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ARLA / FINAL ASSESSMENT

# Assistance to the Rehabilitation of the Lebanese Administration (ARLA)

## FINAL ASSESSMENT

2006

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## List of Abbreviations

AIDCO	EuropeAid Cooperation Office
ARAL	Assistance à la Réhabilitation de l'Administration Libanaise
ARLA	Assistance to the Rehabilitation of the Lebanese Administration
CAS	Central Administration of Statistics
CDR	Council for Reconstruction and Development
CI	Central Inspection
CoA	Court of Audit
CSB/CSC	Civil Service Board/Civil Service Council
DGR&G	Directorate-General for Research and Guidance
EC	European Commission
GoL	Government of Lebanon
IAP	Immediate Action Plan
ICT	Information and Communication Technology
IDU	Institutional Development Unit of the OMSAR
IPA	Institute of Public Administration
LTE	Long Term Expert
MEDAT	Monitoring and Evaluation Database
M&E	Monitoring and Evaluation
MoET	Ministry of Economy and Trade
MoF	Ministry of Finance
MoI&M	Ministry of Interior and Municipalities
MoL	Ministry of Labour
MoPW&T	Ministry of Public Works and Transport
MoSA	Ministry of Social Affairs
MoT	Ministry of Telecommunications
MSC	Management Support Consultancy
NARP	National Administrative Rehabilitation Programme
NEO	National Employment Office
NIAD	National Institute of Administrative Development
NSSF	National Social Security Fund
NTUA	National Technical University of Athens
OMSAR	Office of the Minister for Administrative Reform
PIP	Performance Improvement Planning
PMC	Programme Monitoring Consultancy
PMO	Directorate-General of the Presidency of the Council of Ministers (Prime Minister's Office)
PROMIS	Project Management Information System
STE	Short term Expert
TCU	Technical Cooperation Unit of the OMSAR

## Preamble

### Principal features of the ARLA Programme.

The Financing Agreement (F.A.) for the ARLA programme, between the EC and the Lebanese Government, for a duration of 4 years and financing of 38.000.000 euros by the EC, was signed on 4 August 1998. The contribution of the Beneficiary was 4.200.000 euros. By Addendum No 1 to the F.A., signed on 4 July 2001, the duration was extended to 31 December 2005.

The PMC contract, between the OMSAR and the consulting firm BMB/Arcadis was signed on 30 September 1999 (Duration 3 years; Budget: 5.980.000 euros). Real implementation started in July 2000. On 30 September 2002 the contract was extended by 6 months, i.e. until 31 March 2003. From 1 April 2003 to the end of the ARLA programme on 31 December 2005, the implementation was placed entirely under the responsibility of OMSAR.

On 18 November 2003, Amendment No 2 to the F.A. was signed, by which the financing of investment projects (solid waste management/treatment projects) at various municipalities was authorised and a budget of 10,2 million euros (out of the total Euro 38 million euros) was allocated for this purpose. As foreseen in the Amendment, a "Protocole d'Accord" was signed on 16 December 2003, through which the modalities of undertaking these investment activities were defined. No other activity could be financed by ARLA beyond its ending date of 31 December 2005 except these activities. This project is under the management of OMSAR as also confirmed by an amendment to the Protocol, signed by OMSAR and the EC Delegation in October 2005.

According to Amendment No. 3 to the Financing Agreement, signed on 18 November 2005, the EC contribution to the ARLA budget-Investment to the Municipalities was increased from 10,2 million to 14,2 million euros, by the reduction of other budget items, and by adding the contingencies of the ARLA budget, leaving the total EC contribution at 38 million euros.

In the frame of the 2005 National Financial Plan, a new Financing Agreement between the EC and the Government of Lebanon was formulated, under which the EC would grant 14 million euros, of which 10 million would be assigned to the Presidency of the Council of Ministers "in support of implementation of reforms", and 4 million euros to OMSAR "in support of improving local government" (Municipalities). This new F.A. would be valid until 31 March 2012. The EC Delegation sent the draft F.A. to OMSAR for comments on 14 November 2005. No details were disclosed to the Monitors during the monitoring mission in late December 2005. It has to be noted that the T.o.R attached to this draft F.A. were referring only to the municipalities' component.

### X Objectives and plan of work of final assessment

The final assessment was elaborated in line with the provisions of the ARLA Contract LBN/97-4100/IB/97/0687-2 "Technical assistance for the monitoring and evaluation of the project: Assistance to the Rehabilitation of the Lebanese Administration (ARLA)". Following the 10<sup>th</sup> monitoring mission to Lebanon, the elaboration started on 26 December 2005 and was completed on 28 February 2006. The assessment team comprised the two Core Experts in M&E, and the Project Director / Evaluation Expert.

The assessment is based on: (a) the documentation available on the ARLA Programme and the PMC Contract; (b) the interviews implemented in the framework of 10 M&E missions to Lebanon and the findings, conclusions and suggestions presented in all M&E reports, briefing notes and special reports; (c) the meetings of the M&E Team with all actors involved in the management of ARLA. The assessment was elaborated on the basis of the Project Cycle Management methods and in line with the Framework for Analysis included in the ARLA M&E Contract. It should be stated that the ARLA basic documents currently available, i.e. the Financing Agreement, the Contract of the PMC, the PMC work plans and the Workplan 2003-2005 do not provide, strictly speaking, a solid reference for the monitoring and evaluation of the ARLA Programme. The Project Synopsis in Annex 2 of this report is the revised one, as developed by the PMC Consultants in 2002, to which the activity of investing in solid waste management was added at a later stage.

It should be stated here that the external M&E contract (between the EC Delegation and the National Technical University of Athens (NTUA) was amended on 23/07/2003: a) The contract was extended by 3 years, to end December 2005 and b) The missions of the monitors to Beirut were reduced from four a year (quarterly) to one a year. The 8<sup>th</sup> mission (for 2003) was carried out in January 2004, the 9<sup>th</sup> mission (for 2004) in January 2005, and the 10<sup>th</sup> (last) mission in December 2005. The findings of this last mission have been incorporated in this "final assessment" report.

# 1. Summary

## 1.1 Summary of findings

The ARLA was identified as a response to concrete needs of the Government for assistance in the implementation of the National Administrative Rehabilitation Programme (NARP). Its content, addressing rehabilitation/reform through a uniform and coordinated approach, was coherent. However, the willingness of the Lebanese administration for changes and its capacity to absorb technical assistance were not assessed to the required extent. Furthermore, the scope of the work was enormous and the design of its implementation was, timewise, too optimistic.

During the whole life of ARLA the GoL continued to maintain an interest in the transformation of the public administration but there was still no overall plan for administrative reform confirming the dedication of the GoL to this target. The Strategy Paper, produced by PMC/OMSAR to serve this purpose, although approved in principle by the GoL, was not transformed into a concrete plan for reform and/or modernisation.

In spite of the varying over time support of the Government, which changed 3 times during ARLA's life, the executive power of OMSAR was institutionally very limited to allow it to carry out successfully its coordinator-moderator-promoter tasks. Under these conditions OMSAR was continuously coping to succeed in this function, while there was not much room for the PMC to actively support these tasks.

The overall Programme organisation, set in the Financing Agreement, was appropriate in legal and institutional terms, but rather complex and heavy to support the implementation of a flexible Programme. A framework of clear, simple and quick procedures, governing the ARLA organization and implementation was missing. OMSAR and PMC were using their individual tools and procedures. The need for repeated and intensive involvement of the EC Delegation in the process revealed the absence of a clear and efficient set-up for project management.

In terms of planning of activities, there was no agreed document setting the overall work plan, time schedule, milestones and expected outputs. The third version of the Inception Report was approved only partly, in December 2000. The PMC yearly work plans were too detailed, but not coherent and not leading consistently to the achievement of concrete results. Furthermore, they were too optimistic in terms of quantities, and were never fully implemented. The same is true of the Workplan for the period 2003-2005, which was elaborated and agreed after the end of the PMC contract. The implementation of ARLA slipped, eventually, towards a bottom-up approach, characterized more by a segmental upgrade of structures and institutions than by reform initiatives based on a concrete, overall strategy and plan.

In late 2002 / early 2003 a total of 9 MSCs were anticipated having a total budget in the range of 18-20 million euros. Finally only 5 MSCs have been implemented with various degrees of success. The total budget of the implemented MSCs (and IAPs) amounted to approximately 12,8 million euros or 58% of the initial ARLA budget (21,8 million euros) for technical assistance, besides the budget of the PMC contract.

In view of the slow absorption of the ARLA budget and the lengthy and not always fruitful process of deciding and launching the individual Technical Assistance projects (MSCs) a decision was made in late 2003 to allow investment in Solid Waste Management projects for the Lebanese Municipalities in order to cover their immediate needs in this field. This move could be considered as a side contribution to the development of good practices of the Local Administration, acting in parallel with the implementation of the MSC for Local Development.

In any case, the final results of the whole ARLA Programme were too meager in relation to the overall expenditure.

The synthesis of the PMC Team was continuously evolving and the Team was never complete. The PMC team comprised a number of very good units, who proved their experience, professionalism and ability to understand quickly the environment and cooperate efficiently with their counterparts (e.g. Team Leader, Procurement, IT, PIP and Simplification Experts). However, the procedure for the identification, selection and mobilization of experts, provided for in the ARLA set-up, was complex and its efficiency was very low. The impact of this was particularly serious on the mobilization of STEs and on the timeliness and quality of their respective activities and results. As known, the negotiations for contract extension with BMB (the PMC contractor) were continuing till very near the end of March 2003 but they eventually failed. Taking into account the achieved results at the end of the ARLA Programme, the Monitors are of the opinion that ARLA would have benefited from a continuation of Technical Assistance of eventually 2 key International Experts (BMB or other), by using part of the remaining PMC budget at the end of March 2003 (approximately 1,3 million euros). This was also, at the time, the opinion of several members of the OMSAR management.

In terms of internal monitoring, the MEDAT system was designed but never implemented. The substantially diluted after 2002 external monitoring and evaluation function was acknowledged as important and necessary, although its impact was not obviously visible in the ARLA overall performance.

As a result of the above, effectiveness was negatively affected in several areas of the ARLA interventions. It was very poor in many cases, especially where the target was the promulgation of a new law or the creation of a new Public Entity. The extent of achieving results in the Ministries and Core Agencies varied, depending on the relative position of each one of them in the GoL, its ability to visualise the necessity for restructuring and

modernization, its receptiveness, the performance of the OMSAR in its mediator and facilitator role and the degree of cooperation with the PMC and OMSAR.

Limited impact can be identified at the end of ARLA on real reform or modernization of the public sector. It can be said that the overall ARLA objective (i.e. the rehabilitation and improved performance of the Lebanese Public Administration) was not reached. Impact would be substantially improved if the new Lebanese Government proceeds with drastic interventions in the public administration sector and applies some of the outputs of the ARLA Programme. To this end, using part of the additional 10 million euros foreseen "in support of implementation of reforms" in the new Financing Agreement in the frame of the 2005 National Financial Plan could help. It can, also, be expected that impact will be improved to some extent through the continuation of the solid waste management activity and the additional intervention of OMSAR in the municipalities, as foreseen in the new 2005 Financing Agreement. Thus the visibility and credibility of the ARLA programme and of the EU would be enhanced.

The sustainability of ARLA's work and results depends mainly on the strategy and the eventual plans of the present and future GoL with respect to administrative development and reform, the future position of the OMSAR in the Governmental structure and the degree to which the OMSAR experts will be involved. This position is not clearly known at the closure of ARLA. A serious drawback in this respect is the fact that several of the very capable and experienced members of the contracted OMSAR staff are leaving at the end of their contract, while several of them had already left before the end of ARLA. It has, also, to be stressed that during the life of ARLA the Minister of State for Administrative Reform changed 4 times, while OMSAR's mandate and position in the Lebanese Government remained the same. In conclusion, at the end of ARLA, sustainability is considered weak and uncertain.

In summary, the Evaluators' opinion is that the process of administrative reform is inherently slow and difficult, because of the changing external conditions, the system's rigidity and resistance to change, and the relative importance given and the priorities set by each government. This is true for every country and it is much more true for Lebanon, where specific conditions affect the Government's decisions and modernisation programme (Post civil war period, presence and influence of regional powers, internal sources of unrest especially in the South, obligation for representation in the public administration of the various ethnic and religion groups, sharing of the top posts of the political system, also on the basis of these groups etc.)

The idea of introducing drastic changes, like the promulgation of new Laws, the establishment of Regulatory Authorities or the Mediator for Child and Republic, and other similar elements of modern and sound governance, takes time to become mature, while the innovative concept of assessing the performance of civil servants in the purpose of proper remuneration and promotion could be impeded by the constitutional mandate for the representation of the above groups.

Under these conditions, the period of 6 years of implementation of the ARLA programme was, eventually, not adequate.

For such a broad and highly political programme, eventually, the establishment of a top level Programme Steering Committee, presided, ideally, by the Prime Minister or his Deputy, could more properly guide the activities and lead to some more results.

The achieved results and impact (strictly speaking) barely justify the cost of approximately 24 million euros spent for the administrative reform/rehabilitation. Nevertheless, it has to be recognised that, at least, the level of identification of needs and search for respective measures and the awareness of the local actors about the necessity of the changes have been enhanced.

Several ARLA projects and sub-projects reached practically very close to their final target (Draft laws, rehabilitation procedures, definition of the necessary technical tools etc). Now it is up to the GoL. to decide for their completion and the implementation of their results; this will require mainly political will and only limited additional financing.

Detailed Conclusions are presented in Chapter 9 and Lessons Learnt in Chapter 10 of this report.

## 1.2. Summary of conclusions

Project Preparation and Design:	a	b	(c)	d	e
Relevance:	a	b	(c)	d	e
Efficiency:	a	b	c	(d)	e
Effectiveness:	a	b	c	(d)	e
Impact:	a	b	c	(d)	e
Sustainability/ Replicability:	a	b	c	(d)	e

Note: a= above expectations, exemplary lessons to be learned; b= good; c= standard or generally adequate with some good aspects; d=problems or poor results; e=very poor

## 2. Project Preparation and Design

### 2.1 Assessment of identification and formulation process

In 1995, four years after the end of the civil war, the Lebanese Government completed a survey to assess the basic administrative needs of 6 core administrative institutions, 24 ministries and 12 autonomous agencies. The outcome of this assessment of the most urgent rehabilitation needs among these institutions was the National Administrative Rehabilitation Programme (NARP). The NARP aimed at being the major instrument of the Government to alleviate the devastating consequences of civil war on the Administration. To cope with it, the Government set up the Office of the Minister of State for Administrative Reform (OMSAR) and assigned to it the responsibility to run the NARP. The above assessment work was carried out by a team of Lebanese and foreign consultants, under the aegis of the Minister of State for Administrative Reform. The analysis of the institutions' needs covered three main areas: physical rehabilitation (restoration of general working conditions), human resources development (training) and advisory services (capacity building). The specific objectives of the NARP were to enable the public institutions to carry out their essential functions, through actions addressed to the institutions with a view to:

- Rehabilitating their capacity to carry out studies, planning, formulating policies and managing projects;
- Providing basic equipment and restoring working conditions (excluding building rehabilitation);
- Developing and upgrading personnel, through training, supporting new recruitment, reorganising structures and procedures and supporting these activities through related technical assistance and advisory services;
- Carrying out basic policy studies, surveys and developing master plans and MIS-designs;
- Improving the responsiveness of the administration to public needs;
- Improving the government system, by activating control agencies and modernising the regulatory/procedural framework.

The NARP budget was estimated at around 100 million USD. Many donors participated in financing the Programme: EU (41,75%), World Bank (22%), Arab Fund for Social & Economic Development (22%), other (14,25%).

The ARLA Programme, funded through the EU MEDA Programme, was the EU contribution to the NARP. The design of the ARLA provided for the implementation of a group of projects:

1. a project (contract), namely the Programme Monitoring Consultancy (PMC), to assist OMSAR in the design of interventions (MSCs) in public administration institutions and provide focused technical assistance to some core administrative agencies;
2. a series of projects (contracts), namely the Management Support Consultancies (MSCs), offering technical assistance to specific recipient institutions (Ministries, Core Agencies, Utilities, etc.). The PMC was to facilitate and support the involved parties with their implementation.

### 2.2 Assessment of coherence and realism

The design and formulation of the Programme/projects were coherent in general, in the sense that the Programme addressed the rehabilitation/reform of the public administration through a uniform and coordinated approach, based on the overall strategy of the Lebanese Government as reflected in the NARP. The concept, objectives, expected results and foreseen activities of the Programme and of the projects through which it was to be implemented were clearly illustrated in the Logical Framework Matrices of the ARLA and of the PMC. Adequate indicators of achievement were set and respective sources of verification presented. Also, a number of clear assumptions were made with reference to both external and internal factors, which could affect this achievement.

The main changes refer to the Ministry of Education which, being assisted by other donors, was excluded following a request of the GoL, the inclusion of the National Employment Office under the MoL and the changes of the portfolio or status of some Ministries and Agencies (e.g. MoI&M)

### 3.3 The ARLA Indicative Programming and Overall Objectives within the above Context

The design of the ARLA Indicative Programme was based on a demand-driven approach based on the NARP. However, in the course of implementation, NARP activities somehow moved away from the original design for a number of reasons. The GoL continued to maintain its interest in the transformation of the public administration but there was no overall plan for administrative reform confirming the dedication of the GoL to this target. The Strategy Paper, produced by PMC/OMSAR to serve this purpose, although approved in principle by the GoL, was not transformed into a concrete plan for reform and/or modernisation. The implementation of ARLA slipped towards a bottom-up approach, characterized more by a segmental upgrade of structures and institutions than by reform initiatives based on a concrete, overall strategy and plan.

### 3.4 The Solid Waste Management Investment Component

In view of the slow absorption of the ARLA budget, as a result of a certain rigidity to administrative change, and the lengthy and not always fruitful process of deciding and launching the MSCs (the main tool for providing Technical Assistance), a decision was made in late 2003 to allow investment in Solid Waste Management projects for the Lebanese Municipalities in order to cover their immediate needs in this field. This move was criticised by OMSAR officials as not being relevant to an administration reform, being out of OMSAR's mandate, while OMSAR's human resources were not in a position to add any real value, except overall management. This activity could be considered as a side contribution to the development of and an exercise in the good practices of the Local Administration, acting in parallel with the implementation of the MSC for Local Development. The new activity was received with great interest by the newly elected Local officials (Mayors of Municipalities) and is expected to contribute to the improvement of living conditions of the benefiting population.



## 4. Efficiency

### 4.1 Means and Costs

- Efficiency of the implementation of the activities to yield the results

#### *Approach to Operations*

During the implementation of the PMC project, the approach to the organization and implementation of the activities was not clearly and jointly set by OMSAR and PMC. For a long period, the attitude of the parties was to present and protect their own work and results, even at the expense of the image of the other stakeholders. The actors involved in the operations were carrying out their part of work and waiting for the reaction/input of the other parties. After the end of the PMC contract, operational approach by the OMSAR was closely followed by the EC Delegation.

#### *Adequacy in selection and use of Personnel and Expertise*

The synthesis of the PMC Team was continuously evolving and the Team was never complete. The history and the reasons for this were presented and commented upon in the monitoring reports of the ARLA M&E Team. The PMC team comprised a number of very good units, who proved their experience, professionalism and ability to understand quickly the environment and cooperate efficiently with their counterparts (e.g. Team Leader, Procurement, IT, PIP and Simplification Experts). However, the process for the identification, selection and mobilization of experts, provided for in the ARLA set-up, was complex and its efficiency was very low. The impact of this was particularly serious on the mobilization of STEs and on the timeliness and quality of their respective activities and results.

In the course of the first years of the PMC contract it was found that there was a need for a Project Management Long Term Expert in order to assist the Project Team Leader, who was the Chief Public Administration Expert. This need was going to be stronger in view of the upcoming period for launching the MSCs. In mid-May 2002, an International expert was recruited, and his beneficial contribution was more than evident. Unfortunately, the Project Management expert left the project even before the end of the PMC contract.

As known, the negotiations for contract extension with BMB were continuing till very close to the end of March 2003 but they eventually failed. Taking into account the achieved results at the end of the ARLA Programme, the Monitors are of the opinion that ARLA would have benefited from a continuation of Technical Assistance of eventually 2 key International Experts (BMB or other), by using part of the remaining budget at the end March 2003 PMC (approximately 1,3 million euros). This was also, at the time, the opinion of several members of the OMSAR management.

Similar deficiencies were identified also in the OMSAR team, related to the vacancies in the project team, to the nature and extent of the involvement of the OMSAR experts in the activities of their PMC counterparts and to the structure and modus operandi of the OMSAR and its two units.

#### *Performance and efficiency of implementation of activities*

In view of the lack, for a long time, of a concrete action plan and directions from the side of the GoL and given the lack of a common approach of the OMSAR and the PMC, the ARLA addressed most of its designated beneficiaries in a scattered way. In fact, the effort was to proceed with the implementation of as many as possible individual activities, which were either identified initially or proposed in the PMC annual Work Plans. As was only natural, the achieved performance and efficiency varied from activity to activity but it was generally very low.

A summary of the findings of the 10<sup>th</sup> monitoring mission is given below for each beneficiary institution. The very few successful activities led the evaluators to give a mark (d, poor) for the efficiency criterion.

Horizontal activities such as PIP in the various Core Agencies and Line Ministries were affected negatively. At the Directorate of Revenues (Ministry of Finance), nothing happened in 2005. The project is considered by OMSAR as "completed";

- At the Housing Institute, the mobile computerized archiving system was completed satisfactorily. For the Transaction and Workflow Management System (budget 50.000), 3 bids were received but only two of them met the specifications. The tender was cancelled. At the same Institute there was also a PIP project for the supply and installation of computer systems (budget 38.000); only two bids were received and they were both higher than the budget; also, the cost of the hardware was higher than the ceiling for the open tender procedure. This tender was also cancelled.
- At the Ministry of Environment, the number of bill boards ordered remained the same (300); all other deliverables were delivered on 24 December 2005 including the shooting of a second film; there were thus two films, with regular posters. This project is therefore considered as completed satisfactorily.
- At the Electricité du Liban, the software was tested satisfactorily in April 2005 (instead of February 2005) but the important decisions, which should have been taken by the Board of Directors were in fact NOT taken. The project never became operational and the monitors consider that this project has failed.
- At the Ministry of Tourism, the plan shifted to Terms of Reference for a study on Local Tourism Development, which study was completed in December 2005 and the Ministry was very satisfied. As regards the

international consultancy, it was carried out by a consultant under a Framework Contract with the EC Delegation. The consultant's mission ended on 30 October 2005 and his report (considered satisfactory by OMSAR) was sent to the EC Delegation, whose approval is awaited. This project is therefore considered as completed satisfactorily.

- e) At the Lebanese University, nothing happened in 2005 and the project was dropped.
- f) At the Ministry of Health, a Framework Contract was signed with the EC Delegation for "updating the current systems and processes" but it was discovered that the local expert was an employee of the Ministry and the contract was therefore cancelled (budget 100.000). As regards the Transaction Workflow System, a contract was signed under the "local negotiated procedure" and it was completed satisfactorily in December 2005. Also, supplies for this computer system were contracted under a separate contract (local open tender procedure); OMSAR reported that the contract was being executed well and delivery would certainly take place before the closing date of ARLA. This activity is therefore considered by the monitors as having been concluded (without comment as to quality).

For the same Ministry a project was planned for the supply and installation of computer equipment and off-the-shelf software packages (budget 17.000). Only two bids were received and they were both higher than the budget. The tender was therefore cancelled.

- g) At the Water Authority of Barouk, the project was completed but NOT to OMSAR's satisfaction. There were problems connected with the recent merger of the Water Authority with the W.A. of Beirut, the new Water Authority now known as the Water Authority of Mount Lebanon and Beirut. The monitors consider that this project has failed, at least partly.
- h) At the Ministry of Social Affairs, a contract was awarded under the "framework contract procedure" for a study and proposals for rural development. The mission of the international expert ended on 28 October 2005 and the training of the Ministry staff ended on 02 December 2005 (56 staff members trained in training sessions of 4 days each. The draft report was considered by OMSAR "satisfactory" and approval of the final report was awaited from the EC Delegation.

The only other project planned for this Ministry concerned the establishment of a database for the rural development projects. This was cancelled because it would have ended in June 2006. The cancellation took place before the elaboration of the ToR.

Overall, the evaluators ascertained that there was a lack of adequate experience in procurement procedures and activities.

Another "horizontal" activity with low efficiency was the Training of Civil Servants (Activity 3 of the Work Plan 2003-2005): In 2005 two courses were completed satisfactorily (one in "Project Management" and one in "Communication Skills"). There were 635 participants and certificates were distributed to all. A third course was also completed in December 2005 (during the monitors' visit) but only with 6 topics as against 9 originally planned). The Terms of Reference for all these courses were prepared by OMSAR in early 2004 but they were approved in 2005 (i.e. with a delay of one year). As expected, the original training programme was too heavy and the monitors' fear that it could not all be completed before the end of ARLA unfortunately came true.

Activity on the development of a Training Strategy started very late (after the mid-term review) as both the PMC and OMSAR were awaiting the arrival on site of the LT training expert. Furthermore, the main ARLA counterpart for training aspects, i.e. the NIAD, was transformed to the IPA, which never became operational up to end of ARLA. Some individual training initiatives were taken by OMSAR, mainly within OMSAR, but there was confusion with respect to the perception of "training initiatives" and "awareness/promotion initiatives" (e.g. the Inter-Ministerial conferences are under "training", while in reality they appear to be more an awareness/promotion initiative).

The most glaring cases of complete inactivity were three highly politically sensitive "projects" included in the global Work Plan for 2003-2005, namely (a) Fighting Corruption, (b) Civil Society and (c) Establishing of the Mediator Institution-Child and Republic (Activities 5, 6 and 7 respectively of the global Work Plan 2003-2005). These 3 "projects" were not even initiated by the closure of ARLA.

The interventions (MSCs) defined and initially agreed with the Ministries aimed, with few exceptions, mainly at supporting them to address urgent and/or specific needs for key institutional changes and for modernisation of their work and procedures.

As initially planned, besides the approximately 6 million euros of the PMC/BMB contract, another 22 million euros (or 60%) of the ARLA budget was allocated to the provision of technical assistance to the various individual beneficiaries through the MSCs (and the IAPs). Unfortunately, this tool has not been sufficiently utilised.

In late 2002 / early 2003 a total of 9 MSCs were anticipated having a total budget in the range of 18-20 million euros. The first two MSCs started only in this period (MSC-Ministry of Telecom: signed on 18 December 2002; MSC-Ministry of Labour: signed on 2 January 2003) i.e. approximately 4,5 years after the signing of the F.A; also 3,5 years after the signing of the PMC contract and only a couple of months before its end.

Subsequently the MSCs for the Ministries of Transport/Land and Maritime, the Ministry of Municipalities, the Ministry of Justice and the Ministry of Finance started. The duration of each one of them was necessarily designed so as to end by the end of 2005, i.e. the end of the ARLA Programme. The MSC for the Ministry of

Finance signed in early March 2004 was terminated in July 2004 and replaced by two individual consulting activities in "Human Resources Development" and "Communication". The tender for the MSC for the Ministry of Transport/Civil Aviation Authority failed twice, due to the lack of interest of European consultants, and was finally cancelled.

At the start of each MSC, OMSAR did not assign MSC's Task Managers and its involvement was practically restricted to the participation in the respective Steering Committees, while almost all MSC Beneficiaries were lacking project management capacity. OMSAR's intervention was based only on its own human resources, given that the PMC contract had not been extended beyond March 2003. OMSAR's TCU was practically not involved in the follow-up of project implementation.

Finally only 5 MSCs have been implemented with various degrees of success (see sub-section 5.1). The total budget of the implemented MSCs (and IAPs) amounted to approximately 12,8 million euros or 58% of the initial budget (21,8 million euros) for technical assistance, besides the budget of the PMC contract.

It has to be underlined that most of the Local Project Managers of the MSC Consulting Contracts have been remarkably capable and had a substantial contribution to the implementation of the MSCs.

In the area of procurement and contract management, the PMC experts were working since the beginning together with their OMSAR/TCU counterparts as one team. The performance of this team was very good; the transfer of know-how (particularly on EC regulations and procedures) and the capacity built in the OMSAR/TCU were evident. The procedure for tendering and procurement was prepared in time, was detailed and of good quality.

Unfortunately, at the end of 2002 the OMSAR Senior Procurement Officer/Team Leader resigned, while the International Procurement and Contract Management Expert left at the end of the PMC contract. This happened in a period during which only 2 MSC contracts were on-going, while several equipment procurement tenders had to be launched. OMSAR regained pace but, finally, several tenders were not launched or failed, while others were not completed by the end of the ARLA Programme. In the last year of ARLA the Financing and Contracts section of the Delegation was, eventually, somehow overloaded by the accumulation of work in the final period of ARLA.

#### 4.2 Organisation, Management, Monitoring

- General organization set-up

The overall set-up for the organization of the ARLA is set in the Financing Agreement. The actors involved were:

1. The OMSAR, responsible for the overall management and coordination of the ARLA, and contracting authority for the ARLA projects;
2. The EC Delegation in Lebanon, responsible for the management of the ARLA implementation from the side of the EC;
3. The Council for Development and Reconstruction (CDR), responsible for ensuring the functions of the Partnership and Cooperation Agreement related to the implementation of the technical and financial cooperation through the MEDA Programme;
4. The EuropeAid Cooperation Office (AIDCO), responsible for the supervision of the ARLA Programme from the side of the European Commission;
5. The PMC Contractor, responsible for the implementation of the PMC contract and for the design and support in implementation of the ARLA interventions to other beneficiaries;
6. The MSCs Contractors, responsible for the implementation of the ARLA interventions in beneficiary institutions;
7. The beneficiary institutions (Core Agencies and Line Ministries), responsible to provide input, support and facilitation in the identification and implementation of the initiatives addressing them;
8. The independent ARLA Monitoring and Evaluation Team, responsible for the external M&E of the ARLA.

The Financing Agreement focused on the overall financial aspects of the ARLA implementation, based on a general set of technical and administrative terms and provisions. The roles and responsibilities of the stakeholders in the ARLA management and supervision were defined rather broadly, while the modalities of the implementation of the programme were not established in detail or adequate accuracy. To serve this purpose, the Agreement provided for the signature of a Protocol Agreement by the EC Delegation, the OMSAR and the CDR, based on a Procedures Manual to be issued by the PMC. The Procedures Manual was never issued up to the end of the PMC contract.

#### *Programme-specific organizational framework*

The OMSAR was the actor primarily responsible for the management of ARLA and for the triggering and making of decisions. Although formally the responsibility for the management of the PMC contract and supervision of the project from the side of the contracting authority was clearly allocated, the situation with respect to the day-to-day management and supervision resulted in a lack of a clear management system from the side of OMSAR: The Institutional Development Unit (IDU) and the Technical Cooperation Unit (TCU) were acting for long as two individual, separate entities towards the ARLA and in particular the PMC. This situation, combined with a rather bureaucratic approach to the communication/cooperation between the OMSAR and the PMC but also between

the OMSAR/PMC and the ARLA beneficiaries and stakeholders, impacted negatively on the coordination and optimization of the project activities, created confusion in the PMC and increased the delays.

The involvement of the EC was, by design of the ARLA set-up, of a supervisory and approving nature rather than of a purely managerial nature. However, the EC Delegation intervened strongly in the management of ARLA during the last period of the PMC contract and, also, during the immediate period after it.

- Plan of operations and timetable – Phasing of activities

At the time of the PMC Contract signature it was expected and foreseen that during the 3-month Inception Phase the overall ARLA strategy would be adjusted to the prevailing needs of the Lebanese Public Administration, a concrete set of appropriate interventions and activities would be agreed upon, based on the joint work of PMC and OMSAR on the review of the needs of the expected beneficiaries and these results would be presented in the Inception Report (IR). The IR, approved and signed by the OMSAR and the EC, would then serve as the basis for the implementation of the PMC Contract and of the ARLA Programme as a whole. Following the extension by 6 months of the Inception Phase and after issuing three versions of the Inception Report, there was still no approval: the third version of the IR, issued in December 2000, was not denied approval but in view of the problems and delays, it was eventually decided to disconnect the planning of operations and the phasing of the activities from the IR and to agree upon yearly work plans.

The planning of activities could be elaborated in line with the initial ARLA scope and objectives, taking into account the content of the (approved by the GoL only in principle) Strategy Paper. However, this was not the case. The workplans presented by the PMC were too detailed, but not coherent in terms of grouping and describing the activities and interventions so as to lead consistently to the achievement of concrete results and objectives of the ARLA. The ARLA M&E Team identified the necessity for a coordinating function in this task and proposed a system for the implementation and coordination of the planning. Such a system was put in place, but the improvement was very limited, since other problems had more impact on it.

In June 2002-early July 2002, a Draft Activity Plan/Framework of future ARLA Interventions (FFAI) was elaborated jointly by the OMSAR/PMC experts; it was based on the document "Strategy for the Reform and Development of the Public Administration in Lebanon", which was approved by the Council of Ministers in September 2001. It was focused, as per instructions from the EC Delegation, on a limited number of areas of interventions and a number of feasible activities, which did not require decisions at high political level, to be implemented in the period from October 2002 to the end of the ARLA Programme (end 2005). The Plan was conceived as a first approach open for comments by the main stakeholders before proceeding to the development of an operational work-plan. The FFAI was submitted to the Delegation on 18 July 2002 by the OMSAR Minister with the remark that it had to be reviewed more carefully by all stakeholders, including himself.

The Delegation answered on 4 November 2002 with a series of comments on the content of the FFAI and proposed that the revised FFAI be considered as a Global Work-Plan. Besides, it urged OMSAR to clarify and define the responsibilities of the IDU and the TCU and ensure the mobilisation of their experts and the coordination of their activities related to the ARLA Project by an Executive Director, in parallel with the ARLA Programme Coordinator. It was also suggested by the Delegation that the OMSAR intervene in the preparation and follow-up of the various MSCs and IAPs by competent experts. The Minister OMSAR appointed the ARLA Executive Manager on 23 November 2002. The revised FFAI, including on-going activities from the Workplan January–September 2003, the future ARLA activities in 4 clusters and the principles (modalities) for ARLA management, was submitted by the OMSAR to the Delegation only on 6 February 2003.

Finally, a Work-Plan, dated October 2003, for the period November 2003-December 2005 was elaborated following a letter of the EC Delegation, dated 7<sup>th</sup> July 2003. This Work-Plan, which replaced the FFAI, was approved by the EC Delegation on 5 December 2003. It was composed of 8 sections and its execution was entrusted entirely to OMSAR, in view of the fact that the PMC contract had not been extended beyond the end of March 2003.

- Financial management / budgeting systems

The main tools used for the budgeting and financing of the ARLA interventions and activities were the Yearly Workplans of PMC and the MSCs' approved ToR, while there was also a Local Bank Account for the financing of urgent or specific activities (IAPs). In view of the absence of an overall workplan for the ARLA, the part of this system referring to the PMC Workplans and the MSCs ToR was appropriate in theory, but became inefficient in practical terms of financial management due to the long delays in the approval of these documents. Also, the IAPs were meant to implement "Immediate Actions" (hence their name). Therefore, to be efficient, they should be budgeted and contracted very quickly, which was never the case during the whole duration of ARLA. Finally, the efficient flow of financing through the Local Account required the timely setting of the list of activities to be financed, with justification of these activities in the framework of the ARLA results, as well as prompt approval of this budgeting. This having not been the case to the end of ARLA, the Local Account had a very low efficiency of use.

- Internal monitoring arrangements

The ARLA monitoring system (MEDAT) was designed by the PMC and was being implemented for some time. The design was satisfactory (even too sophisticated in some parts, but with some shortcomings in practical information required by the OMSAR) and could have formed the basis for its further development in order to highlight in time any delays or problems in implementation. However, a number of issues remained unclear, they were never dealt with adequately by anybody and eventually MEDAT was abandoned.

- **Coordination with other donors**

A first attempt to organise a workshop for the initiation of the coordination of donors working on Public Administration rehabilitation and reform was not received positively by the donors. Recognizing the importance of donors' coordination, the PMC Team had (in the Workplan July 2000 – June 2001) a specific activity for donors' coordination, including the creation of a database of donors' projects and reports. However, apart from a number of presentations, activity in this area was drastically limited by the mandate of OMSAR.

- **Institutional capacities and culture, Operational-type accompanying measures taken by Government**

The position of the OMSAR in the Lebanese Government structure and its mandate within the Lebanese Public Administration does not provide it with the institutional capacity to proceed alone, without addressing the Cabinet of Ministers, in major changes towards the development, modernization and reform of the public administration. Consequently, consultations with the Council of Ministers and with the Prime Minister and the support and facilitation from the side of the GoL were necessary in almost every step of the ARLA implementation. This problem could have been solved through a number of accompanying measures taken by the GoL. However, such measures were never taken.

#### **4.3 Intervention Methods**

The overall approach for the implementation of the programme and of the PMC project has been based on exchange of papers and non-papers. Contrary to the concept of the ARLA design that the OMSAR and the PMC would work as one team (i.e. the PMC would be a supporting unit within the OMSAR), the approach of the actors was rather passive. The understanding of the actors on-site was to focus on their own obligations, as perceived by themselves or through the interpretation of the existing official documents, which were in their vast majority of a bilateral nature.

- **Identification, formulation and updating of interventions and activities**

OMSAR was receiving from time to time various requests and suggestions from the other Public Administration institutions. The effort to prioritise and match them with the ARLA overall concept resulted sometimes, in early and crucial stages of the ARLA implementation, in contradictions. The PMC defined and formulated project activities and interventions in line with the ARLA scope and workplans. However, as these proposals followed the process of being commented upon and approved by the Beneficiaries, they were subjected to modifications so as to address urgent needs and priorities of the beneficiaries or to further / complete activities of other projects and donors.

- **Operations – implementation of interventions and activities**

The concept of "pairs" of long-term EU and OMSAR experts working together on the various activities and components was, by ARLA design, essential for the achievement of the expected results in terms of upgrading the OMSAR capacity to plan, program and manage programmes and projects. It took considerable time (as well as the bright paradigm of the Procurement and Contract Management component) for the OMSAR and the PMC to put effectively in practice this concept, the reasons relating to the problems within the PMC Team and its continuous change as well as to the physical isolation of the teams of OMSAR and PMC. When these problems were addressed and (partially) solved, the situation improved, without however reaching the desired level.

- **Degree of involvement of beneficiaries in programme-initiated activities**

Generally, the designated beneficiary institutions reacted positively to the receipt of assistance through the ARLA Programme. They responded well to the needs for co-operation with the ARLA and had assigned to the project qualified staff at adequately high-level positions. Nevertheless, difficulties were not absent, mainly related to the availability of the beneficiaries' experts in connection with their everyday duties and the lack with some beneficiaries of an appropriate number of staff with the required expertise in some fields (e.g. ICT).

#### **4.4 Monitoring and Evaluation**

The EC put in place, through an ARLA contract, an external Monitoring and Evaluation function, to provide an analytical assessment of the ARLA projects' management and the counterparts. The objective of the Monitoring function was to allow all parties involved in ARLA to make necessary relevant adjustments early enough in order to ensure that the ARLA remained on course to reach its objectives, as well as to facilitate the mediation between the parties involved. The outputs of the M&E comprised: (a) regular quarterly monitoring reports providing an "early warning" and indicating the degree of likeliness to achieve the set objectives; (b) a mid-term review making a point on the situation at a critical moment in time; (c) a final assessment report focusing on lessons learned, sustainability and possible replicability, i.e. the present final evaluation. The M&E activity started some time after the completion of the extended Inception Phase of the PMC contract, although the "inception problems" had not

been overcome. All actors involved in the ARLA implementation had welcomed the M&E function and facilitated its implementation, thus there were no problems in the preparation and implementation of the M&E activities. Also, in view of the progress and performance (or lack thereof) of the ARLA implementation, the needs of the actors for consultation, review of technical outputs and hands-on assistance by the M&E Team had increased. This situation resulted in the M&E reports being more than an "early warning". The M&E Team managed to answer in time all the requests of the ARLA actors for further consultation and hands-on assistance and the feedback received was positive. Unfortunately, the monitoring visits' frequency changed from quarterly to annual in the last 3 years.

## 5. Effectiveness

### 5.1 Results achieved and implementation by their beneficiaries

A common characteristic of all public administrations is the reluctance to any change in existing structures, mandates and methods, which calls for a period of time during which the idea and plan for changes matures, to ensure acceptance and cooperation on their part in the implementation of the changes. This necessity was more intense in view of the history, structure and specificities of the Lebanese Public Administration as well as of the characteristics of the Lebanese society.

Effectiveness was negatively affected in several areas of the ARLA work, hence the general score (d-poor) for this criterion. Examples are:

- (a) Enhancing communication and information mechanisms for quality services to citizens (activity 4 of the Work Plan 2003-2005): As stated in last year's monitoring report, an expert had been contracted by OMSAR to work on this in three Ministries (Industry, Economy & Trade, and Tourism). There was an idea of establishing a "business centre" for citizens. The M.o.E. was later excluded from this plan as it was developing its own programme. The expert returned to Beirut in March 2005 (as planned) and continued to work for the Ministry of Tourism, for which the necessary furniture and equipment were ordered in time. OMSAR reported that suppliers of all such furniture and equipment would deliver and install in the last week of December 2005. Nothing was done for the Ministry of Economy and Trade. As feared, the monitors ascertained that this activity was achieved only partly (i.e. for one Ministry instead of three).
- (b) Ministry of Labour and NEO. The MSC for this Ministry was concluded satisfactorily and on time (in July 2005) but there was a project planned for the supply and installation of computers and communication equipment and off-the-shelf software packages (budgets of 77.000 euros for the Ministry and 60.000 euros for the NEO). Only two bids were received in time and both were higher than the budget. The tender was therefore cancelled.
- (c) Ministry of Post and Telecommunications (Telecom). There was a major disappointment on the part of the monitors regarding this Ministry since despite the optimism reported last year for the nomination of the members of the Board of the Regulatory Authority and that the Minister himself was confident that the relevant Decree would be promulgated in February 2005, this did not materialise. The only positive comments received by the monitors at the Ministry were to the effect that a great number of Ministry staff collaborated closely with the Consultants regarding the Regulatory Authority and that the project outputs were very valuable and resulted in a major awareness of the absolute need for establishing the Regulatory Authority. Although the relevant Law exists, the organisation chart and administrative procedures exist but the Decree establishing the members of the Board is still awaited from the Council of Ministers. Meanwhile, the invitation for expression of interest, addressed only to Lebanese citizens, was published in the OMSAR website and the submission of CVs was closed on 30 November. It appears that it was up to OMSAR to propose names to the Minister of Telecom, who in turn would submit his suggestions to the Council of Ministers. The whole nomination process is still on-going. The monitors therefore consider that ARLA failed to reach its main objective of reform at this Ministry during the programme life, although there is little to be done in order to have operational results.
- (d) Ministry of Public Works & Transport. Directorate-General for Land & Maritime Transport. The MSC for Land & Maritime Transport was concluded in that Ministry. The Director-General for Land and Maritime Transport declared being satisfied with the work carried out by the consulting firm, which executed the MSC contract. The programme for training and study tours was accomplished on time (12 in house sessions and 7 study tours, all of which were accomplished except one). However, the Ministry was very disappointed with the deletion of all software and hardware equipment (about 400.000 euros). It seems that the Ministry had prepared all tender documents for this procurement in February 2005 and had sent them to OMSAR, who advised the Ministry in June 2005 that the procurement contracts had to be cancelled for lack of time to deliver before the end of ARLA. Another reason for the cancellation was apparently the origin (non European). On the negative side, also, it is reported that the draft law concerning the two regulatory authorities was not even discussed by the Council of Ministers. An alternative source should be found soonest for financing the above software and hardware equipment.  
In detail, the cancelled procurement projects were a) Anti-Virus software (budget of 4.200 euros), b) Development of Tendering software application (budget of 15.000 euros), c) Supply, customization and development of Internet/Intranet Automation and Portal System/ IAPS (budget of 96.000 euros), d) Supply of Computer and Network equipment (budget of 250.000 euros), and e) Supply, customization and development of a GIS system application (budget of 63.000 euros). All these tenders were cancelled for various reasons, including the question of origin of the equipment.
- (e) Ministry of Justice. A very successful MSC was concluded at the Ministry of Justice, to the complete satisfaction of the Minister and senior officers of the Ministry, including its Director-General. In particular the training of trainers was well done; 15 Chief Registrars (Greffiers en chef) were trained in France, at the Ecole des Greffiers. The total of the 850 "greffiers" of Lebanon were trained. A successful study tour to France of 10



judges and 10 "stagiaires" took place. Apart from the MSC/ARLA, a contract was granted to a European firm for the computerisation of the registrars' work (the registrars up to this time are still using typewriters).

- (f) Ministry of Foreign Affairs. The ICT expert in OMSAR responsible for this project reported that, unfortunately, no progress whatever was achieved for the ICT project for this Ministry (despite the optimistic forecast reported at the previous monitors' mission in January 2005). This was a disappointment to OMSAR and to the monitors. The problem was a question of procedure; the tender was issued but the EC Delegation did not approve the report of the evaluation committee. It was of course impossible to redo the terms of reference, as any contract award would miss the deadline of the ARLA ending date.
- (g) Ministry of Finance. Institute of Finance. It was decided to split the MSC project at the Institute into 2 parts, one on "Human Resources Development" and a second one on "Communication". Both projects were implemented through framework contracts. The first one was restricted to the diagnostic phase. The revised report was finalized, after incorporating the comments of the Institute, signed by the Minister of OMSAR and sent to the Minister of Finance during the last monitoring visit. The T.o.R on the Communication strategy were still being elaborated. It was therefore certain that neither project could be concluded before the closure of ARLA. The Institute much prefers "twinning" projects. The monitors were told that Morocco has four such projects (with France and Belgium) operating successfully. The IAP on "Quality of Service to Citizens" at the Ministry of Finance was completed satisfactorily in May 2005.

(h) MSC – Municipalities.

This MSC advanced very well in the last year of operation of ARLA despite initial difficulties and delays. It was concluded successfully on 22 December 2005, i.e. just before the closure of ARLA. All 12 operational assistants continued working to the last day of the contract. All the 12 Simplified Local Development Plans, at vision level, (Plans simplifiés de Développement Local - PSDL) for the 12 "Regroupements" were entrusted to teams of local experts, completed and approved, albeit with some delay (in June 2005 instead of February 2005). Fifty four (54) Dossiers Techniques des Projets (DTP), adequate to attract the interest of sponsors and/or investors, were elaborated by local consultants. One more DTP for the creation of a Local Development Office (Bureau de Développement Local – BDL) to be applied to each one of the 12 "regroupements", was elaborated. The EC would eventually finance the BDLs from the new F.A. It was necessary to reduce the number of projects for some "regroupements" (initially 60); these projects had to be consolidated and some had to be abandoned (like sanitation, placed under the responsibility of the Ministry of Agriculture).

The contract with these MSC Consultants was signed on 15 March 2004 and the starting date was the 22<sup>nd</sup> of March. It was later extended by 6 months to 22 December 2005, with a budget increase, which included the activity "Communication". The communication programme included the issue of 4 bulletins and of one video-film and the organisation of several festivities.

However, the Round Table Conference for sponsors which was due to be held in December had to be cancelled because of the assassination of the journalist Gibran Tueni a week before the arrival of the monitors for the 10th mission. The Round Table Conference will possibly be held in the third week of January (2006).

The "Elus" (elected mayors), who were challenging, at the beginning, the role of the members of the "Plateformes Consultatives", have gradually changed their views and there are now fruitful consultations with the "plateformes".

The registered population benefiting from the project is, theoretically, around 500.000 but many of them live and work in Beirut and other places. As far as the legal status of the "regroupements" (clusters) is concerned, 6 had been organised as Unions of Municipalities; some others may follow. The office of local development at the Ministry of Interior has an economic and social function, which deals with handicrafts and tourism in the municipalities. There is also a service for the "attraction of investments" The Ministry of Interior itself was represented at the project Steering Committee, but the latter met only once in the life of the project.

Overall, the MSC contractor had a race against time. The monitors were impressed by the quality of documentation produced. Cooperation with OMSAR has been good all along. OMSAR is expected to handle the additional 4 million euros, from the new F.A., foreseen "in support of improving local development".

(i) Solid Waste Management project at various Municipalities.

On 18 November 2003, Amendment No 2 to the F.A was signed, by which the financing of investment projects (solid waste management/treatment) at several municipalities was authorised and a budget of 10,2 million euros (out of the total 38 million euros of ARLA) was allocated for this purpose. As foreseen in the Amendment, a "Protocole d'Accord", through which the modalities of undertaking these investment activities were defined, was signed on 16 December 2003. The eligible projects cover studies, infrastructure, equipment and, partially, operational costs. In more detail the terms and conditions for the evaluation of the proposed projects are defined in the T.o.R. of the contract with the Local Consultant.

Amendment No. 3 to the Financing Agreement for ARLA (No. LBN/B7-400/97/0687) granted an additional 4 million euros for Municipal investments in solid waste management. This additional investment was granted by reducing the budget of other items, plus the contingencies of the ARLA in the budget. The consultants' contract (EL ARD) was extended to 30 June 2006, with 50% increase in remuneration, because of the time extension



and an increased number of project evaluations than initially planned. It is recalled here that the Solid Waste Project is the only activity that continues well beyond the ending date of ARLA.

The demand on the part of municipalities amounted to 56 projects, which were properly evaluated by the Consultants and 10 projects were selected for implementation. Tenders were launched for the equipment of the first 4 projects, for which studies were "ready" (bins, vehicles, electric generators, treatment centers, two compactors and one plastic shredder). Procurement of the equipment is dealt with by the OMSAR procurement section. Impact studies of the remaining 6 selected projects, elaborated by other local consultants, contracted following an issue of tender(s), were ongoing. Individual project costs vary from 100.000 to 1.000.000 euros. Apparently, a second phase will comprise 7 additional projects but the consultants declared not knowing them. In order not to run into lengthy approval procedures, no project for the installation of dumping places was retained. The Consultants relations with OMSAR and the Ministry of Environment have been very good.

In the Monitors' opinion, the project is proceeding rather smoothly and the Consultant is working efficiently.

#### • Core Agencies

There was no progress at all regarding the promulgation of a new Law on the reorganisation of CSC/CSB; the draft Law was still at the Council of Ministers at the end of ARLA. Other regulations for the CSC/CSB (the new Performance Appraisal System, a new Testing System, a new Incentive System) were never promulgated. They remained as dormant proposals at CSC/CSB.

For the Central Inspection the programme was successfully completed with sectorial performance indicators in the Ministries of Social Affairs, Health, Finance, Public Works, Education, Agriculture, Economy and Trade, and Tourism. Bench-marking and training were completed. For the software computer programme (service contract for about 35.000 euros) the tender was "infructueux" (only 2 bids were received). The Law for the restructuring of Central Inspection has not been promulgated although the draft law had been submitted to the Council of Ministers early in 2002. CI continues operating under the existing Law. CI advised that when the new Law is promulgated, it would need about 30 PCs and a service contract for the application of the developed Sectorial Performance Indicators in all Ministries at least for an initial period of a few months. Also, in this case, an alternative source should be found soonest for financing the above software and hardware equipment.

ARLA activities at the Court of Audit were successful. They were concluded to the full satisfaction of the President and Senior Officers, all of whom commented at length on the successful training of the auditors (now using computer techniques in their auditing tasks).

A typical case of lack of clear-cut decisions by the Lebanese Government and the moderate influence of OMSAR and ARLA on promoting reforms is the case of the Central Administration of Statistics (CAS). The strategy plan for the Central Administration of Statistics (CAS) addressed both the institutional development of the Agency and the re-establishment, in modern terms and methods, of its core functions, which were disrupted by the civil war. Following the first missions of the PMC Experts in 2000-2001, a strategy and an activity plan were developed jointly by ARLA and CAS. In early 2002 an INSEE Expert was mobilised by the Lebanese Government who did not agree with the recommendations of the ARLA Experts. In April 2002 the EC Delegation decided to suspend the technical assistance to CAS, because of the ambiguities connected with its mandate and future. At the end of April 2002 a coordination activity was initiated between the intervening Ministry of Economy, OMSAR, the European Commission, CAS, INSSEE, and Eurostat. A coordination committee, involving these stakeholders, was formed in May 2002. ARLA interventions in CAS restarted in late May 2002, with the intention of preparing a MSC contract (Budget approximately 3 million) and a tender for equipment. A lot of discussions between the involved stakeholders about the respective mandates of CAS and of the "Cell", instituted in the Ministry of Economy, took place in a rather long period of uncertainty and frustration, during which, also, the IMF and the Prime Minister's Office were involved. Finally, the Delegation developed the T.o.R for a two year MSC (Budget 1,55 million euros) in which the complementarity of tasks between CAS and the "Cell" were made clear. The T.o.R were not accepted by CAS and the MSC was subsequently cancelled. On-going technical assistance to CAS by ARLA ended, eventually, in late March 2003.

There have been no interventions and results of the ARLA with the Institute of Public Administration (IPA) and the Directorate General of the Presidency of the Council of Ministers (DGPCM). Work with the Directorate General for Research and Guidance (DGR&G) had started, but progress was hampered by the fact that the Agency, initially under the CI, was to be transferred to the CSC, thus there was no responsible entity to decide on and approve the proposed ARLA interventions. However, the DGR&G was involved in the PMC/OMSAR work on simplification of procedures.

#### 5.2 OMSAR's Capacity Building

The work of the OMSAR/IDU with the PMC, in particular in the areas of Simplification of procedures, Performance improvement planning (PIP) and within the Task Forces for the CoA, CI and CSC, had resulted in an enhancement of the IDU staff capacity. There is evidence of considerable work implemented by the PMC and supervision and coordination work of the OMSAR/TCU. However, the two entities (IDU and TCU) did not coordinate always their work and had, eventually, different priorities. Although some outputs were produced by the PMC (e.g. Draft manual of Procedures, MEDAT), these were either the subject of an eternal discussion or were never taken over by the TCU experts. It took two years to conclude that one of the most useful IT-supported

management tools, the management information system (PROMIS), could not be developed as a custom-made system in order to meet exactly the requirements of the OMSAR scope and activity, but should be a commercial database instead, filled with relevant data. The activity in the area of coordination of Donors was abandoned, due to the lack of an adequate mandate of the OMSAR.

The Procurement and Contract Management component of the ARLA was the only example of working fully in line with the ARLA concept and achieving expected results with respect to training (including on-the-job training), transfer of know-how and enhancement of the OMSAR/TCU capacity. This resulted in the OMSAR experts gradually taking over all the relevant activities and the PMC experts maintaining a supervisory and advisory role. But, as already mentioned, at the end of 2002 the OMSAR Senior Procurement Officer/Team Leader resigned, while the International Procurement and Contract Management Expert left at the end of the PMC contract. The OMSAR TCU team took over the contracting activities for services and equipment procurement after the PMC contract came to an end, and eventually regained pace.

On the other hand, several local experts of the IDU, working on contract, left during the ARLA's life or at its end.

### 5.3 Extent of contribution of the results to the achievement of the ARLA purpose

The results achieved at the end of ARLA and the areas and institutions where they were achieved had limited contribution towards the achievement of the restructuring and reform processes, aiming at re-establishing a small, efficient and modern administration. This fact is not due to inappropriateness of the results, but to the absence of a clear restructuring and reform plan from the side of the Government, to the limited mandate and authority of the OMSAR to act as the lever for development and reform and to the inherent inertia and resistance to change of the public administration institutions. For such a broad and highly political programme, eventually, the establishment of a top level Programme Steering Committee, presided by the Prime Minister or his Deputy, could more properly guide the activities and lead to some more results.

### 5.4 Accompanying measures of a policy support nature taken by the Government or required

Except the general, vague, agreement of the Council of Ministers with the Strategy Paper, no concrete action was taken by the GoL to take policy support measures. Not even one Law or Decree was promulgated in response to ARLA recommendations.

### 5.5 Cost Effectiveness

The achieved results and impact (strictly speaking) barely justify the cost of approximately 24 million euros spent for the administrative reform/rehabilitation. Nevertheless, it has to be recognised that, at least, the level of identification of needs and search for respective measures and the awareness of the local actors about the necessity of the changes have been enhanced.

## 6. Impact

No substantial direct impact can be assessed at the end of ARLA on any real reform or modernization of the public sector. At best, it can be said that concrete impact was not visible. For this reason, the evaluators marked "d poor" for this criterion.

### 6.1 Achievement of the Overall Objective

At the end of ARLA the evaluators assess that none of the three specific objectives (namely 1. "Strengthening OMSAR in its functions for managing the ARLA, 2. "Strengthening four Core Administrative Agencies in their key tasks", 3. "Establishing and monitoring management support projects (MSCs) in the central administration etc.) was fully achieved. This means that the overall objective, i.e. "to contribute to substantial and visible improvement in the performance of the Lebanese Public Administration" was only marginally achieved.

### 6.2 Contribution to the general development objectives

- Contribution to institutional and administrative reforms (re: democracy and the rule of law)

Major institutional and administrative reforms, like the ones needed in Lebanon, take considerable time and continuous efforts. Direct contribution of the ARLA work and results to major regulatory or institutional reforms has not taken place during the life of this Programme. It is assessed that such reforms may happen after the completion of ARLA.

- Contribution to sustainable economic and social development

The ARLA interventions, if successfully implemented, could act as success paradigms of modernization and development of the public administration and, matched with a clear plan and schedule of the GoL for gradual reforms, could create a cascade effect and facilitate the development of the public administration towards the defined target of the GoL. However, reaching sustainable economic and social development is a complex issue, influenced by many factors other than the organization and rationalization of the administration or the mechanics of the public sector. The need for gradual changes of mentalities and approaches in the society is a prerequisite for both administrative reforms and sustainable development and it is doubtful whether ARLA has contributed to sustainable development.

Nevertheless it should be stated that, apparently, some beneficial results have been achieved in the field of municipalities through the interventions of the MSC-Municipalities and the Project of municipal investments in Solid Waste Management. A mobilisation of the affected populations and their newly elected local representatives took place and the projects, especially the first one, triggered a broad participative process, irrespective of political parties and individual groups, in the direction of developing the civil society concept of participative approach and the respective capacity building in the involved "Regroupements" of municipalities. ("Elus"; People's platforms, "Assistants Operationnels", etc.). The continuation of the activities of the first intervention through the respective component of the programmed new F.A. and of the second one through the increased budget, originating from the ARLA budget, would improve in the long run the Impact in the field of Local Administration.

- Contribution to the development of human resources

The influence of ARLA on the development of human resources is also rather limited, considering the meagre human resources of the OMSAR and of the beneficiary institutions. However, if some good results (as in the cases of the PIP and Simplification), are taken further by the beneficiary institutions to cover the total of their personnel and can be replicated by OMSAR in other institutions, aiming at ultimately reaching the whole Lebanese society, the influence of ARLA in this field may be felt in the long run. This would require a nucleus of capacity built in the OMSAR and the beneficiaries, as well as facilitation of this activity from the side of the decision makers in these public institutions.

- Contribution to the development of private initiative and to the integration into the world economy

Some of the ARLA interventions were designed to contribute directly to the achievement of these targets (e.g. telecom, transport, economy and trade). However, the implementation of these interventions has not produced the expected results at the end of ARLA.

Impact would be substantially improved if the new Lebanese Government proceeds with drastic interventions in the public administration sector and applies some of the outputs of the ARLA Programme, using for this purpose a part of the additional 10 million euros foreseen "in support of implementation of reforms" in the new Financing Agreement.

## 7. Economic and Financial Analysis

The overall financial situation of ARLA as at the end of the project (31 December 2005) is shown in Annex 3. No other tables were supplied to the evaluators by the OMSAR Senior Accountant despite their specific request during their 10<sup>th</sup> mission to Beirut. However, the figures given in this Annex are not sufficient for assessing the overall economic performance or efficiency of ARLA with any accuracy. The general impression is that the overall economic efficiency has been low. For the same reason, any effects on income distribution and other macroeconomic effects are not visible. The budgetary effects, i.e. the effects of a successful implementation of the ARLA on the State Budget, may prove to have been beneficial in the long run, well after the ending date of ARLA (if real reforms are introduced and eventually lead to a reduction in public expenditures with a consequent reduction of the state deficit).

Cumbersome budget and financing procedures caused considerable delays in the implementation of activities in ARLA. Two indicative examples are the following:

- Although there were funds available to finance the ARLA Local Account, the poor performance and long delays in applying the process for planning and financing some activities through this account resulted in drastically reducing its usefulness and defeated the purpose of its existence;
- The IAPs (Immediate Action Plans) were meant to allow quick tendering and financing of key services and/or preparative activities required for the implementation of MSCs. Although provisions existed for financing the IAPs quickly and funds were available, it took six months in the best of cases to have an IAP contract signed. Some IAPs were in the process of ToR drafting, commenting and approval for over a year. Consequently, the purpose of the IAPs was completely missed.

## 8. Sustainability / Replicability

The initial ARLA Programme was based on the converging priorities of the GoL and of the EC. However, the priorities of the GoL seem to have changed during the life of ARLA, during which the Lebanese Government changed 3 times. There is no clear picture at present of the intentions of the new GoL with respect to public administration reform.

The degree of embedding ARLA activities in the Lebanese institutional structures varied according to the activities. The embodiment of the ARLA results in the beneficiary institutions is doubtful (to say the least) since it depended on their application during the day-to-day operations of the institutions.

The attitude of the beneficiary institutions was rather supportive of the ARLA work and sufficient personnel were assigned to it. However, the continuation of provision of the same support and means to the activities initiated by ARLA is highly questionable at the end of ARLA, unless the new G.o.L expresses a strong political will and gives financial support after the completion of ARLA.

Wherever the ARLA work had enjoyed the active involvement of the beneficiaries or the ARLA teams have triggered this involvement (e.g. CoA, CI, Ministry of Transport / Land and Maritime, various PIP beneficiaries et al) the sense of ownership of the ARLA activities by the beneficiary groups was strong and the willingness to further and expand this work was present. Unfortunately on several occasions the supply of the necessary hardware and software equipment was not realised and the beneficiaries are not in a position to proceed with real implementation (particularly at the Ministry of Transport and Public Works and the Central Inspection).

The sustainability of ARLA's work and results depends mainly on:

- The strategy and the eventual plans of the present and future GoL with respect to administrative development and reform.
- The future position of the OMSAR in the Governmental structure and the degree to which the OMSAR experts will be involved. This position is not clearly known at the closure of ARLA. A serious drawback in this respect is the fact that several of the very capable and experienced members of the contracted OMSAR staff are leaving at the end of their contract, while several of them have already left before the end of ARLA. It has to be stressed that during the life of ARLA the Minister of State for Administrative Reform changed 4 times, while OMSAR's mandate and position in the Lebanese Government remained the same.

The implementation of the interventions in the Line Ministries (MSCs/IAPs) and in the Core Agencies and the production of useful results was generally not very successful; in some cases the end result was even a failure to achieve the objective (e.g. Ministry of Telecom, Ministry of Public Works and Transport, Ministry of External Affairs). Results would be sustainable only to the extent they addressed urgent practical needs of the Ministries.

In conclusion, at the end of ARLA, sustainability is considered weak and uncertain (Score d).

## 9. Conclusions

### 9.1 Overall Outcome

#### *Preparation and Design*

ARLA was prepared and designed as a response to concrete needs of the Lebanese Government for assistance and support in the implementation of its plans to rehabilitate the Lebanese Administration. Its formulation was based on the NARP and its design was coherent.

#### *Relevance*

At the time of its conception, the ARLA design and programming was appropriate to assist the Lebanese Government. However the abandonment, in practice, of the NARP in the course of ARLA implementation and the prevailing environment had a direct impact on the ARLA scope and range of objectives and the assets of the ARLA remained unexploited. The implementation of ARLA eventually slipped towards a bottom-up approach, not irrelevant to the ARLA objectives.

The decision to allow investment projects for the Lebanese Municipalities in order to cover their immediate needs can be considered as a side contribution to the development of and an exercise in the good practices of the Local Administration.

#### *Efficiency*

The main deficiencies and shortcomings in the ARLA interventions were concentrated in the area of management, decision-making, coordination and supervision, as well as on the ability of the PMC during the life of its contract, to effectively address a number of necessary decisions. The achieved performance and efficiency varied from activity to activity but it was almost always rather low. After the end of March 2003 there were serious inefficiencies in designing and implementing the Workplan, parts of which were never implemented or implemented only partly. Delayed agreement on planning and lengthy consultations on the elaboration and validation of T.o.R.s about services and procurement of equipment seriously affected the timely completion of the Workplan.

#### *Effectiveness*

The effectiveness of the ARLA implementation was affected by the poor efficiency of ARLA implementation, the non-realization of a number of key-assumptions made at the time of ARLA design and the absence of concrete measures of a policy support nature from the side of the GoL

#### *Impact*

No substantial direct impact can be assessed at the end of ARLA on any real reform or modernization of the public sector. It can be said that the overall ARLA objective (i.e. the rehabilitation and improved performance of the Lebanese Public Administration) was not reached. Impact would be substantially improved if the new Lebanese Government proceeds with drastic interventions in the public administration sector and applies some of the outputs of the ARLA Programme,

#### *Sustainability*

The initial ARLA Programme was based on the converging priorities of the GoL and of the EC. However, the priorities of the GoL seem to have changed during the life of ARLA, during which the Lebanese Government changed 3 times. There is no clear picture at present of the intentions of the new GoL with respect to public administration reform. The sustainability of ARLA's work and results depends mainly on the strategy and the eventual plans of the present and future GoL with respect to administrative development and reform, the future position of the OMSAR in the Governmental structure and the degree to which the OMSAR experts will be involved. This position is not clearly known at the closure of ARLA. A serious drawback in this respect is the fact that several of the very capable and experienced members of the contracted OMSAR staff are leaving at the end of their contract, while several of them had already left before the end of ARLA. It has to be stressed that during the life of ARLA the Minister of State for Administrative Reform changed 4 times, while OMSAR's mandate and position in the Lebanese Government has not been upgraded.

### 9.2. Summary of conclusions

Project Preparation and Design:	a	b	(c)	d	e
Relevance:	a	b	(c)	d	e
Efficiency:	a	b	c	(d)	e
Effectiveness:	a	b	c	(d)	e
Impact:	a	b	c	(d)	e
Sustainability/ Replicability:	a	b	c	(d)	e

Note: a= above expectations, exemplary lessons to be learned; b= good; c= standard or generally adequate with some good aspects; d=problems or poor results; e=very poor

## 10. Main Findings and Lessons Learnt

### 10.1 Policy, organisational and operational lessons in relation to the ARLA

In the Monitors' opinion at the end of the ARLA Programme the main findings and lessons learnt are:

- At the time of Programme's conception the assessment of the maturity and will of the Lebanese administration to adopt and digest the aimed changes and of the institutional strength and operational capacity of the main counterpart (OMSAR) was too optimistic.
- In the design of the Programme there was no mechanism continuously assessing the pace of reform and the support and facilitation provided by the Government to the ARLA implementation.
- The flexibility built in the ARLA design, initially seen as an advantage, proved to be one of the main disadvantages, leading very often to only fragmental or sectoral interventions.
- At least at the beginning, the Beneficiaries did not have enough awareness of the need to adhere strictly to the EC procedures; especially, there was inadequate experience with these procedures on the part of the individual ARLA beneficiaries.
- There were no adequate mechanisms for the cooperation and communication of the stakeholders at various levels built in the design of the programme.
- There was no phasing of the whole programme in yearly sub-programmes, the launching of each being conditional to the progress and performance of its predecessor, to the achieved impact and expected sustainability of its results and to the receptiveness of the counterpart structure.
- The status of OMSAR as an Office of the Minister within the Lebanese Government and the lack of any executive power for the implementation of the administrative reform/rehabilitation did not favour the speeding up of tangible results and the impact of the ARLA interventions, especially in the purely administrative field.
- OMSAR was staffed by local employees, some of whom paid with the support of the UNDP and dealing, in parallel with ARLA, with other activities financed by other sponsors.
- The well qualified IDU junior experts recruited by the OMSAR, were lacking, at least at the beginning, the necessary status and experience to deal with higher-level government officials.
- There was too much slipping into agreeing on programme's planning; the form of the planning documents was not favouring project management and internal and external monitoring.
- Occasionally, draft planning documents, which were being discussed for long periods, were not finally validated or validated ones were implemented only partially.
- There was no adequate official reporting on the Programme, especially after the end of the PMC contract.
- The lack of a Steering Committee, at Programme level, meeting at any regular intervals and including, besides the main stakeholders, as ad hoc members, head officials of the beneficiary entities of the respective on-going interventions did not facilitate overall programme performance. Given the very broad scope and the importance of the needed decisions and interventions, the Committee should ideally be presided by the Prime Minister or his Deputy.

### 10.2 Pre-conditions recommended prior to deciding on the financing of similar programmes

- Existence of adequate stability in the political and economic environment to allow continuity of development and reform plans.
- Besides an approved strategy document, existence of a complete and concrete plan of the beneficiary government for administrative restructuring and development, to which the EC financed reform programme, would match.
- Existence of a clear list of the priorities as set by the Beneficiary Government concerning, especially, the Programme's interventions connected with the need for legislative changes.
- Concrete commitments of the beneficiary on the support and facilitation of administrative development initiatives through policy support measures and regulatory and institutional changes.

### 10.3 General development lessons from the evaluation in relation to policies, instruments and sector, country and regional strategies

- The overall objective proved too broad and too ambitious. The specific objectives were rather vague and, in view of the loosening of the NARP implementation, led to a very extensive scope and to dispersed types of results, not always easy to achieve and not even leading to substantial impact.
- The time element in connection with the respective legislative changes and the initiation of interventions, like the institution of Regulatory Authorities, was underestimated.

- In launching the Technical Assistance contracts, it should be clear to all the stakeholders that the T.A.'s role for the implementation of the Programme is and should be restricted to the technical elaboration of the decided policy and priorities of the beneficiary government.

#### 10.4 Miscellaneous

- A lot of attention should be paid to the recruitment of the Short Term Experts through the framework contracts, their performance during the mission and the quality of their outputs.





# ANNEXES

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# **ANNEX 1**

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## **Logical Framework Matrices of ARLA Programme and PMC Project**

# Overall ARLA Logframe

ARLA PROGRAMME	Intervention Logic	Verifiable indicators of achievement	Sources of verification	Assumptions
<b>Overall Objectives:</b>  Rehabilitation &improvement of the performance of the public administration in Lebanon. More in particular: 1. Economy in resource use of public institutions improved 2. Efficiency of public institutions' activities improved 3. Effectiveness of public institutions' programmes improved 4. Accountability of public institutions improved 5. Responsiveness of public institutions to the needs of the general public improved 6. Public services brought closer to the general public and public more involved in management	                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                <			

Overall ARLA Logframe

ARLA PROGRAMME	Intervention Logic	Verifiable Indicators of Achievement	Sources of verification	Assumptions
		feasible, and cost-effective sector policies, in line with the Government's overall recovery strategy;  6. Decentralisation process fostered through specific management support to targeted areas of local government in order to facilitate their revitalisation.	M&E Team	stakeholders in ARLA

# Overall ARLA Logframe

ARLA PRO-GRAMME	Intervention Logic	Verifiable indicators of achievement	Sources of verification	Assumptions
<b>Results and Outputs</b>  (a) Assistance provided by PMC with respect to the following components: 1. Reform/modernisation of 6 core agencies (CSB, IPA, CAS, CI, CoA, and DGPCM) 2. OMSAR's programme in the management of NARP/ARLA; Administrative Modernisation; Information Technology Standardisation; Training and Communication; and Procurement 3. Establishment, coordination and monitoring of MSCs and IAPs  (b) Assistance provided by Management Support Consultancies (MSCs) and Immediate Action Packages (IAPs) in terms of: Support to the beneficiary institutions in reorganisation of their structures, of their procedures and their management systems, with a further focus on (1) preparation and formulation of sectorial policies, (2) programming of activities and public expenditure (3) identification, evaluation and management of projects (4) budgeting and accounting. (See <i>Financing Agreement</i> section 3.2)	(a) PMC: Detailed & concrete indicators under the PMC LFM. Indicators from <i>Financing Agreement</i> , section 3.1: 1. Assistance to OMSAR and sectoral institutions in preparation and mobilisation of other TA projects 2. Reinforcement of capacities of the OMSAR/TCU to assure permanent actualisation of NARP/ARLA & to coordinate the modernisation of the administration 3. Reinforcement of the capacity of the IDU of the OMSAR to guide / coordinate studies related to Admin. Reform & the deployment of effective policies of decentralisation & administrat. deconcentration (and assistance in the reform/modernisation of a number of core administrative agencies) 4. Management, permanent M&E and reporting on the ARLA; coordination of the actions of the MSCs and IAPs in the sectoral beneficiary institutions.  (b) MSCs/IAPs: Concrete indicators will be reflected in the MSC/IAP LFMs attached to their ToR and work plans. Indicators from <i>Financing Agreement</i> section 3.1): 1. Proposals for reorganisation of structures of beneficiary institutions adopted and implemented / 2. Proposals for review of functions, simplification / reorganisation of regulations, administrative procedures, management systems adopted and implemented 3. Capacity improved for preparation and formulation of sectorial policies 4. Capacity improved for programming of activities of beneficiary institutions and their expenditures 5. Capacity improved for the identification, evaluation, management of projects by beneficiary institutions 6. Capacity improved for budgeting and accounting by beneficiary institutions	(a) PMC: Detailed & concrete indicators under the PMC LFM. Indicators from <i>Financing Agreement</i> , section 3.1: 1. Assistance to OMSAR and sectoral institutions in preparation and mobilisation of other TA projects 2. Reinforcement of capacities of the OMSAR/TCU to assure permanent actualisation of NARP/ARLA & to coordinate the modernisation of the administration 3. Reinforcement of the capacity of the IDU of the OMSAR to guide / coordinate studies related to Admin. Reform & the deployment of effective policies of decentralisation & administrat. deconcentration (and assistance in the reform/modernisation of a number of core administrative agencies) 4. Management, permanent M&E and reporting on the ARLA; coordination of the actions of the MSCs and IAPs in the sectoral beneficiary institutions.  (b) MSCs/IAPs: Concrete indicators will be reflected in the MSC/IAP LFMs attached to their ToR and work plans. Indicators from <i>Financing Agreement</i> section 3.1): 1. Proposals for reorganisation of structures of beneficiary institutions adopted and implemented / 2. Proposals for review of functions, simplification / reorganisation of regulations, administrative procedures, management systems adopted and implemented 3. Capacity improved for preparation and formulation of sectorial policies 4. Capacity improved for programming of activities of beneficiary institutions and their expenditures 5. Capacity improved for the identification, evaluation, management of projects by beneficiary institutions 6. Capacity improved for budgeting and accounting by beneficiary institutions	For PMC: See sources of verification under the PMC LFM For MSCs and IAPs: See sources of verification in the LFMs for the MSCs / IAPs (ToR / work plans) In general: 1. PMC M&E mechanism – monthly, quarterly, annual reports; monitoring reports by OMSAR/PMC M&E Task Force; the M&E and Project Cycle Workflow computer databases. 2. MSC tender documents, contracts, inception reports, work plans 3. MSC reporting mechanism: annual, quarterly and monthly reports 4. Minutes of meetings held, official letters 5. Technical Reports by MSCs and PMC project staff, and in addition reports by task forces. 6. Special surveys and studies organised by /through the PMC 7. Information provided by donors on related projects and by public institutions. 8. feedback through specific workshops and their proceedings 9. Reports of External Monitoring and Evaluation Team for ARLA	1. Continuity of PMC team and MSC teams 2. Continuity of counterpart structure in all beneficiary institutions 3. Continuity of OMSAR staff involved in ARLA 4. Absence of delays in decision making by OMSAR/GoL 5. Absence of delays in decision making by EC 6. Timely commenting / approval of all ARLA stakeholders to the PMC deliverables
<b>Activities:</b>  • Provision of Technical Assistance • Provision of Studies / Surveys • Provision of Training • Provision of Equipment • Provision of Operations Support	Detailed indicators for activities in the PMC/MSC LFMs Budgetary indicators: Provision of Technical Assistance: For PMC E 5.980 Million of TA For MSCs / IAPs E 21.770 Million of TA For MSCs and special contracts: Studies and Services E 2.350 Million Training E 1.670 Million Equipment E 3.715 Million Operations E 1.160 Million For Contingencies E 1.055 Million	PMC reporting mechanism: annual, quarterly and monthly reporting, including budgets, expenditure statements, accounts and invoicing	1. Adequate cooperation with OMSAR and its Procurement unit; 2. Adequate cooperation OMSAR/PMC with beneficiary institutions and MSC teams	

PMC PROJECT	Intervention Logic	Verifiable Indicators	Sources of Verification	Assumptions
<p><b>General Objectives:</b></p> <p>While fomenting the admin. reform process:</p> <p>A) To streamline and strengthen a number of Core Administrative Agencies in their key-tasks</p>	<p>A) Core Administrative Agencies: CSB, NIAD (IPA), Cl. CoA, DGPCM, CAS:</p> <ol style="list-style-type: none"> <li>Capacity improved for carrying out studies/planning for formulation of policy &amp; for identification &amp; management of activities and projects. More specifically, one or more of:               <ol style="list-style-type: none"> <li>Research &amp; policy units created, relevant personnel designated, job descriptions specified;</li> <li>New policies formulated by agencies and/or strategies adopted;</li> <li>Annual budgets and annual reports of beneficiary institutions produced/improved;</li> <li>Project management capacities improved.</li> </ol> </li> <li>Development &amp; upgrading of institutional capacity of core agencies through (i) training, (ii) simplifying structures &amp; procedures, (iii) reorganising structures, (iv) supporting their activities through T.A. &amp; advisory services:               <ol style="list-style-type: none"> <li>qualitative level of staff improved;</li> <li>manuals produced / updated / adopted</li> <li>new organigrammes adopted;</li> <li>technical assistance outputs utilised.</li> </ol> </li> <li>Basic policy studies, master plans, surveys and MIS-design and implementation undertaken, in order to provide the basis for immediate actions.</li> <li>Improvement of the system of government through the modernisation of the regulatory and procedural framework. This more specifically through the preparation and adoption of new laws and decrees.</li> </ol> <p>B) OMSAR</p> <ol style="list-style-type: none"> <li>Indicators 1-3 listed under core agencies</li> <li>Proper overall management of projects prepared &amp; implemented under ARLA, their M&amp;E.</li> <li>Proper coordination and employment of other donor assistance to adminstr. development and reform.</li> </ol> <p>C) Sectoral and local public institutions: through the proper functioning of MSCs within these institutions:</p> <ol style="list-style-type: none"> <li>Indicators 1-3 listed under core agencies</li> <li>Improvement of the responsiveness of the beneficiary organisations to the public needs. More specifically one or more of the following: (i) installation and functioning of client information services; (ii) client surveys conducted by public organisations; (iii) TQM perspectives taken in annual plans and reports; (iv) (improved) client satisfaction with institutions' products / services.</li> </ol>	<p>A) appropriate programme management methods; tools and procedures designed and implemented</p>	<ol style="list-style-type: none"> <li>NARP/ARLA M&amp;E mechanism: quarterly &amp; annual reports. These are based on reports by MSCs &amp; PMC project staff and by task forces, on regular analyses of Govt. gazette, (annual) plans &amp; reports produced by public agencies, information provided by donors on related projects &amp; by public institutions. Feedback through specific workshops &amp; their proceedings, organised on admin. reform and modernisation in the country. Special attention to be paid to ensuring that stakeholders are systematically included/represented. Special surveys and studies to be held by/through PMC on client satisfaction with public service delivery, and on speed of workflow processes</li> <li>see above</li> <li>see above</li> <li>(i) and (ii) Reports of task forces and MSCs; (iii) annual reports if available; (iv) surveys of public satisfaction with public services.</li> <li>see above; also Government Gazette as to procedural and regulatory change.</li> </ol>	<ol style="list-style-type: none"> <li>support for initiatives developed under ARLA</li> <li>Wide spectrum of political support for ARLA initiatives</li> <li>Positive response from the side of public sector institutions to work under ARLA and assignment of staff to prepare / implement ARLA activities</li> <li>Clear position of EU on reform and speedy processing of requests for decisions, etc.</li> <li>Donor coordination in terms of support to public administration reform &amp; modernisation initiatives</li> <li>Flexibility and process approach adopted by all stakeholders in ARLA</li> </ol>
<p><b>Specific objectives:</b></p> <p>Strengthening of OMSAR functions dedicated to the</p>	<p>Strengthening of OMSAR functions dedicated to the</p>	<p>(a)</p>	<ol style="list-style-type: none"> <li>PMC M&amp;E mechanism. Monthly, quarterly, annual reports; Mon. reports by</li> </ol>	<ol style="list-style-type: none"> <li>Continuity of PMC team</li> </ol>

	<p>Implementation of ARLA and the preparation of required technical input for the definition of administrative reform and modernisation measures (ToR A1 page 3)</p>	<p>(b) timely, effective and efficient management of the ARLA implementation ensured, and of the NARP as a whole;</p> <p>(c) proper monitoring of sector projects implementation ensured, especially through MSC's reporting and coordination;</p> <p>(d) pragmatic approach developed towards the modernisation of the public administration, especially regarding (1) the accessibility of services to the public and (2) the decentralisation and deconcentration processes;</p> <p>(e) viability and overall coherence of the programme ensured, in (i) bridging the gap between the short medium-term rehabilitation process and medium long-term administrative reform, and (ii) tightening coordination with fiscal reform carried out by the MoF.</p>	<p>2. OMSAR/PMC M&amp;E Task Force; M&amp;E &amp; Proj. Cycle Workflow comp. databases</p> <p>3. Procedural Manual produced by PMC</p> <p>4. Needs assessments of beneficiary institutions by PMC; ToR for assistance packages prepared</p> <p>5. Procurement documentat. with OMSAR and MSCs and their updates</p> <p>6. Minutes of meetings held, official letters</p> <p>7. Technical Reports by MSCs and PMC project staff, reports by task forces.</p> <p>8. Special surveys and studies organised by / through the PMC</p> <p>9. Information provided by donors on related projects &amp; by public institutions.</p> <p>10. Feedback through specific workshops proceedings, organised by OMSAR / PMC on adm. reform &amp; modernization.</p> <p>11. Reports of External ARLA M&amp;E Team</p>	<p>2. Continuity of counter-part structure in all beneficiary institutions</p> <p>3. Continuity of OMSAR staff involved in ARLA</p> <p>4. Absence of delays in decision making by OMSAR/GoL</p> <p>5. Absence of delays in decision making by EC</p> <p>6. Timely commenting / approval of all ARLA stakeholders to the PMC deliverables</p> <p>7. Proper functioning of the management committees ARLA Steering Committee, and OMSAR / PMC Working Committee</p>
<p><b>Results and Outputs</b></p>	<p><b>A Core Agencies</b></p> <p>1. Assistance to the DG of the Presidency of Council of Ministers Implemented (PO)</p> <p>2. Assistance to the Civil Service Board implemented (CB)</p> <p>3. Assistance to the Central Inspection implemented (CI)</p> <p>4. Assistance to the Court of Account implemented (CO)</p> <p>5. Assistance to the</p>	<p><b>PO-1)</b> Relationship DGPCM &amp; agencies under its tutelage streamlined; Role, Mandate, Function of Core Agencies streamlined and restructured; DGPCM's core functions strengthened</p> <p><b>CB-1)</b> CSB functions strengthened; CSB's operational efficiency strengthened</p> <p><b>CI-1)</b> Feasibility for the establishment of an ombudsman in Lebanon conducted Operational Efficiency Plan designed and implemented Strategic Plan designed and implemented</p> <p><b>CO-1)</b> Legal and institutional position COA reviewed Strategic Plan for COA drafted and approved COA Staff Trained Document archiving computerised</p> <p><b>CS-1)</b> Master Plan for CAS elaborated</p>	<p>PMC Work Plans, quarterly-monthly-annual reports</p> <ul style="list-style-type: none"> <li>DGPCM Reports</li> <li>DGPCM Institutional Development Plan</li> <li>Copies of Legislation and Decrees</li> <li>CSB Reports</li> <li>Strategy Report</li> <li>MIS designed and made operational</li> <li>CI Reports</li> <li>Feasibility Study on Ombudsman</li> <li>Operational Efficiency Plan</li> <li>Strategic Efficiency Plan</li> <li>COA Reports</li> <li>Assessment Report COA</li> <li>Strategic Plan COA</li> <li>Copies of Legislation and Decrees</li> <li>Manual on audit control and procedures drafted and approved</li> <li>Official GoLDocs (Draft Laws/Decrees)</li> <li>CAS Registers, Reports, Minutes of</li> </ul>	<p>Adequate OMSAR involvement-coordination</p> <p>Suff. political willingness to change tutelage struct, streamline/restruct. CAS.; Suff. coop core agencies; Absorp. capacity DGPCM</p> <p>Solid cooperation CSB; Suff. coop. other public agencies; Suff. Absorp. capacity CSB</p> <p>Solid cooperation with CI; Suff. willingness to discuss concrete measur. to fight corruption</p> <p>Solid Cooperation COA; Suff. absorptive &amp; process. capacity COA; Sufficient political commitment for establishment Supreme Audit Institution</p> <p>GoL effectively supports</p>

<p>4. Assistance in Training and Communication implemented (TC)</p>	<p>TC-1) OMSAR Training Programme designed / implemented Study Tour designed and implemented</p> <p>TC-2) Seminars and Workshops designed and implemented Courses for High Level Civil Servants organised</p>	<ul style="list-style-type: none"> <li>• Specific Reports and Memoranda on the workshops and Seminars elaborated by the Consultants</li> </ul>	<p>Suff. collabor. between NIAD &amp; OMSAR in training activities under ARLA</p>
<p>5. Assistance in Procurement &amp; Contract Management implemented (PC)</p>	<p>PC-1) Contract Administration System for ARLA established and used</p> <p>Manual on Procurement regulations issued and in use</p> <p>OMSAR staff trained on EC regulations</p> <p>Efficient Reporting on procurement and contracting</p>	<ul style="list-style-type: none"> <li>• Procurement Manual available in OMSAR</li> <li>• Reports and documents on procurement and contracts in EU component of NARP</li> <li>• Correspondence Delegation - OMSAR on FA and TA</li> </ul>	<p>Info on applic. EC procedures, regulations &amp; documentation available; Tenders' prompt approval by OMSAR/EC</p> <p>Current OMSAR staff remains in post</p>
<p><u>C: Other public agencies:</u> 1. MSCs established and coordinated</p>	<p>SS-2) MSC NSSF formulated and approved, established; monitored and assisted by PMC</p> <p>SA-1) Components Social Affairs and Labour formulated and approved, established; monitored and assisted by PMC</p> <p>ET-3) MSC Economy &amp; Trade / Trade Policy Unit formulated, approved, established; monitored and assisted by PMC</p> <p>ET-4) MSC Economy &amp; Trade / Compet-Consumer Protection formulated, approved, established; monitored, assisted by PMC</p> <p>TE-4) MSC Post and Telecom formulated, approved, established, monitored and assisted by PMC</p> <p>TR-2) MSC Ministry of Transport formulated and approved, established; monitored and assisted by PMC</p> <p>FI-2) MSC Ministry of Finance formulated and approved, established; monitored and assisted by PMC</p> <p>ED-1) MSC Education formulated and approved, established; monitored and assisted by PMC</p> <p>Formulation of a number of further MSCs, approval, establ., monitoring, assistance by PMC (in Local Administration)</p>	<ul style="list-style-type: none"> <li>• PMC work plans</li> <li>• NARP/ARLA monitoring and evaluation mechanism - quarterly and annual reports, six-monthly reviews; agenda's and minutes of meetings issued.</li> <li>• ToRs and specifications available with OMSAR/EU</li> <li>• Evaluation documents available</li> <li>• Signed contracts with EU/OMSAR</li> <li>• PMC progress reports</li> <li>• Expert approval documentation</li> <li>• PMC progress reports; minutes of MSC steering committee meetings and Supervisory Committee meetings</li> </ul>	<p>Support from beneficiary agencies</p> <p>Willingness to participate in MSC Steering Committee</p> <p>Sufficient absorptive capacity</p> <p>In line agencies</p> <p>Appropriate donor coordination</p> <p>OMSAR in position to spend the necessary time on MSCs</p>
<p>2. Immediate Action Packages (IAP) established and coordinated</p>	<p>SS-1) IAP NSSF formulated, approved, and monitored</p> <p>TR-1) IAP Transport formulated, approved, and monitored</p> <p>TE-1) IAP Post and Telecom / preparation Telecom Regulatory Authority formulated, approved, monitored</p> <p>TE-2) IAP Post and Telecom / Telecom Regulatory Authority Study Tour formulated, approved, monitored</p> <p>TE-3) IAP Post and Telecom / HR Strategy formulated, approved, monitored (TE 4)</p> <p>GS-1) IAP Port of Beirut Grain Silo formulated, approved, monitored</p> <p>ET-1) IAP Ministry of Econ. &amp; Trade / preparation for establishment of Trade Unit formulated, approved, monitored</p> <p>ET-2) IAP Ministry of Economy &amp; Trade / Competition Policy formulated, approved, monitored</p>	<ul style="list-style-type: none"> <li>• PMC work plans</li> <li>• NARP/ARLA monitoring and evaluation mechanism - quarterly and annual reports, six-monthly reviews; agenda's and minutes of meetings issued.</li> <li>• ToRs and specifications available with OMSAR/EU</li> <li>• Evaluation documents available</li> <li>• Signed contracts with EU/OMSAR</li> <li>• PMC progress reports</li> <li>• Expert approval documentation</li> <li>• PMC progress reports</li> </ul>	<p>Support from beneficiary agencies;</p> <p>Willingness to participate in MSC Steering Committee;</p> <p>Suff. absorptive capacity in line agencies;</p> <p>Appropriate donor coordination;</p> <p>OMSAR in position to spend the necessary time on IAPs</p>



<b>Activities</b>	Will be presented in the PMC Annual Work Plans	PMC Work Plans and quarterly, monthly, and annual reports	Bi-weekly OMSAR/PMC Working Committee OMSAR staff available for participation in the project (through Task Groups, etc.)
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#### Assistance to the DGPCM

Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
<b>Overall Goal</b> To strengthen the performance of the Lebanese administration by strengthening the DGPCM	DGPCM's tutelage structure streamlined Core Administrative Agencies re-organised DGPCM strengthened in core-tasks	Copies of Legislation & Decrees DGPCM Institutional Development Plan	See under ARLA/PMC Logframe
<b>Specific Objectives:</b> 1. To clarify & streamline relationships between DGPCM & agencies of its tutelage 2. To assist in streamlining and restructuring the core administrative agencies 3. To strengthen the DGPCM's capacity in executing its core activities	Timely implementation of the Project	ARLA-PMC Progress Reports	See under ARLA/PMC Logframe
<b>Outputs:</b> 1A) Institutional review DGPCM and agencies under its tutelage undertaken 1B) Draft laws providing for different tutelage structures formulated 2A) Comprehensive Study on the mandate, function and role of core agencies undertaken 2B) Draft laws providing for streamlining and restructuring of core agencies formulated 3A) DGPCM Organisational analysis executed 3B) DGPCM strengthened in key-areas through TA	1. Report on external relationships DGPCM drafted / approved 2. Laws allowing for a different tutelage structure of selected agencies drafted and approved 3. Report on mandate, function and role of core administrative agencies drafted and approved 4. Laws allowing a streamlining & restructuring of the core administrative agencies drafted and approved 5. Institutional Development Plan for DGPCM drafted and approved 6. Timely implementation of the Inst. Devel. Plan	1. Project's Progress Reports 2. Copies of Legislation & decrees 3. Institutional Development Plan	Sufficient political willingness to change tutelage structure Sufficient political willingness to streamline and restructure core administrative agencies Sufficient cooperation of core administrative agencies Sufficient absorptive and processing capacity at the DGPCM High degree of acceptance of TA within DGPCM

#### Assistance to the CSB

Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
<b>Overall Goal</b> To strengthen the performance of the Lebanese administration in human resources management	CSB's strategic planning functions strengthened CSB's operational efficiency strengthened	Strategy Report MIS designed and operational	See under ARLA/PMC Logframe
<b>Specific Objectives:</b> 1. To strengthen the CSB functions in strategic planning 2. To increase the efficiency of CSB's operational functions	Timely implementation of the Project	ARLA-PMC Progress Reports	Solid cooperation with CSB
<b>Outputs:</b> 1A) Strategy Task Force within CSB established	1. Participation of Task Force in study tour	Project's Reports	Sufficient willingness to openly

1B) Strategy Task Force trained 1C) Strategy Analysis concluded and recommendations approved 1D) Strategic Planning Unit established within CSB 2A) MIS designed and implemented 2B) staff appointed and trained	2. Internal analysis report prepared and approved 3. External analysis report prepared and approved 4. Strategy Report for the CSB prepared and approved 5. Informal strategy unit in CSB establ. & operational 6. Report on information needs CSB departments drafted and approved 7. Report on orientative systems analysis drafted / approved 8. CSB staff appointed and trained	assess the country's major HRM problems and the adequacy of the CSB's structure to tackle these problems Sufficient cooperation with other public agencies
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Assistance to the CI		
Intervention Logic	Verifiable Indicators	Means of Verification
<b>Overall Goal</b> To strengthen the performance of the Lebanese administration by modernising the operations of the CI	Operations CI modernised Operational efficiency CI strengthened	Feasibility Study for ombudsman Operational Efficiency Plan Strategic Plan
<b>Specific Objectives:</b> 1. To review feasibility for an ombudsman in Lebanon 2. To assist the CI in developing a more modern concept of inspection 3. To assist the CI in strengthening its operational efficiency	Timely implementation of the Project	ARLA-PMC Progress Reports
<b>Outputs:</b> 0. Task Force established 1. International Best Practices for ombudsman reviewed 2. Recommendations for modernisation CI formulated and implemented 3. Recommendations for improving Operational Efficiency CI formulated and implemented	1. Task Force established 2. Report on possible establishment of ombudsman in Lebanon drafted and approved 3. strategy Plan CI drafted and approved 4. Operational Efficiency Plan drafted and approved	Project's Reports CI Reports Feasibility Study on Ombudsman Operational Efficiency Plan Strategy Plan
		Solid cooperation with CI Sufficient willingness to Modernise CI's operations Sufficient absorptive and processing capacity CI Political willingness to modernise mandate of the CI

Assistance to the COA		
Intervention Logic	Verifiable Indicators	Means of Verification
<b>Overall Goal</b> To strengthen the performance of the Lebanese administration through more efficient, accountable and transparent use of public funds	New mission/mandate and functions for the Court of Account as a Supreme Audit Institution specified and institutionalized	Decision of COA Decree of Council of Ministers
<b>Specific Objectives:</b> To assist the COA in developing a policy and strategy for strengthening its legal and institutional position	Timely implementation of the Project	ARLA-PMC Progress Reports
<b>Outputs:</b> 1) Legal and institutional position of the COA reviewed 2) Strategic Plan to transfer COA into a	1. Assessment Report drafted and approved 2. Strategic Plan COA drafted and approved 3. Study Tour organised	Project's Reports COA Reports Assessment Report COA
		Solid cooperation with COA Sufficient absorptive and processing capacity within COA

Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
Supreme Audit Institution drafted and approved 3) COA Staff trained 4) Document Archiving computerised	4. MIS designed and implemented	Strategic Plan COA Copies of Legislation & decrees	Sufficient political commitment for establishment of a Supreme Audit Institution in Lebanon

Assistance to the CAS			
Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
<b>Goal</b> Strengthening the CAS capacity for efficient and modern elaboration of statistical data	5-year Master Plan elaborated National Accounts created Reliable data published by CAS	Official GoL docs, CAS registers, reports, minutes of meetings, CAS publications, etc., Intern. statistical organisat. feedback to Lebanese institutions	GoL effectively supports CAS strategy
<b>Specific Objectives</b> 1. Elaboration of a five year Master Plan for CAS 2. Developing CAS capacity in National Accounts 3. Design/implementation of CAS new functional structure. 4. Provide CAS with efficient IT equipment 5. Improving the staff training in statistical, IT and administrative modern tools 6. Strengthening the capacity of CAS in producing reliable statistics	Timely implementation of the Project	Project's Reports ARLA PMC Progress Reports	See under ARLA/PMC Logframe
<b>Outputs</b> 1) Master Plan delivered for approval 2) Elaborate re-organisation of CAS functional structure. 3) National Accounts concept developed/ implemented 4) IT software and hardware operational 5) Training of CAS experts undertaken 6) Timely and effective TA 7) Study tours-workshops-seminars organized, cond. 8) Assessment of statistical data available 9) Quality control of existent data 10) Publishing of data 11) Collect and analyse feed back	1. Master Plan drafted and approved 2. New programme drafted and approved 3. Training Programme CAS designed and implemented	Project's Reports Minutes of meetings, documents with project, CAS staff and consultants intermediate reports Official Government documents CAS administrative registers CAS statistical documents CAS registers, national and international reports, studies and publications	Sufficient political willingness to implement. Recommend of Project Suff. absorptive & processing capacity of CAS Skilled CAS Staff retained in organisation throughout Project Adequate working conditions GoL supports the idea Active support from CAS for the Project

Assistance to NIAD			
Intervention Logic	Verifiable Indicators	Sources of verification	Assumptions
<b>Goal</b> To strengthen management capacities of Lebanese Public Administration.	Ratio staff costs to overall govt. expenditure improved; self assessment by senior officers	Annual govt. budget; repeat Strength-Weakness survey at end of Programme	See under ARLA/PMC Logframe
<b>Specific Objective</b> To strengthen the capacity of NIAD in the domain of management; and organization of continuous training, in the framework of institutional reform.	Curricula and courses updated and improved in content, larger offer of training courses	Annual report NIAD Curriculum NIAD	GoL overall human resources policy development designed and implemented.
<b>Outputs</b> <b>A. Technical Assistance to NIAD</b>	1. Nr. of vocational training curricula	Project progress reports.	A unit dedicated to the design and implementation of HRD policy

Intervention Logic	Verifiable Indicators	Sources of verification	Assumptions
<p>A1. New curricula and new training methods implemented</p> <p>A2. Three Training the Trainers Courses delivered.</p> <p>A3. One Workshop on Training in Public Administration undertaken</p>	<p>2. 10 trainers trained by the the Trainers Courses</p> <p>3. Staff of OMSAR trained</p> <p>4. 100 participants in the Workshop on Training</p>	<p>Specific Reports and Memoranda on the Workshops and Seminars elaborated by the consultants</p>	<p>is created in each ministry. NIAD has enough financial resources to continue implementation of vocational training after project finishes.</p> <p>Decision of organizing proposed Workshops/Seminars taken.</p> <p>Institution that will replace NIAD willing to adopt new orientation in terms of professional training.</p> <p>Agreement is reached on the co-ordination of the training provided by ARLA project through OMSAR.</p>

#### Assistance to/through OMSAR in Programming and Monitoring of NARP

Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
<p><b>Overall Goal</b></p> <p>To strengthen the performance of the Lebanese administration</p>	<p>Timely Programming and scheduling of NARP components, especially those included in the ARLA Project</p>	<p>Goals established for the overall ARLA-Project within the constraints imposed by funding or similar conditions</p>	<p>See under overall ARLA/PMC Logframe</p>
<p><b>Specific Objectives:</b></p> <p>To assist the OMSAR in the Programming and Monitoring of the NARP</p>	<p>Timely implementation of the Project</p>	<p>ARLA-PMC Progress Reports</p>	
<p><b>Outputs:</b></p> <p>PM1) Sub-component on overall Programming and Monitoring of the ARLA Project implemented</p> <p>PM2) Sub-component on Needs Assessment and MSC identification implemented</p> <p>PM3) Sub-component on coordination of donor-funded administrative modernisation activities implemented</p> <p>PM4) Sub-component on establishing a PMES in OMSAR implemented</p> <p>PM5) Sub-component on establishing PROMIS in OMSAR implemented</p> <p>PM6) Sub-component on developing project cycle management capacity in OMSAR implemented</p> <p>PM7) Sub-component on Capacity Development in OMSAR implemented</p> <p>PM8) Sub-component on Public Services Delivery Studies and Surveys implemented</p>	<p>1) ARLA Steering committee in place, regular meetings held, written inputs and minutes issued</p> <p>2) Timely implementation of the 3 main projects operating in the context of NARP (WB, Arab Fund, EU-ARLA); further possible additions in the future</p> <p>3) Disbursement ratio of the three main projects designed in the context of the NARP improved</p> <p>4) Solid co-operation OMSAR - other agencies</p> <p>5) ARLA Procedural manual drafted and approved</p> <p>7) PMC Workplans and midterm updates drafted and approved</p> <p>8) PMC Progress Reports drafted and approved</p> <p>9) Technical &amp; administrative reports MSCs reviewed</p> <p>10) Task Force to assess reform and modernisation needs established</p> <p>11) Effective donor coordination established</p> <p>12) Effective Project M&amp;E System in place</p> <p>13) Effective Project Management Information System installed and operational</p> <p>14) Overview of donor-activities in administrative reform</p> <p>15) Improved capacity of OMSAR in PCM</p> <p>16) Improved evaluation capacity of OMSAR</p> <p>17) Improved understanding of the quality, quantity and timeliness of public service delivery in selected sectors</p>	<p>NARP/ARLA M&amp;E mechanism. Quarterly &amp; annual reports, six-monthly reviews; agendas &amp; minutes of meetings issued. Comparison of work plan and dates of issue of other documents</p> <p>Comparison of work plans and progress reports ARLA and other projects</p> <p>Comparison of overall/annual budgets of the 3 projects and financial progress reports, also historically</p> <p>Minutes of meetings; monitoring reports</p> <p>ARLA Procedural manual</p> <p>MSC identified/ToR formulated/MSC mobilised</p> <p>Minutes of multilateral Donor meetings / Proceedings of donor-workshop</p> <p>Proceedings of PCM Workshops</p> <p>Project Cycle Management Manual</p> <p>Project Evaluation Manual</p> <p>Mission Reports Short Term Experts</p> <p>Baseline info on the (perceived) quality and quantity of certain public services</p> <p>Information on effects of changes and lack of changes on the quality and quantity of these services</p>	<p>Willingness in OMSAR to coordinate internally, also through committee mechanisms</p> <p>Continuity of OMSAR staff</p> <p>No delay in EU decision making or fund allocation</p> <p>OMSAR able to coordinate with other agencies</p> <p>GoL willing to respond quickly to all proposals in context of ARLA-PMC</p> <p>Willingness of donors to establish donor coordination mechanisms</p>

#### Assistance to/through the OMSAR in Administrative Modernisation

Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
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Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
<b>Overall Goal</b> To strengthen the performance of the Lebanese administration	Approach to and structure of administrative modernization and reform defined	Improved IDU Strategy used as a basis for the GoL's reform policy	Solid cooper. OMSAR – core agencies and other public agencies Commitment of GoL
<b>Specific Objectives:</b> 1. Assistance to/through OMSAR in Strategy Development for Public Administration Reform in Lebanon  2. Assistance to/through OMSAR in designing an approach to decentralisation in the Lebanese administration 3. Assistance to/through OMSAR in the improvement of bureaucratic efficiency and responsiveness	Timely implementation of the Project	ARLA-PMC Progress Reports OMSAR Reports	Suff. Absorp. & processing capacity at OMSAR & selected beneficiaries
<b>Outputs:</b> <b>1. STRATEGY</b> 1A) Updated IDU Strategy Document 1B) High Level Committee on Adm. Reforms re-invigorated 1C) Materials required for decisions on outline PA Reform strategy by highest policy making level 1D) Key senior staff sensitised and knowledgeable 1E) High level events organised on PA Reform; Web-site in place on ID-Strategy; best practices in PA Reform disseminated  <b>2. DECENTRALISATION</b> 2A) Manual on options & best practices of decentralisation 2B) Key Government officials and selected staff from municipalities exposed to international experience 2C) Improved IDU Strategy for support to local adminstr. 2D) Pilot actions in selected municipalities identified / implemented 2E) Recommendations on possible MSC in Local Administration formulated and approved 2F) Detailed recommendations to GoL regarding local administration  <b>3. Improvement of Bureaucratic Efficiency and Responsiveness</b> 3A) selected bureaucratic bottlenecks identified and alternatives formulated 3B) awareness among public servants of need for performance and client orientation increased 3C) Public Service Charter drafted and approved 3D) Public Service Delivery Improvement Plan drafted and approved 3E) Pilot Actions in service delivery identified/implemented	1. Governance Report drafted and approved 2. High Level Committee Meetings 3. Public Private Partnership Report drafted and approved 4. Study Tour on Administrative Reform organised 5. High Level Administrative Reform seminar(s) organised 6. ARLA Workshops organised 7. Web-site developed  8 Decentralisation Report drafted and approved 9. Institutional Analysis of two pilot municipalities carried out 10. Study Tour for selected key-staff municipalities and Ministries related to local administration organised  11. Action Plan for Streamlining and modernisation of administrative procedures drafted and approved 12. Focus Groups established 13. Pilot actions identified and implemented 14. Public Service Delivery Improvement Plan drafted and approved 15. Public Service Charter developed and agreed upon 16. IDU Strategy fine-tuned	1. Project Reports 2. Proceedings of workshops 3. Copies of Legislation & decrees 4. Evidence of increased participation of the private sector and civil society 5. Minutes of meetings of high level committee on administrative reforms 6. Minutes and reports of focus groups 7. IDU Strategy fine-tuned 8. OMSAR Reports and reports of other beneficiary organisations	GoL willing to adopt an administrative reform policy Sufficient cooperation and participation of public agencies, NGOs and the private sector. Sufficient absorptive capacity and processing capacity at OMSAR and selected beneficiary organisations TA accepted by OMSAR

### Assistance to/through OMSAR in Training and Communication Intervention Logic

Goal	Verifiable Indicators	Sources of verification	Assumptions
<b>Goal</b> To strengthen management capacities of Lebanese Public Administration.	Ratio staff costs to overall govt. expenditure; self-assessment by senior officers	Annual govt. budgets; Repeat Strengths Weakness survey at end project	See under overall ARLA/PMC Logframe
<b>Specific Objective</b> To strengthen knowledge and skills of OMSAR staff and other leading organizations in the domain of institutional reform as well as in some technical and instrumental domains related with their mission.	Timely implementation of the Project	ARLA-PMC Progress Reports	GoL overall human resources policy development designed and implemented.
<b>Outputs</b> <b>A. Technical Assistance to OMSAR</b> A1. OMSAR training program developed and approved. A2. Training Program to OMSAR staff implemented <b>B. Assistance to Core Agencies and Beneficiary Ministries</b> B1. One Study visit organized and undertaken B2. Two Seminars and Two Workshops organized and run B3. Five HLS Courses org. & run B4. Two Workshops on Specific Subjects related with Institutional Reform organized and run.	Staff of OMSAR trained 200 participants in the Awareness Workshop 200 participants on the National Seminar on Administrative Reform 150 participants in the Regional Seminar on Administrative Reform 125 trainees in the Workshops for High Level Staff (HLS)	Project progress reports. Specific Reports and Memoranda on the Workshops and Seminars elaborated by the consultants	A unit dedicated to the design and implementation of human resources development policy is created in each ministry. Decisions of organizing the proposed Workshops and Seminars are timely taken. OMSAR and other leading organizations in the field of administrative reform assume a co-operative stance. Objectives and pace of administrative reform are clarified

### Assistance to/through OMSAR in Information Communication Technology (ICT)

Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
<b>Overall Goal</b> To strengthen the performance of the Lebanese administration			See under overall ARLA/PMC Logframe
<b>Specific Objectives:</b> 1) Assist OMSAR in right sizing its operations 2) Assess the ICT needs of core agencies 3) Optimise working procedures 4) Legalise electronic signatures 5) Accelerate development of ICT policies	Timely implementation of the Project	ARLA-PMC Progress Reports	See under overall ARLA/PMC Logframe
<b>Outputs:</b> <b>1. Rightsizing</b> a) job-descriptions and career plans ICT staff prepared and approved b) individual training plans ICT staff prepared and approved c) external review work conditions ICT professionals prepared and approved d) proposals for improvement work conditions ICT staff formulated and implemented <b>2. Core Agencies</b>	Job-descriptions ICT staff Training Plan ICT-staff Report on Review work conditions Rightsizing Report ICT-needs report Core Agencies ToR's Draft Law ICT Policy drafted	Project's Reports OMSAR Reports Reports Core Agencies Copies of Legislation and decrees ICT Policy Document Guidelines and Documents with standards Job-descriptions ICT staff Training Plan ICT-staff Report on Review work conditions Rightsizing Report	Solid cooperation with OMSAR ICT Professionals Sufficient willingness to change working methods Cooperation core agencies Sufficient absorptive and processing capacity within OMSAR Sufficient political commitment for the adoption and implementation of ICT Policy and approval of draft laws

Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
a) ICT Needs core agencies assessed b) ToR for possible ICT projects in core agencies drafted and approved <b>3. Optimising Work procedures</b> a) increased team-work b) improved work satisfaction <b>4. Electronic Signature</b> a) draft law prepared and approved b) pilot executed <b>5. ICT Policy</b> a) policies developed and implemented		ToR's Draft Law	Solid cooperation with respective agencies in ICT Policy development

#### Assistance to/through OMSAR in Procurement and Contract Management

Intervention Logic	Verifiable Indicators	Means of Verification	Assumptions
<b>Overall Goal</b> To strengthen the performance of the Lebanese administration	Effective and efficient procurement and contract administration for the ARLA Project designed and operational	MSCs mobilised	See under overall ARLA/PMC Logframe
<b>Specific Objectives:</b> To assist the OMSAR in effective and efficient procurement and contract administration for the ARLA Project	Timely implementation of the Project	ARLA-PMC Progress Reports	See under overall ARLA/PMC Logframe
<b>Outputs:</b> Contract Administration System for ARLA established and used Manual on Procurement regulations issued and in use OMSAR staff trained on EC regulations Efficient Reporting on procurement and contracting	Project Procurement Plan and Budget drafted and approved Standard bidding, contract and administrative documents prepared and approved Input requirements MSCs established ToR and technical specifications MSCs approved Procurement notices published Short lists established Tender dossiers prepared and approved Tendering, Bid evaluation and contract awarded Service and supply contract signed	MSC contracts awarded Project's Reports OMSAR Reports Project Procurement Plan Standard bidding, contract and administrative documents Workplan MSCs Procurement notices Tender dossiers	Solid cooperation OMSAR Procurement Dept.-PMC Solid Cooperation OMSAR/PMC- selected beneficiaries Information on EC Procedures, regulation and documentation available Information on beneficiaries available Prompt OMSAR/EC approval of notice Technical input from Beneficiary readily available. Prompt OMSAR/EC approval Timely evaluation of bids, Prompt endorsement of payment orders by OMSAR/ EC.

Assistance to the Ministries of Labour, Social Affairs, Post & Telecommunications, Public Works & Transport, Finance, Economy & Trade and to the National Social Security Fund: To be defined.

# ANNEX 2

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## Project Synopsis of the Project



## PROJECT SYNOPSIS

Project Title:	Assistance to the Rehabilitation of the Lebanese Administration (ARLA)
Project Number:	LBNB7-400/97/0687
Module (Project):	

- General objective(s):**
- The rehabilitation and improvement of the performance of the public administration in Lebanon.
- Specific objectives:**
- To strengthen OMSAR in its functions for managing the ARLA programme and promoting administrative modernization reform.
  - To strengthen four Core Administrative Agencies in their key-tasks.
  - To assist OMSAR in establishing and monitoring management support projects in the central administration, public utilities & service networks, and in local administration.
- Activities:**
- Assistance to and through OMSAR:**
- Management services for the ARLA Programme, Procurement and Contract Management and Monitoring.
  - Administrative Modernisation and Improvement of Bureaucratic Efficiency, Improvement of Quality Services to the Citizen.
  - Performance Improvement in Public Agencies.
  - Training and Awareness Raising in the context of Administrative Reform.
- Assistance to Core Administrative Agencies:**
- Performance Improvement and Modernisation of the Civil Service Council, Central Inspection and Court of Audit.
  - Capacity strengthening of the Central Administration of Statistics in providing economic statistics and operating a modern system of National Accounts.
- Assistance to Sectoral Ministries through MSCs/IAPs:**
- A. Central Administration**
- Institutional Strengthening of the Ministry of Labour and National Employment Office.
  - Institutional Reform for the Ministry of Economy and Trade.
  - Establishment of a Trade Policy Unit.
  - Assistance to Customs Administrative System.
  - Formulation of an assistance package in HRM to Ministry of Finance.
  - Fact-finding study on organisational/ communication aspects in Ministry of Foreign Affairs.
- B. Public Utilities & Service Networks**
- Policy making and Reform for the Transport Sector.
  - Establishment of Civil Aviation Authority.
  - Capacity Building in Land & Maritime Transport.
  - Certification of Lebanese Flag Seafarers and Ships.
  - Institution Building of the Telecommunications Regulatory Authority.
  - Management of the reorganization of the Ministry of Telecom.
- C. Local Administration**
- Local Government and Municipal Strengthening
  - Financing of Solid Waste Management projects
- Project end:** 31 December 2005

# **ANNEX 3**

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## **Financial Table**

**ARLA - (FINANCIAL STATEMENT of project LBN/B7-400/97/0687**

**BUDGETING, COMMITMENTS AND DISBURSEMENTS as at 31 December 2005**

	<b>EC Budget*</b>	<b>Committed</b>	<b>%</b>	<b>Disbursed#</b>	<b>% of committed</b>
<b>Total</b>	<b>38.000.000,00</b>	<b>36.585.435,47</b>	<b>96</b>	<b>23.883.713,40</b>	<b>65.28%</b>
Technical Assistance	17.450.000,00	17.394.892,17	100	14.726.587,99	84.66%
Monitoring/Evaluation and Audit	380.000,00	358.174,50	94	278.215,20	77.68%
Equipment	2.235.000,00	1.301.210,70	58	1.261.252,11	96.93%
Training, Operations and other	3.735.000,00	3.331.158,10	89	2.517.658,10	75.58%
Investments in Nunicipalities	14.200.000,00	14.200.000,00	100	5.100.000,00*	35.92%
Contingencies					

\* Budget after amendment No. 3 to the Financing Agreement (No. LBN/B7-400/97/0687)

# Disbursements as at 31 December 2005. Disbursements will of course continue in 2006.  
Therefore, exact amount unspent will be known only at the end of 2006

\* This is only the first instalment disbursed up to 31 December 2005. The second instalment of Euro 9.100.000 was probably disbursed early in 2006 in accordance with Amendment No. 3 to the FA (as per letter from EC Delegation to OMSAR dated 26 October 2005).

## **ANNEX 4**

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### **List of persons – organizations consulted**

**European Commission**

Patrick RENAULD  
 Dimitrios KOURKOULAS  
 Maria ALVES  
 Joseph PIAZZA D'OLMO  
 Jose IZARRA  
 Giorgio FICARELLI  
 Vincent DEPAIGNE

**OMSAR**

Fouad EL SAAD  
 Hassan CHALACK  
 Raymond KHOURY  
 Nasser ISSRAOUI  
 Roula KABBANI  
 Haitham OMAR  
 Youmna SFEIR  
 Ms Mirvat HAMMOUD  
 Jamal ABADAH  
 Youssef SAAD  
 Charbel SARKIS  
 Makhoul JABBOUR  
 Fawaz KHOURY  
 Aline HOSRI  
 Nada BSAT  
 Georges YOUNES  
 Wahib EL HADDAD  
 Najib KORBAN  
 Atef MERHI  
 Rahif HAJJ ALI  
 André AMIOUNI  
 Nisrine GHAZIRI  
 Melissa CARDAHI  
 Samer HANKIR  
 Hend S. EL KHATIB  
 Jidane OUEIDAT  
 Rola ALAMEDDINE  
 Ziad NASR  
 Ramona BOULOS  
 Ms Hanine SALEM

**PMC Contractor**

Peter VAN STIJVENBERG  
 Dimitrios SFIKAS  
 Geert TUINIER  
 Adnan ISKANDAR  
 Tullio MORGANTI  
 Martin VAN GOLVERDINGE  
 Alain JEAN  
 Nazih K. EL-JOR  
 Walter KOLKMA  
 John HIDDLESTON  
 Nouhad KHALIFE  
 Walter KOLKMA  
 Walid LAWAND  
 Idilio LUIS FREIRE  
 Zoha KHALIL  
 Martin DE GRAAF  
 Hanine SALEM  
 Lian CATINIS  
 Terry GREEN  
 John BUTTLER  
 Simon WATT  
 Mr. CHEHADE

**ARLA Beneficiary Institutions**

Adeeb SALAME

Head of Delegation, EC Delegation in Beirut  
 Head of Delegation, EC Delegation in Beirut (previously)  
 Counsellor (1<sup>st</sup> Secretary), EC Delegation in Beirut  
 Programme Officer, EC Delegation in Beirut  
 Financial Officer, EC-EuropeAid  
 Cooperation Advisor, EC Delegation in Beirut (previously)  
 Cooperation Advisor, EC Delegation in Beirut (previously)

Previous Minister of State for Administrative Reform  
 Previous Minister of State for Administrative Reform  
 Director, Technical Cooperation Unit (TCU)  
 Previous Deputy Director – TCU  
 EU Project Coordinator, TCU  
 Head of Procurement Team, TCU  
 Procurement Officer, TCU  
 Procurement Officer, TCU  
 Procurement Officer, TCU  
 Procurement Officer, TCU  
 Senior Legal Advisor, TCU  
 Finance Officer, TCU  
 Senior Training Officer, TCU  
 Training Assistant, TCU  
 Logistics Officer, TCU  
 Manager, ICT projects, TCU  
 PIP expert, TCU  
 ICT expert, TCU  
 Director, Institutional Development Unit (IDU)  
 Executive Manager, ARLA project  
 Assistant Policy Analyst, IDU  
 Assistant Policy Analyst, IDU  
 Assistant Policy Analyst, IDU  
 Assistant Policy Analyst, IDU  
 Assistant Policy Analyst, IDU  
 Assistant Policy Analyst, IDU  
 Assistant Policy Analyst, IDU  
 Assistant Policy Analyst, IDU  
 Assistant Policy Analyst, IDU  
 Consultant for PIP, IDU

ARLA Project Director, BMB Arcadis  
 Team Leader – Senior Expert Public Administration  
 EU LT Expert Public Administration  
 Lebanese LT Expert Administrative Modernisation  
 EU LT Expert Simplification & Debureaucratisation  
 EU LT Expert Project Management  
 Previous EU LT Expert Project Management  
 Lebanese LT Expert Project Management – Capacity Building  
 EU LT Expert M&E  
 EU LT Expert Procurement and Contract Management  
 Lebanese LT Expert Finance Administration  
 EU LT Expert Monitoring & Evaluation  
 Lebanese LT Systems Analyst  
 EU LT Expert Statistics  
 Lebanese ST Expert Statistics  
 EU ST Expert Performance Improvement  
 Lebanese ST Expert Performance Improvement  
 EU ST Expert ICT  
 EU ST Expert Economy & Trade, Telecommunications  
 EU ST Expert Training Needs Assessment  
 EU ST Expert Local Government  
 Lebanese ST Expert Local Government

Judge, President, Court of Accounts (CoA)

Fouad HAIDAMOUS  
 Dr Georges GHOLMIEH  
 Dr Tanios EL HALABY  
 George CHOUKAIR  
 Mountaha AOUN  
 Maral TUTELIAN GUIDANIAN  
 The Head of IT Department  
 Munzer EL KHATIB  
 Samir BADR  
 Riad M. SALLOUM  
 Mahmoud EZZEDINE  
 Nada EL KHATIB  
 Ali EL AHMAR  
 Jean Louis CARDAHI  
 Naji ANDRAOS  
 Ahmad Bassam OUEIDAT  
 Ms Dina MATAR  
 Malcolm ARMITAGE  
 Alan HORNE  
 Ahmad SULTAN  
 Fintant HEALY  
 Abdel Hafeez KAYSSI  
 Elham KHABBAZ  
 Mohamed Hadi BAAJ  
 René Q. KIST  
 Dr Ashraf HAMED  
 Rami SEMAAN  
 Raya AL HASSAN  
 Alia EL-MOUBAYED  
 Taline URNECELIAN  
 Dr Assem JABER  
 Alain BIFANI  
 Mr AZOUR  
 Nelly HABIB  
 Lamia EL MOUBAYED  
 Rania ABOU JAOUDE  
 Dania SINNO  
 Ms Jinane DOUEIHY  
 Ahmad NASSER  
 Salim BALAA  
 Omar NATOUR  
 Amal ABDALLAH  
 Ms Nada KASTI  
 Nehmat KANAAN  
 Ratib SALIBA  
 Fauzi HAJ HASSAN  
 Fares SAAD  
 Mustafa ISMAIL  
 Tunay AKOGLU  
 Roger RIZK  
 Abdel Ghani CHAHINE  
 Moussa GEDEON  
 Nabil TABET  
 Khalil AL HAJAL  
 Nicolas HABR  
 Paul CASALONGA  
 Béchir OSMAT  
 Ramez KAYAL  
 Walid CHAHINE  
 Selim LADIQUI  
 Claude MASAAD  
 Berj A. HATJIAN  
 Charbel Saad HANNA  
 Antoine KHOURY

Previous President, Central Inspection (CI)  
 Inspector-General, CI  
 Inspector-General, CI  
 Task Force Member, CI  
 Task Force Member, CI  
 General Director, Central Administration of Statistics (CAS)  
 Central Administration of Statistics  
 President, Civil Service Board (CSB)  
 General Director, Training Department CSB  
 Director-General, Personnel Dept., CSB  
 Director General, DG Research & Guidance (DGR&G)  
 Expert, DGR&G  
 Expert, DGR&G  
 Previous Minister of Telecommunications  
 Director-General, Ministry of Telecommunications  
 General Director Exploitation & Maintenance, Min. of Post & Telecom  
 Coordinator for MSC, Ministry of Telecommunications  
 Team Leader, MSC Ministry of Telecommunications  
 Team Leader, MSC Ministry of Telecommunications  
 Project Manager, MSC Ministry of Telecommunications  
 Principal consultant, MSC Ministry of Telecommunications  
 General director Land & Maritime Transport, Min. of PW & Transport  
 Chief, Land Transport Section, Min. of PW & Transport  
 Advisor to the Minister, Ministry of Public Works & Transport  
 Project Director, MSC Min. of PW & Transport  
 Project Manager, MSC Min. of PW & Transport  
 Programme Manager, Ministry of Public Works & Transport  
 Advisor, Ministry of Economy & Trade  
 Advisor, Ministry of Economy & Trade  
 Advisor, Ministry of Economy & Trade  
 Director Admin.&Finance, Ministry of Foreign Affairs  
 Director General, Ministry of Finance  
 Advisor, Ministry of Finance, currently Minister of Finance  
 Office of the Minister, Ministry of Finance  
 Director, Institute of Finance  
 Coordinator (Human Resources), Institute of Finance  
 Responsible for Training, Institute of Finance  
 Responsible for Training, Institute of Finance  
 Director-General of Customs  
 Project Manager, ASYCUDA / NAJM  
 Director-General, Ministry of Justice  
 Project coordinator, Ministry of Justice  
 Chief of cabinet of the Minister, Ministry of Justice  
 Director General, Ministry of Social Affairs  
 Director General, Ministry of Labour  
 Head of the DG's Office, Ministry of Labour  
 Head of Labour Relations Service, Ministry of Labour  
 Head of Labour Force Service, Ministry of Labour  
 Team Leader, MSC Ministry of Labour  
 Deputy Team Leader, MSC Ministry of Labour  
 Director-General, National Employment Office  
 Previous Director-General, National Employment Office  
 Head, National Employment Office  
 Director-General, Ministry of Interior and Municipalities  
 Colonel of FCI, Ministry of Interior & Municipalities  
 Louis Berger Consultants, MSC Municipalities  
 Project Manager, MSC Municipalities  
 President EL ARD Consultants, Solid Waste investment project  
 EL ARD Consultants, Solid Waste investment project  
 Director General, DG of Presidency of Council of Ministers  
 Advisor, DG of Presidency of Council of Ministers  
 Director-General, Ministry of Environment  
 Chief, Informatics Dept., Water Authority of Beirut  
 IT Consultant, Water Authority of Beirut

# **ANNEX 5**

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**Documentation used**

## Documentation used for the production of the Mid Term Report

		04.08.1998
1.	Financing Agreement between the EC and the Lebanese Republic	30.09.1999
2.	PMC ToR and Contract	19.01.2000
3.	Comments of the EC Delegation on the Draft Inception Report – Version 1	20.01.2000
4.	Comments of the OMSAR on the Draft Inception Report – Version 1	08.03.2000
5.	Comments of the Advisory Committee on the Draft Inception Report – Version 1	12.04.2000
6.	PMC Draft Inception Report - Version 2	12.04.2000
7.	Annex to PMC Draft Inception Report on ARLA Project Management	09.05.2000
8.	Comments of the OMSAR on the Draft Inception Report – Version 2	22.05.2000
9.	Comments of the OMSAR on the Draft Inception Report – Version 2	31.05.2000
10.	PMC Quarterly Progress Report QR2	05.06.2000
11.	Comments of the EC Delegation on the Draft Inception Report – Version 2	13.07.2000
12.	Agreed activities during the mission of the Task Manager 3-6 July 2000	13.07.2000
13.	Guidelines of the OMSAR on the ARLA Agreed Work Program	28.07.2000
14.	PMC Memorandum to OMSAR on tender documents for MSCs and IAPs for the Ministry of Transport	10.08.2000
15.	PMC Memorandum to OMSAR on tender documents for IAPs for the Ministry of Economy & Trade	11.08.2000
16.	Draft Protocol Agreement on the Implementation Modalities of the ARLA	18.09.2000
17.	PMC Quarterly Progress Report QR3	22.09.2000
18.	PMC Memorandum to OMSAR on tender documents for MSC and IAPs for the Ministry of Labour	25.09.2000
19.	PMC Memorandum to OMSAR on tender documents for unified MSC for the Ministry of Economy & Trade	06.10.2000
20.	Draft Workplan July 2000 – June 2001 submitted by PMC to OMSAR and EC Delegation	10.10.2000
21.	PMC Draft Quarterly Progress Report QR4 (not yet finalised)	19.10.2000
22.	Strategy Paper "Five to twelve"	16.11.2000
23.	Note of the Head of Unit EC/SCR/B/2 on the Draft Protocol Agreement	16.11.2000
24.	Work Methodology for Performance & Modernisation Plans in Core Admin. Agencies	04.12.2000
25.	Central Administration of Statistics - Report for the mission November 9-21, 2000	05.12.2000
26.	Report of the meeting with the OMSAR Minister	20.12.2000
27.	Memo on Performance Improvement & Modernisation Plan – Central Inspection	20.12.2000
28.	Memo on Performance Improvement & Modernisation Plan – Court of Audit	20.12.2000
29.	Memo on Performance Improvement & Modernisation Plan – R&G Administration	20.12.2000
30.	Memo on Proposals for Institutional & Administrative Development – IPA	21.12.2000
31.	Proposals for institutional & administrative development of IPA	22.12.2000
32.	Outline of the Procedures' Manual	22.12.2000
33.	PMC Workplan July 2000 – June 2001	22.12.2000
34.	PMC Inception Report – Final Version	23.01.2001
35.	Second Draft of Protocol Agreement on the Implementation Modalities of ARLA	23.01.2001
36.	PMC Quarterly Progress Report QR4	23.01.2001
37.	PMC Quarterly Progress Report QR5	25.01.2001
38.	Proposed ToR for IAP "Capacity Building for Certificat. of Leb. Flag Seafarers/Ships"	25.01.2001
39.	Proposed ToR for IAP "Options for Transport Sector Reform"	25.01.2001
40.	Proposed ToR for MSC "Policymaking & Regulatory Capacity Building for Transport"	25.01.2001
41.	Proposed ToR for IAP "Reform Consumer Protection in MoET"	25.01.2001
42.	Proposed ToR for IAP "MoET: Trade policy Unit / MoET Reorganisation"	25.01.2001
43.	Proposed ToR for MSC "Institution Building – Competition & Consumer Protection"	25.01.2001
44.	Proposed ToR for MSC "Capacity Building in Trade Policy"	25.01.2001
45.	Proposed ToR for MSC "Institution Strengthening of the MoL & the NEO"	25.01.2001
46.	Proposed ToR for MSC "Institution Building of a Telecom Regulatory Authority"	26.01.2001
47.	Minutes of the meeting PMC – OMSAR, chaired by the Minister	05.02.2001
48.	Comments of CDR on the Draft protocol Agreement	05.02.2001
49.	Guidelines for the Short Term Mission Report PMC	06.02.2001
50.	Division of Tasks - PMC Operational Expert Team	06.02.2001
51.	PMC Annual Report 2000	12.02.2001
52.	EU Support to the Rehabilitation of the Local Administration within ARLA	12.02.2001
53.	Minutes & Action Points of the Monthly Meeting PMC-OMSAR-EU	12.02.2001
54.	PMC Report on Procurement Progress	14.02.2001
55.	Final Report on Debureaucratisation / Simplification of Procedures	15.02.2001
56.	Request for approval for Mr. T. Green – Short Term Expert	16.02.2001
57.	List of Workshops / Presentations by PMC	16.02.2001
58.	Draft mission Report – Framework for Performance Improvement Strategy	



59.	A framework for a Performance Improvement Strategy for Public Sector Agencies	28.02.2001
60.	Report of the joint meeting OMSAR, EC Task Manager, MEDA Team, PMC	17.03.2001
61.	Report of the meeting OMSAR, EC Task Manager, PMC	18.03.2001
62.	Report of the debriefing meeting Minister OSAR, EC Task manager, OMSAR, PMC	18.03.2001
63.	ToR for IAP "Reform of Consumer Protection	13.03.2001
64.	Concept Note on Draft IAP Synopsis: Reorganisation of Ministry of Telecom	20.03.2001
65.	Draft Concept Note – ARLA support to MoF (Customs) and Comments of EC TM	27.03.2001
66.	Progress Report No 1 on Performance Improvement Planning	31.03.2001
67.	Comments of the EC TM on the Concept Note Ministry of Telecom	02.04.2001
68.	Proposed ToR for MSC "Institutional Reform of the MoET"	08.04.2001
69.	Draft Concept Note – ARLA support to MoF (Institute of Finance)	19.04.2001
70.	Note of Director AIDCO/B to Head of EC Delegation on Institute of Finance	19.04.2001
71.	Note of EC Delegation to Head of Unit AIDCO/B.3 on transfer to Local Account	19.04.2001
72.	Proposed ToR for MSC "Institution Building of a Telecom Regulatory Authority"	24.04.2001
73.	Minutes of the meeting of the Minister of SAR with the PMC	25.04.2001
74.	MEDAT System – Performance Rating System Assessment	25.04.2001
75.	Social Protection & Social Security in Lebanon: Present situation & Options for future	30.04.2001
76.	PMC Quarterly Progress Report QR6	04.05.2001
77.	Court of Audit – Policy Framework & Organisational Development	07.05.2001
78.	Central Inspection – General Policy framework	07.05.2001
79.	CAS - Workplan in view of a new system of national accounts statistics	07.05.2001
80.	Proposed ToR for IAP "Options for Transport Sector Policy in Lebanon"	07.05.2001
81.	Proposed ToR for MSC "Policymaking & Regulatory Capacity Building for Transport"	07.05.2001
82.	Proposed ToR for IAP "Reform Consumer Protection Department of MoET"	07.05.2001
83.	Proposed ToR for IAP "Assistance to the establishment of Trade Policy Unit in MoET"	07.05.2001
84.	Proposed ToR for MSC "Institutional Strengthening of the MoL & the NEO"	07.05.2001
85.	Letter of EC Delegation to Minister of SAR on ARLA assistance to MoF	11.05.2001
86.	Note of Head of Unit AIDCO/B.3 to EC Delegation on transfer to Local Account	11.05.2001
87.	Draft Manual of Procedures 2 <sup>nd</sup> version – part 1	18.05.2001
88.	Progress Report No 2 on Performance Improvement Planning	18.05.2001
89.	Proposed Workplan for the period July 2001 – June 2002	22.05.2001
90.	System Analysis of the Decisions & Interpretations System in the CSB	23.05.2001
91.	System Framework for Performance Measurement in the Lebanese Public Administrat.	14.06.2001
92.	Action Plan for interdepartmental simplification and debureaucratization	15.06.2001
93.	Civil Service Council - A general policy framework	30.06.2001
94.	Revised Action Plan for simplification and debureaucratization	23.07.2001
95.	PMC Quarterly Progress Report QR7	26.07.2001
96.	PIP – Action Plan National Employment Office	31.07.2001
97.	PIP – Action Plan Beirut Water Authority	31.07.2001
98.	PIP – Action Plan Real Estate Directorate	31.07.2001
99.	Staff Performance Appraisal System for CSB	09.08.2001
100.	Second Follow-up of the Strategy Plan for CAS	16.08.2001
101.	MEDAT User Manual	31.08.2001
102.	Study of the ICT requirements, determination of infrastructure and software in the CI	31.08.2001
103.	Study of the ICT requirements, determination of infrastructure and software in the CoA	31.08.2001
104.	Final report of the National Accounts Expert in the CAS	31.08.2001
105.	Draft Final Report of IAP Capacity Building in Certification of Lebanese Flag Seafarers	03.09.2001
106.	PIP – Action Plan Electricite du Liban	20.09.2001
107.	Draft Workplan July 2001 – June 2002 submitted to OMSAR and EC Delegation	20.09.2001
108.	Code of Conduct for Civil Servants (for CSB)	04.10.2001
109.	Testing Methodology & Procedures for Public Sector Recruitment (for CSB)	08.10.2001
110.	List of Hardware Components & Basic Software required for the CoA	15.10.2001
111.	Report on the 4 <sup>th</sup> short term mission of the Statistics STE	15.10.2001

#### **Additional documentation used for the production of 5<sup>th</sup> ARLA M&E Report**

1.	Financing Agreement between the EC and the Lebanese Republic	04.08.1998
2.	PMC T.o.T. and Contract	30.09.1999
3.	PMC Quarterly Progress Report QR8 (July-September 2001)	07.11.2001
4.	PMC Quarterly Progress Report QR9 (October-December 2001)	29.01.2002
5.	Workplan January - September 2002 (December issue)	21.12.2001
6.	Workplan January - September 2002 (Reference issue)	11.02.2002
7.	Letter 764/2001 from MinSAR to PMC	04.12.2001
8.	Letter 775/2001 from MinSAR to PMC	06.12.2001
9.	Letter from ARCADIS - BMB to the Head of the Delegation	21.12.2001
10.	Letter from ARCADIS - BMB to MinSAR	21.12.2001
11.	Letter 60/2002 from MinSAR to PMC	21.01.2002

- |     |                                                                                                                                  |             |
|-----|----------------------------------------------------------------------------------------------------------------------------------|-------------|
| 12. | Letter from ARCADIS – BMB to MinSAR                                                                                              | 28.01.2002  |
| 13. | Letter 90/2002 from MinSAR to PMC                                                                                                | 29.01.2002  |
| 14. | Letter from ARCADIS – BMB to MinSAR                                                                                              | 11.02.2002  |
| 15. | Letter from the EU Delegation to MinSAR                                                                                          | 15.02.2002  |
| 16. | Letter from ARCADIS – BMB to MinSAR                                                                                              | 25.02.2002  |
| 17. | Letter 192/2002 from MinSAR to the Head of the EU Delegation                                                                     | 07. 03.2002 |
| 18. | Letter 205/2002 from MinSAR to PMC                                                                                               | 12.03.2002  |
| 19. | Letter from ARCADIS – BMB to MinSAR                                                                                              | 13.03.2002  |
| 20. | Letter from the EU Delegation to MinSAR                                                                                          | 18.03.2002  |
| 21. | Letter from ARCADIS – BMB to MinSAR                                                                                              | 20.03.2002  |
| 22. | Letter 222/2002 from MinSAR to PMC                                                                                               | 21.03.2002  |
| 23. | Letter 254/2002 from MinSAR to PMC                                                                                               | 03.04.2002  |
| 24. | PMC-Annex 4a.- List of technical document outputs since June 2000, updated                                                       | 09.04.2002  |
| 25. | PMC- List of technical / administrative outputs (January- April 2002)                                                            | 09.04.2002  |
| 26. | PMC- Report on Procurement Progress (MSCs and IAPs)                                                                              | 01.04.2002  |
| 27. | PMC-Outputs during the period 1 July 2001-31 March 2002 and their results                                                        | April 2002  |
| 28. | PIP 11 <sup>th</sup> Progress Report                                                                                             | 15.04.2002  |
| 29. | PMC Documentation on Procurement and Contract Management Training                                                                | 12.04.2002  |
| 30. | An overview of the Inter-Ministries Conferences                                                                                  | April 2002  |
| 31. | PMC Proposal for the Inter-Ministries Workshops (Phase II) as per the PMC Workplan 2002                                          | March 02    |
| 32. | Letter from MinSAR to PMC on the audit training programme for the Auditors of the Court of Audits                                | 10.04.2002  |
| 33. | Correspondence between OMSAR and Delegation concerning the replenishment of the Local Bank Account                               | 10.04.2002  |
| 34. | Recent correspondence concerning ASYCUDA                                                                                         |             |
| 35. | Missions of the EU ST Experts in the period October 2001 – April 2002                                                            |             |
| 36. | Letter of the Delegation to MinSAR, dated 11 January 2002, together with the attached MEDA-Monitoring Report on the ARAL Project |             |
| 37. | A set of eight (8) T.o.R. for STEs and one (1) T.o.R for LTE.                                                                    |             |

#### **Technical Documents**

#### **Statistics**

1. Mission Report on the first mission for the Development of Economic Surveys for Lebanon (26 January-8 February 2002), by Hilmi Dabbagh, STE on Business Survey, 33 pages and 6 annexes.  
Submitted to OMSAR 25.02.2002; no comments / approval received.
2. Progress Report on the fifth short term mission (25 January-10 February 2002), by Prof. Sten Johansson, STE for Institutional Development – 54 pages and 13 annexes.  
Submitted to OMSAR 12.02.2002; No comments received.
3. Report of a mission to the CAS (26 January-24 February 2002) by Arij Dekker, STE on Statistical Databases - 6 pages and 5 annexes.  
Submitted to OMSAR 25.02.2002; no comments / approval received.
4. Report on the fourth short term mission (8-16 October 2001 by Prof. Sten Johansson, STE for Institutional Development  
Submitted to OMSAR 15.10.2001; no comments received.
5. Report listing the current status of the summary recommendations for each main undertaking in the CAS strategy plan of November 2000 for economic statistics (1 page).
6. Presentation of C.A.S. and the Programme to built economic statistics sufficient for modern National Accounts, prepared for the meeting with the Ministry of Economy and Trade by Hilmi Dabbagh - 2 April 2002.  
Handed over by the Expert to the Monitors on 11.04.2002
7. Strategy Plan and Progress for the Period February to April 2002 -2 April 2002.  
Handed by the EU Expert to the Monitors on 11.04.2002
8. Progress Report on the sixth short term Mission, March 22- April 7,2002 by Prof. Sten Johansson

#### **Civil Service Council**

9. Work Progress Report on the End of the Experimental Phase of the Transfer Process Decisions and Interpretation System in the CSC, by IT expert Dr Lian Catinis (issued in December 2001 (3 pages).
10. PIP (Performance Improvement Planning) in Public Sector Agencies – Manual – January 2002, by Martin De Graaf and Hanine Salem (128 pages, with several annexes and tables).  
Submitted to OMSAR 05.11.2001; translated into Arabic and printed.

11. Terms of reference for a Study on the Size, Services and Cost of the Lebanese Public Sector (author not indicated). Study proposed in 4 lots - 3 pages.
12. Civil Servants Personnel Records, by D. Sfikas and Adnan Iskandar (3 pages). Submitted to OMSAR 20.12.2001; no comments received.
13. Draft of a Code of Administrative Procedure by Dimitrios Sfikas and Tullio Morganti. Submitted to OMSAR 25.02.2002; no comments received.
14. Promotion System in the Lebanese Civil Service-Draft by Dr. Adnan Iskandar, PMC expert on Administrative Modernisation. Submitted to OMSAR 27.02.2002; translated into Arabic; OMSAR comments received 04.04.2002; revision on - going.
15. Time of service not counted for promotion (appears to be supplementing previous document), by D. Sfikas.
16. Code of Conduct for Civil Servants, by D. Sfikas and Dr. Adnan Iskandar (September 2001) – 18 p. Published; see below item 53
17. The Organisational Structure of the Civil Service Council, by D. Sfikas and Dr. Adnan Iskandar, 8 pages, issued 03.12.2001. Discussed within the OMSAR / PMC / CSC Task Force; proposals incorporated in a draft law
18. Public Service Pay Trends (Performance Related Pay) – Part One, by D. Sfikas, 4 March 2002, 6 p. Submitted to OMSAR 07.03.2002; awaiting comments / approval.
19. Advancement in Pay System in the Lebanese Public Service – Part Two, by Dr. Adnan Iskandar. Submitted to OMSAR 07.03.2002; awaiting comments / approval.

#### **Civil Aviation Authority**

20. MSC in Institution Building of Civil Aviation Authority – Terms of Reference (1<sup>st</sup> draft, provisional), December 2001 (28 p.).
21. Avenant No. 2 au contrat entre le CDR et ADPI (10 p.) – (Have not received copy of the contract itself or the avenant No. 1).
22. CAA MSC Budget breakdown (Annex V) – 1 page
23. CAA Service Procurement Notice (1<sup>st</sup> draft), by Joelle Ramy, Procurement Unit, OMSAR
24. Management of the Civil Aviation Sector (proposed law- version 2 (14 p.). See below item 56.
25. Mission Report of STE Klaus Broersma (4-14 December 2001). Mission was undertaken to draft detailed TOR for the MSC on CAA (6 p.).

#### **Central Inspection**

26. Audit Training Document, by Geert Tuinier, Feb. 2002 (69 p.).
27. General Training Plan and Programme for the Inspection Staff of the Lebanese Central Inspection, by Geert Tuinier. Submitted to OMSAR 21.02.2002. After elaboration with OMSAR, approval by MinSAR on 6 April 2002.

#### **Ministry of Foreign Affairs**

28. End of Mission Report, by Ibrahim Malouf, (25 p.). Submitted to OMSAR 16.01. 2002; no comments received.
29. Final Report – Fact Finding Mission to the Lebanese Diplomatic Representation in France and the Ministry of Foreign Affairs in Beirut, by Oliver Clark (3 December 2001 to 31 January 2002) – 68 p. Submitted to OMSAR 09.02.2002; no comments received.

#### **General**

30. Final Report on Testing Methods– Phase 2, by STE Alan Gilmour (36 pages and Annexes of 50 pages, most of which cannot be read). Submitted to OMSAR 29.01. 2002; no comments received.
31. Survey of The Citizen's Satisfaction on Public Services Delivery (baseline survey), by M. Golverdinge, PMC – Terms of Reference for the survey (5 p.). Recommends first phase of 10 weeks starting in June 2002. Submitted to OMSAR 18.02 2002; verbal instructions by OMSAR; revised T.o.R. submitted 12.03.2002; verbal instructions by OMSAR; final comments by OMSAR 20/21 March; Study freezed as per instructions on 3 April 2002.
32. Final Draft of the Manual of Procedures by Marten van Golverdinge and John Hiddlestone, 15 pages. Submitted 25.03. 2002; awaiting OMSAR / EC for comments and/or approval.

#### **Ministry of Finance**

33. Concept Paper for ARLA support to the Ministry of Finance on HRD issues and Communication Strategy by D. Sfikas, Feb. 2002, 7 p.  
Submitted to OMSAR and the Ministry of Finance 12.02.2002; accepted preliminarily by the M.o.F. / I.o.F. on 25.02.2002 / 22.03.2002; awaiting final approval from the Minister of Finance.

#### **Simplification of Procedures and De-bureaucratisation**

34. Final Report 1 –Simplification of 5 formalities in the General Directorate of Urban Planning  
Submitted to OMSAR 21.12.2001; no formal approval; action plan to be prepared by Urban Planning with assistance from PMC if and when required.
35. Final Report 2 - Formalities for licensing Medical and Paramedical Professions (33 p.)  
Submitted to OMSAR 19.12.2001; approved; Action Plan prepared by MoPH with assistance from PMC
36. Final Report 3–Formalities for Licensing Medical and Paramedical Facilities (81 p.)  
Submitted to OMSAR 07.02.2002; approved; Action Plan by MoPH with assistance from PMC
37. Final Report 4 - Procedure for Land Readjustment and Issuance of Conformity Certificate, (25 p)  
Submitted to OMSAR 12.02.2002; no formal approval; action plan by Urban Planning with assistance from PMC if and when required
38. Final Report 5 – Medical coverage for kidney patients in need of dialysis, 11 p  
Submitted to OMSAR 08.04.2002; no formal approval; action plan to be prepared by MoPH with assistance from PMC if and when required..
39. Final Report 6 – Registration and pricing of medicaments etc.  
Submitted to OMSAR 08.04.2002; no formal approval; action plan to be prepared by MoPH with assistance from PMC if and when required
40. Final Report 7– Allocation of Indemnity to Disabled Civil Servants etc,(13p)  
Submitted to OMSAR 04.04.2002; no formal approval; action plan to be prepared by MoPH with assistance from PMC if and when required
41. Report 8 – Suggestions for amendments of the construction laws – 3 p.
42. Report 9 – Summary Recommendations (Permits to build additions) – 3 p.
43. Report 10-Summary Recommendations (Renewal of construction permit)  
3 p.
44. Report 11 - Summary Recommendations (Occupation permits) – 3 p.
45. Report 12 - Summary Recommendations (Renovation permits) – 2 p.
46. Report 13 - Summary Recommendations (Medical labs, blood bank, dialysis and physiotherapy centres, centre for implanting prosthesis, free dispensaries) – 10 p.
47. Report 14 - Summary Recommendations (Land readjustment and Conformity Certificate) – 3 p.
48. Report 15 - Summary Recommendations (Affiliation to Kidney Failure Register) – 1 page.
49. Report 16 - Summary Recommendations (Licensing procedure for Medical and Paramedical Professionals – 4 p.
50. Mid-term evaluation on Simplification and De-bureaucratisation (34 pages plus annexes of 25 pages

#### **Court of Audit**

51. Audit Training Plan for the Lebanese Court of Audits, by Geert Tuinier  
Submitted to OMSAR 16.01.2002; approved by the C. o. A; options to implement the plan are being finalised.

#### **Ministry of Economy and Trade**

52. Assistance to the Establishment of a Trade Policy Unit, final report by Dr, P. A. Cocking. November 2001.

#### **OMSAR**

53. Strategy for the Reform and Development of the Public Administration in Lebanon, published bulletin, 64 pages, September 2001
54. The Code of Conduct for Civil Servants, published bulletin, in three languages, 46 pages, February 2002
55. The Citizen's Charter, published bulletin, in three languages, 48 pages, November 2001
56. OMSAR Newsletter, illustrated, in three languages, 32 pages, March 2002.  
Single subject: The Code of Conduct for Civil Servants

#### **Ministry of Transport**

57. Draft Law on the Management of the Civil Aviation Authority

58. Avenant N0 2 du Contrat entre ADP Ingenierie et le Ministere de Transport du Liban

**Additional documentation used for the production of 6<sup>th</sup> ARLA M&E Report**

1.	Framework for Future ARLA Interventions (FFAI) - Draft	July 2002
2.	PMC quarterly report for first quarter 2002 (January/March 2002)	April 2002
3.	PMC quarterly report for second quarter 2002 (April/June 2002)	July 2002
4.	OMSAR Annual Report 2001 – published in 2002	Undated
5.	OMSAR Monthly Newsletter – August 2002	Sept. 2002
6.	Report on Procurement Progress (MSCs, IAPs, Supply Contracts)	12/09/2002
7.	Status of ICT activities to be continued after September 2002	18/09/2002
8.	Status of activities of OMSAR/IDU	Sept. 2002
9.	Draft – Civil Service Board - Recruitment System in Lebanon	02/05/2002
10.	Proposal for the Simplification of Procedure for Licensing Classified Institutions,	Undated
11.	Progress Report on the Short Term Mission to CAS (6) - Sten Johansson	
12.	Progress Report on the Short Term Mission to CAS (7) - Sten Johansson	
13.	Progress Report on the Short Term Mission to CAS (8) - Sten Johansson	
14.	Mission Report to CAS for the Development of Economic Surveys for Lebanon (2)- Hilmi Dabbagh	
15.	Mission Report to CAS for the Development of Economic Surveys for Lebanon (3)- Hilmi Dabbagh	
16.	Mission Report to Design the Data Base of the CAS (2) – Arij Dekker	
	Training Report Short term mission February 14-April 12, 2002 – Bill Mullens	
17.	Action Plan for Generic Training	
18.	Citizen's Information center	
19.	Registry and Control of Cars and Vehicles of Transport on the Lebanese Borders	
20.	Recommendations for Simplification of Transfer of Public Land to Private Property	
	Recommendations for Simplifications of Procedures for Licensing Classified	
21.	Institutions	
	Recommendations for the Simplification of Procedures for the Custom Clearance of	
22.	Household Effects etc.	
23.	PIP in the Ministry of Economy and Trade	
24.	PIP in the Ministry of Environment	
25.	PIP in the Barouk Water Authority	
26.	TOR for MSC for Ministry of Finance (HR Development etc.)	18/09/2002
27.	TOR for IAP "Improvement of the Quality of Services to Citizens" (Min. of Fin.)	18/09/2002
28.	TOR for IAP "Research, Publication and Information Dissemination" (M. of Fin.)	20/06/2002
29.	TOR for IAP "Structural Reorganisation & Functional Reform of the Ministry of Finance"	Undated
30.	TOR for "Performance Improvement and Modernisation of the Court of Audit"	Undated
31.	TOR for "Development of Transactions and Work Flow in the Ministry of Public Health"	Undated
32.	TOR for "Development of Business Software Applications in Customs G.D".	Undated
33.	TOR for "Development of Business Software Applications in Directorate of Revenues at the Ministry of Finance and the Ministry of Environment"	Undated
34.	TOR for "Development of Business Software Applications in the Water Authority of Beirut and the Barouk Water Authority"	Undated
35.	TOR for PIP IT Equipment Hardware	
36.	TOR Ministry of Finance-The Revenues Directorate-Built Property Tax Bureau	
37.	TOR CAS IT Equipment	
38.	PMC Services to Core Agencies since the beginning of PMC contract	Sept. 2002
39.	Letter from Minister, OMSAR to PMC Team Leader re assistance to Ministry of Justice	02/08/2002
40.	Letter from Minister OMSAR to PMC Team Leader re status of local experts	20/05/2002
41.	4 letters from Team Leader PMC to Minister OMSAR re Framework	June/July 2002
42.	Letter from Minister OMSAR to Head of EC Delegation submitting draft of Framework Document	18/07/2002
43.	Letter from PMC Team Leader to Minister OMSAR re merging of two IAPs for Ministry of Finance into one MSC and Minister's instructions thereon	16/08/2002
44.	Newspaper cuttings on OMSAR/PMC activities (Al-Anwar, Al Shark etc.)	13/09/2002

**Additional documentation used for the production of 7<sup>th</sup> ARLA M&E Report**

1.	Addendum No 1 to Contract 1/LBN/B7-4100/IB/97/0687	30.09.02
2.	Letter OMSAR to BMB (on the addendum)	30.09.02
3.	Letter BMB to OMSAR (on the addendum)	30.09.02
4.	Framework for Future ARLA Interventions (FFAI) – Draft-January 2003	Jan. 2003

5.	Letter OMSAR to EC Delegation (submission of the draft FFAI)	18.07.02
6.	Letter EC Delegation to OMSAR (comments on the FFAI)	04.11.02
7.	Letter OMSAR to PMC on the FFAI	03.12.02
8.	Eight transmission letters from PMC to OMSAR (partial reviews of the FFAI)	11.12.02-04.02.03
9.	Memo from Christian Le Blanc to Martin de Graaf on FFAI, T.o.R and Workplan	19.12.02
10.	Letter from PMC to OMSAR on the FFAI	03.02.03
11.	Letter from OMSAR to the EC Delegation (submission of the FFAI-January 2003)	06.02.03
12.	PMC Quarterly Report for the third quarter 2002 (July-September 2002)	
13.	PMC Annual Report 2002	
14.	Report on Procurement Progress (MSCs, IAPs, Supply Contracts)	05.02.03
15.	Review of MSCs/IAPs	06.02.03
16.	Summary-Sectoral Projects undertaken	Febr.2003
17.	Letter from EC Delegation-extension of the employment of the Contract Expert	20.01.03
18.	Letter Minister SAR to the EC Delegation-Appointment of the Executive Manager	23.11.02
19.	Report on C.A.S, by the statistics Expert Dr. Athanassia Xenaki	19.11.02
20.	Report on C.A.S, by Ms. Aline Bouzergan, Eurostat	July 2002
21.	Report on "Development of Economic Statistics in Lebanon" by Hilmi Dabbagh	Sept.2002
22.	Prime Minister's Decree No 50/2002 establishing Steering Committee on National Accounts at Ministry of Economy and Trade	02.05.02
23.	Draft T.o.R for the MSC "Assistance to C.A.S in the period 2004-2005"	28.01.03
24.	Draft Project Plan-Assistance to C.A.S till March 2003	16.12.02
25.	Draft Project Plan-Assistance to C.A.S for the period April 2003-December 2005	13.01.03
26.	Experts short term missions to C.A.S till end March 2003	Undated
27.	Memo from PMC Project Management Expert to the PMC Team Leader on C.A.S	28.11.02
28.	Consolidated Mission Report on the T.A to the Central Inspection, by R.A.M.Vaes	Sept.2002
29.	Annexes to the above Mission Report	Sept.2002
30.	Handouts of the Workshop at the Central Inspection in May 2002	Sept.2002
31.	Background Paper-Performance Oriented Public Administration, by R.A.M.Vaes	24.01.03
32.	Material of the Executive Workshop at the Central Inspection, by R.A.M. Vaes	Undated
33.	PIP-T.o.R for Training on Modern Desk and Field Audit Practices-Customs Dept.	
34.	T.o.R on Principles of Accounting and Inventory Management Training- Water Authorities Barouk and Beirut	Undated
35.	Performance Improvement Planning, Customs Department, Action Plan	Dec.2002
36.	Review Performance Improvement Planning Activities	07.02.03
37.	Procurement related needs for PIP2	Undated
38.	Procurement related needs for PIP2-Min.of Economy and Trade	29.01.03
39.	Review of ICT Activities	18.02.03
40.	Final Report of the Classification Expert Victor Heckmus	Jan.2003
41.	Nomination of the Steering Committee of the Project: "Assistance to the Establishment of the Telecommunications Regulatory Authority"	03.02.03
42.	Budget for IAP on "Transitional Period-Min. of Telecom	09.01.03
43.	Rapport de la mission pour la Modernisation des juridictions commerciales libanaises-1ere partie	Nov.2002
44.	Plan de travail de la 2eme partie de la mission pour la modernisation des juridictions commerciales Libanaises	Undated
45.	Rapport d'activite de la 2eme partie de mission-modernisation des juridictions commerciales	Undated
46.	Law No 481 on the Management of the Civil Aviation Sector	12.12.02
47.	Letter from the Minister SAR to the Minister of Interior on the Establishment of a Research Training Centre for Municipalities (with attached plan)	28.01.03
48.	Reform Programme-Ministry of Finance (annual)	Dec.2002
49.	Recommendations Report for Simplification of the Succession Tax Procedure-Ministry of Finance	Undated
50.	Report on the consultancy for the "Creation d'une cellule de Coordination et d' aide a la prise de decisions aupres du Premier Ministre	Nov.2002
51.	Termes de Reference d'une mission preparatoire pour la composante d'appui aux municipalities	
52.	T.o.R for IAP on Project Management Training (and Budget)	Undated
53.	T.o.R for IAP on Clerical Skills Training (and budget)	Undated
54.	T.o.R for a short term Public Services Modernisation Expert (specialised in Port Management)	
55.	T.o.R for IAP "Managing the Transitional Period in the Ministry of Telecommunications T.o.R for MSC Institutional Strengthening of the Ministry of Labour and NEO	

56. T.o.R for MSC HRD and Communication and Public Awareness Strategies at the Ministry of Finance
57. T.o.R for MSC Establishment of Civil Aviation Regulatory Authority at the M. o PW&T
58. T.o.R for MSC " Establishment of Telecom Regulatory Authority at the Ministry of Telecom
59. T.o.R for STE mission on Port Management  
OMSAR Monthly Newsletter – January 2003
60. OMSAR Annual Report 2002 (in Arabic, illustrated)
61. "Overview of all studies and projects for the Lebanese Public Administration produced since 1950" (in Arabic, edited by OMSAR, 396 pages)
62. A videocassette on OMSAR/PMC ARLA activities
63. Sample of participant appreciation score sheets on training
64. 14 newspaper cuttings (13 in Arabic, one in English) on activities and achievements of OMSAR
65. OMSAR
- 66.

#### Additional documentation used for the production of 8<sup>th</sup> ARLA M&E Report

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|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------|
| 1. Letter (and Annex) from EC Delegation to OMSAR                                                                                                                           | 07.07.03   |
| 2. Amendment No. 2 to Financing Agreement                                                                                                                                   | 18.11.03   |
| 3. Pie Chart showing EU grant distribution (€38.0 million)                                                                                                                  | 23.01.04   |
| 2 Pie Charts showing (a) Allotments of EU grant by beneficiary (€38.0 m.) and (b) EU grant commitments by beneficiary (€13.5 m.) (Extracts from OMSAR Annual Report of 2003 | 23.01.04   |
| 4. Monitoring Report PMC/M07                                                                                                                                                | 12.03.03   |
| 5. Protocole d'Accord regarding the modalities of implementation of Solid Waste projects at the Municipalities                                                              | 07.01.04   |
| 6. Work Plan November 2003-December 2005                                                                                                                                    | Oct. 2003  |
| 7. Letter from EC Delegation ref. JPO/el approving Work Plan                                                                                                                | 05.12.03   |
| 8. Annex 1 to Terms of Reference for MSC Municipalities (groups of municipalities)                                                                                          | undated    |
| 9. Annex 2 to T.o.R. for MSC Municipalities - Cadre général d'Intervention                                                                                                  | undated    |
| 10. Annex 3 to T.o.R. for MSC Municipalities – Indications pratiques                                                                                                        | undated    |
| 11. Terms of Reference for MSC Municipalities (Section B-Annex II)                                                                                                          | undated    |
| 12. Annex II (Terms of Reference) for tender concerning selection of Cabinet-conseil for Solid Waste Disposal at Municipalities                                             | undated    |
| 13. PMC Completion Report (ARCADIS BMB – LDK)                                                                                                                               | 30.06.03   |
| 14. Report on activities handled by Ms. Hend El Khatib during 2003 (OMSAR-IDU)                                                                                              | 23.01.04   |
| 15. Report on activities handled by Samer Hankir during 2003 (OMSAR-IDU)                                                                                                    | 23.01.04   |
| 16. Report on activities handled by André Amiouni during 2003 (OMSAR-IDU)                                                                                                   | 23.01.04   |
| 17. Table of Simplification of Procedures projects (in Arabic)                                                                                                              | 14.12.03   |
| 18. Report on activities handled by Ziad Nasr during 2003 (OMSAR-IDU)                                                                                                       | 27.01.04   |
| 19. Report on activities handled by Rola Alameddine during 2003 (OMSAR-IDU)                                                                                                 | 27.01.04   |
| 20. List of ARLA workshops and seminars 2003                                                                                                                                | 26.01.04   |
| 21. Programme of Workshop on Organisational Performance Inspections Programme                                                                                               | 24.01.04   |
| 22. List of all ARLA contracts (updated) – OMSAR Procurement Department                                                                                                     | 29.01.04   |
| 23. List of projects under preparation – OMSAR Procurement Department                                                                                                       | 29.01.04   |
| 24. Final Mission Report of PMC/STE re Ministry of Justice                                                                                                                  | 24.02.03   |
| 25. Terms of Reference for MSC contract for Ministry of Justice                                                                                                             | Dec. 2003  |
| 26. Global work plan for MSC at Ministry of Labour and NEO                                                                                                                  | Nov. 2003  |
| 27. Six-monthly report of MSC contractor at Ministry of Labour (01.02.03-31.07.03)                                                                                          | Aug. 2003  |
| 28. Work Plan of MSC contractor at Ministry of Labour for the year 2004                                                                                                     | Jan. 2004  |
| 29. Rapport récapitulatif sur les problèmes actuels et sur les préconisations et recommandations concernant le M.d.T. et l'O.N.E.                                           | October 03 |
| 30. Rapport Technique: Préconisations et recommandations concernant la réorganisation du M.d.T. et de l'O.N.E.                                                              | October 03 |
| 31. Interim Report on Design of T.R.A. Ministry of Telecom (Task 2A)                                                                                                        | 05.11.03   |
| 32. Six-monthly report of MSC contractor at Ministry of Telecom (Task 2N)                                                                                                   | 05.12.03   |
| 33. List of documents delivered by MSC contractor during 2003 (mostly technical reports)                                                                                    | 28.01.04   |
| 34. Letter of the Ministry of Telecom to the TL-Eurostrategies                                                                                                              | 09.05.03   |
| 35. Letter of the Ministry of Telecom to OMSAR                                                                                                                              | 23.09.03   |
| 36. Letter of the Minister SAR to the EC Delegation                                                                                                                         | 07.10.03   |
| 37. Minutes of the Telecom MSC Steering Committee Meeting                                                                                                                   | 13.10.03   |
| 38. Letter of the Minister SAR to Eurostrategies                                                                                                                            | 15.10.03   |
| 39. Letter of the Ministry Telecom to Eurostrategies                                                                                                                        | 10.11.03   |
| 40. Letter of the Ministry Telecom to OMSAR                                                                                                                                 | 15.11.03   |

41	Cover letter of Eurostrategies of the revised first six-monthly report	09.12.03
42	Letter of the Ministry of Telecom to Eurostrategies	23.12.03
<b>Additional documentation used for the production of 9<sup>th</sup> ARLA M&amp;E Report</b>		
1.	Amendment No. 2 to Financing Agreement	18.11.03
2.	Pie Chart showing EU grant distribution (€38.0 million)	23.01.04
	2 Pie Charts showing (a) Allotments of EU grant by beneficiary (€38.0 m.)	23.01.04
	(b) EU grant commitments by beneficiary (€13.5 m.) (Extracts from OMSAR Annual Report of 2003)	17.02.04
3.	Monitoring Report PMC/M08	
4.	Protocole d'Accord regarding the modalities of implementation of Solid Waste projects at the Municipalities	07.01.04
5.	Work Plan November 2003-December 2005	Oct. 2003
6.	Letter from EC Delegation (and annex) ref. JPO/el approving Work Plan	05.12.03
7.	Report of Performance Measurement Expert, consultant to Central Inspection (with 17 Annexes)	(Sept/Oct 2004)
8.	Report on the PIP activities handled by Mr. André Amiouni during 2004	25.01.05
9.	Contract between OMSAR and the consulting firm for the MSC regarding the Ministry of Labour and NEO	02.01.03
10.	Six-monthly report of the MSC Team Leader, Ministry of Labour (covering the Period February to July 2004)	Aug. 2004
11.	Technical Note of the MSC Team Leader, Ministry of Labour, on the activities Concerning the work permits	Aug. 2004
12.	Report concerning the Documentation Centre of the Ministry of Labour	Aug. 2004
13.	Monthly report No. 19 (August 2004) MSC, Ministry of Labour	Aug. 2004
14.	Report of the MSC, Ministry of Labour, regarding Performance Measurement	Sept. 2004
15.	Procedures for Work Permits (MSC for the Ministry of Labour and NEO)	Sept. 2004
16.	Monthly report No.20 (September 2004) MSC, Ministry of Labour	01.10.04
17.	Monthly report No.21 (October 2004) MSC, Ministry of Labour	01.11.04
18.	Monthly report No.23 (December 2004) MSC, Ministry of Labour	01.01.05
19.	Report on activities handled by Ms. Hend El Khatib during 2003 (OMSAR-IDU)	23.01.04
20.	Report on activities handled by Samer Hankir during 2003 (OMSAR-IDU)	23.01.04
21.	Report on activities handled by André Amiouni during 2003 (OMSAR-IDU)	14.12.03
22.	Table of Simplification of Procedures projects, OMSAR IDU (in Arabic)	27.01.04
23.	Report on activities handled by Ziad Nasr during 2003 (OMSAR-IDU)	27.01.04
24.	Report on activities handled by Rola Alameddine during 2003 (OMSAR-IDU)	27.01.04
25.	Contract between OMSAR and ACOJURIS for MSC, Minister of Justice	07.10.04
26.	Monthly Report by ACOJURIS (MSC Min. of Justice) October/November 2004	05.12.04
27.	Audit Report by ACOJURIS (MSC Min. of Justice) November 2004	Nov. 2004
28.	List of main French experts (ACOJURIS, MSC Min. of Justice)	19.01.05
29.	List of main Lebanese experts (ACOJURIS, MSC Min. of Justice)	19.01.05
30.	Calendar of seminars (MSC, Ministry of Justice)	19.01.05
31.	Description of seminars (MSC Ministry of Justice) (Annex 3 of Inception Report)	18.12.04
32.	Monthly Report, MSC Ministry of Justice, December 2004	31.12.04
33.	Mission Report by Georges Younes (OMSAR mission to France) February 2004	Febr. 2004
34.	Extract from offer of Louis Berger S.A. for the MSC Municipalities	Undated
35.	OMSAR draft brochure regarding the MSC Municipalities (with map of Lebanon)	
36.	Préparation de projets d'action municipales dans un cadre planifié de développement local	
37.	Progress Report on PIP Phase III (August-December 2004)	27.12.04
38.	Main Report on Recommendations for improving the information management process in the Lebanese Administration (Framework contract Lot No. 7)	Undated
39.	Terms of Reference (by OMSAR) for a Programme For Fighting Corruption	Undated
40.	Terms of Reference (by OMSAR) for Enhancing the relationship between the Lebanese Government, Civil Society, NGOs and Professional Bodies regarding the Reform Projects	Undated
41.	MSC-TRA-Telecom-Six-Monthly Report January-June 2004	11.08.04
42.	MSC-TRA-Telecom – Monthly Report June 2004	06.07.04
43.	MSC-TRA-Telecom – Monthly Report July 2004	13.08.04
44.	MSC-TRA-Telecom – Monthly Report September 2004	12.10.04
45.	MSC-TRA-Telecom – Monthly Report October 2004	17.11.04
46.	MSC-TRA-Telecom – Monthly Report November 2004	07.12.04
47.	MSC-TRA-Telecom – Monthly Report December 2004	24.12.04
48.	MSC-TRA-Telecom – List of documents delivered	17.01.05
49.	MSC-TRA-Telecom – Remaining project days as of 1 January 2005	July 2004
50.	MSC-Land and Maritime-Inception Report	15.09.04



51.	MSC-Land and Maritime-Monthly Progress Report-July 2004	03.08.04
52.	MSC-Land and Maritime-Monthly Progress Report-August 2004	07.09.04
53.	MSC-Land and Maritime-Monthly Progress Report-October 2004	Nov.2004
54.	MSC-Land and Maritime-Monthly Progress Report-November 2004	Dec.2004
55.	MSC-Consultancy "Human Resources-Communication-Public Awareness"- Ministry of Finance/Institute of Finance- Project History	
56.	MSC-Consultancy "Human Resources-Communication-Public Awareness"- Ministry of Finance/Institute of Finance-Brief Description and Progress	
57.	MSC-Consultancy "Human Resources-Communication-Public Awareness"- Ministry of Finance/Institute of Finance - E-mail correspondence between the Institute of Finance and OMSAR from 30 March till 30 August 2004	
58.	Ministry of Finance/Institute of Finance-T.o.R. "Modernising the Human Resources function at the Ministry of Finance/Institute of Finance"	
59.	T.o.R Consultancy "Improvement of the Quality of Services to Citizens at the Ministry of Finance.	
60.	MSC Municipalities-Inception Report-Final Version	June 2004
61.	MSC Municipalities-Six-month Report – 22 March-22 September 2004	Undated
62.	Plan simplifié de Développement Local du Regroupement de Haut Metn	Undated
63.	Plan simplifié de Développement Local pour la région de Jezzine	Nov. 2004
64.	Solid Waste Management Funding Project- Lignes Directrices	Febr.2004
65.	Solid Waste Management Funding Project- Consultant's Experts	Jan.2005
66.	Solid Waste Management Funding Project-Proposed projects-Table of scoring	
67.	Solid Waste Management Funding Project-Total budget before recommendation	
68.	Solid Waste Management Funding Project- Total budget after recommendation	
<b>Additional documentation used for the production of the Final Assessment</b>		
1	All M&E Reports, Briefing Notes and Special Reports produced to date	Undated
2	Terms of Reference – EL ARD contract for Investment in Municipalities	03.03.2005
3	Dossier de Presse – Projets Municipaux Déchets Solides	Undated
4	Amendment Np. 1 to contract with Louis Berger (MSC Municipalities)	Undated
5	Synthèse des extrants – Louis Berger contract for MSC Municipalities	24.10.2005
6	Liste des projets prioritaires (MSC Municipalities)	26.10.2005
7	Amendment No. 3 to FA – LBN/B7-400/97/0687	14.11.2005
8	New FA (not ARLA) for Prime Minister and OMSAR	17.10.2005
9	Solid Waste Investments – Amendment No. 1 to Protocol	

## RAPPORT DE SUIVI (Résumé en français)

Date: le 25 avril 2002

Rapport No.: PMC/M05

### I. ABSTRAIT

Titre du projet: <b>Programme Monitoring Consultancy of ARLA (Contrat du Suivi du Programme de ARLA)</b>	Institution de Contrepartie: <b>OMSAR</b>
Titre du Module: <b>Totalité du Contrat</b>	Bureau d'Etudes (Consultant): <b>BMB Arcadis - LDK</b>
Gérant du projet à la CE: <b>M. Alves</b>	Responsable chez OMSAR: <b>R. Khoury / R. Kabbani</b>
Fonctionnaire responsable à la Délégation CE: <b>Joseph Piazza d'Olmo</b>	Date du dernier rapport du Consultant: <b>Le 29 janvier 2002</b>
Date du commencement du contrat: <b>Le 30 Septembre 1999</b>	Date du dernier rapport de suivi: <b>Le 30 octobre 2001</b>
Date de la fin du contrat: <b>Le 30 Septembre 2002</b>	Date(s) de la visite de suivi-évaluation: <b>Du 07 au 16 avril 2002 (y compris)</b>
Experts de Suivi principaux: <b>N. Kessissoglou, A. Georgiadis</b>	Experts sectoriels: <b>N/A</b>

### II. RÉSUMÉ DES CONCLUSIONS

	A	B	(C)	D	E
Etat actuel d'exécution des activités:	A	B	C	(D)	E
"Produits" réalisés jusqu'à ce jour:	A	B	C	D	E
Convenance du Plan de Travail: <span style="margin-left: 40px;">Aucune note</span>	A	B	(C)	D	E
Capacité d'atteindre les Objectifs: <span style="margin-left: 40px;">**</span>	A	B	(C)	(D)	E
Soutenance potentielle:	A	B	(C)	D	E
Commentaires sur le dernier rapport du Consultant:	A	B	(C)	D	E

A = Excellent, B = Bon, C = Normal/selon le plan, D = Problèmes/besoin de prendre des mesures, E=Besoin de mesures urgentes  
\*\* C pour les activités qui ont abouti, D pour les autres qui sont en cours.

### III. RÉSUMÉ DES OBSERVATIONS ET DES COMMENTAIRES

#### Observations générales

Il y a eu quelques développements positifs, comme suit:

- Les TdR pour le MSC au Ministère du Travail et au Bureau National de l'Emploi ont été approuvés par le Ministère et ce MSC pourra probablement être mis en marche.
- Les TdR pour le MSC à l'Aviation Civile ont été approuvés aussi et l'on procédera avec ce MSC.
- Le bureau d'études pour le IAP sur "Les Options de la Réforme dans le Secteur des Transports" a été retenu et l'on s'attend par conséquent à des progrès ultérieurs concernant le MSC pour la Direction Générale des Transports Terrestre et Maritime.
- Les activités continuent aux Ministères des Finances, de l'Intérieur (Municipalités) et Affaires Etrangères (voir plus bas le chapitre "Bénéficiaires Sectoriels").
- La visibilité du rayon d'action et des objectifs de l'ARAL a été renforcée ultérieurement grâce à la continuation du bulletin d'informations mensuel de l'OMSAR et la publication de la "Charte du Citoyen" et du "Code de conduite du fonctionnaire".

Toutefois, malgré un travail considérable réalisé par OMSAR/PMC après la dernière mission des experts en suivi, les rapports produits (avec plusieurs recommandations appropriées) n'ont pas été suivis par des décisions concrètes du gouvernement libanais en vue de leur mise en exécution. Le plan de travail couvrant la période janvier/septembre 2002 a été finalement approuvé mais avec des coupures budgétaires importantes qui obligent l'OMSAR/PMC de réduire ou d'éliminer certaines activités. Pour cette raison, les experts considèrent qu'ils ne sont pas en mesure de donner une note concernant la convenance du plan de travail. D'autres développements négatifs comprennent l'arrêt des activités concernant l'ACS (Administration Centrale des Statistiques) et la nécessité de licencier tous les experts libanais du PMC le 15 avril (décision liée au refus de la Délégation CE d'autoriser un transfert budgétaire de la ligne 1 à la ligne 3 dans la même catégorie afin de permettre la

continuation du financement de ces experts jusqu'à fin septembre). Les problèmes concernant le transfert des fonds au compte bancaire local (malgré l'approbation du budget relatif) mettent en danger la conduite des conférences inter-ministérielles (dont la première a été programmée pour le 11 mai). Aucun MSC n'a encore été lancé, celui programmé pour le Ministère de l'Economie et du Commerce a été annulé et celui pour le Ministère des Postes et des Télécommunications sera probablement annulé (à moins qu'il ne soit sauvé in extremis par l'intervention du Premier Ministre). L'Accord (contrat) avec l'UNCTAD concernant l'ASYCUDA (Douanes) n'a pas encore été signé.

**En raison de ce qui précède, les experts ont formulé les recommandations suivantes:**

**Au Consultant (PMC):**

- Accélérer l'exécution de l'IAP "Options pour la Réforme des Transports" afin que le consultant retenu puisse rédiger (comme première tâche) les TdR pour le MSC concernant la Direction Générale des Transports Terrestre et Maritime.
- Insister sur une décision immédiate concernant la liste restreinte pour le MSC du Ministère des Télécom. (Si ce MSC est annulé, le budget prévu devra être transféré ailleurs; aussi, l'image de l'ARAL sera affectée négativement).
- Accélérer le processus pour les autres MSC (Aviation Civile – Ministère du Travail et Office National de l'Emploi).

**À l'OMSAR**

- Donner des directives claires et concrètes au PMC concernant l'exécution de la stratégie adoptée par le Conseil des Ministres.
- Insister pour une décision rapide concernant la liste restreinte du "MSC Ministère des Télécom".
- Aider le PMC dans la reformulation rapide du plan de travail janvier/septembre (en raison des récentes restrictions budgétaires et en ressources humaines).
- Trouver une solution rapide et satisfaisante au problème du financement des experts libanais du PMC.
- Obtenir une décision rapide (du Conseil des Ministres ou du Premier Ministre), immédiatement après la réunion de haut niveau du 25 avril, concernant l'assistance de l'ARAL dans le domaine des statistiques, surtout la Comptabilité Nationale.

**A la Délégation CE de Beyrouth**

- Faciliter une décision rapide concernant le MSC au Ministère des Télécom.
- Insister auprès des services financiers de la Commission (Bruxelles) pour un virement rapide au compte bancaire local, au moins un accord de principe sur le budget relatif (permettant à l'OMSAR de prendre des engagements en attendant l'arrivée des fonds), puisque la première activité à être financée par ce compte est une réunion inter-ministérielle programmée pour le 11 mai.
- Accélérer une décision concernant le travail du PMC après la fin septembre 2002.
- Etudier la possibilité d'accélérer les procédures dans le domaine des contrats (approbation des TdR, préparation des D.A.O. etc. (Des plaintes concernant la lenteur des procédures CE ont été reçues de tous les bénéficiaires de l'ARAL).

**Au gérant du projet (CE Bruxelles)**

- Faciliter une décision pratique concernant l'entité qui devra continuer le travail du PMC après la fin du contrat actuel BMB (30 septembre 2002).
- Intervenir en vue d'aboutir à la signature immédiate du contrat avec l'UNCTAD pour l'ASYCUDA (Il semble que le contrat (peut-être avec une requête d'ajustement mineur du budget) se trouve auprès des services de l'approvisionnement à Bruxelles.
- Continuer l'aide octroyée actuellement concernant le lancement et le démarrage des MSC.
- Demander une décision rapide concernant la contribution de l'ARAL dans le domaine des statistiques.

**IV. AUTRES COMMENTAIRES CONCERNANT...**

**1. Etat actuel des TdR y compris les amendements éventuels et leur convenance dans les circonstances actuelles (voir synopsis du projet en annexe)**

Il n'y a pas eu de changement concernant l'Accord de Protocole après le dernier rapport des experts. Le projet final du Manuel des Procédures fut soumis par le PMC à l'OMSAR le 25 mars 2002. L'Accord de Financement fut prolongé de 3 ans, ce qui devrait donner le temps pour compléter l'exécution des MSC.

Il n'y a pas eu de changement (ni de requête formelle pour le changement) des TdR.  
Un examen complet et une restructuration de l'ARAL et de sa gestion après la fin de septembre 2002 semble être nécessaires.

Pour assurer le financement du plan de travail janvier/septembre 2002, l'OMSAR avait demandé un transfert budgétaire de la ligne concernant les experts européens à la ligne concernant les experts nationaux. Cette requête ne fut pas approuvée par la Délégation CE en raison du fait que ceci aurait exigé un avenant au contrat BMB/PMC et que ceci aurait pris trop de temps parce que l'approbation de tel avenant aurait été donnée après la fin actuelle du contrat.

## 2. Etat actuel des activités

### Exécution du projet

- **Gestion – Supervision – Pris de décisions**  
Le projet final du Manuel des Procédures fut soumis à l'OMSAR le 25 mars 2002 mais le PMC n'a pas reçu d'approbation ou de commentaires jusqu'à cette date. Il y a eu six versions du Plan de Travail (4 pour la période juillet 2001/juin 2002 et 2 pour la période janvier/septembre 2002). Même la version finale (celle de décembre 2001) finalement approuvée a été assujettie à des restrictions budgétaires qui n'ont pas été accompagnées d'une réduction correspondante des activités. Pour cette raison, aucune note n'a pu être donnée concernant la convenance du plan de travail.

- **Opérations**  
Les opérations ont progressé d'une manière satisfaisante auprès des Agences de Base (Core Agencies). Les activités "horizontales" (PIP, ICT) ont bien avancé aussi mais en ce qui concerne la Simplification des procédures, la Direction générale du plan urbain est en train de traîner (retarder leur application). Aucun MSC n'a été lancé encore.

- **Procédures – Outils**

- ♦ La coopération et la coordination entre l'OMSAR et le PMC sont bonnes.
- ♦ La procédure concernant l'identification, la sélection et la mobilisation des experts continue d'être lente et inefficace.
- ♦ L'expert PMC pour la gestion a été licencié sans aucune mesure concernant l'assignation de son travail à d'autres experts au sein du PMC.
- ♦ Suivi et Evaluation internes: Aucun changement depuis le dernier rapport des experts.
- ♦ Appels d'offres et Contrats: Les Procédures CE sont en application.

- **Ressources humaines**

Celles-ci ne sont pas organisées en "paires" (OMSAR/PMC). Aucun expert OMSAR n'a été assigné à côté de l'expert PMC sur l'ICT (malgré l'existence de tels experts au sein de l'OMSAR/TCU).

### Organisation et coordination des activités

- **Communications et coordination internes:** Celles-ci sont bonnes. Aucun changement.
- **Communications et coordination externes:** Aucune référence n'a été incluse dans le projet final du Manuel des procédures. Les bénéficiaires continuent à se plaindre des procédures lentes de la CE. L'OMSAR aurait dû les prévenir de cela auparavant.

### Planification et actualisation des activités

En raison des restrictions budgétaires, le PMC (en collaboration avec le Ministre OMSAR) est en train d'élaborer un Plan de Travail d'urgence en réduction de certaines activités.

### Implication des parties dans l'exécution du projet

- **Consultant.** Très actif, surtout le chef d'équipe, qui est surchargé comme toujours.
- **OMSAR.** Continue sans pouvoir exécutif, mais le Ministre est très actif et promouvoit l'ARAL en étroite coopération avec le chef d'équipe du PMC.
- **Délégation CE.** Les experts demandent l'assistance urgente de la Délégation concernant le transfert de fonds au compte bancaire local; aussi, l'examen (en coopération avec le gérant du projet à Bruxelles) de la continuation du rôle et du travail du PMC après la fin du contrat actuel BMB.
- **Bénéficiaires.** Tous se plaignent de la lenteur des procédures CE. Les experts recommandent à la CE l'accélération de l'application de ces procédures.

### Etat actuel de l'exécution des activités par rapport au Plan de travail

#### **Stratégie**

Il n'y a pas encore un plan complet ou de directives claires de la part du gouvernement pour la réforme administrative continue ou la modernisation des structures et des procédures.

#### **Agences de base:**

1. **Conseil du Service Civil (CSC).** Il n'y a pas eu de réunion avec les fonctionnaires du Service Civil (malgré l'effort des experts à fixer un rendez-vous). Les activités "horizontales" (PIP, ICT) ont bien

avancé mais pour les autres (dossiers des fonctionnaires, Système des promotions, Salaires, Recrutement, le Code de procédures administratives, le projet de loi pour l'organisation et la structure du CSC) l'état actuel est inconnu. Aussi, les experts constatent une certaine résistance à tout changement.

2. **Direction Générale de la Recherche et de la Direction.** Les experts recommandent le transfert de cette Direction au sein de l'IAP (Institut de l'Administration Publique) lorsque ce dernier sera opérationnel.
3. **IPA (IAP).** Aucune activité dans la période et les experts recommandent son retrait de la liste des bénéficiaires.
4. **Inspection Centrale.** Les propositions OMSAR/PMC pour l'entraînement des inspecteurs ont été bien accueillies et l'entraînement devrait commencer au commencement du mois de mai. Le projet de loi concernant la structure de l'Agence a été soumis au Conseil des Ministres.
5. **Cour des Comptes.** Le programme d'entraînement (présenté par le PMC en février) a été bien accueilli et l'OMSAR a décidé que cet entraînement (pour tous les 30 réviseurs de comptes) soit entrepris par une compagnie locale. La Cour demande que cet entraînement comprenne les techniques modernes de révision **par ordinateur** ce qui est possible en incluant cet aspect dans les TdR du contrat et en demandant que la compagnie locale ait de l'expérience internationale dans ce domaine.
6. **ACS (Administration Centrale des Statistiques).** Le projet ARAL a été ordonné d'arrêter toute activité étant donné que le Conseil des Ministres a décidé de créer un (nouveau) Centre d'Etudes (où la ACS sera représentée). Une réunion de haut niveau aura lieu le 25 avril et la Directrice-générale de l'ACS y participera et pourra exprimer son point de vue, surtout en ce qui concerne l'élaboration de la Comptabilité Nationale. Les experts pensent que dans tous les cas il faudra tenir compte de l'opinion et de la position de l'EUROSTAT.
7. **Autres Agences et Activités.** Les activités mentionnées séparément dans le rapport précédent (dites "horizontales") ont bien avancé partout (excepté chez Electricité du Liban, où il y a eu un arrêt).

La situation constatée sur place est la suivante:

- (a) PIP (*Performance Improvement Planning*). L'activité sera élargie auprès de six autres entités, à savoir le Ministère de l'Environnement, le Ministère de l'Economie et du Commerce, Eaux de Barouk, Eaux de Beyrouth (Inventaires et Recettes), Département des Recettes et Département des Douanes (Ministère des Finances). Cette activité est très réussie et le Manuel correspondant a été approuvé et publié aussi en arabe.
- (b) Simplification des Procédures/Débureaucratisation. Le PMC a soumis un rapport complet. 23 procédures ont été simplifiées (impliquant le Ministère de la Santé Publique et la D.G. du Plan Urbain (voir détails en Annexe I-b-2)).
- (c) ICT. Toutes les activités ont bien avancé et tous les bénéficiaires ont exprimé leur satisfaction avec le travail exécuté dans ce domaine par l'expert long-terme du PMC.
- (d) Ombudsman au Liban. Aucun développement. L'office n'a pas encore été créé.
- (e) La Charte du Citoyen. L'OMSAR a publié la Charte en trois langues (arabe, anglais, français). Publication réussie qui augmente la visibilité et l'importance de l'OMSAR aux yeux du public.

#### Bénéficiaires sectoriels

- A. **Ministère du Travail.** Les TdR pour le MSC (impliquant aussi l'Office National de l'Emploi) ont été approuvés. OMSAR/PMC pourront avancer avec la préparation du dossier d'appel d'offres.
- B. **Ministère de la Poste et des Télécommunications.** Le Ministre a soulevé des objections concernant la composition du comité d'évaluation des offres et la liste restreinte des firmes qui seront invitées à soumissionner. Le dossier a été soumis au Premier Ministre pour décision.
- C. **Ministère des Travaux Publics et Transports.** Progrès satisfaisants sur tous les fronts:
  - a) Après achèvement de l'IAP concernant les marins et les bateaux libanais, l'entraînement est en cours sur la base d'un contrat avec l'Académie Navale d'Alexandrie, Egypte.
  - b) Le consultant pour le deuxième IAP (Options pour la Réforme au Secteur des Transports) a été retenu et le contrat a été déjà endossé par le Chef de Délégation. Le consultant aura comme première tâche la préparation des TdR pour le MSC concernant la Direction générale des transports terrestre et maritime.
  - c) Le processus pour la conclusion du contrat concernant le MSC devrait avancer sans retard et sans problème en raison de l'excellente collaboration entre le Ministère et l'OMSAR/PMC.
  - d) En ce qui concerne l'aviation civile, le Directeur-général a confirmé l'approbation des TdR pour le MSC, qui devrait maintenant procéder sans problèmes. Le projet de loi concernant l'Autorité de l'Aviation Civile a été déjà passé par les divers comités du Parlement, et ceci sera par conséquent

soumis en session plénière du Parlement pour la promulgation. Le Directeur-général a aussi confirmé qu'il n'y a pas de chevauchement entre les autres donateurs (Banque Mondiale, Protocole français) et la CE(ARAL).

- D. Ministère de l'Economie et du Commerce.** En raison du désaccord du Ministre (au sujet de la liste restreinte des firmes qui seront appelées à soumissionner pour le MSC), celui-ci a refusé l'assistance de l'ARAL pour le MSC, qui devra maintenant être considéré comme annulé. Le IAP concernant "l'Etablissement de l'Unité de Politique commerciale" a été achevé et le rapport final fut soumis le 6 novembre 2001 mais le consultant attend encore le paiement.
- E. Ministère des Finances.** Il y eu un retard (inexplicable) à la signature du contrat IAP pour les douanes (projet ASYCUDA). Les deux IAP concernant l'Institut des Finances avanceront mais les experts ont des doutes au sujet des trois autres IAP (où le Ministère pourra renoncer à l'assistance de l'ARAL s'il obtient leur financement par d'autres sources).
- F. Ministère de l'Intérieur et des Municipalités.** L'assistance de l'ARAL concernant l'analyse des informations fiscales est déjà en cours. Le Ministère est satisfait avec les progrès (surtout avec le travail fait par l'expert PMC impliqué) et il a un bon espoir pour la continuation de l'assistance de l'ARAL, puisqu'il y aura plusieurs "petits projets" émanant du plan directeur.
- G. Ministère des Affaires Etrangères.** Les rapports finaux des deux études élaborées par le PMC (Structure/Réforme du Ministère et Mission/Enquête aux Représentations Diplomatiques Libanaises en France) ont été bien accueillies par le Ministère. Le Directeur-général des affaires administratives et financières avait quelques commentaires qu'il entend éclaircir en réunion prochaine avec l'OMSAR/PMC. Les perspectives sont bonnes pour la continuation de l'assistance ARAL.
- H. Ministère de la Justice.** Aucune indication du type d'aide envisagée pour ce Ministère dans le plan de travail actuel dy PMC. Les experts ne s'attendent à aucun développement.

**Les experts ont donné la note (C) à l'indicateur "Exécution des Activités."**

### 3. Conclusion (complète) des produits à ce jour.

Plusieurs "produits" (rapports et études) ont été achevés, mais leur approbation par l'OMSAR et la Délégation CE (et surtout par les bénéficiaires eux-mêmes et par les hauts échelons du gouvernement) est en retard.

Le Manuel des Procédures (projet final soumis par le Consultant le 25 mars) n'a pas encore été approuvé et, en tout cas, il est fort douteux qu'il puisse servir d'outil dans les mois peu nombreux qui nous séparent de la fin (actuelle) du contrat BMB.

Aucun MSC n'a été lancé encore et il est clair qu'aucun ne sera commencé avant le 30 septembre 2002.

Certains "produits" sont en bon état d'acceptation par les bénéficiaires. Ceux-ci sont:

- 1) Le projet de loi sur la structure de l'Agence "Inspection Centrale";
- 2) Le projet de loi sur la structure de l'Agence "Cour des Comptes";
- 3) Le Manuel PIP;
- 4) Les résultats, à ce jour, dans les domaines de Simplification et de l'ICT;
- 5) Les deux études concernant le Ministère des Affaires Etrangères.

Toutefois, les progrès dans le domaine de la construction de capacité à l'OMSAR et autres bénéficiaires sont limités. La nécessité de création d'une structure de contrepartie au sein de l'OMSAR, capable de gérer l'ARAL pour toute la période jusqu'à la fin 2005, est évidente.

Six mois avant la date limite actuelle du contrat BMB aucun MSC n'a été lancé. Les procédures lentes et les retards de toutes les parties sont évidents. Le résultat est clair: dans la meilleure des hypothèses, à la fin du contrat et du plan de travail actuels (30 septembre) seulement le 6% du budget relatif sera utilisé.

**Les experts ont donné la note (D) à cet indicateur.**

### 4. Habileté d'atteindre les objectifs spécifiques.

Malgré les améliorations des deux côtés (Consultant d'un côté et OMSAR/Agences de Base/Autres bénéficiaires de l'autre), l'absence d'un plan officiel et concret pour la réforme et la restructuration ainsi que la lenteur des discussions et approbations de la part de toutes les parties impliquées empêchent l'exécution de l'ARAL dans toute son ampleur et profondeur. Il est nécessaire, par conséquent, de revoir le rôle et les fonctions de l'OMSAR, en conformité avec la politique générale du gouvernement, afin de créer une base solide qui puisse déterminer des objectifs réalistes et les moyens de les atteindre.

En vue d'accélérer l'exécution du projet jusqu'à fin septembre, les experts recommandent la création d'un groupe de travail tripartite (Délégation CE – OMSAR – BMB/PMC) qui soit en mesure de se réunir chaque quinzaine pour accélérer l'exécution du plan de travail.

**Les experts ont donné la note (C) à cet indicateur (concernant les activités et résultats achevés).**

#### **5. Soutenance potentielle.**

Quelques petits pas ont été faits en direction de l'augmentation de la soutenance, comme dans les cas des projets de loi pour la Cour des Comptes, l'Inspection Centrale et l'Autorité de l'Aviation Civile. Aussi, de bons signes sont remarqués dans les activités "horizontales" et la publication de certains documents (Code de Conduite du Fonctionnaire, la Charte du Citoyen, le Manuel PIP etc.), mais tout ceci ne garantit pas de réforme. Par conséquent la soutenance potentielle est en retard.

#### **6. Dernier rapport du Consultant (PMC).**

Aucun commentaire spécifique concernant ce rapport (pour le 4e trimestre 2001). Le rapport pour le 1er trimestre 2002 n'était pas prêt à la fin de la mission (16 avril) et la Délégation CE a remarqué que le rapport annuel 2001 n'a pas encore été soumis.

#### **7. Plan de travail pour les prochains 6 mois, y compris indication des risques.**

L'approbation du plan de travail actuel fut communiquée le 3 avril 2002, c-à-d. 3 mois après le commencement de la période janvier/septembre). En raison de la réduction du budget, il est nécessaire d'élaborer un plan d'urgence. L'OMSAR est en train de chercher une source de financement alternative pour les experts libanais. Un autre risque dans la réalisation du plan est le retard au virement de fonds au compte bancaire local.

En raison de ce qui précède, les experts ne peuvent pas exprimer une opinion sur la faisabilité du plan de travail et n'ont pas donné de note sur la convenance de ce plan de travail. En tout cas, il paraît inutile d'évaluer un plan de travail qui n'existe pas formellement et qui couvre une période dont la moitié est déjà expirée.

Noms des experts principaux en suivi-évaluation	Noms des experts sectoriels:
Nikos Kessissoglou	N/A
Argyrios Georgiadis	

**Les annexes sont jointes à la version anglaise du rapport (complet).**

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**Nikos Kessissoglou**  
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