of Training
(USD 35 000)**

- In order to perform and improve personnel training, the DT must be reorganised. A similar study of the one to be done for the DPA has to be carried out (1 m/m international and 2 m/m national experts, small equipment). France will finance the expenses of the international expert, and the Government The national expert.

Project CSB 6: Civil servants census (estimate USD 800 000)

- A physical census of the civil servants (around 30 000 including teaching personnel, but excluding University) is needed to have at disposal a complete, centralised, comprehensive and reliable data base on civil servants. This census is necessary for personnel management purpose, but also to eliminate ghost workers, or personnel not on duty, and for personnel policy in relation with the salary and benefits budget and with the administrative reform. An identification mission must first evaluate the exact cost of such a census and prepare the terms of reference. A provision fund of USD 800 000 is forecast.

Project CSB 8: Computerised information system (USD 480 000)

- This project is already financed by USAID. Computers and the network are under implementation. The civil servant census will allow to feed the personnel data base with information needed. Technical assistance related to computerization and training is on the field.

The National Institute of Administration and Development (NIAD)

36. The relaunching of NIAD training activities has been designated to be the very first priority of all the administrative rehabilitation process. Therefore, it is important that NIAD becomes able to assume such a huge mission, as the training of civil servants (new recruits and on the job) is essential to increase the institutional capability and skills.

37. At present, NIAD has not the capacity and the means to give an appropriate answer to respond to one of the major component of the administrative rehabilitation. A training center must be built, personnel must be recruited, contests and programmes have to be renewed, teaching methods have also to be modernised.

38. As it is not possible at this stage to design a full fledged training plan, and as the administrative rehabilitation is at its starting point, the proposed approach is the following:

- (a) provide immediate, adequate and minimum training for fresh recruits
- (b) design and implement specific training programmes when possible. The projects and sub-projects defined above contain training actions in specific fields.
- (d) And at the same time, re-activate and rehabilitate NIAD in order to make a local training capacity available for professional training in public administration.

39. A "NIAD reconstruction project" has been prepared (November 1994), which includes the pedagogical long term project (pre-service and in-service training), the training programmes and the essential space needed. An agreement between the French and Lebanese governments is underway in order to allocate a building to the NIAD (Covent des Franciscaines, to rehabilitate, estimated of USD 4 000 000). France seems also willing to commit herself in the participation of the financing of the NIAD training equipment.

3 10. A substantial technical assistance would be provided (by UNDP, France, USAID and probably Canada) in order to contribute to: (i) the definition of training needs and programmes, (ii) the production or procurement of training material, (iii) the definition of the training approach, (iv) the training of trainers, (v) training itself (vi) renewing the library.

3 11. Some donors support are already effective. A convention between the ENA in France (Ecole Nationale d'Administration) and the NIAD had been renewed for 1995. This convention of USD 250 000 includes: contests, training programmes, teaching methods re-organization studies, study visits to France, seminars, coming of lecturers in Beirut, training of trainers, assistance to the library. UNDP will also give full support to the NIAD's relaunching activities, in tight coordination with France. The UNDP project of USD 1 000 000 is to be signed in a very short time. Canada shows also some interest in giving support to the NIAD. A USAID fund of 3 200 000 USD is forecast for civil servant training purposes.

Project NIAD 1: Support of NIAD training (USD 3 200 000)

- The major components of the project are: 3 long term TA, short term missions, civil servants training, equipment and updating the library. If the financing from USAID can be obtained, the project will begin in 1995. But the beneficiary institution of this budget is not yet clearly known (American University of Beirut or NIAD).

Project NIAD 2: Appraisal missions (USD 250 000) and reorganisation study of the NIAD (USD 35 000)

- Appraisal missions, study visits and training support have already been given by France
- It is needed to perform a study to reorganise the NIAD in order to adapt the training management to the needs for the reform rehabilitation, and then to create a modern and high performance administration. A French financing is due to be signed on this matter by the beginning of December 1994, in order to perform the re-organization study in January 1995.

Project NIAD 3: Long term plan (USD 1 624 000)

- NIAD will need other supports, after having performed the reorganisation study, and when an appropriate building will be available. This long term plan (with support of 2 TA, short term missions, training of trainers, training management) and will allow NIAD to have the capacity to respond to the training needs of new recruits and to the acquisition of necessary new knowledge by the civil servants in service.

Project NIAD 4: Immediate equipment (USD 710 000)

-Other equipment in addition of the ones already received, will be necessary, such as computers (for the administration and the training), copiers, audio-visual, office equipment and furniture, 1 vehicle, and other training equipment. France, World Bank and Japanese Fund financing are forecast. When the NIAD building will be available, additional equipment will be needed (not included in the present budget and not yet defined).

Project NIAD 5: NIAD building construction or rehabilitation (USD 4 000 000)

- At present time NIAD has no space. Only some offices and two class rooms are available in the CSB building. Therefore it is necessary to find (or to build) a building having sufficient space (4000 to 5000 sqm) to carry out all the training activities, in accordance with the needs assessed in the NIAD Project paper. This space must be appropriate and especially designed for training purposes. Furthermore, it will release the space needed for the CSB.

Following the French ENA's mission to Beirut, several implementations had been studied (University compound, Sanaia, and the Covent des Franciscaines belonging to France. The rehabilitation of the Covent des Franciscaines appears to be the quickest solution, and is well located and will facilitate the French financing. Also the surface is appropriate, estimated at 5200 sqm. The possibility of cost-sharing between France and Lebanon for the building rehabilitation is under consideration.

Project NIAD 6: Training fund (USD 1 000 000)

- The Arab funds are already financing the training for civil servants at the AUB. It responds to the immediate training needs of next recruits and civil servants on the job, in waiting the improvement of NIAD training capacity. This training is focusing on computer use.

Project NIAD 7: ENA's support to NIAD (USD 750 000, 3-year)

- Within the approved 3-year framework agreement between the ENA (French Ecole Nationale d'Administration) and the NIAD, and annual budget of USD 250 000 is secured by France to give support in the field of the improvement of contests, programmes and teaching methods. This agreement includes also study visits, seminars, coming of lecturers in Beirut, training of trainers, and assistance to the library.

The Central Inspection (CIB)

3 12. The Central Inspection Board will receive support mostly for specific training for three different purposes:- (a) Rehabilitation of inspection activities - (b) Improvement of procedures and methods for tenders.- (c) Strengthening of the Directorate of Research and Guidance to enable it to contribute actively to the design and implementation of administrative reform.

Project CIB 1: Computerised Information System (USD 450 000)

- This project is already in progress with an USAID financing (8 PC stations). It will induce new work methods and will enhance CIB activities.

Project CIB 2: Enhancement of CIB activities (USD 450 000)

- Two training programmes in Lebanon and abroad (1-3 months) must be carried out for 50 and 30 inspectors, and 10 and 10 controllers in the field of public administration audit, inspection activities and computer. No TA is required except maybe to prepare a training plan.

The Government Accounting Office (GAO, Court of Audit)

3 13. The priority is the restoration of an auditing capacity of this essential institution. The first steps have already been made with the selection of 10 future auditors. A new building is also needed.

Project GAO 1: Computerised information system (USD 480 000)

- Modern auditing cannot be proceeded without computers. This project is already in progress with USAID financing (8 PC stations)

Project GAO 2: Building construction or rehabilitation and equipment (USD 1 600 000 including 1 450 000 building construction)

- For proper functioning of the GOA a building of about 3 500 sqm is needed. Equipment (copiers, fax, telephone system, 1 vehicle) and furniture are also necessary.

Project GAO 3: Enhancement of the GAO activities (USD 745 000)

- 1 year TA specialist in modern auditing and using computer tools, plus short term missions, documentation and training are of the first importance to allow the GAO to improve and enhance its auditing activities.

Central Disciplinary Board (CDB)

3 14. This structure needs re-activation with only the provision of some equipment and furniture. Training needs have not yet been identified.

Project CDB 1: Computerised information system (USD 50 000)

- In progress with USAID financing (1 PC station)

Project CDB 2: Furniture and equipment (USD 60 000)

- For proper functioning, air conditioning, basic office equipment and furniture are needed to complement what have already been financed by the Government.

Central Administration of Statistics (CAS)

3 15. Statistics are necessary to support economic policy-making. . A specific strategy has been defined for this agency: 1/ Find office space, as a pre-condition (in progress, a building has been found, installation will be, soon possible), 2/ Start training newly recruited high level statisticians abroad (in progress), 3/ Immediately train assistant-statisticians in Lebanon in a in-house training centre with support from local universities (also in progress for some of them) and under the control of the remaining professional statisticians, 4/ Immediately re-start activities with the urgent production of National Accounts and basic indices. The preparation of a Statistics Master Plan is also considered.

Project CAS 1: Rehabilitation of immediate CAS activities (USD 700 000)

- This project is in progress with UNDP support: long term TA, several months of short terms national professionals, training and 10 computers.

Project CAS 2: Training to CAS personnel (USD 590 000)

- Also in progress with European Union financing: long term training of 40 statisticians in Beirut, 6 long term training abroad and small equipment.

Project CAS 3: Enhancement of medium term CAS activities (USD 235 000)

- 1 short term mission is necessary to identify the remaining needs and projects (surveys) to carry out, then a long term high level TA statistician (French Lebanese VSN for example) is required to help the chairman to restart statistics activities. Training to nationals must continue. It will be also necessary to obtain an other network (15 stations).

- Japan also shows interest to support the CAS in the field of training, including long term technical assistance, and training of statisticians in Japan. Training equipment can also be provided.

TAB1.DOC/SFC/GB/0694

**4. BREAKDOWN BY PROJECT
NARP PRIORITY PROGRAMME
(NOVEMBER 1994)**

CIVIL SERVICE BOARD

PROJECT (please refer to project identification)	DONOR'S FINANCING AGREED OR UNDER NEGOTIATION	DONOR'S FINANCING TO NEGOTIATE	TOTAL AMOUNT (USD)
CSB1: REHABILITATION OF BUILDING, FURNITURE, AND EQUIPMENT - Rehabilitation 500 sqm (USD 22 000) - Basic furniture and equipment(USD 91 000) (not including computers financed by USAID)		equipment: Interest of World Bank and Japanese fund USD: 91 000	Building USD 22 000 Equipment USD 91 000
CSB2: REORGANISATION STUDY OF THE DIRECTORATE OF PERSONNEL AFFAIRS - 1 man/months internat. TA (organiser) - 2 man/months national adv. (organiser) - small equipment (2 PC, 1 printer, 1 copier)	France TA financing under final negotiation USD 35 000		USD 35 000
CSB3: IMPROVEMENT OF PERSONNEL MANAGEMENT (Dir. of Personnel Affairs) - 2 years internat. TA (personnel management) - 2 years internat. TA (human resources spec.) - 6 man/months internat. TA (personnel adm.) - 6 man/months internat TA (computer spec.) - 30 man/months short term advisers (USD: 1 419 000) - equipment: 4 PC and 2 printers (in addition of USAID support), scanner, 2 copiers, 1 vehicle, fax and telephone, and other small equipment (USD: 100 000) - Training: personnel management 50 weeks in the country and 30 abroad (USD: 111 500)		Interest of UNDP and/or France Other donors to identify equipment: interest of World Bank and Japanese fund USD 1 630 500	USD 1 630 500
CSB4: ESTABLISHMENT OF A STUDY FUND (Directorate of Personnel Affairs) - Civil servants social security study - Civil servants social affairs - Civil servants retirement system - Other studies (to define) Total: 10 man/months, short term		Donors to identify USD 192 500	USD 192 500

NARP 1

PROJECT (please refer to project identification)	DONOR'S FINANCING AGREED OR UNDER NEGOTIATION	DONOR'S FINANCING TO NEGOTIATE	TOTAL AMOUNT (USD)
CSB 6: CIVIL SERVANTS CENSUS (Directorate of personnel Affairs) Physical census of about 30 000 civil servants and teaching personnel in order to computerise the administrative personnel file - technical assistance - operation provision - equipment Provision fund (estimate, to define)		Donors to identify USD 800 000	USD 800 000
CSB 8: INFORMATION SYSTEM PROJECT Computerisation and network - CSB: 8 PC stations, 1 server - Installation and technical assistance	Agreed, In progress with USAID financing (estimate out of voting system, on the basis of total project : USD 2.200 000) Estimate CSB USD 480 000		USD 480 000
CSB 5: REORGANISATION STUDY OF THE DIRECTORATE OF TRAINING - 1 man/months internat. TA (organiser and training specialist) - 2 man/months national adv. (organiser and training specialist) - small equipment (2 PC, 1 printer, 1 copier)	France TA financing under final negotiation USD 35 000		USD 35 000
TOTAL CSB (without NIAD)	USD 480 000 agreed 70 000 under negot.	USD 2 714 000 to negotiate	USD 3 264 000

Building rehab.
22 000

**NARP 1
NATIONAL INSTITUTE FOR ADMINISTRATION AND DEVELOPMENT**

PROJECT (please refer to project identification)	DONOR'S FINANCING AGREED OR UNDER NEGOTIATION	DONOR'S FINANCING TO NEGOTIATE	TOTAL AMOUNT (USD)
<p>NIAD 1: SUPPORT TO NIAD TRAINING</p> <ul style="list-style-type: none"> - Training of 350 grade 1,2,3 - Training of 10 trainers - Training of administrators and staff - Updating the Library - Furniture - Pedagogical equipment - 8 computer stations <p>-2 years internat. TA, long term (chief of proj.) -2 years internat. TA, long term(training needs) -2 years internat. TA, long term (training evaluation) - short terms missions Internat. or national advisors</p>	<p>USAID funding to be voted by the US congress, part of this budget could be allocated to the AUB</p> <p>USD 3 200 000</p>		<p>USD 3 200 000</p>
<p>NIAD 2: REORGANISATION STUDY OF THE NIAD (structure and personnel)</p> <ul style="list-style-type: none"> - 1 man/months internat. TA (organiser and training specialist) - 2 man/months national adv. (organiser and training specialist) - small equipment (2 PC, 1 printer, 1 copier) 	<p>French financing under final negotiation</p> <p>USD 35 000</p>	/	<p>USD 35 000</p>
<p>NIAD 3: LONG TERM PLAN</p> <p>(in complement with USAID project and subject to the availability of a NIAD building)</p> <ul style="list-style-type: none"> - 2 years internat. TA, long term (training management) - 2 years internat. TA, long term (public management training specialist) - permanents and part time trainers (internat. or national) - training of the staff and trainers 		<p>Interest of UNDP and France, other donors to identify (to re-define existing UNDP project)</p> <p>USD 1 624 000</p>	<p>USD 1 624 000</p>
<p>NIAD 4: IMMEDIATE NIAD EQUIPMENT</p> <p>(in complement with USAID project and subject to the availability of a NIAD Building)</p> <ul style="list-style-type: none"> - Computer equipment (administration and training), 40 stations (USD 160 000) - Audio-visual equipment (USD 10 000) - Office equipment (USD 150 000) - 1 vehicle (USD 20 000) - Books and subscriptions (USD 30 000) - Small equipment, furniture (USD 40 000) - Operation and maintenance (USD 300 000) 	<p>Partial budget to negotiate with France</p>	<p>other donors to identify, financing possible with the World Bank and Japanese fund.</p> <p>USD 710 000</p>	<p>USD 710 000</p>

NARP 1

PROJECT (please refer to project identification)	DONOR'S FINANCING AGREED OR UNDER NEGOTIATION	DONOR'S FINANCING TO NEGOTIATE	TOTAL AMOUNT (USD)
NIAD 5: NIAD BUILDING CONSTRUCTION OR REHABILITATION - 4000 - 5000 sqm needed		French financing (USD 2 000 000) or building allocation under consideration. Cost-sharing possible with the government. total estimate: USD 4 000 000	Building: USD 4 000 000
NIAD 6: TRAINING FUND - Support to civil servants training (NIAD and AUB)	In progress with Arab Funds financing Estimate: USD 1 000 000		USD 1 000 000
NIAD 7: ENA's support to NIAD - Improvement of contests and programmes - Improvement of teaching methods - study visits - seminars - lecturers in Beirut - training of trainers - assistance to the library	financed by France estimate USD 250 000 per year for 3 years USD 750 000		USD 750 000
TOTAL NIAD	USD 1 750 000 agreed 3 235 000 under negotiation	2 334 000 to negotiate	7 319 000

NIAD Building
000

USD 4 000

NARP 1

CENTRAL INSPECTION

PROJECT (please refer to project identification)	DONOR'S FINANCING AGREED OR UNDER NEGOTIATION	DONOR'S FINANCING TO NEGOTIATE	TOTAL AMOUNT (USD)
CIB 1: INFORMATION SYSTEM PROJECT Computerisation and network - CIB: 8 PC stations - installation and technical assistance	In progress with USAID financing (estimate out of voting system, on the basis of total project : USD 2.200 000) Estimate CIB USD 450 000		USD 450 000
CIB 2: ENHANCEMENT OF CIB ACTIVITIES First training program - Training of 50 inspectors in Lebanon and 1 to 3 months abroad (France and USA) - Training of 10 "controllers" in Lebanon and 1 to 3 months abroad (France and USA) Second training program - Training of 30 inspectors in Lebanon and 1 to 3 months abroad (France and USA) - Training of 10 "controllers" in Lebanon and 1 to 3 months abroad (France and USA) (total training estimate USD 250 000) - 5 vehicles first year, 5 vehicles second year (USD 200 000)	New recruits trained with support from Arab funds financing	Interest of France for training, USAID financing to negotiate, other donors to identify Vehicles could be financed by the World Bank or the Japanese fund USD 450 000	USD 450 000
TOTAL CIB	USD 450 000 agreed	USD 450 000	USD 900 000

195

NARP 1

GOVERNMENT ACCOUNTING OFFICE

PROJECT (please refer to project identification)	DONOR'S FINANCING AGREED OR UNDER NEGOTIATION	DONOR'S FINANCING TO NEGOTIATE	TOTAL AMOUNT (USD)
GAO1: INFORMATION SYSTEM PROJECT Computerisation and network - GAO: 8 PC stations, 1 server - Installation and technical assistance	In progress with USAID financing (estimate out of voting system, on the basis of total project : USD 2.200 000) Estimate GAO USD 480 000		USD 480 000
GAO 2: BUILDING CONSTRUCTION OR REHABILITATION AND EQUIPMENT - 3500 sqm (USD 1450 000) - Furniture and equipment (in addition of USAID financing): 2 copiers, fax, telephone, furniture, 1 vehicle, (estimate USD 150 000)		Donor to identify (World Bank and Japanese Fund). Government financing to forecast USD 1 600 000	Building: 1 450 000 Equipment: 150 000 Total: USD 1 600 000
GAO 3: ENHANCEMENT OF THE GAO ACTIVITIES - 1 year internat. TA , long term (specialist in modern auditing techniques and methods using computer tools) - 16 man/months short term advisors - Training in Lebanon and abroad (30 trainees) - Books and subscriptions	Some training already done with Arab and French funds	Interest of France ("Cour des Comptes"), other donors to identify USD 745 000	USD 745 000
TOTAL GAO	USD 480 000 agreed	USD 895 000 to negotiate	USD 1 375 000

GAO building
450 000

USD 1

CENTRAL DISCIPLINARY BOARD

PROJECT (please refer to project identification)	DONOR'S FINANCING AGREED OR UNDER NEGOTIATION	DONOR'S FINANCING TO NEGOTIATE	TOTAL AMOUNT (USD)
CDB 1: INFORMATION SYSTEM PROJECT Computerisation and network - CDB: 1 PC stations and equipment - installation and technical assistance	In progress with USAID financing Estimate CDB USD 50 000		USD 50 000
CDB 2 : FURNITURE AND EQUIPMENT - Air conditioning - basic office equipment and furniture - vehicle		Government budget, or part financing by donor, to identify USD 60 000	USD 60 000
TOTAL CDB	USD 50 000 agreed	USD 60 000 to negotiate	USD 110 000

NARP 1

CENTRAL ADMINISTRATION OF STATISTICS

PROJECT (please refer to project identification)	DONOR'S FINANCING AGREED OR UNDER NEGOTIATION	DONOR'S FINANCING TO NEGOTIATE	TOTAL AMOUNT (USD)
CAS 1: REHABILITATION OF CAS - 14 man/months international TA - 137 man/months national professionals - training - equipment (10 computers, 1 copier)	In progress with UNDP financing USD 700 000		USD 700 000
CAS 2: TRAINING TO CAS PERSONNEL - 2 years in Beirut, 40 statisticians - 6 training abroad 3 years - 2 training in teledetection and equipment	In progress with the European Union financing 500 000 ECU's USD 590 000		USD 590 000
CAS 3: ENHANCEMENT OF IMMEDIATE CAS ACTIVITIES - 1 short term mission to identify the remaining needs and projects - 1 long term internat. TA, French Lebanese VSN - 1 computer network, 15 stations (USD 75 000) - training		Interest of France (with INSEE) and Japan other donors to identify (Equipment financing could be found with the World Bank and the Japanese Fund USD 235 000	USD 235 000
TOTAL CAS	USD 1 290 000 agreed	USD 235 000 to negotiate	USD 1 525 000