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MESSAGE





MESSAGE





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Preface

The OMSAR STRATEGY 2020-2027 has been prepared by the Office of the Minister of State for Administrative Reform (OMSAR) within the framework of the EU-funded project "Technical Assistance to Strengthening Strategic Planning Capacities" (Strategic Planning or SP), carried out under the patronage of the Office of OMSAR.

It follows the key directions of the Government of Lebanon's (GoL) 2011 Strategy for the Reform and Development of Public Administration in Lebanon, and contributes towards the national Economic Vision for Lebanon recently approved by the Council of Ministers in 2018, in conjunction with the Government of Lebanon key priorities including for Good Governance, public sector modernisation, fighting corruption, digital transformation, and fiscal and budgetary reforms.

This Strategy is the result of an in-depth, administrative, financial, legal, institutional and functional analysis of OMSAR and based on the 25 years of work on programmes and projects, managed, coordinated and implemented to date by OMSAR with support of the international donors.

It is underpinned by principles and values, serving as national pillars and as a DNA of the multi-confessional public sector environment of the Republic of Lebanon.

All Goals proposed are prioritized under 6 Key Performance Areas (KPA) against a set of national targets and performance measurement indicators as well as grouped within specific objectives that contribute individually and jointly to the achievement of the Strategic Goals and, ultimately, of the Strategy Vision.

The leading role for the elaboration and implementation of this Strategy is dedicated to OMSAR, which is mandated by the GoL to serve as a catalyst for modernisation of the national public administration. Through applying excellence and enabling innovation, OMSAR will serves as a pioneer of modernisation for an efficient, effective, transparent and accountable Lebanese public sector providing support across public sector organisations in the country.

OMSAR will work in partnership with all relevant stakeholders active in the public, private and non-governmental sectors. Therefore, this Strategy pays significant attention to enhanced visibility of the work of OMSAR and underlines the importance of all stakeholders, whose contribution, support and active role are critical for the successful implementation of the proposed actions and achievement of the Strategy's Goals and the Vision.

OMSAR Strategy 2020-2027 sets a clear mandate for OMSAR for the coming years to lead the way forward and assist the GoL to achieve a modern, citizen-centric, and performance-oriented public sector engaging with national and local public sector organisations, citizens and businesses in:

- Good governance: institutional development programs, anti-corruption initiatives, laws and regulations;
- Digital transformation programs and solutions, automation and digital access to data, information and services;
- Capacity building of public sector organizations, CSOs and municipalities.

Last but not least, this Strategy does not attempt to be a final stage of development. It shall be considered as a living document open for regular revisions and adjustments during the implementation cycle taking into account changes evolving within the dynamic Lebanese society. Mechanisms for regular tracking, monitoring and reporting as well as risks mitigation mechanisms are set up to ensure smooth implementation.





List of Abbreviations

| AF | Arab Fund | | and Development |
|-------|--|----------|--|
| CDR | Council for Development and | OMSAR | Office of the Minister of State for |
| | Reconstruction | | Administrative Reform |
| CEDRE | National Programme for Stabilisation, | OSD | Office of Social Development |
| | Growth and Employment | PA | Public Administration |
| CI | Central Inspection | PM | Prime Minister |
| CIB | Central Inspection Board | PMO | Prime Minister's Office |
| CoA | Court of Audit | PPMU | Performance Planning and Monitoring Unit |
| СоМ | Council of Ministers | PPP | Public Private Partnership |
| CS | Communication Strategy | SDG | Sustainable Development Goals |
| CSB | Civil Service Board | SOP | Sector Operational Programme |
| CSO | Civil Society Organisation | SOP-PMMR | Sectoral and Organizational Performance |
| CSR | Corporate Social Responsibility | | Planning, Measurement, Monitoring and |
| DG | Director General | | Reporting |
| EC | European Commission | SOPMIP | Sectoral and Organisational Performance |
| EU | European Union | | Measurement and Inspection Programme |
| EUR | Euro – European Currency (€) | SP | Strategic Plan |
| GoL | Government of Lebanon | TA | Technical Assistance |
| HR | Human Resources | TNA | Training Needs Assessment |
| HRD | Human Resource Development | ToR | Terms of Reference |
| HRM | Human Resource Management | UDHR | Universal Declaration of Human Rights |
| HRDS | Human Resources Development Strategy | UN | United Nations |
| IDU | Institutional Development Unit | UNDP | United Nations Development Programme |
| ICT | Information Communication Technology | UNFPA | United Nations Population Fund |
| IT | Information Technology | WB | World Bank |
| KPA | Key Performance Area | | |
| KPI | Key Performance Indicator | | |
| LBP | Lebanese Pound | | |
| MEHE | Ministry of Education and Higher Education | | |
| MIG | Minimum Income Guarantee | | |
| MIS | Management Information System | | |
| MoF | Ministry of Finance | | |
| MoIM | Ministry of Interior and Municipalities | | |
| MOI | Ministry of Industry | | |
| MoJ | Ministry of Justice | | |
| MoL | Ministry of Labour | | |
| | | | |



MoPH

MoSA

NGO

NSDS

OECD

Ministry of Public Health

Ministry of Social Affairs

Non-Governmental Organization

National Social Development Strategy

Organization for Economic Co-operation



Executive Summary







Introduction

The Government of Lebanon has a comprehensive and ambitious National Agenda for the field of public administration reform and modernisation.

The Strategy 2020-2027 of the Office of the Minister for Administrative Reform (OMSAR) has been elaborated to set strategic direction for the work of OMSAR for the period ahead in order to support the GoL to accomplish the National Agenda and to build a sustainable modern citizens-oriented public administration providing effective and efficient public services with equal opportunity for everyone.

For the last 25 years, OMSAR has been at the forefront of managing, coordinating and implementing programmes and projects for and with the public sector of Lebanon. With more than 200 million EUR of implemented funds for public sector reform and modernisation projects, and through working with leading national and international public and private sector organisations, OMSAR today is a leading public knowledge management organisation of the central Government. OMSAR aims to utilise its strengths, skills and capacity developed over the last 25 years to act as the pioneering institution during the next phase of public administration reform and modernisation through enabling innovation to improve the efficiency and quality of service delivery to public entities, citizens and businesses in Lebanon. This Strategy has been elaborated by OMSAR within the framework of the EU-funded project "Technical Assistance to Strengthening Strategic Planning Capacities" carried out under the patronage of OMSAR.





Framework and Content

The methodology used to elaborate the OMSAR Strategy 2020-2027 followed the Manual and Tool Kit for Strategic Planning provided by the project ENPI/155-349/2014 "Technical Assistance to the Strengthening Strategic Planning Capacities in Selected Ministries in Lebanon".

As per the methodology, Chapter 1 - Situation Analysis of the Strategy provides an overview of the historical background and evolution of the Lebanese public administration by examining key milestones and periods of public sector reforms and the phases of growth of OMSAR. The situation analysis gives detailed overview of OMSAR's organisational structure, presents functional analyses of all of its components and a detailed overview of the programmes and projects managed, coordinated, contracted and implemented by OMSAR including services delivered to date. Key external and internal stakeholders have been identified, examined and presented as per their importance, role and involvement. An analysis of the political, economic, social, technological, legal and environmental situation (PESTLE) has been conducted and the overall analysis has been summarized in a SWOT Matrix. The areas examined and conclusions and recommendations provided focus on main 3 criteria: first, the organisational structure, second analysis of available human, material and technical resources, and third the programmes and projects. This approach methodologically required a) the collection and analysis of data, information and trends about the public administration sector from the perspective of OMSAR's programmes and projects; b) an analysis of the functions, processes and structures of OMSAR's components responsible for the coordination, management and/or implementation of programmes and projects; and c) an analysis of the management of processes and technical operations.

In addition to data analysis, this Chapter also includes an in-depth assessment of internal and external factors, such as:

- IT, MIS, data collection and sharing;
- cooperation, coordination, consultation and networking of resources;
- monitoring, reporting, evaluation, impact assessment & evidence based planning;
- communication and promotion;
- staff career development, rewards and acknowledgements;
- and key stakeholders assessment.

Finally, Chapter 1 summarises the key findings of the overall situation analysis in a SWOT Matrix for OMSAR followed by detailed conclusions for all areas identifying problems and weaknesses of OMSAR business operations, processes and functions and how they can be strengthened and improved. These conclusions are derived from problem definitions and diagnosis of the existing decision-making processes, human resource management, staffing, business processes, organizational bottlenecks within OMSAR, including design, planning, organisation, management, coordination, contracting, implementation and administration of programmes, projects and services. The conclusions provide a pathway to recommendations for the selection of strategic priority areas as foundation pillars for setting up strategic goals and objectives to enable actions to build capacity, modernize the organizational setup, standardise and simplify processes, improve transparency as well as pro-actively engage and contribute to the GoL reform efforts in line with the implementation of key national frameworks and the national sectoral performance measurement platform. The objectives and actions are designed to be achieved over the lifespan of the strategy taking into account the legal, operational, institutional and financial setup of OMSAR.

Chapters 2 and 3 present the Strategy's Mission and Vision, respectively, derived from the situational analysis and provide direction in terms of what OMSAR intends to accomplish following the guiding Principles and Values presented in Chapter 4.

The Vision of OMSAR is to be the pioneer of administrative modernization and to act as catalyst for an efficient, effective, transparent and accountable Lebanese public sector.





OMSAR's Vision represents OMSARs' commitment and dedication for a national public sector that is characterised by 2027 with:

- Integrity and zero tolerance to corruption;
- Responsive, effective and efficient operations of user-oriented public administration;
- Responsible, open and transparent operations of the public administration;
- Efficient use of human, financial, spatial, environmental and energy resources;
- Professionalism and development of professional competence and employees innovation;
- improved legislation and simplified procedures with reduced legislative burdens;
- efficient informatics, with increased use of e-services, digitalization and interoperability of information; and
- quality systems for planning and measuring performance

The Strategy Mission informs how OMSAR, as central government entity, will lead the transformation to a citizen-centric and performance-oriented public sector by promoting and deploying innovative modern policies and methodologies that develop the Lebanese administration and engage citizens.

The Principles and Value (presented in Chapter 4), represent the DNA of OMSAR.

In line with the Mission, Vision and Principles and Values, Chapter 5 presents the Six (6) Strategic Priority Areas with their focus on interventions and fully harmonised with the national Sectoral Performance Measurement Platform (SOPMIP Programme) and current key strategic frameworks of the GoL, namely:

- Strategy for the Reform and Development of the Public Administration in Lebanon (2011);
- Anti-corruption Strategy (2018);
- Digital Transformation Strategy (2018);
- Lebanon Economic Vision (2018);
- Vision for Stabilization, Growth and Employment (CEDRE) (2018);
- UN Sustainable Development Goals, Goal 16 in particular (2016).

Chapter 6 presents the Strategic Goals and Specific Objectives of OMSAR set for the period 2020-2027. These Goals and Objectives are derived as logical and realistic measures to address the identified gaps and issues from the situation analysis in Chapter 1 and serve as structure and guidelines to develop actions to fulfil the Vision. They are:

| | Strategic Goal 1 |
|--------|--|
| Vision | – Governance Frameworks and Modernisation |
| | Strategic Goal 2 |
| | – Strengthened Modern Tools and Techniques for Effective and Efficient Public Service Delivery |
| | Strategic Goal 3 |
| | Improved Human Resource Management and Development Capacity |
| | Strategic Goal 4 — |
| | Inclusive and Responsive Government |
| | Strategic Goal 5 |
| | Roll-Out Of Digitalization and E-Government Related Services |
| | Strategic Goal 6 |
| | – Enabling Through Internal Modernisation and Innovation |
| | |





REPUBLIC OF LEBANON

for Administrative Reform



STRATEGIC GOAL 1 **GOVERNANCE FRAMEWORKS & MODERNISATION**

The goal aims towards:

Enhanced effectiveness and efficiency of the public administration through improvement and enforcment of governance frameworks and modernisation of adminstrative mechanisms and processes

STRATEGIC GOAL 3 IMPROVED HUMAN RESOURCE MANAGEMENT AND DEVELOPMENT CAPACITY MECHANISMS AND PROCESSES

The goal aims towards:

the establishment and strenghtening of systems, capacity and instruments for strategic and operational planning within the public sector and to facilitate service delivery and sustainable local development based on multi-stakeholder partnerships

STRATEGIC GOAL 5

ROLL-OUT OF DIGITALIZATION AND E-GOVERNMENT **RELATED SERVICES**

The goal aims towards:

development of legal and strategic frameworks and standards for digitalization/e-government and identification and implementation of priority projects in this field leading to an increased number of services delivered electronically by the public administration.

STRATEGIC GOAL 2 STRENGTHENED MODERN **TOOLS AND TECHNIQUES FOR EFFECTIVE AND EFFICIENT** PUBLIC SERVICE DELIVERY

The goal aims towards:

development of legal and strategic frameworks and standards for digitalization/e-government and identification and implementation of priority projects in this field leading to an increased number of services delivered electronically by the public administration.

> **STRATEGIC GOAL 4 INCLUSIVE AND RESPONSIVE** GOVERNMENT

The goal aims towards: building the capacity of thepublic administration to manage and develop human resources in a strategic manner and by rolling out specific knowledge and practice-oriented training measures

STRATEGIC GOAL 6 ENABLING THROUGH INTERNAL MODERNISATION AND INNOVATION

The goal aims towards:

The strenghtening of OMSAR's role as the government entity leading the transormation to a citizen-centric and performance-oriented public sector by promoting and deploying innovative modern policies, methodologies and tools for the modernisation of the Lebanese public administration







In line with the methodology, these Goals are complemented by Specific Objectives (as presented in Chapter 6), which will be achieved by time-framed, resourced and budgeted annual Operational Plans setting clear targets, measurable indicators, results and allocated responsibilities.

The implementation arrangements and the resources and costs, required for the implementation of the Strategy are outlined in Chapter 7. The total value of GoL contributions and donor support, based on the projected needs and current absorption capacity of OMSAR to implement the Strategy 2020-2027 is estimated at 200 million EUR. Of this amount, a minimum of 17.5% contributions shall be from the GoL, mainly for overheads for OMSAR's operations, excluding further project-related costs that will depend on the actual nature of projects implemented and usually co-funded by the GoL contributions. Comparing to the last 25 years during which OMSAR successfully mobilised roughly 160 million EUR in donor-funded projects with a similar ratio of GoL co-funding and considerably less staff and smaller absorption capacity, especially during the organization's first and second phase (1995-2000 and 2001-2010) when OMSAR had between 25 and 35 professional staff. OMSAR's absorption capacity was rapidly strengthened with an increase of staff from 35 to 45 professionals during its third phase (2011-2019) covering the implementation phase of the latest National Strategy for the Reform and Development of the Public Administration of Lebanon from 2011, which formed the basis for launching a series of complex public sector reform and modernisation initiatives supported by donor-funded projects between 2011-2019. Many of these projects will be continued post 2020.

Chapter 8 presents a summary of OMSAR's new Communication Strategy, which also has been developed under the project ENPI/155-349/2014 "Technical Assistance to the Strengthening Strategic Planning Capacities in Selected Ministries in Lebanon" as a supplementary project activity. Its aim was to strengthen OMSAR's communication capacity and to support the implementation of the OMSAR Strategy 2020-2027. The Communication Strategy document is presented in Annex 2 of the OMSAR Strategy 2020-2027.

Chapter 9 covers the new Monitoring and Reporting system likewise developed under the project ENPI/155-349/2014 "Technical Assistance to the Strengthening Strategic Planning Capacities in Selected Ministries in Lebanon" to improve the monitoring and reporting capacity and instruments of OMSAR and to support the future implementation of the OMSAR Strategy 2020-2027.

The Risk Mitigation Plan presented in Chapter 10 identifies and classifies all risks that could have negative influence and/or negative impact on the implementation of the Strategy, with a plan for risks mitigation, while Annex 3 provides detailed guidelines for implementing risk mitigation at activity (project) level.

Finally, The Strategy presents acknowledgements to all of OMSAR staff involved in its elaboration.



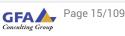


Conclusion

This Strategy provides the first long-term strategic development framework for OMSAR as an organisation. Its implementation is not conditioned by changes of national legislation regarding OMSAR's position within the institutional settings of the GoL and solely relies on OMSAR's existing and future financial, human, organizational and technical resources, the availability of funding from the GoL and on continued cooperation and partnership with line Ministries, national public agencies and bodies, local government authorities and institutions, non-governmental organisations, civil society, and international donors. It will be led by OMSAR's Strategy Implementation Team which will supervise and regularly monitor and evaluate the progress made to ensure timely and effective adjustments to the courses of action towards fulfilling the Strategic Goals. The Strategy pays significant attention to strengthening OMSAR's cooperation and partnership with all key stakeholders while engaging and empowering Lebanese citizens and businesses to actively participate in the Strategy's implementation by working hand in hand with OMSAR as stakeholders and architects of nation-wide modern public administration. In doing so, the Strategy aims to serve as solid foundation for ownership, partnerships and sustainability of reform effort in the field of public administration reform in Lebanon.

The first year Operational Plan 2020 has been elaborated as a separate document that will serve as a model for the future annual Operational Plans during the 2017-2020 period.





Chapter I **Situation Analysis**





1.1 Introduction

The Road From Little Office

to a Professional Knowledge Management Organisation

The Office of the Minister of State for Administrative Reform (OMSAR) is a public entity of the central Government of Lebanon, created in December 1994, by decision of the Council of Ministers.

OMSAR was initially established as a small technical office, consisting of two Units: an Institutional Development Unit (IDU) to coordinate longer-term reforms and a Technical Cooperation Unit (TCU) to guide and implement the rehabilitation activities.

During the first years, the main role of OMSAR was to coordinate and support the implementation of the programmes funded by the international community regarding the urgent rehabilitation of the Lebanon's public sector administration and infrastructure from the physical and human damage and lack of maintenance due to the civil war resulting in two decades of isolation from the rest of the world.

Over the years, OMSAR became a key implementing partner in public sector reform projects funded by all major international donors, and presently represents a respectful knowledge management public organisation championing the modernisation of Lebanon's public administration.

However, the journey of OMSAR's growth and development was not an easy one and the organization had to manage many challenging periods. There were times when OMSAR faced threats for closure, isolation, rejections of its work results, and times when it was pushed backwards, or simply kept in waiting for decision of its own future, due to political agendas. Despite all difficulties, OMSAR managed to survive and furthermore, it grew stronger each time.

One of the main reasons for OMSAR's successful and sustainable growth was that OMSAR was not created as a typical Government public sector entity, but as an entity with flexible status and organisational structures strongly supported by the international community and partners. This flexible status enabled OMSAR to employ high calibre professionals from the Lebanese society and diaspora and graduates of esteemed educational background. OMSAR was able to deploy know-how, professionalism, motivation, professional management skills, and successfully applied knowledge management as crucial tools for its sustainable growth.

To understand OMSAR's development and current state as an important resource for its future path, at the outset, this Situation Analysis presents a brief overview of the context of the Lebanese society and its multi-confessional environment, and the administrative reform processes in the public sector through the stages of growth of OMSAR, while later it provides a detailed focus on the operational and functional analysis of OMSAR as an organisation, both from internal and external points of view, and concludes in strategic recommendations.

1.2 **General Overview - The National Context**

Lebanon is a modern multi-confessional state, with a rich cultural history as well as religious diversity, located in the East Mediterranean in close vicinity to Europe, Asia and Africa and has traditionally been a meeting point of different cultures and sectarian groups. Currently, it has a population estimated of nearly 6 million people of which, 4 million people are Lebanese citizens, almost 1.5 million Syrian Refugees, and around 313,000 Palestinian and about 180,000 Iraqi refugees. At the same time, the Lebanese diaspora of around 16 million is almost 4 times bigger than its resident population.

The political system of Lebanon is characterised by a representative democracy with an executive branch, a legislative branch and a judicial branch, with highest positions proportionately reserved for representatives from all religious communities.





The legal system is a mixed system of civil Law, stemming from the French civil code, or what is known as the Napoleonic law, Ottoman tradition, and of different religious laws applicable for the different religious communities living within the country.

Administratively, Lebanon is divided into 8 governorates, with 26 districts, 43-municipality unions (2016), 1017 Municipality (2015), and 1350 Villages (See Figure 1 below).

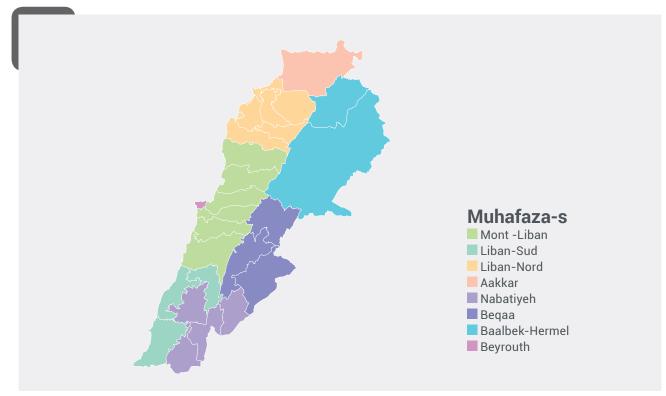


Figure 1: Administrative Map of Lebanon

| LEBANON KEY Source: World Bank | 8.1 MI Population | | |
|--|--|--|---|
| 53.6 USD Bn GDP | 8,809 USD GDP per capita | 154.6% Public Debt (of GDP) | 35% Government Effectiveness |
| 9.9 USD Bn Government Revenues | 14.9 USD BN Government Expenditures | 14% Tax Revenues (% of GDP) | -8.3% Fiscal Deficit |
| 18015-25% Corruption index (WB rank)Unemployment | | 27.4% National Poverty line | 70 E-Government index (world rank) |
| 86% Landfill Waste | 87.39% Pollution index | 2% Public Transport Share | 30% drop FDI Status (2010-2017) |

Figure 2: Lebanon Key Facts 2018

The capital City of Beirut, with a population of above 2 million people, is an administrative district on its own, and the home of all national public organisations, institutions, bodies and agencies, and for all regional and international organisations.





Lebanon's public administration truly reflects its history, and cultural, geo-political, economic and social environment. The diversity of cultures, customs and traditions of different confessional communities in Lebanon, and the mixture of the parallel functioning legal systems, with political parties mostly based on sectarian interests, forms a complex administrative fabric of Lebanon, characterised by a mixture of inter-linked and overlapping responsibilities among public sector organisations. The overlap between governance, social norms, religious norms, and administrative authorities, is a source of richness that at the same time adds both strengths and complexities to the political system and to the functioning of the state and its institutions. This complexity has direct impact on the weak organisational structures and on the segregated roles and responsibilities of the various entities of the Lebanese public administration and can been seen across all line ministries, national institutions, bodies and agencies.

The need for reforming the Lebanese public administration into a modern administration capable of reinforcing economic growth and staying up-to-date with recent international trends and new technologies enabling good governance to provide less complicated procedures for faster and more effective services for citizens, businesses and investors, has been a focus at local and national level after the civil war. The first comprehensive programme for public administration reform was launched in late 1960s, but its implementation was disrupted during the civil war and during the post-war period until 1995: the so-called periods of failure of the state and post war reconstruction. Only since 1995, when the Lebanese Government appointed the Minister of State for Administrative Reform and established the Office of the Minister of State for Administrative Reform (OMSAR) in collaboration with UNDP, the real nation-wide structural processes for the reform of the public administration of Lebanon began. The period from 1995 until today represents a period of continuity of more than 20 years of OMSAR's work for coordination, steering and implementation of various multi-sectorial programmes and projects funded by all major international donors encompassing structural reforms, human resources capacity building, and modernisation of the Lebanese national and local public administration. The reform processes faced many challenges because of the highly complex political, socio-economic and legal system, and the implementation of reform projects required careful balancing of the magnitude, direction, scope and dynamic of reforms. Furthermore, the last 8 years of regional crisis (e.g. Syrian civil war since 2012), put additional burden to the country economy, environment and public sector infrastructure, and consequently slowed down many reform processes and diverted Government's priorities and resources.

1.3

Lebanese Public Administration Overview and OMSAR's Phases of Growth

This sub-section presents a brief overview of the Public Administration Reform in Lebanon from the perspectives of Office of the Minister of State for Administrative Reform, an entity set up with support of the international community to drive and steer the reform and the modernisation of the Lebanese public administration sector.

Active from 1995, over the years, OMSAR has successfully managed, implemented and coordinated many reform projects funded by international donors in various sectors, across different line ministries, public bodies and agencies, thus becoming the prominent entity of the Central Government promoting new laws, policies, programmes, strategies and projects in all areas of the public sector. However, OMSAR has faced many difficulties, among others, to institutionalise and ensure the long term continuity and sustainability of many reform activities, following post projects' implementation. Various initiatives, laws, and reform programmes coordinated, implemented and proposed by OMSAR during the last 15 years have defaulted in long-term status quo. Numerous sectorial strategies, action plans, and feasibility studies developed by OMSAR and the line Ministries with support of leading international experts proposing regulatory and functional changes, have also experienced problems with approval and their acceptance, either by the Council of Ministers, by the respective beneficiaries, or different political groups which are mainly divided on sectarian and religious basis. At the same time, Civil Society Organisations, many of which are also established on basis of political and religious affiliations, have strong interests and powerful influence on political parties and communities and are exercising very important influence when it comes to approving reform changes or policies by the Government or the Parliament when they feel that their freedom and monopolies in areas where they control certain aspects of the economy are being jeopardized.

These issues have deep roots seeded in Lebanon's public sector long before OMSAR was established and their understanding is crucial for the elaboration of this Strategy.





Lebanon is not different from other countries when it comes to citizens and businesses needs for easy access to public services, less bureaucracy, transparent, clear and simple administrative procedures, etc. As in most countries, a number of topics, such as environmental protection, citizens' participation, employment, public transport, public services, public management, good education, legal reforms, decentralisation, intergovernmental co-operation, etc., are of equally high interest for citizens. However, the playground in Lebanon is more complex when it comes to smooth and uniform based public sector reforms due to its multi-confessional environment and dual legal system. In Lebanon, in particular, the public administration reform is a playground of interests groups that have their roots in administrative practices and know the needs and necessities of their own surroundings. The question how certain tasks and services of the state's public sector need to be divided and enforced by different state institutions, public bodies and agencies, mainly in light of interest of private businesses and less towards the general public, are determined by highly influential pressure groups, lobbies and existing big bureaucracy.

For all these reasons, compared to many other countries, the initiatives for structural national reform of the public administration of Lebanon have been a particular and on-going challenge lasting for more than 50 years. The process has been characterised by slow and limited incremental changes in many areas of the public sector, excluding few public sector segments, such as the public sector regulations for the banking and insurance sector, private education, etc., which follow well the most recent international trends. But when it comes to public administration accountability, transparency, nepotism, or corruption, there are no exclusions. The public administration reform is supported by donors that implement projects, elaborates programmes and strategies to tackle the foundations of these problems, but often simply fall short to regulate uniform nation-wide sustainable enforcement of proposed changes. Some areas have benefited from reform and modernisation (e.g. IT sector), while others still remain in their old boundaries boxed (e.g. public sector laws).

The Office of the Minister of State for Administrative Reform (OMSAR) was created to help the Lebanese ministries, central bodies, public agencies and municipalities to develop their administrative and technical capacities and ultimately benefit from public administration reform efforts. Since its establishment, OMSAR has worked on and implemented several donor-funded projects that helped the government in its administrative reform especially in the post-civil war era. OMSAR developed high-level strategies, such as the E-Government Strategy, the National Anti-corruption Strategy and lately the National Digital Government Strategy (January 2019). Throughout all 25 years of its existence, OMSAR has been working on identifying, implementing, and evaluating donor-funded projects; conducting administrative and legal studies; simplifying and streamlining work procedures; training civil servants; and last but not least implementing and assessing local development projects. At same time, OMSAR has developed close partnerships with international donors, such as the UNDP, EU, the World Bank, the Arab Fund for Economic and Social Development on one hand, and the Lebanese public administration, public institutions, control agencies, municipalities, Non-Government Organizations and the civil society on the other hand.





Phases of evolution at **OMSAR**

First phase (1995 to 2000) **Establishment and Identity Building**

It was until 1995 when Minister of State Anwar Khalil, the Minister of State for Administrative Reform back then. prepared the ground for an organization that lasts. At that time, the Institutional Development Unit (IDU) and the Technical Cooperation Unit (TCU) were created.

It was the post-war administration. This administration helped in building the identity of OMSAR. OMSAR also built ties with the different administrations and donors. The main donors back then were the UNDP and the World Bank, followed by European Union and the Arab Fund. The total donors' funds mobilised during this phase exceeded 70 million USD.

The identity phase was more overwhelming than the delivery phase (the second phase). Some entities were against OMSAR especially the control agencies. These agencies were sceptical that OMSAR may take away some of their roles.

During this Phase, OMSAR's main projects and achievements are:

- Undertaken assessments of needs for public institutions:
- Developed Strategy for Administrative Reform;
- Developed IT National Strategy;
- Implemented TA capacity building trainings for line Ministries:
- Implemented ICT projects for 9 Ministries;
- Prepared organigrams and job descriptions for 9 Ministries; and
- Prepared organigrams and job description for 9 Ministries.

Second phase (2000 to 2010) **Delivery and Credibility**

The main question in this phase was: Can OMSAR deliver?

OMSAR faced many challenges in dealing with donors and beneficiaries. It was the good management of OMSAR, and the successful projects that were implemented which made OMSAR gain its credibility as the catalyst of administrative reform.

During this phase, OMSAR had in average between 25-35 professional staff, established cooperation with regional and international organisations, mobilised additional 45 million USD of donors' funds and disbursed approximately 85 million USD during the implementation of public sector reform projects.

The main projects and achievements of OMSAR during this phase were:

- Launched implementation of new EU programmes: AFKAR and Solid Waste Management;
- Developed e-Government Strategy in 2002 and updated in 2007;
- Implemented improvements on standards and guidelines in the ICT sector;
- Created ICT Help Desk for supporting line Ministries, and other public sector agencies and bodies;
- Launched INFORMS portal for governmental transactions:
- Continued implementation of TA capacity building trainings for other line Ministries;
- Continued implementation of ICT projects in other line Ministries;
- Implemented Enterprise Agreements (Microsoft, ORACLE packages);
- Signed bilateral agreements (MOUs signed with) Greece, Egypt, Malaysia);
- Signed cooperation agreements with international organisations (ESCWA, INDESA, IFC, TOKTEN, UN ODC and TAIEXT); and
- Joined regional and international organisations (MENA, OECD-SIGMA, etc.).





Third phase (2010 till now)

Knowledge Management Towards Excellence

During this phase, OMSAR was regarded as the management of change organisation, starting to gain respect among its partners and stakeholders. With the experiences gained during the second phase, especially with its involvement in the management of the implementation of the 38 Million EUROs EU-funded ARLA Programme (period: 2003-2005), and with the professional staff with motivation and will to change, OMSAR adopted an innovative approach. In 2011, OMSAR elaborated the first National Strategy for the Reform and Development of the Public Administration in Lebanon that laid foundations for introduction of management of change through more complex projects of higher impact. The National Strategy for the Reform and Development of the Public Administration in Lebanon was largely supported by the international donors.

Between 2011 and 2019, OMSAR mobilised approximately additional 40-50 Million Euros, and coordinated the design, contracting, and implementation of donors funded projects (mostly from EU and Arab Fund) in total value of approximately 60 Million Euros. All projects coordinated and implemented during this period, including those under on-going implementation, are presented during the analysis of the OMSAR components in the following sub-section.

The main projects and achievements of OMSAR during this Phase are:

- Developed National Strategy for Reform and Development of Public Administration in Lebanon (2011);
- Automation of the Courts in Lebanon;
- Public Procurement Reform Project;
- Reinforcement of the National Security Fund;
- Modernisation of the Human Resources Management;

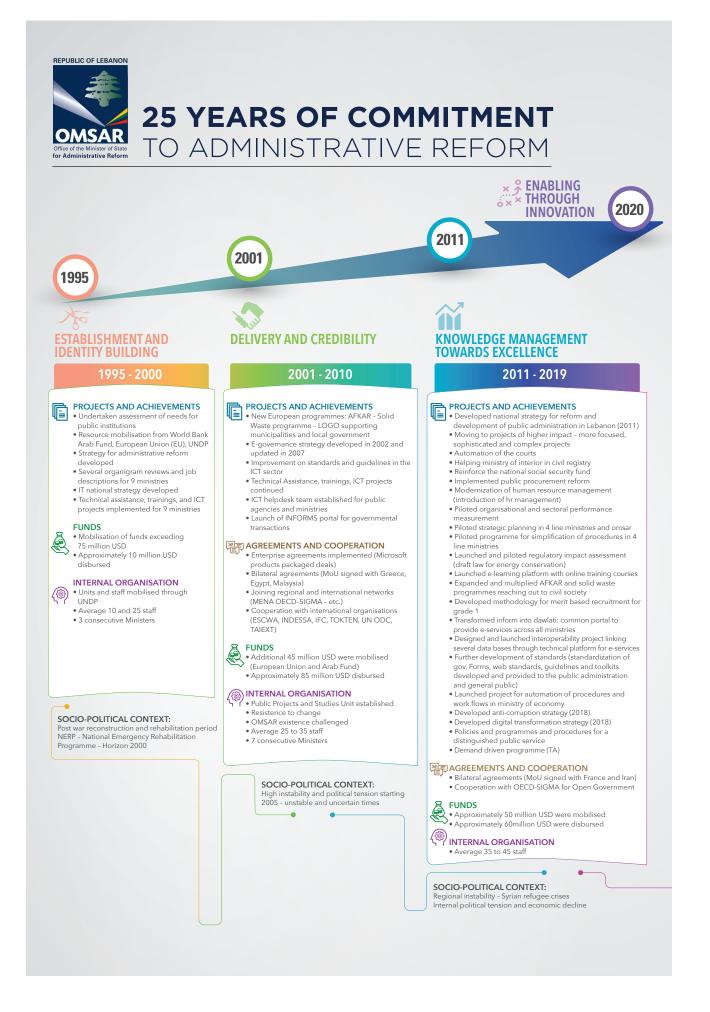
- Organizational and Sectoral Performance Measurement;
- Strategic Planning in selected line Ministries and OMSAR;
- Simplification of Procedures in selected line Ministries and OMSAR;
- Regulatory Impact Assessment (draft law for Energy conservation);
- E-learning platform with online training courses;
- Expanded and multiplied AFKAR and Solid Waste Management Programmes;
- Developed Methodology for MERIT based recruitment for Grade 1 civil servants;
- Transformed INFORMS into DAWLATI common portal to provide e-services to all line Ministries;
- Designed and Launched Interoperability Project linking several databases through technical platform for e-services;
- Further developed standards for Government Forms, Web Standards, and Guidelines and Toolkits for the Public Administration and for the General Public;
- Prepared policies, programmes and procedures for a distinguished public service;
- Implemented Demand Driven Programme;
- Launched Project for Automation of procedures and workflows in the Ministry of Economy;
- Developed Anti-Corruption Strategy (2018) pending Council of Ministers approval; and
- Developed Digital Transformation Strategy (2018) pending Council of Ministers approval;

The Following Figure 3 presents an overview of OMSAR's Phases of growth.

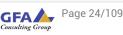












The 2011 Strategy for the Reform and Development of the Public Administration in Lebanon also outlined the main challenges the civil service is facing. One of the main objectives of the UNDP in Lebanon since 1995 and recommended the legal modifications that are essential to the reform, namely: 1) the law for the unique ID number to the citizens, considered a prerequisite for an effective interoperability framework; and 2) the law for access to information and the law for the Court of Audit. During this period, in 2013, the Parliament enacted the law for the unique ID number for citizens, and in 2017 approved the Law for access to information. The successful implementation of these two laws is subject to decrees for secondary legislation and enforcement mechanisms. In the context of the analysis of OMSAR components, the situation analysis presents a detailed overview of all the legal work completed by OMSAR legal component during this period.

In November 2017, OMSAR and UNDP signed the new Project Document, covering a period of 2 years until 31 December 2019, with the aim to support civil service reform initiatives that have been undertaken by OMSAR to support the continued modernisation of the public sector organisations by providing them with the latest management and ICT tools to further improve the their capacity for more effective and efficient services delivery. Although its focus lies on the national level, this project also provided backing of activities that are funded by other international donors regarding building the technical and management capacities of local authorities and civil society organisations. The project was developed in line with the 2nd core priority of the UN Strategic Framework for Lebanon 2017-2020 and in line with the Outcome 2 of the UNDPs Country Programme Document (CPD) for 2017-2020, promoting stability through governance by improving capacities effectiveness and accountability.

In 2018, OMSAR received an extension for the EU-funded project "Technical Assistance to the Strengthening of Strategic Capacities in selected Ministries in Lebanon". Its initial phase was completed during 2014-2016 and provided technical assistance to four beneficiary ministries and supported the elaboration of the first OMSAR Strategy 2020-2027. During the same year, OMSAR elaborated the National Strategy for Anti-Corruption, and worked on the Digital Transformation Strategy, which was finalised in January 2019.

In many aspects, during this period OMSAR's growth demonstrated a shift from excessive emphasis on legal aspects that have proven to be difficult to be implemented due to political divisions and slow legislation process towards a more pragmatic approach for collaboration with the beneficiary institutions and all key stakeholders in the implementation of administrative modernisation initiatives. The focus here was put on capacity building, ICT modernisation, and transfer of knowledge. Taking advantage of its internal assets in terms of skilled and experienced professional staff, OMSAR during the third phase of its growth, became a leading implementing partner for international donors supporting the implementation of large-scale public sector capacity building projects and gradually grew into a respected and well-recognised knowledge management organisation leading the process of modernisation of the Lebanese public administration.

In continuation, this Chapter presents the organisational architecture of OMSAR, and analyse its operations in the areas of public sector in which OMSAR plays a role, operates and functions.

This analysis will enable us to understand OMSAR's current capacities, as well as its strengths and weaknesses, including its roles, responsibilities, current mandate and limitations, in order to create premises for setting sustainable future goals and objectives for OMSAR growth and development in the years ahead.

1.4 **OMSAR** Organisational Structure, Administrative **Functions and Operations**

OMSAR's overall technical and administrative personnel consist of 52 Government employees and 41 UNDP Service Contract employees. The Government employees in OMSAR have civil servants status, employed on indefinite basis. The employees contracted by UNDP work under annually renewable contracts and all transactions and matters regarding their employment have to be approved by the UNDP Country Director and authenticated through its signature. The Project Document between OMSAR and the UNDP is signed by both the Minister and the UNDP Country Director. Also, all UNDP staff employment contracts and financial matters also have to be co-signed by the Minister. There is no enforcement without the signature of the Minister.





The Strategic Apex

The Head of OMSAR is the Minister of State for Administrative Reform. The Minister is a member of the Council of Ministers of the Government of Lebanon, with a Mandate to lead, organise, coordinate and represent the work of OMSAR. The Minister is responsible for all decisions within OMSAR and has an ultimate signature power for selection and approval of personnel; delegation and distribution of operational tasks within the organisation; approving and signing legal and financial documents; organisational operational and investment costs; approving and signing administrative ordinances, decrees, cooperation agreements and financial memorandums with international donor organisations; approval and signing of all contracts with successful bidders; for official representation of OMSAR nationally and internationally; and for official communication with the heads of all national public bodies, agencies and institutions, with and the private sector, media as well as the general public.

The functions, roles and responsibilities of the Minister of State for Administrative Reform, are the same as for any Minister in the Government of Lebanon, and characterised by the high degree of centralisation for responsibilities and decision making.

The Minister Cabinet - Secretariat

The Minister of State for Administrative Reform has a Cabinet consisting of 2 administrative assistants, and serves as an operational and technical secretariat supporting the day-to-day work of the Minister. Some Ministers select advisors for support regarding organisational, legal, administrative, political and economic issues relevant to the work of OMSAR.

The Middle Line Management

At the level of Middle Line Management, OMSAR currently has only one Unit, the Technical Cooperation Unit (TCU), led by an Operational Director (OMSAR TCU Director). OMSAR TCU Director has a senior position, working under an annually renewable UNDP contract who is responsible for organising the overall operational work and activities of OMSAR technical staff at the level of donor-funded programmes and projects and the delegation of tasks and responsibilities among all OMSAR technical and administrative staff involved in these programmes and projects, including the monitoring and supervision of their work. OMSAR TCU Director acts as main focal point of OMSAR at technical and operational level, in the cooperation with the international donor organisations, having a role of Project Manager for interactions with UNDP, EU, Arab Funds, OECD/SIGMA and all other bilateral donor organisations.

OMSAR TCU Director is responsible for all operational technical, legal and financial aspects of all administrative components, programmes and projects contracted by OMSAR. For his work and activities, including problems, results and performances of the Operational Core, the TCU Director is accountable and reports directly to the Minister of State for Administrative Reform.

The Operational Core

OMSARS's Operational Core consists of the following 12 organisational components covering technical, administrative, legal, financial, and support functions:







Procurement

The Procurement team is a well-established technical and administrative component, working within the TCU Unit at OMSAR reporting to the TCU Director. The procurement team in OMSAR is composed of seven staff members, led by a Senior Procurement Officer / Team leader. Like most OMSAR's staff, all of the team members are highly capable all of them holding bachelor degrees, some in engineering and some in other relevant fields like finance and business administration. Five of the team members hold masters degrees. The procurement component is organised on a single hierarchical level, as shown on Figure 4 below:

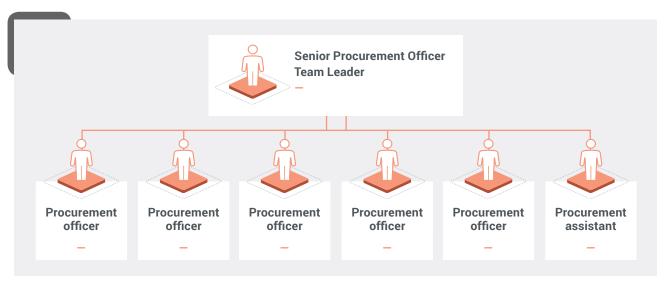


Figure 4: OMSAR's Procurement Department organigram and staffing

The procurement team manages the contracts for projects funded by government budget and different donors. The principal work includes: procurement planning, reviewing requirements, preparing shortlisting, prequalification and bidding documents, managing tendering phases, announcement, tender's opening, and evaluation, signature of the contract, contract management and acceptance management. The work of the procurement team is strictly project-based, starting with the project idea, and followed by development of a concept note (project brief). After the project brief is presented to the TCU Director and the Minister for approval, in next stages, in cooperation with the OMSAR's technical counterparts, the project's ToRs or specifications are developed and then reviewed by the procurement team who prepares the bidding documents (for open tenders) and refer them to possible donors (EU, Arab Fund, World Bank). The bidding request is then published online in form of a public tender, with rules and procedures of the funding donor. The proposals received during the tendering process are evaluated by an evaluation committee (composed of members from OMSAR and some external stakeholders), and the contracts are signed after which the results are published online. The following Figure 5 represents the typical project-based workflow of the operational activities of the OMSAR's procurement process:



Figure 5: Typical Project Based Workflow within the OMSAR procurement process (Open Bid)





The nature of the work of procurement requires constant communication and contact with all of the teams at OMSAR, in addition to the beneficiaries (Ministries, Public Agencies, Municipalities, CSOs, etc.) and donors. The procurement, serving as contract manager, and the OMSAR appointed project manager coordinate continuously to ensure the proper implementation of the contract, both technically and contractually. The involvement of the procurement is into two phases; the first is the pre-contract signature phase, which includes the preparation of ToRs, bidding process, evaluation, etc. and post contract signature, in their capacity as contract managers versus the project managers. This creates ambiguity sometimes, in terms of the division of responsibilities depending on projects scope and nature, but solutions are usually figured out.

The procurement team is involved in almost all of OMSAR's projects and the rules and regulations of the procurement processes are governed by the donors. As far as the funding is concerned, the EU (one of the main donors) usually develops a three-year action plan for Lebanon, and the procurement knows the allocated amounts for the approved projects, within the framework of signed financial agreements. The Arab Fund is a demand driven donor based on multi-annual allocations and OMSAR can present projects for consideration and approval at any time.

The Procurement component of OMSAR is considered to be well-established and endowed with very experienced personnel with an average of more than 15 years within the organization and following clear tasks, responsibilities, hierarchy and authorities. The procurement officers are involved in most of OMSAR's projects, especially those funded by external donors (EU, Arab Fund, etc.). They are very helpful and assist all other OMSAR staff in both during the preparation of new project as well as during the implementation of the contracted projects. The many years of experience and accumulated knowledge of the procurement team, especially in the practical application of the full cycle project management process based on regulations and standards of the international donors ranging from project conceptualisation stage to contract awarding and contract management stages represent an invaluable resource for OMSAR placing OMSAR at a leading position among Lebanese Government entities in the areas of public procurement. The international donors do respect OMSAR's capacity for professional management of public procurement and have entrusted to OMSAR the procurement for all projects under implementation within OMSAR and additional projects implementation by line Ministries, Government bodies and agencies. This unique positioning of the procurement team has enabled it to lead on public procurement reform in Lebanon.

The main challenge facing the work of the procurement team is related to automation. The reporting system of OMSAR's procurement is standardised and meets specific donor's and Lebanese Government requirements, but it is mostly manual and therefore time consuming and does not generating a wide spectrum of processed data and information. The procurement team lacks modern data managements systems that allows for automation of data and statistics collection and processing. The team uses a traditional data management system through which they classify, store and file information and data. A major part of this is done manually by using a combination of Excel and Word through computer-based manual inputting, sorting and filing, and, as such, they are unable to produce and process various statistic information needed for specific data analysis. The current system is not synchronised with the technical aspects of contracted projects implementation, lacks integration to organisational performance measurement and project-based and sector-based indicators, including evaluation and impact assessment components for measuring and ensuring a best-value-for-money approach in procurement.

Training and Hr

The Training and HR component is a technical component run by a team of five led by the Senior Training Officer, who reports to the OMSAR TCU director. The rest of the team is composed of a training coordinator, and three administrative assistants.



Figure 6: Organigram of OMSAR's Training and HR component and staffing





Most of the projects run by the Training and HR team are funded by donors, mostly the EU and the Arab Fund. The team coordinates with all of the public administrations involved depending on the nature of the projects. The main beneficiaries are line ministries and public agencies.

Since 1998 till present date, the Training and HR component has implemented total number of 30 medium size and large size projects, involving total number of 13,336 direct beneficiaries and central Government entities, local public entities, agencies, universities and public utility companies. The participation of beneficiaries (civil servants employees and contracted personnel) from all public administrations is recorded at 98% (or total number of 13,079 beneficiaries), and 92% from central Government line ministries (or total number of 12,360 beneficiaries), while OMSAR participation is recorded as 1.96% amongst the overall Government entities. The Arab Fund and WB were the first main funding contributors for Training and HR activities during 1999-2001, and the Arab Fund and EU after 2001. OMSAR doesn't have clear evidence recorded of the overall amounts contributed by all donors all until 2010. From 2010, OMSAR records show total donors contributions amounting to 4 Million Euros, among them EU contributions amount to 50%.

The training and HR is currently managing the e-learning project, funded by the Arab Fund, which involves around 72 Lebanese public administration entities. The aim of the project is to enhance the knowledge and performance of employees in the public administration by providing training on modern management and ICT skills and other OMSAR customized courses. The training is delivered online, with employees selected from participating administrations having access to 218 different online courses through OMSAR's Online Learning Portal. The current project activities do not include local authorities and the need for involvement of local authorities in future activities is recognised as important. The e-learning courses are off-the-shelf courses developed by international SMEs and licensed by Cross-knowledge-IQUAD. The courses are only online accessible at the OMSAR's designed e-learning web platform (https://omsar.eu.crossknowledge. com/interfaces/login.php), from where the beneficiaries can download all necessary information and learning materials. Currently there are 1,500 trainees in the e-learning project and the plan is to widen the scope to include a second group of additional 1,500 trainees. The training needs assessment for the e-learning project is conducted internally within each administration by counterpart coordinators and each interested active learner can choose any course from the accessible library for self-development purposes. The evaluation of the e-learning courses is based on online feedback survey on the e-learning web platform that the trainees are asked to compulsory fill and submit once a course is completed.

During 2013 and 2017 year, the Training and HR team successfully implemented the project "Strengthening Human Resources Management Capacities in the Lebanese Public Sector" with a total amount of 1.8 Million EUR. This was the largest project implemented by Training and HR, aimed at strengthening the HRM functions and capacities in five public administrations: the Civil Service Board (CSB), the Ministry of Social Affairs (MOSA), Ministry of Tourism (MOT), Ministry of Public Health (MOPH) and Ministry of Industry (MOI). The project was designed to analyse the existing situation and to recommend feasible actions to be adopted by the CSB, MOSA, MOT, MOPH and MOI as part of the 2011 Strategy for Reform and Development of the Public Administration in Lebanon, in line with recommendations for the strengthening the HRM component.

The project was closed in February 2018 (following one year approved extension). A follow up phase was highly recommended, but has not been yet approved despite the positive results the project achieved during the work with its pilot beneficiaries. The project had multiple positive impacts and promoted new practices in the work of CSB and the 4 beneficiary ministries. OMSAR was the catalysts and main driver for the establishment of Task Forces within the CSB and the 4 line ministries, who were pro-actively involved in intensive training and in the development of HR systems for their respective organisations. Given the successful results achieved, the project replication to other line ministries, public bodies and agencies will be highly beneficial. The project activities included:



Analysis and development of the existing human resources management capacities (in terms of structures, functions and impact of the CSB with its planning and operational activities; review and analysis of the current HR-related legal texts and proposal of legal amendments; recommendation of measures for improvement of the HRM capacities; proposal of practical steps to implement and apply the planned changes; and organization and delivery of a dissemination workshop for presenting findings, results and lessons learnt;



Design of a merit-based recruitment system and of an induction strategy in collaboration with the Civil Service Board that was tested in the four 4 beneficiary ministries (in terms of identification of the rules and regulations that must be amended; development of a Manual for the recruitment procedure; support of the CSB and the four beneficiary Ministries in implementing the proposed new merit-based recruitment procedures; and organisation and delivery of a dissemination workshop for presenting finding, results and lessons learnt);







Design of an advancement and promotion system in collaboration with the CSB to be tested in the 4 beneficiary Ministries (in terms of analysis of the existing advancement and promotion system; recommendation of advancement and promotion procedures linked to career planning; identification of the rules and regulations that must be amended; support of the CSB and the 4 beneficiary Ministries in implementing the proposed advancement and promotion system; and organization and delivery of a dissemination workshop for presenting findings, results and lessons learnt);



Development of a performance appraisal system in collaboration with the CSB and implementation of the system in the 4 beneficiary Ministries (in terms of review and analysis of the current performance appraisal system; development of performance evaluation criteria distinguishing different clusters of managerial levels and occupational groups based on the required competences; development of a Manual for the performance evaluation system; identification of the rules and regulations that must be amended; support of the CSB and the four (4) beneficiary Ministries in implementing the proposed new performance appraisal system; and organization and delivery of a dissemination workshop for presenting findings, results and lessons learnt);

Design and implementation of a training needs assessment methodology and training plans for the CSB and the four line Ministries and re-design of a Training Management Application at OMSAR (in terms of Analysis of the training needs of the four Ministries and CSB based on the strategic and career plans of the Ministries; development of Methodologies for Training Needs and Impact Assessment and Training Engineering to be adopted and applied by the HR units; development and implementation of Training Plans; review of the existing Training Management Software Application that is run by OMSAR; design of a new, updated, user-friendly and adjustable Training Management System; and organisation of a dissemination workshop for presenting findings, results and lessons learnt).

The outcomes from the implementation of the Project "Strengthening Human Resources Management Capacities in the Lebanese Public Sector" were the foundation for the follow-up with the currently on-going e-learning project, which uses the Training Management Application and TNA, as basis for the construction of the e-learning platform, the development and delivery for online training courses for 72 public administrations.

The e-learning project needs funding to extend the licence for the online courses. The licence is expected to end this year.

The communication between the HR team cooperates and other OMSAR components occurs mostly when there is a need for collaboration on specific issues, usually related to the projects under implementation e.g. with the IT regarding the e-learning project, with the communications officer for the logistics and communication matters, with the procurement unit and with the finance officer for the relevant matters. There are no rules or pre-defined cooperation protocols and the communication and collaboration happens frequently or occasionally on a needs-basis.

The approval process for the projects coordinated by the Training and HR component requires the approval of the senior finance officer, OMSAR TCU Director, and the Minister. The Minister, TCU Director, the procurement and finance, have direct influence on the Training and HR department and its activities.

At operational level, regarding coordination and cooperation with the entities outside OMSAR, the Training and HR department team works closely and directly with the ministries and other public institutions for the implementation and management of projects. It also coordinates with the donors regarding some implementation issues, whenever the need arises.

In general, the following points can be identified as issues that need to be addressed:

- There is no impact assessment during implementation and after projects closure.
- The existing training management software application needs to be developed (or upgraded) for a better, comprehensive monitoring and reporting of the training activities.
- Approvals inside OMSAR are time consuming.
- The committees that are established in the Ministries to form a task force to follow up on the projects should be paid. Currently, they dedicate time to follow up and coordinate OMSAR's projects with no compensation.
- OMSAR has no power to enforce engagement of the beneficiaries and only acts as a project management (or coordination) office.





Recommendations:

- To replicate the HR initiative in new ministries and public agencies and to maintain the support provided to the already existing HR task forces;
- To design new training courses that are tailored for the needs of Lebanese public administration (e.g. especially in the fields of project development, projects cycle management; HRM; Business English; Change Management, ICT, etc.); and
- To collaborate with the Lebanese ENA to develop the courses.

ICT

The ICT component is the biggest technical component of OMSAR in terms of staff and overall activities implemented across all Lebanese public administration. OMSAR's ICT is composed of nine staff headed by the ICT Group Team Leader (ICT Group Manager) and complemented by the Help Desk team composed of two support personnel and headed by the Help Desk Team Leader. Figure 7 below presents the ICT organizational structure and staffing, as follows:



Figure 7: OMSAR's ICT organigram and staffing

OMSAR's ICT is a well organised component, with its own developed strategy since 2009. OMSAR's ICT Strategy clearly defines the ICT vision, mission and values, and strategic objectives for the ICT and OMSAR in achieving the quality provision of IT services to all government entities.



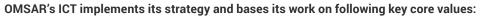


OMSAR's ICT Vision

To be the ICT catalyst empowering the transformation to a Digital Government capable of efficient public service delivery that is citizen-friendly, responsive, and accountable to everyone equally.

OMSAR's ICT Mission

To lead the transformation to a citizen-centric Digital Government by promoting and deploying innovative digital business solutions, creative technical assistance, and digitally empowered capacity building programs.





- Business automation, Information systems and Software applications (Workflow, Archiving, Collaboration, Productivity and various MIS)
- Data centers, computer and network infrastructure
- Enterprise software licensing agreements
- Web development, hosting and administration
- ICT and Cyber Security systems and policies
- Strategies, Policies, Standards and Guidelines
- Technical assistance and support Services
- Capacity building and training

Since its establishment, OMSAR's ICT has been an invaluable asset and driving force for introduction of information technology, supporting computerization and web site development for Lebanese Government entities and public sector administration. ICT has successfully developed and programmed web sites for the following government entities and public sector organisations in Lebanon: Ministry of Defense, Ministry of Youths and Sports, Ministry of Agriculture, Ministry of Social Affairs, NGO Application, Office du Chemin de Fer et de Transportation Commun (OCFTC), Senior Recruitment Portal, Correspondence System (Sader/Wared), Kabb Elias Municipality, Falougha Municipality and Al Kaa Municipality.

In addition, OMSAR's ICT has successfully hosted and is regularly administering over 90 websites of the following government entities and public sector organisations: Presidency of the Council Ministers, Ministry of Agriculture, Internal Security Forces, Civil Defense, Ministry of Justice (4), Tripoli Special Economic Zone (TSEZ), Ministry of Information, Ministry of Interior and Municipalities (5), Ministry of Environment (9), Ministry of public works and transportation, Ministry of Displaced, Ministry of Social Affairs (3), Ministry of Energy and Water, OMSAR (7), COOP, Public Corporation for Housing (PCH) and Ministry of Emigrants, Central Inspection Board (10), Ministry of Industry, National Employment Office, and the Office des Chemins de Fer et des Transports (OCFTC) also included are the following web sites for some of the donor funded projects implemented in the Lebanese public sector, namely: Investor Tracking System For IDAL, Strategic Planning, Libnor, HR Development Portal, and Disaster Risk Management (DRM).





Over the years, OMSAR's ICT has also worked and invested in standardization and uniformity in application of IT solutions and Cyber Security across the Government entities over the years.

In 2012, OMSAR's ICT developed and published a Guide ("ICT Standards and Guidelines") for Good ICT Practices that includes recommendations grouped under 11 main ICT processes. This Guide is operational since January 2003 for use by ICT Units and technical personnel of all government entities and public sector organisations benefiting from the services provided by OMSAR's ICT. The Guide is also available for use by citizens and the businesses.

In July 2010, ICT developed and introduced a Guide to Software Asset Management, introducing an effective management plan for addressing ICT assets acquisition, use and disposal, and during 2012 developed website standards for all Government of Lebanon websites in order to maintain a common look with a shared common navigational framework, thus promoting uniformity, user friendliness, high usability, citizens' acceptance. The Web site standards were adopted by the Government of Lebanon in 2012.

In 2014, based on the Lebanese Standards NL ISO 27001 and 27002 deriving from the ISO standards, ICT elaborated Cyber Security Policy Guidelines to help the technical administrators to create and maintain their own security policies on the web sites of the Government of Lebanon entities and public sector organizations. The Cyber Security Policy Guidelines were adopted by the Government of Lebanon in December 2014.

During 2014 and 2017, ICT supported the Ministry of Justice in the implementation of the project "Courts Data Center & Network Infrastructure" with a total value of 3.3 Million EUR. The project's duration was 37 months and was funded by the EU. It was successfully completed in April 2017.

Currently ICT is supporting the implementation of several projects with a special focus on the following projects:

MOIM – NCR (Records Reparation & Micrographics) in total value of 6.5 Million EUR with overall duration of 45 months. The project is funded by the EU and its implementation commenced in July 2014. The Beneficiary is Ministry of Interior. **Courts SW Development & Deployment** (CMS, DMS, Arch) in total value of 4.2 Million EUR, and overall duration of 62 months. The project is funded by EU and its implementation commenced in November 2012. The beneficiary is the Ministry of Justice.

NSSF Reinforcing NSSF Cohesion,

in total value of 3.6 Million EUR, and overall duration of 42 months. The project is funded by the EU and its implementation commenced in November 2016. The beneficiary is the National Social Security Fund (NSSF) Agency.

Over the next period, OMSAR's ICT will continue with the implementation of its recently revised strategy, with the following objectives:



Continuous updating and development of technical skills – training programmes, workshops;



Development of ICT projects translating the reform vision into business systems; 2

Ongoing Study of international best practices and world renowned successes;



Managing ICT projects implementation across the government entities in collaboration with the private sector; and Development and leading in the transformation to a Digital Government;

6

Coordinating with donors to align beneficiaries' needs with the donors' current funding strategies and focus.

OMSAR's ICT implementation plan lists all internal ICT activities related to OMSAR (including but not limited to technical specifications on OMSAR website for all computers, networks and infrastructure components) and all external activities in relation to implementation and management of the ICT systems and security of the Government websites and network systems infrastructure, maintaining and providing technical assistance support and security solution to the Government of Lebanon entities and public sector organizations, and assisting the public administrations in preparing technical specifications and term of reference for launching their own projects as well as assisting them in evaluation and selection of best solutions and service providers.





IT Help Desk

OMSAR's IT Help Desk was created in August 2002 to support the agreement signed between OMSAR and Microsoft. It is currently composed of 2 technical staff headed by IT Help Desk Team Leader who reports directly to OMSAR TCU Director.

The team is highly skilled, professional and up to-date with all modern technologies and new IT trends. Figure 8 below presents the ICT organizational structure and staffing, as follows:



Figure 8: IT Help Desk Organigram and Staffing

The IT Help Desk team supports all Government line ministries and public administration entities (including all Government public entities that have not entered the Microsoft enterprise agreement). The request for technical support is usually initiated by the beneficiary organisation, through OMSAR's Project Manager or through OMSAR's Senior Manager. The IT Help Desk Team Leader is responsible for approval of all requests for IT technical support, including requests for hardware and software problems. When the request for technical support is approved, the IT Help desk team provides technical support and a technical support report must be signed by the beneficiary organisation and the IT Help Desk member of staff providing the support. The report includes all technical details and the time spent and is recorded in an OpenView database.

In addition, the IT Help Desk team sometimes supports the preparation of hardware technical specifications for bid documents for OMSAR and for other line ministries upon request. IT Help Desk participates in acceptance and contracts evaluation committees, for evaluation of technical components of submitted offers and for all purchases related to IT components and software solutions.

Since its establishment in 2002, the IT Help Desk has recorded 800 interventions per year for all beneficiaries and has participated in the necessary IT technical evaluations for almost all technical bids launched by OMSAR and other line Ministries and public entities. Analysis conducted by the IT Help Desk team, have shown a successful troubleshooting rate of 99% of technical problems for their total number of service requests received. The IT Help Desk team regularly participates in workshops and training activities related to Microsoft products and Oracle-based platforms, does regular onsite needs assessments and an yearly surveys for hardware and software needs within OMSAR and within all line ministries and public entities, maintains database for hardware components and software packages, provides back-up network administration and prepares Oracle and Microsoft products demands.

E-Government Component

The E-Government Program Unit (EPU) was established on the 21st of January 2011 through Minister's decision No 13 dated 12.01.2011, and is delegated the following responsibilities:

- Develop and implement e-Government Program action plans;
- Develop and propose all common standards to relevant to E-Government;
- Manage the implementation of projects relevant to e-Government;
- Manage and operate the Lebanese e-Government Common portal
- Manage and operate the call center
- Provide the support to one-stop shop projects;
- Provide the support to the Business Process Reengineering of government administrations;





- Provide the support to public agencies and administrations in the:
 - Deployment of e-services
 - Providing the mechanism of exchange through interoperability
 - Linkage to the Lebanese e-Government Common portal.

The unit is composed of four teams: Data Centre Team, Interoperability team, Government Business Process Reengineering team (BPR), and the Central office for Transactions, all of which report to the EPU director, a position that is currently vacant.

The Data Centre Team

This team is vacant, or actually, it has never been formed. However, the responsibilities of the team as per the minister's decision are: to propose and implement the common standards for forms and transactions, and implement the common standards of the unique ID number and e-signature once adopted. In addition, propose and implement the technical requirements for the Data Centre. Moreover, propose the technical requirements and the terms of reference for the projects as related to the Data Centre and supervise projects related to the e-Government Common portal, in particular: Network, hardware and software infrastructure, e-government portal, e-identification and e-signature.

The Interoperability Team

It is currently composed of head of Interoperability team and one team member. The current head of the team is an Interoperability expert and a Senior ICT Project manager. However, this team is short of 2 ICT project managers and a Legal expert. The responsibilities of this team are to propose and implement the common Interoperability standards, the Technical specifications and the Terms of Reference for interoperability projects and any projects related to it, and finally, to supervise and follow up on the implementation of interoperability projects related to the Lebanese e-Government portal within the Lebanese e-Government Executive plan and in particular: e-Government Portal Interoperability and Government Institutions Interoperability.

The Government Business Process Reengineering Team

This team is composed currently of a BPR team leader and three team members. The composition of the team, as per the minister's decision, is supposed to be of one BPR expert acting as team leader, one team member responsible for simplification of procedures (currently vacant), two automation experts (currently vacant) and five experts in simplification of procedures (there are currently three).

The responsibilities of the team are as follows:

- Provide support to public administrations to simplify procedures
- Manage the implementation of simplification projects
- Study the process of workflow management, document management and archiving
- Propose and apply standardized measures to workflow management, document management and archiving projects
- Propose ToRs for workflow management, document management and archiving
- Manage the implementation of simplification and automation projects

The Central office for Transactions team

Currently is called the "Dawlati" team (DAWLATI portal) is composed of a team leader and three team members (supposedly five as per the minister's decision) responsible for updating the transactions, forms and administrative information of public administrations, institutions and municipalities. The team is also in charge of updating the directory of the Public Sector, in of the Diplomatic Missions and other important segments within the Private Sector. Furthermore, the team assists and supports users (be it citizens, businesses, or others) through a multichannel portal: website, hotline (1700), and mobile application in order to guide them about how to complete administrative transactions (requirement supporting documents, process, time required, and fees) and to get other requested information.

The work of the three teams is harmonized by the logic of the process required for a transaction to become an e-service. In other words, a certain transaction (administrative procedure) has to be simplified first, in order to reduce inefficiency and complexities, and then automated using technologies such as workflow systems, document management and document and data archiving.





Afterwards, an e-government interoperability framework (GIF) is developed to formalize and facilitate the exchange of information between government institutions to lead eventually to the e-service through a common portal.

Based on the above, the type of work of this unit requires constant contact with the other public administrations, especially when it comes to the portal team that needs regular updates of administrative information. This also applies to BPR and interoperability teams. However, some administrations demonstrate resistance towards some projects, especially those that propose modification in working practices, procedures, structures, authorizations...etc., this falls under resistance to change in general, which imposes risks on implementation and adoption of results.

Most of the work done in this unit is on project basis, funded mainly by Arab Fund, EU and IFC (International Finance Corporation). This provides flexibility on one hand, as some donors work on demand-driven basis, yet, other donors tend to impose their priorities leaving little margin for modification or change.

Relying mainly on donors' funds, as most of OMSAR's project, poses other challenges; starting from the sudden cutting off funds, to diversion of funds towards other priorities, to the fragmented, siloed approach of project implementation, all of which resulting in further difficulty to plan, and in dispersing efforts.

Internal challenges of EPU are represented mainly in lack of coordination with other projects in terms of sharing information, joint planning and strategizing. There is no unified plan of action or a common clear objective al the level of OMSAR. The internal communication is mostly with the procurement team, while it is on needs-basis with other teams.

EPU is currently working on new version of a common portal which is intended to enable all Lebanese Government websites to maintain a common look and feel and share a common navigational framework through the adoption and application of standard templates, tools and policies, thus expected to promote user friendliness, high usability, citizen acceptance and adoption, and a uniform guality experience in information access and utilization of the services of the Lebanese government web presence. This is intended feed into the digital transformation.

Digital Government

The Digital Government initiative is in its exploration phase. During 2018, a Strategy for Digital Transformation was elaborated by an external consultant, proposing ambitious fundamental institutional reforms with an aim to transform the Government of Lebanon into a truly digital organization and to invigorate the whole national digital eco-system. It also proposes OMSAR's internal re-configuration of the overall ICT and e-Government operations and services, through new Digital Transformation Unit and new digital standards The Strategy is not yet approved by the Council of Ministers.

Institutional Development

Institutional development is one of the main capacity building initiatives and works on a project-basis within OMSAR and involved in developing, promoting, coordinating and implementing programmes and projects contributing towards administrative reform initiatives. Its main objective is to improve the rules and norms that govern public sector activity and to ensure the proper implementation of successful aid-funded institutional reform projects. Previously, a unit at OMSAR, the institutional development component comprises a number of highly experienced professional staff with very reputable educational and carrier background, whose job titles are either Senior Policy Analysts or Policy Analysts (junior positions). There are currently 3 Senior Policy Analysts and 2 Policy Analysts (under UNDP contracts), and 3-6 Government staff engaged in number of projects (depending of project) in the area of institutional development. They are involved in projects, either as project managers, assistants' project manager or as members of teams leading projects (such is the case with the policy analysts), and sometimes as members of steering committees, tasks forces, working group, and evaluation committees for evaluating proposals from OMSAR's launched tenders under internationallyfunded projects. Senior Policy Analysts and Policy Analysts report directly to OMSAR's Director (Technical Cooperation Unit Director/UNDP Project Manager).

As project managers, senior policy analysts or policy analysts usually work on the technical aspects of the projects and they are not involved in contract or financial management. In case of projects which are funded by international donors such as EU, the Arab Fund, UNDP etc., the project managers follow up, coordinate and technically control the ordinary implementation of the projects from the start through to completion phase, while the Contract Manager (Procurement Officer from the Procurement Team) manages the contractual part and ensures that work is completed on time and within the allocated budget. The beneficiaries of projects in areas of institutional development are mainly public sector organizations (ministries, public institutions, public agencies, control agencies, etc.).





The project managers communicate with the donors, through the TCU Director, and deal directly with the OMSAR's responsible Contract Manager/s from the procurement team, the Contractors (the bid winners) implementing the projects, and the beneficiaries. This communication is under the supervision and coordination of the TCU Director.

The roots of the modern reform public sector planning in Lebanon date since 1994, when the Government of Lebanon outlined the first Education Recovery Plan with main objectives to raise the standards of education and enhance the infrastructure needed for the provision of free education to all Lebanese children.

In later years, and particularly during the first second half of 2000s, the corporate strategic planning started also to become a popular concept among the large organisations in the private sector in Lebanon (mostly among Private Banks, Insurance companies and Agro-export companies), following international trends during the early years of globalisation. With the adoption of strategic planning culture, these organisations started setting corporate Vision, long-term goals and objectives, and plan activities and investments based on corporate risk management plans. Gradually, the planning led to developing performance measurement culture and corporate social responsibility programmes. The non-governmental organisations also followed the trends. For example, in 2006, a decade after the publication of the most recent national curriculum under the national Education Recovery Programme, the Lebanese Association for Educational Studies, with support from the World Bank, elaborated and published a National Education Strategy (LAES, 2006) with ten priority areas. This Strategy was adopted by the Council of Ministers in 2010.

At Government level, strategic planning started in 2011, with the elaboration of the of the National Social Development Strategy, the National Strategy for Women in Lebanon and the National Strategy for the Reform and Development of the Public Sector Administration Reform in Lebanon. The first public sector strategies lacked budgeted action plan, clear allocation of resources, risks mitigation and communication plan, as well as systems for regular tracking, monitoring, reporting and evaluation of their implementation. However, for the first time, strategic planning was introduced at Government level and underpinned with long-term visions, objectives, priorities and proposals for programmes that successfully led to consequent implementation of projects funded by the international donors.

The Strategy for the Reform and Development of the Public Sector Administration in Lebanon was elaborated by OMSAR and laid the foundations for the cross-sectoral and comprehensive national public sector administrative reform process with a focus on Good Governance, enhancing accountability, transparency, building capacity of the public administration, the creation of mechanisms human resources management, and enhancing public services efficiency through IT modernisation of the Government line ministries, public bodies and agencies. The EU was the leading donor to support the implementation of public administration reform projects in the area of institutional development and OMSAR was the leading Lebanese implementing partner, while the Presidency of the Council of Ministers, line ministries, the central agencies, and the Council for Development and Reconstruction (CDR) were immediate beneficiaries. The total value of EU support amounted 9 Million EUR within the framework of the project's financial memorandum between EUD and OMSAR. This support took into consideration the lessons from the previous EU-funded ARLA project (implemented between 1999-2003), complementing the World Bank's support in the area of fiscal management and budget reforms and was approved as complementary to an EU-funded project for strengthening of the education sector and the public finance management (2009). At the same time, the EU continued the support to Lebanon and approved a project with a focus on service delivery in the water, energy, and transport sectors.

Figure 9 below presents the institutional development projects completed within the framework of the EU support during the period 2013-2019:

| Component | Contract | Start Date | Amount | Currency |
|------------------------------|---------------|------------|--------------|----------|
| Public Procurement | 2013/327-622 | 31/01/2014 | 1,603,050.00 | EUR |
| Human Resources | 2013/327-618 | 18/11/2013 | 1,825,552.50 | EUR |
| Simplification of Procedures | 2014/348-279 | 17/11/2014 | 2,052,395.00 | EUR |
| Strategic Planning* | 2014/349-155 | 16/10/2014 | 949,800.00 | EUR |
| Communication & Visibility | 20141/353-368 | 13/01/2015 | 100,000.00 | EUR |

Figure 9: Institutional Development Projects (period 2013-2019)

The projects "Technical Assistance to the Strengthening of Strategic Planning Capacities in selected Ministries in Lebanon" (known as Strategic Planning) and "Simplification of Procedures" were completed in 2016 in 4 line Ministries (Ministry of Industry, Ministry of Public Health, Ministry of Tourism and Ministry of Social Affairs).





The elaboration of the strategic plans was a demanding exercise for the pilot ministries given the absence of institutionalised strategic planning units and undertaken by informal working groups established within the pilot ministries, which were trained, coached and supported by international and local experts. The exercise resulted in good quality strategies and operational plans elaborated under comprehensive EU best practice methodology, but without mechanisms to enforce their implementation or guaranteeing regular monitoring, reporting and evaluation. Only the Ministry of Industry and the Ministry of Tourism have approved their respective strategic plans as of today. The Ministry of Public Health and the Ministry of Social Affairs did not formally approve their strategic plans and operational plans, because of changes in the leadership of the Ministries. Although the documents were developed at high standard and based on a very comprehensive methodology, OMSAR as main coordinator for this project did not have the authority required to enforce implementation of the strategic plans and the project was completed without ensured sustainability.

At the present moment, both the strategic planning and simplification of procedures remain voluntary activities among Government line ministries, bodies and agencies. The line Ministries and other Government bodies and agencies have no access to extra budgetary allocations from the Ministry of Finance to support the implementation of multi-annual strategic plans and annual action plans, neither access to budgetary funds for continued work on simplification of procedure and they solely rely only on donor funding. There are no legal requirements in place for institutionalisation of the concepts and programme budgeting instruments are available neither. OMSAR has repeatedly addressed the issue of a need for institutionalisation of strategic planning among the Government entities and has proposed the establishment of dedicated units responsible for strategic planning, programming budget, performance measurement against national targets and monitoring implementation. It has also established a Help Desk within OMSAR to support the other line ministries to utilise results and lessons learnt from the work with the 4 pilot ministries, and for disseminating good practices, methodology and tool kits for use of all Government entities. The Help Desk was not institutionalised within OMSAR and following the project closure, became passive and inactive.

Currently there is a draft law on the institutionalisation of strategic planning, which has been submitted to the Civil Service Board aiming to establish Strategic Planning units in public administrations. OMAR is currently working on amendments and upgrades of this draft law including Key Performance Indicators (KPIs).

There is no decision yet on a roll-out phase, which will involve adding new ministries to the strategic planning project and for continuation of the simplification project, but the OMSAR Strategy 2020-2024 see important to propose Phase 2 for both projects with additional 4-6 line Ministries and OMSAR will seek contributions and support from the donors.

The projects " Sectoral and Organisational Performance Measurement and Inspection Programme (SOPMIP) for the Ministries" and "Sectoral and Organisational Performance Planning, Measurement, Monitoring and Reporting (SOP-PMMR) for OMSAR" with the total budget of 302,318 EUR, was launched at the end of 2015 and is funded by the Arab Fund, are also currently on-going projects in which OMSAR is leading implementing partner.

The main beneficiaries are:

- Ministry of Industry;
- Ministry of Education and Higher Education: Directorate of Primary Education;
- Ministry of Finance: Directorate of Revenues;
- Ministry of Public works: DG of Urban Planning;
- Ministry of Economy and Trade;
- Ministry of Energy: DG of Hydraulic and Electric Resources; and
- OMSAR

The pilot phase with the six ministries is completed and currently there are on-going preparations to start with projects rolling out phase to 3 new public administrations.





During the pilot phase, the following (Key Performance Areas) KPAs were adopted by OMSAR:



Governance, accountability and transparency enhancement



Sustainable economic, social and environmental public administration development based on modern results, oriented tools and techniques



(KPA 05



Human resources management and development (HRM&D)



Citizens / Customers Orientation and Open Government (CCO & OG) Digital government

Organizational development and institutional strengthening

The development of these 6 KPAs has involved deep analysis of all OMSAR's priorities. Under each priority area, the projects have supported OMSAR to develop base Key Performance Indicators (KPIs) for measuring performance. There are currently 737 KPIs established as initial base indicators and 8,642 sub-KPIs, allocated against respective KPA, presented in Figure 10, as follows:

| KPAs | Total number of KPIs (OI) | Total number of sub-KPIs (OI) | Total number of KPIs (AO) | Total number of sub-KPIs (AO) | Total number of KPIs | Total number of sub-KPIs |
|-------|------------------------------|-------------------------------|------------------------------|-------------------------------|-------------------------|-----------------------------|
| KPA1 | 23 | 338 | 23 | 311 | 46 | 649 |
| KPA2 | 87 | 1328 | 77 | 1240 | 164 | 2568 |
| KPA3 | 28 | 535 | 32 | 632 | 60 | 1167 |
| KPA4 | 23 | 464 | 24 | 403 | 47 | 867 |
| KPA5 | 49 | 838 | 36 | 440 | 85 | 1278 |
| KPA6 | 58 | 435 | 106 | 566 | 164 | 1001 |
| KPA6A | 38 | 408 | 66 | 517 | 104 | 925 |
| KPA6B | 20 | 27 | 40 | 49 | 6 | 76 |
| KPA6C | 7 | 111 | 0 | 0 | 7 | 111 |

Figure 10: Current Number of OMSAR baseline Indicators and Sub-Indicators (Feb 2019)

In addition, OMSAR currently coordinates the implementation of few projects in collaboration with other organisations and he Central Inspection, based on multi-disciplinary teams.

OMSAR plays a vital role is the project" "Appointment in Senior Government Positions". This project is in accordance with the mechanism of appointment in the higher categories of ministries and public institutions approved by the Council of Ministers on 12/4/2010. OMSAR is coordinating this project in cooperation with the Civil Service Board, regarding applying the mechanism's provisions to fill the vacant public senior positions in public institutions through a transparent procedure. The main beneficiaries of the project are the line Ministries and future employees (applicants). The Civil Service Board (CSB) is represented by the Head of CSB-First Controller; line Ministries by Minister's Advisors; and OMSAR by its senior recruitment team.

The project is led by a Senior ICT project manager and consists of the following staff:

- Policy Analyst, from the institutional development team, carries all administrative affairs regarding setting the terms and responsibilities for the vacant posts, job descriptions, evaluation and communication with the CSB and the related ministries.
- Web developer, from ICT component, responsible for technical issues regarding applying online.
- Evaluation team that consists of two government staff and headed by the policy analyst from institutional development team, whose job is to do the first screening.





This project consists of the following phases:

- Opportunity is given to applicants from both public and private sector.
- OMSAR prepares the job specifications and requirements, in coordination with the CSB.
- OMSAR posts the advertisement on its website.
- Candidates interested in the positions apply electronically by filling an online application on OMSAR's website.

First screening of the applications is processed automatically by the electronic system, and studied and approved manually by the team working on senior recruitment at OMSAR. First screening is done in accordance with the post's requirements, specifications and conditions. The second screening takes into account additional criteria (e.g. type and level of academic background, years of experience, experience in both public and private sector) and is done by a committee consisting of the OMSAR Minister's representative, Head of the CSB representative, and the related ministry's representative.

Candidates that have successfully passed the second screening go into the final stage, which is the interview with the Appointment Committee consisting of the related line Minister, the Minister of State for Administrative reform, and the Head of the CSB. As a result of these interviews, the committee selects three candidates and submit their names to the Council of Ministers to take the appointment decision.

Most ministers are abiding by the Senior Recruitment mechanism since it was adopted by the COM and agreed upon by the ministers. Some appointees, however, are still not appointed through this process. For this mechanism to be more powerful and effective, it is better if it would be as a decree rather than being a decision. This will render the mechanism more abiding. This issue could be regarded as the main challenge that faces the project.

Another project, in which there is a major role for one of OMSAR's policy analysts, is the project "Reinforcement of the National Social Security Fund in Lebanon". This project is funded by EU, and aims at supporting the NSSF in several areas to improve its performance. It is designed to specifically support the NSSF to take action to improve its strategic planning, administrative structure, ICT Master Plan, HRM and capacity planning. Under these four main purposes there are 11 results to be achieved. OMSAR's policy analyst's role in this project is to coordinate the "soft" components", which covers the purposes and results that do not fall under ICT and focus mostly on strategic planning and organizational restructuring. This entailed coordination with different stakeholders, which are mainly the concerned NSSF staff, the experts of the company implementing the project, and OMSAR staff when needed. Coordination and follow-up responsibilities required attending several meetings and workshops, reviewing the reports, strategies and documents produced.

The "Technical Assistance to Support the Establishment of the Tripoli Special Economic Zone" (TSEZ) is a project funded by the Arab Fund, in which there is a policy analyst participating at the level of technical management and a procurement officer managing the project contractually. The objective of the project is to provide technical frameworks and means to assist the free economic zone in Tripoli in managing its operations in a very effective manner. It also means to help the TSEZ to achieve its objectives (developing Tripoli economically, attracting capital and investments, and encouraging and developing trade). The project includes the preparation of procedures and processes related to financial and administrative systems, human resource management and workflow procedures as well as the design of the IT infrastructure and the specifications of the IT systems to suit the current economic needs of the region and future expansion requirements.

The policy analyst's role is to follow up, control and provide the technical approval on all reports and deliverables. He supervises the performance of the experts and contractor's team members, monitors all the changes that might occur regarding their status and functions in coordination with the concerned officials in OMSAR and the beneficiary entity.

The policy analyst coordinates the project with the procurement officer and reports to the director. He acts as the contact person from the side of OMSAR with the TSEZ coordinator of the project, and the Consultant in the supervision and management of the project.





AFKAR

AFKAR is an on-going and very successful long-term multi-annual programme under the coordination and management of OMSAR and supported and funded by EU. The programme started as a pilot project in January 2004. Currently, the AFKAR team consists of 4 staff, led by a Programme Manager reporting directly to the TCU Director. The following Figure 11 presents the organigram of AFKAR:

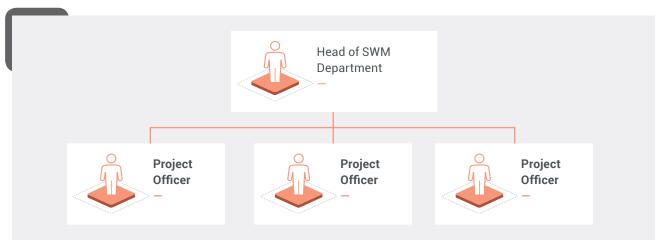


Figure 11: OMSAR's AFKAR Programme Organigram and Staffing

In its initial phase, between 2004 and 2006, AFKAR I with an allocation of 1 Million EUR and supported by a technical assistance team laid the ground foundations for a modern approach for pro-active cooperation between the public sector and the civil society organisations through implementation of grant projects. These were focussed on the promotion of citizenship rights, human rights issues, dialogue and support to marginalised groups in various forms and approaches going beyond the traditional material support. Through 16 awarded grant projects (out of total of 83 submitted proposals under one call of proposals) a total value of 750,000 EUR, the programme promoted and built the mechanism for cooperation and integration between public sector organisations and civil society organisations required to collaboratively implement projects.

The implemented projects included advocacy and awareness campaigns in different areas, namely: media coverage of elections; public safety (in driving); dialogue among the Lebanese groups on one hand and between the Lebanese and the Palestinians on the other hand; advocacy for women's rights (in textbooks and in facing domestic violence); children's rights (those subject to violence or convicted in juvenile prisons) and the rights of persons with disabilities. The programme also supported capacity building of civil society organisation through workshops delivered by local and foreign trainers focused on the organization of structures, communication, sound management, partnership and networking. AFKAR I also contributed to the creation of a database to study the situation of civil society organizations working in human rights and democracy and obtain a clear picture of their potentials and areas of work. Furthermore, four seminars were held by the program with the participation of civil society actors and government officials on issues like democratic practices within institutions; the role of civil society organizations in dialogue; the ways to establish networks and partnerships; the implementation of the law on the rights of persons with disabilities and of the law on the protection of juveniles. The AFKAR I programmed marked a successful 100% nation-wide coverage across all Lebanese regions (Governorates).

The AFKAR II Program titled "Supporting the Lebanese civil society for the respect of political and civil rights" commenced in 2006 and lasted until 2011, as a developed version of AFKAR I, with focus on the legal aspect of major issues. The project aimed to elaborate new laws and implement laws that were not properly enforced. Relevant initiatives targeted various categories: youth, women, children, students, drug addicts, persons with disabilities, journalists, prisoners, legal experts and others.

Funded by EU with allocation of 3 Million EUR, AFKAR II Program was able in its second phase to fund 24 grant projects in two areas: the reinforcement of the rule of law and respect of human political, civil and socio-economic rights on one hand, and the establishment of a dialogue among Lebanese youth to promote tolerance and democracy on another hand. The total value of the contracts for the 24 awarded projects (out of total of 69 submitted proposals under one call of proposals) was 2,330,000 EUR in total and managed to repeat AKFAR I's geographical coverage of 100% nation-wide addressing all Lebanese regions (Governorates).





The implementation of AFKAR II contributed to the elaboration of new laws (the adopted domestic violence law, the mental health law passed by the Cabinet and currently under discussion at Parliament) and to the issuance of implementation decrees for other laws (law on persons with disabilities). Furthermore, AFKAR II also implemented advocacy and awareness raising activities related to the actual implementation of other laws (e.g. law on drug addicts) as well as promoted initiatives on the right to life, launched creation of a blood donation database, initiatives for elimination of the death penalty and initiatives focused on a humane treatment of prisoners. The concept of citizenship was promoted at the educational level in as much as the image of women in textbooks was revised and new materials on environmental issues were adopted for use in public schools. In parallel, and with the support brought to the projects and the working organizations, AFKAR II Program successfully conducted 8 training workshops on European procedures and the Lebanese law, monitoring and evaluation, capitalization, proposal writing, team and time management, volunteer work at CSOs, working with children, post trauma therapy, etc. Eight round tables were also held to support civil society, emphasizing mainly on gender-based discrimination in the Lebanese laws, dialogue among youth following acts of violence, management of volunteers in NGOs, the role of media outlets in supporting the causes of civil society, the legal aspect of drug use. The media initiatives focused mainly on the production of a media code of honour and the establishment of an impartial and independent media council, regarding a sustainable dialogue among youth from different religions, through training on modern journalistic writing techniques.

Currently AFKAR Programme is in its 3rd phase (AFKAR III), which is supported by a fund of 10 Million EUR provided by the EU. Its scope of work is on defining a strategy for dialogue and cooperation between the Public Sector and the Civil Society to improve protection of Human Rights.

The first phase of AFKAR III was implemented between 2010 and 2016, with 11 awarded contracts (out of total of 57 submitted proposals under one call of proposals), in total value of 2,849,000 EUR. The second phase of AFKAR III, in the period between 2016 and 2018, with some projects ending at the beginning of 2019, implemented 13 awarded contracts (out of total of 73 submitted proposals under one call of proposals) with a total value of 5,879,000 EUR. The geographical distribution of AFKAR III Programme recorded 100% nation-wide coverage across all Lebanese regions (Governorates) during the first phase (implementation period: 2010-2016) and slightly lower (7 out of total 8 Governorates) coverage during the second phase (implementation period: 2016-2018). Civil Society Organizations were targeted as effective vectors of democratic and socio economic development and reform in this process, with an idea for strengthening the skills of these organizations and the Government Staff together through consultations, trainings and dialogue is a part of this process in order to consolidate Good Governance concept and practices.

The selection of all AFKAR (phases I - III) contracted grants projects (since the programme beginning in 2004) is based on a competitive and transparent request for proposals process, which is the method used by the program in the different selection phases for all the proposals reviewed by the program at later stages. The projects and initiatives, which are implemented by the respective organizations, are based on contracts signed with the Ministry of State for Administrative Reform. AFKAR Programme cooperates closely with OMSAR's procurement team, which is in charge for the organisation of the entire procurement process.

During 2018, OMSAR's AFKAR team, supported by an external contracted technical assistance team, worked on consolidation of the impact of the Programme in order to ensure sustainable continuation of AFKAR based on results and achievements during the first 3 phases, and elaborated the first AFKAR Programme Strategy in line with the following Vision, Mission Statements and Key Objectives:

AFKAR Vision

An effective civil society and partner with the public sector, capable of bringing about change at the socioeconomic and legal levels in a way that preserves human dignity and rights.

AFKAR Mission

Enhance the role of civil society through supporting its initiatives, capacity building and activating the dialogue with the public sector, for a radical and sustainable change at the social, economic and legal levels in a manner that preserves the dignity of ALL and human rights.





The objectives of AFKAR Program's strategy are:

- Strengthening public policy tracks by activating the pillars of constructive dialogue between decision makers and permanent staff in ministries and representatives of the Civil Society.
- Strengthening the cooperation and coordination mechanisms on public policies among all stakeholders from the public sector and Civil Society.
- Enable mutual understanding and cooperation between the concerned parties in order to move towards better networking in which all stakeholders realize the importance of dialogue, coordination and cooperation.
- Empower public policy makers, representatives of the public sector or civil society, with appropriate tools and techniques for cooperation, dialogue and confidence enhancement, thereby contributing to the consolidation of the public policy paths.
- Supporting specialized projects' funding and initiatives, thus contributing positively to ensure the sustainability of the civil society organizations' work (AFKAR program as a model)

The AFKAR team is currently working on elaboration of a multi-annual Action Plan for the Strategy implementation.

Solid Waste Management

OMSAR is currently coordinating the implementation of a large Solid Waste Management (SWM) Program funded by the European Union. The program is under the responsibility of the Solid Waste Management component of OMSAR consisting of team of 3 engineers, 1 environmental expert, 1 auditor, 1 communication officer, 1 accounting officer and 1 administration officer, led by Senior Programme Manager, reporting directly to the TCU Director, as presented in Figure 10.

Following the successful completion of the initial project, EU approved a second phase continuation of the SWAM programme, in total amount of 35 Million EUR organised in two parts: SWAM 1 and SWAM 2.

SWAM 1 aimed at improving the overall efficiency and effectiveness of solid waste management in the target areas. SWAM 1 directly addressed the medium and long-term needs of Lebanese communities regarding improvement of waste disposal services by building and upgrading SWM infrastructure and equipment and enhancing management capacities of the municipalities.

SWAM 2 aimed to ensure proper implementation and management of parts of SWAM1 in designated geographical areas of Lebanon and supervise the downstream implementation of these projects. Included were environmental impact assessments, design and supervision of extension projects in already operating facilities.

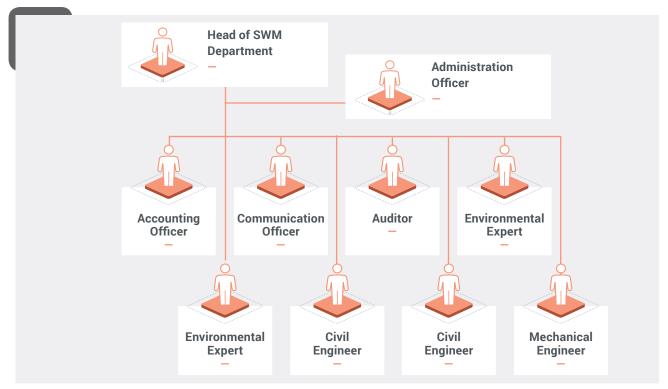


Figure 12: Solid Waste Management Programme – Component Organigram and Staffing





An overview of the geographical coverage and funds distribution of the SWAM Programme Fund is presented in Figure 13, below:

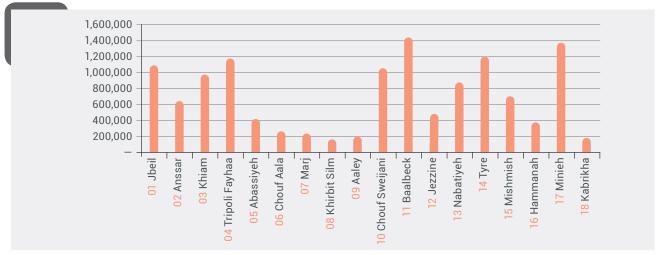


Figure 13: Geographical Distribution of SWM Programme support

The OMSAR SWM team's main activities are the coordination of the preparation of the Environmental Impact Assessment studies for the solid waste treatment facilities and follow up for obtaining the necessary approval procedures and permits from the appropriate legal authorities. The team also coordinates, monitor and supervises the preparations of the detailed engineering documents such as designs, drawings, and technical specifications, permits, etc., for both the sorting-composting plants and the sanitary landfills. OMSAR SWM team closely cooperate with the OMSAR procurement team regarding the organisation of the public tendering procedures, and participates in the committees for technical pre-selection, evaluation and selection of successful bidders.

The Government of Lebanon also contributes to the successful implementation of the SWD programme. The Council of Ministers has approved 50 Million USD for the operation of the sorting and composting plants, for the following beneficiary Municipalities: Khirbit, Silim, Sour, Nabatiyeh, Chouf Swaijani, Tripoli, Baalbek, Michmich, Mineh and Kabrikha.

Legal

OMSAR legal team consist of 3 top level legal expert, involved in drafting laws, amendments of laws, decrees, policies and regulations, for the Government, and line Ministries. These experts also serve as legal advisors for OMSAR and for the Minister of State for Public Administrative Reform. The position of legal advisor for the Minister of State for Public Administrative Reform dates from 1995 when the first legal expert was recruited.

The work of a legal advisor position involves:

- Providing legal advice to the Minister of State for Public Administrative Reform, to the line Ministries and other public sector administrations;
- Drafting and analyzing governmental and public institutional policies;
- Analyzing existing and new development policies, and identifying gaps and opportunities for improvement;
- Drafting analytical, statistical and policy relevant research reports in areas of institutional development;
- Contributing to development of internal administrative structures and organizational organigram/s, internal laws and by-laws of public administrations;
- Introducing new public management techniques in the public sector;
- Drafting progress reports on studies and strategies;
- Identifying national and international sources of data and information related to policies;
- Co-ordination with the government officials working on development policy issues and providing contributions to ensure high quality delivery;
- Collaboration with regional, national and local partners to create and apply knowledge and concepts;
- Focus on tasks of strategic impact on programs and capacity development activities;
- Promoting a supportive environment to enhance partnerships, leverage resources and build support for the institution strategic initiatives;
- Identifying common interests and goals and carry out joint initiatives with partners;
- Creating networks and promotes initiatives with partner organizations;
- Seeking innovative methodologies and approaches and promoting their application throughout the organization;
- Participating in training of staff in their application throughout the organization.





One of the legal experts, having a position of a Senior Legal Advisor, also serve as a representative of OMSAR, and of the Minister of State for Public Administrative Reform, in Parliamentarian committees, ministerial committees, and in UN bodies, as deemed necessary. His work mostly includes drafting laws and by-laws and creation of HR units and IT departments in the line ministries, in cooperation with OMSAR's ICT and Procurement teams.

During the professional career within OMSAR, the Senior Legal Advisor's main achievements and contributions are:

- The law on the Court of Audits (to improve and modernize the work of Court of Audits);
- The law on Central Inspection (to improve and modernize the work of Central Inspection by adding new, modern terminologies like institutional performance evaluation);
- The law on public procurement (to modernize public procurement);
- The basket of laws for anti-corruption;
- Laws on illicit enrichment;
- Creation of HR units and IT departments in ministries; and
- The access to information law.

From all above listed laws, only the Law for the Access to Information was approved by the Lebanese Parliament in 2017, while all others are still in process of passing through parliamentary committees.

The second legal expert, having a position of a Senior Legal Policy Analyst, focused work includes analysis of the Lebanese public sector, on the Regulatory Impact Assessment (RIA), developing services for citizens and public sector organizations, as well as on drafting laws, amendments of laws, secondary legislation and Government policies. His main achievements and contributions to date are:

Comprehensive analysis of the Lebanese public administration

National structure of the Regulatory Impact Assessment (RIA)





1

Draft law for anti-corruption

Services for citizens and public sector organisations

The third legal expert only works as consultant advisor to the Minister of State for Public Administrative Reform and is not involved in work on projects funded by donors, or in work with other line ministries and public organisations.

The work of the three legal experts is an independent work of each of them, segregated, with no uniformity, and with lack of sufficient horizontal coordination with the other OMSAR teams involved in reform projects. For this reason, often it is not easy to track and classify, neither to benchmark the work on all legal issues done at OMSAR under one common organisational umbrella.

Furthermore, OMSAR's legal role and contribution in anti-corruption is challenged by the existence of several public entities that work on the same issue, like the Minister of State for Anti-corruption, who (although a Minister with no portfolio) is in charge of anti-corruption matters mandated by the Council of Ministers. This has not been a big issue on the strategic level so far as OMSAR was the main developer of the National Anti-corruption Strategy, but this does not prevent a risk of overlapping roles at some point during the future implementation of the National Anti-corruption Strategy. UNDP also has a regional project on anti-corruption and integrity in the Arab countries including Lebanon.

It might sound helpful and more efficient to have a legal unit at OMSAR with a clear hierarchy, roles (job descriptions) and reporting line, and with coherent connection to the other OMSAR components and to other public administrations and international organizations.

Communication and Logistics

It is important to start this analysis by stating that there is no communication and logistics team at OMSAR, but only a single communication and logistics officer, who works individually and horizontally cooperates with all of the other OMSAR's teams. The communication and logistics officer reports directly to the TCU Director.





The logistics and communication officer handles all tasks related to communication, like OMSAR's annual report, in terms of compilation, coordination with graphic designers, including publishing and dissemination. The officer is also responsible for the content of OMSAR's website and the social media, mainly the Facebook page.

At same time, the logistics and communication officer is also responsible for all logistics related to organising conferences, workshops and meetings inside and/or outside OMSAR, including coordination of the Minister's meetings, media coverage from events, and organising Minister's protocol, when requested. Regarding specific events, the communication and logistics officer coordinates with the donor's counterparts for synchronisation of the preparations and the protocol.

The work of the communication and logistics officer and demand driven and usually initiated by request sent by the project manager that is planning for an event (workshop, conference, meeting, etc.). The request is usually sent by an email listing the needs, preferable days, items required, number of attendees, etc. There is no special form to be filled out.

Logistics and communication is not an institutionalised component. It goes crosscutting through all of the projects at OMSAR. As flexible as this may sound, yet, its main problem is that no budget in OMSAR is allocated for logistics and communication. Accordingly, the operational costs are usually covered by donor funded projects under their respective activities related to project promotions, publicity and dissemination of results, or through UNDP and/or the government budget (through the miscellaneous budget line).

Recommendation

OMSAR needs to elaborate a coherent organisational Communication Plan, with clear internal and external communication channels and set of protocols, and to establish an internal communication and logistics component, composed of qualified team with a clear hierarchy, roles (job descriptions) and reporting line. In light of the implementation of the OMSAR Strategy 2020-2024, this shall be one of OMSAR's first steps for streamlining effective communication and coordination within and with all the relevant stakeholders at national and local level, as well as with the international organizations.

Public Sector Projects and Studies

The Public Sector Projects and Studies Centre is a well-established component within OMSAR that was created in February 2002. The centre consists of 5 staff, led by the Head of the Centre, reporting directly to the TCU Director. The following Figure 14 presents the organizational structure and staffing of the Public Sector Projects and Studies component, as follows:

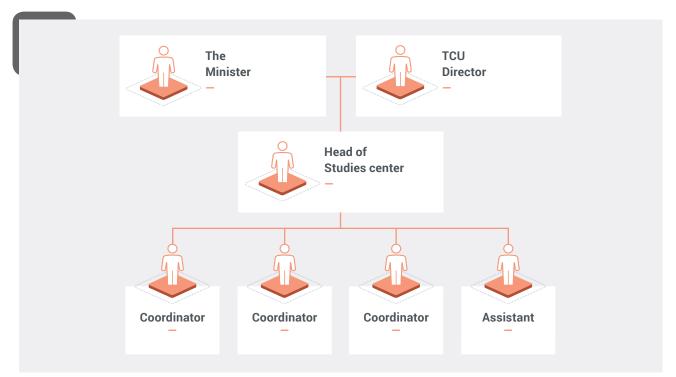


Figure 14: Public Sector Projects and Studies Centre Organigram and Staffing





The Public Sector Projects and Studies Centre was set up as part of the Government's anti-corruption initiative with the objective for OMSAR to establish and regularly maintain a unified database for all public sector projects and studies. The reason behind this initiative is to ensure a global vision for the development process in the public sector and to avoid the repetition and duplication of funding of similar projects and studies across all Lebanese public entities.

To achieve this objective, at the request of the Minister of State for Administrative Reform, the Prime Minister issued the Circular No 34/2002 dated 18 December 2002 and a renewed one in 2014 (Circular No 29/2014) instructing all the public entities in Lebanon, before conducting any new study, to coordinate and double-check with OMSAR whether the same or similar study had previously been prepared.

In 2015, a new circular was issued by the PM (Circular No 28/2015) ordering all public entities in Lebanon to provide a hard copy or a soft copy of each study prepared. As of 8 June 2018, based on the PM Circular No 28/2015, the Ministry of Finance sent an Instructions Note to all public entities to provide OMSAR with a copy of each study prepared and to get in return a receipt. This receipt should be presented to the Ministry of Finance, as confirmation that there is no duplication or repetition, which is a pre-condition to obtain funding. The last efforts are fully in line with the Government efforts to increase transparency, efficiency and accountability in the public sector, and to serve as mechanisms for fighting corruption and misuse of public funds. In the past, many studies were duplicated or sometimes even re contracted to same companies instead of being updated, completed and made available to the entire public sector.

OMSAR's Public Sector Projects and Studies Centre currently has a data base of above 5,000 titles of studies and various public sector documents that were obtained from all government public entities, produced by local and international organisations, universities, private sector organisations, NGOs and consulting companies.

The current repository contains studies, plans, strategies, programme documents, research papers, reports, guides, including maps and technical drawings, classified in 9 categories. Many documents are available in two or three languages (Arabic, French and English). The categorisation applied by OMSAR's Public Sector Projects and Studies Centre follows modern EU standards.

The current database of OMSAR's Public Sector Projects and Studies Centre shows that there has been a significant decrease of number of public sector studies funded across all publication categories in the period 2011-2018. During 2011- 2018, OMSAR's records show a significant drop of around 62% of public funded studies compared to the period 2001- 2010, in particularly in the areas of development (from 7.84% to 91.22%), social services (from 35.44% to 69.11%), finance and economy (from 23.52% to 72.72%). This downwards trend applies to both periods before 2011. The following Figure 15 provides an overview of the numbers of public sector documents (total number of 4,186) funded by the Lebanese Government since OMSAR's establishment in 1995, classified per category and stored in OMSAR's public library maintained by the Public Sector Projects and Studies Centre.

| Category | 1995-2000 | 2001-2010 | 2011-2018 |
|----------------------------|-----------|-----------|-----------|
| Development | 510 | 470 | 86 |
| Environment | 170 | 78 | 87 |
| Social Services | 316 | 204 | 63 |
| Labour & Production | 112 | 153 | 71 |
| Infrastructure & Resources | 294 | 266 | 222 |
| Finance & Economy | 187 | 143 | 29 |
| Tourism & culture | 41 | 43 | 9 |
| IT & Media | 42 | 71 | 13 |
| Citizens & Civil society | 191 | 241 | 56 |
| TOTAL | 1863 | 1669 | 636 |

Figure 15: Overview of public sector documents funded by the Lebanese Government since establishment of OMSAR





The reason for this significant drop of the number of studies recorded by the OMSAR's Public Sector Projects and Studies Centre, for the period 2011-2018, was due to the following factors:

- Public administrations do not implement circulars.
- The Current studies website is very old (developed in 2003) and doesn't have a user-friendly and attractive interface lowering its credibility at attractiveness.
- Majority of s-The Centre was non-functional during the period between 2010 -2014. The Head of the OMSAR's Public Sector Projects and Studies Centre left post. OMSAR's Public Sector Projects and Studies Centre remained without the Head of the Centre for 4 years and stopped operations until the appointment of new Head in 2014.
- The IDU (Institutional Development Unit) which was part of OMSAR and responsible for the generation of "Development" studies was closed 2010.
- Since the Ministry of Finance issued the new mechanism in June 2018, the number of studies that are received by OMSAR's Public Sector Projects and Studies Centre has increased sharply. However, the period is too short to process and record all documents from the period of 2010 - 2014.

OMSAR's Public Sector Projects and Studies Centre estimates around 1-2 years continued work on collecting and processing documents from the period 2010-2014 in order to present a representative statistical sample for the period post 2010 until present time and at same time more informative situation about the performance and effectiveness of the center. This is because OMSAR doesn't have the authority to obtain the total number of studies produced by all the government entities. Once this number is available it will be easy to compare it with the number available at OMSAR and evaluate the performance of the center.

In addition, OMSAR doesn't have records and information on the total amounts of Government funds spent for production of public sector documents across Lebanese public entities. The line Ministries, public agencies and bodies, including the Ministry of Finance are not obliged to provide this information. OMSAR has only information from CDR (Council for Development and Reconstruction) for total of 122,513,607 USD spent for preparation of 570 public sector documents funded by this organisation in the period between 2005 and 2018, regarding, e.g. geotechnical reports, tender documents and detailed designs for infrastructure projects, feasibility studies, environmental impact assessment reports, etc., including engaging individual consultants. OMSAR keeps copies of all public documents contracted and paid by CDR in the period between 2005 and 2018.

Currently, OMSAR's "Public Sector Projects and Studies Centre" is seeking IT support for the establishment of a new website portal and collection of soft copies of uploaded important public sector documents. The centre has developed Terms of Reference for a technically and user-friendly accessible web platform quality, similar to that of the UK Government data web portal (www.data.gov.uk), that will provide access not only for online viewing or downloading documents, but also relevant brief summaries and lists of titles per each category, with dates of original publishing, updates, etc. In accordance with the Terms of Reference, the website shall also contain a form so that users can upload studies (in word document, PDF, excel, jpg format, etc.) This website will be the first of its kind in Lebanon and will enable all public entities an easy and quick access to all public documents. Ministries and all public bodies and agencies will benefit from easy accessible information and data for various internal decisions and/or preparing their own strategies, programmes, projects, and various initiatives, including draft laws. This project, if approved for funding and implementation, will directly complement the efforts of the Government of Lebanon regarding the implementation of the access to information law approved in 2017 and will reinforce the visibility, transparency and accountability of OMSAR among all Government entities and towards the citizens, CSOs, private entities and the international donor community.

OMSAR's "Public Sector Projects and Studies Centre" Vision is to support decision-makers and senior staff to adopt a new policy based on analysis and evaluation of existing data, before launching any new project/studies.





Government Support (Management, Finance & Operations)

Management, Finance and Operations is composed of 12 government staff (civil servants) supporting the work of OMSAR and the Minister of State for Public Administrative Reform. Their duties and responsibilities include:

- Supervision of the compliance of the government team of contractors, long-term committees and committees with the applicable laws and regulations, especially in terms of application of official work, vacations, compensation and personal files;
- Preparing and implementing the budget of the Office of the Minister of State for Administrative Development, in addition to the administrative and financial work. This includes also follows-up on the transfer of funds and the rotation of all credits not assigned to the budgets of subsequent years at the end of each year;
- Coordination on a daily basis with the Ministry of Finance regarding the booking and disbursement of office balance items including petty cash and reviews;
- Preparation of employment contracts for OMSAR's government staff employees, monthly procedures and commissioning decisions of long term committees;
- Preparation of pay slips for disbursement to all long and short term committees, contractors and for OMSAR's government staff employees;
- Preparation of payroll scales for contractors, OMSAR's government staff employees and monthly retentions of customers and those who receive their compensation from the Office budget;
- Preparing and liquidating contracts with the Ministry of Finance;
- Follows-up on a daily basis administrative affairs and implementation of the notes and circulars issued by the Minister of State for Public Administrative Reform;
- Preparing follows up regarding annual rental contracts;
- Registering the records of the Office of the Minister of the State Office for Administrative Reform;
- Coordination on a daily basis with the internal units in the Ministry's office in relation to expenditures related to the budget of the office;
- Coordination on a daily basis with the various official Government entities, and especially with the Presidency of the Council of Ministers, the Ministry of Finance, the Audit Bureau, Social Security, and the Cooperative of State Employees;
- Preparation of transactions for the booking and disbursement of the Office of the Minister of State for Public Administrative Reform, regarding the contribution to solid waste programs and the United Nations Development Program; and
- Petty cash management regarding necessary purchases of urgent consumables within OMSAR;
- Supervision of the purchases, logistics and maintenance affairs and costs within OMSAR.





1.5 **Organisation Assessment** (Internal and External Factors)

OMSAR is an organisation with all attributes of a modern Knowledge Management Organisation. OMSAR's operations are organized around programmes and projects, under supervision and control of a 2-layers vertical centralised management/coordination and decision-making structures, with operational responsibilities delegated to professional staff (e.g. Programme/Project Managers). OMSAR has a successful and proven track record of 20 years in coordinating and implementing donor-s funded projects. During its 3rd phase of growth, since 2010, OMSAR evolved as a leading partner to all major international donors and gained renowned reputation, firstly for respecting the national priorities, and secondly, for following operational standards and procedures required by the international donors.

OMSAR applies standardised templates for all the projects and all OMSAR's managed projects respect the stages of the Project Life Cycle i.e. project idea, conceptualization, design, bidding, evaluation, contracting, contract's execution, monitoring and control, and project's closure. However, each donor has its own standards and procedures so uniform system for call for proposals, projects selection, projects award, contracting, monitoring and reporting, is not available at present moment. OMSAR ensures that every donor specific requirement for these procedures is fully respected.

The organigram (Organisation Chart) of OMSAR has seen many changes and currently there is no agreed upon official organigram. OMSAR management does not see as a necessity to develop a new Organigram based on present realities.



IT, MIS, Data Collection and Sharing

There is an ample room for improvement of data collection and data management within OMSAR and the public sector in general. Currently, there are no shared data collection requirements and no uniform data collection systems in place. OMSAR teams use their own systems for data and information (usually manual excel and word based formats) for collecting, recording, processing, and electronic and hard copies filing. This doesn't enable OMSAR's leadership and middle line management to have immediate access to needed information and data at every moment and to assess the overall organisational performance across all components in a standardised way. The data management across OMSAR is in need of more coordination and coherence. Elements such as data collection and data sharing need to be standardised. There is a clear need of a MIS (Management Information System) that would considerably facilitate information sharing internally, and contribute to more profound reporting, both internally and externally. Such a system would also considerably contribute to the measurement of effectiveness and efficiency of all deliveries and serves as a tool for medium term and post ante programmes and projects evaluation, and naturally towards future improved evidenced based planning.

The preparation of this Strategy had faced numerous obstacles regarding data and information collection and impossibility of triangular verification of data, including deficient responsiveness from different OMSAR teams. Collection and sharing of data is, of course, not an end itself and data also has to be analysed and policies and programmes developed on the basis of sound analysis. OMSAR has an excellent human resources and strong ICT component endowed with all skills and know-how that is needed for smooth introduction of a quality MIS.

Cooperation, Coordination, Consultation and Networking of Resources

Generally, the elements of cooperation, coordination, consultation and networking of resources are in need of improvement and this is more or less the case across all programmes and projects funded by international donors. In addition, many OMSAR employees across all different teams are sometimes not involved in the work on projects and programmes that are implemented by external technical assistance teams. For example, during 2018 OMSAR elaborated a Digital Transformation Strategy with an externally contracted team that excluded in this work a great number of OMSAR's professionals, who have enormous experience and know-how generated through decades of work within the organisation.





Similarly, there is a need of improvement of cooperation, coordination and networking between OMSAR and other line Ministries. There is a genuine feeling that OMSAR is carrying out implementation of activities that, measured by their nature, should be regular activities of other ministries (e.g. the SWM Project, the Anti-Corruption Strategy, etc.). However, the transfer of projects implementation responsibilities from OMSAR, to the Ministry of Environment regarding the SWM project, or to the new Minister for Anti-Corruption regarding the Anti-Corruption Strategy implementation will require building sufficient capacity in these two Ministries and their deep organizational transformation and, first of all, political willingness and approval of the Council of Ministers.

Monitoring, Reporting, Evaluation, Impact Assessment & Evidence based planning.

OMSAR currently lacks mechanisms and tools for assessing whether the needs of the beneficiaries are met through the implemented programmes and projects and lacks mechanisms for enforcing implementation sustainability post projects as well as overall effectiveness and efficiency from a value-for-money perspective. The lack of such systems is compounding the existing fragmented approaches and fails to identify overlaps or duplications between and among programmes under implementation in different line Ministries.

For example, within the EU funded projects "Technical Assistance to the Strengthening of Strategic Planning Capacities in Selected Ministries in Lebanon" and "Simplification of Procedures", beneficiaries were OMSAR and 4 line Ministries (MOI, MOT, MOSA and MOPH), but OMSAR did not have any mechanisms nor authority, neither mandate, to continue work with these ministries following projects closure, neither it has authority to enforce or impose the post implementation sustainability of these two projects, or to monitor, evaluate and assess the projects' post implementation status in the 4 beneficiary ministries. In many aspects, this can be considered as pure voluntary work by OMSAR during the projects implementation, largely beneficial for the staff of OMSAR and for the staff of the line Ministries involved in the projects, although the projects aimed introducing and promoting best modern practices that can be very beneficial for the work of the public organisations in Lebanon that are based on good experiences and lessons learnt from more developed countries. OMSAR has no mechanisms in place to implement projects tracking, monitoring, reporting and evaluation of implementation of strategic documents and action plans.

Communication and Promotion

The overall visibility of OMAR in the public sector is in need of improvement since many beneficiaries are not aware of OMSAR role and activities.

OMSAR has a solid, informative and regularly updated website following the standard of uniformity for the websites of Government entities. The ICT team ensures functionality of the OMSAR's web site, while the OMSAR's Communication and Logistic officer is mainly responsible for the update of the OMSAR's website content. The website provides very detailed information about recently implemented projects, about current on-going projects, including information for calls for proposals, access to key important documents (e.g. the Strategy for the Reform and Development of Public Administration in Lebanon, The e-Government Strategy, the Digital Government Strategy, etc., as well as numerous publications and newsletters disseminating projects activities and results.

However, the website is not the only solution for an organisation seeking greater awareness and acknowledgement for its work among the general public and for generating and maintaining sustainable buy-in and support from key stakeholders. Therefore, there is a need for improvement of transparency and visibility in many other forms and for more strategic, and for more precise, synchronised and effective overall communications and promotions efforts.

OMSAR is currently elaborating a Strategic Plan based on a proven EU methodology and OMSAR's leadership is aware of the important necessity to speed-track work to improve and enrich the visibility and transparency of its activities and operations towards all the stakeholders and the general public. Currently, OMSAR's doesn't have a dedicated unit for communication and information and doesn't have an internal budget for communication and information activities for the promotion and dissemination of good practices and relies only on projects that have budget for publicity, promotion and dissemination. OMSAR is aware that the effective communications planning is essential for success for every organisation. In order to ensure smooth adoption of the new Strategic Plan and entering into implementation phase through active support of all the key stakeholders, OMSAR sees an urgent need to create, institutionalise and start implementing a comprehensive communication plan as soon as possible and preferably before launching implementation of the Strategy. The communication plan shall serves as a navigation tool in finding the right ways for OMSAR to position itself and identify and promote strategically methods and appropriate channels for engaging with different stakeholders' needs, expectations, aspirations and motivations. OMSAR would definitely benefit from such a clear communications plan.





Staff career development, rewards and acknowledgements

OMSAR strives to be a high performing public sector organisation, one that is recognised for a culture of performance excellence, innovation, collaboration and customer service that attracts, develops and retains a highly talented workforce. It is a type of organization that resort to different types of employment, such as civil service employment, renewable annual contract's employment, and short-term contracts' employment, giving it great flexibility and pre-conditions to achieve organisational excellence in performance. Most of the employees in OMSAR have been with the organization for many years with some of them working with OMSAR since its establishment in 1995.

However, OMSAR has not yet adopted an internal mechanism for personal recognition of individual expertise, unique talents and gualities of employees, or system for acknowledging positive behaviour, recognition for work practices, creativity, innovation, or recognition for contribution to the overall objectives of the organisation. These mechanisms aim to highlight the inputs of employees and the energy and efforts they invest, and in return to provide the employees motivations, through awards, rewards and/or acknowledgements, based on transparent criteria.

OMSAR shall elaborate and institutionalise necessary internal policies and mechanisms which are prerequisites for achievement of sustainable organisational performance.



Key Stakeholders assessment

OMSAR works at central Government level, with the Minister of State for Public Administrative Reform, at the helm of OMSAR, representing OMSAR in the Council of Ministers.

Being a central Government office, OMSAR collaborate with all national and local public sector entities, non-governmental organisations, private sector organisations, international donor organisations.

The beneficiaries of OMSAR's work are the national and local public sector entities: line Ministries and their associated administrations, public control bodies and agencies, public training institutes and the municipalities.

International donor organisations provide are providing financial resources that help OMSAR to provide the necessary technical assistance, ICT infrastructure and capacity building to the beneficiaries.

The execution of the projects funded by the international donors is through Vendors (private sector organisations or CSOs), who express their interest and/or submit proposals to win contracts for projects that are tendered by OMSAR.

The Prime Minister's Office, the Council of Ministers, and the Parliament with its committees, are crucial stakeholders when it comes to carrying reform initiatives, including draft laws and regulations.

The following Figure 13 presents OMSAR's stakeholders classification and analysis mapping, according to their power/ influence and support:





Chapter I Situation Analysis

| | Stakeholder | Power / Influence on OMSAR | Supprot / Interest in OMSAR H-High | Reason WHY Stakeholder is Important | How should OMSAR deal with each stakeholders | Result of Importance and Support to OMSAR |
|----|---|-------------------------------------|---|--|---|--|
| | | H-High L-Low | L-Low | to OMSAR | | in 2018 |
| 1 | OMSAR Minister | н | н | Strategic | Closely engage with them and to try to influence their attitude and decisions | Promoters |
| 2 | Prime Minister | Н | Н | Strategic | Closely engage with them and to try to influence their attitude and decisions | Promoters |
| 3 | Prime Minister's Office (PMO) | Н | Н | Strategic | Closely engage with them and to try to influence their attitude and decisions | Promoters |
| 4 | Council of Ministers (COM) | Н | L | Strategic | Keep them satisfied | Latent |
| 5 | Ministry of Finance | Н | L | Strategic | Keep them satisfied | Latent |
| 6 | Ministery of Interior - Civil Registry | L | Н | Beneficiary | Keep them well informed | Defenders |
| 7 | Civil Service Board | Н | L | Partner | Keep them satisfied | Latent |
| 8 | UNDP | Н | Н | Strategic | Closely engage with them and to try to influence their attitude and decisions | Promoters |
| 9 | Parliament | Н | 1 | Strategic | Keep them satisfied | Latent |
| 10 | Union of Municipalities & Local Authorities | L | Н | Beneficiary | Keep them well informed | Defenders |
| 11 | Private Sector | L | Н | Partner | Keep them well informed | Defenders |
| 12 | Donor – European Union (EU) | Н | Н | Donors | Closely engage with them and to try to influence their attitude and decisions | Promoters |
| 13 | Donor – Arab Fund (AF) | Н | Н | Donors | Closely engage with them and to try to influence their attitude and decisions | Promoters |
| 14 | Donor – World Bank (WB) | L | L | Donors | No need to take much action towards them but keep monitoring them | Apathetic |
| 15 | Other International Organizations (OECD/ SIGMA) | L | Н | Partner | Keep them well informed | Defenders |
| 16 | Bilateral Donors and Embassies and other international organization | L | L | Donors | No need to take much action towards them but keep monitoring them | Apathetic |
| 17 | Other Line Ministries and Public Agencies | L | Н | Beneficiary | Keep them well informed | Defenders |
| 18 | Ministry of Telecom | L | L | Partner | No need to take much action towards them but keep monitoring them | Apathetic |
| 19 | Ministry of Environment | L | L | Partner | No need to take much action towards them but keep monitoring them | Apathetic |
| 20 | Tender Board | L | Н | Partner | Keep them well informed | Defenders |
| 21 | CDR | Н | L | Partner | Keep them satisfied | Latent |
| 22 | Central Inspection | L | Н | Beneficiary | Keep them well informed | Defenders |
| 23 | Court of Accounts | Н | L | Partner | Keep them satisfied | Latent |
| 24 | Parliamentary Committees | Н | L | Partner | Keep them satisfied | Latent |
| 25 | Universities | L | L | Partner | No need to take much action towards them but keep monitoring them | Apathetic |
| 26 | ENA | L | Н | Partner | Keep them well informed | Defenders |
| 27 | Institute of Basel Fleihan | L | L | Various | No need to take much action towards them but keep monitoring them | Apathetic |
| 28 | Citizens | L | L | Beneficiary | No need to take much action towards them but keep monitoring them | Apathetic |
| 29 | Civil Society Organizations and NGOs | L | Н | Beneficiary | Keep them well informed | Defenders |
| 30 | Mouhafazat | L | L | Beneficiary | No need to take much action towards them but keep monitoring them | Apathetic |

Figure 16: OMSAR's stakeholders classification and analysis mapping











Political, Economic, Social, Technological, Legal and Environmental Analysis (PESTLE)



Political:

- General support for administrative Reform by the Government through political statements.
- Lack of practical decisions and enforcement of legislation and action plans.
- Lack of sustainability in terms of budget, planning, continuity of strategies and plans.
- Lack of unified vision for Public Administration Reform (PAR).
- Political instability.
- Numerous strategic plans that are not implemented because there is no legal, institutional, financial enforcement.
- Lack of mandate and authority for OMSAR regarding enforcement of reform changes.
- Lack of implementation mechanisms for tackling corruption.
- The high influence of the CSOs on the political decisions and administrative reforms in the country.



Economic:

- Lack of budget appropriation to certain technical expertise (which is required in several ministries).
- Continued economic decline causes lack of resources that affect the reform changes and directly the target groups (the beneficiaries of the reform).
- Poor collection of taxes (tax-evasion) and lack of financial decentralization reduces the financial support to PAR changes both at national and local levels.
- International community commitment towards Lebanon for social and economic stability (e.g.: CEDRE conference).
- Large cost of continued corruption causing negative economic growth and increased public debt.
- International donor community support to OMSAR.
- Citizens' lack of awareness and knowhow for active participation in the socio-economic programs in Lebanon.
- Positive impact of the developing social economy promoted by CSOs.
- Gender inequality in employment.



Social:

- The continued presence of refugees (2.5 millions) increases the pressure on the national and local public administrations and infrastructure.
- Diversion of donor funding from social, economic, and public administration reform towards urgent projects and programs dealing with refugees.
- Lack of trust of Lebanese citizens towards the public sector and public sector reform initiatives.
- Lack of social inclusion programs and initiatives on the national and local levels.
- The existence of a digital gap in the Lebanese society (provides opportunities for several OMSAR programs).
- The existence of different levels of knowledge, in many sectors, between genders.







Technological:

- Lack of good IT infrastructure in the country in general (broadband connectivity).
- Lack of IT systems, applications, equipment, in the public sector.
- Lack of understanding of the value of IT in terms of transforming business and processes in the public sector.
- Lack of understanding of the benefits of the digital transformation.
- Lack of budget and technical personnel for IT in the public sector.
- Lack of e-services for interaction between citizens and Government.
- Lack of interoperability between public administrations.
- Weakness in sharing information between public administrations (national and local).
- Lack of proper and sufficient training of the ICT employees in the public sector.
- High level of ICT illiteracy among public sector employees.



Legal:

- Lack of implementation of Laws (e.g.: the e-transaction law, anti-smoking law, traffic law, etc.).
- Pending adoption of new draft laws (e.g.: public procurement laws, central inspection law, etc.).
- No legal mechanisms for the enforcement of strategies in the line ministries and other public administrations.
- Absence of IT units in the public administrations.
- Enactment of the EU GDPR (general data protection regulation).
- Long period for enactments of laws by the parliament.
- Lack of monitoring and evaluation of enforcement of laws.



Environmental:

- Absence of national strategy for waste management (however OMSAR is in full coordination with Ministry of Environment to work on the strategy that is currently under development).
- The Solid Waste Management Law (recently adopted) presents an opportunity for Lebanon in general and OMSAR in particular.
- The ambiguity of many aspects of the environmental legal framework (presents threat).
- Ongoing development of regional Master Plans for waste management (a total of 12 Master Plans) to lead eventually to one National Master Plan.
- Ongoing capacity building initiatives (awareness campaigns, capacity building, training, etc.) for improved environment conditions.
- Constructing waste management facilities and support the management of these facilities which leads to less pollution and better public health
- In the water management sector, OMSAR waste management projects are involved in treating waste water generated from waste management facilities.





Omsar Strategic Plan SWOT Analysis



Strengths

- Highly skilled and educated labor force
- High project management skills and experienced Project Managers
- Highly experienced Procurement team (20+ years) and Contract management skills
- Long experience in donor coordination and management of donor funded projects.
- Highly experienced ICT team
- Modern ICT infrastructure
- Experienced work with CSOs and with local governments (municipalities)
- Strong institutional and policy analysis experience, across public sector
- Experience in Training needs assessment for the public sector, municipalities and CSOs in addition to managing training programs (in ICT, procurement, modern management, HR)
- First administration in Lebanon that has experience in establishing and advocating performance measurement system based on KPIs for the public sector
- Skills and experience in devising and implementing senior positions recruitment mechanism in the public sector
- Extensive Experience in proposing draft laws and decrees, amendments, charters, regulations, processes and procedures and Regulatory Impact Assessment
- Experience in networking with public administrations, private sector, international organizations and CSOs,
- Good delegation of tasks and responsibilities at the project management operational level.



Opportunities

- Donors' technical and financial assistance in support to OMSAR strategy
- Twining projects with similar public administrations organizations and institutions abroad
- TAIEX technical support availability
- Following up on MoUs previously signed with academic institutions and other governments
- Cooperation with CEDRE
- Funds from the Lebanese treasury
- Activation of the platform of dialogue and partnership between the government and CSOs.



Weaknesses

Lack of clear mandate

Insufficient governmental financial resources supporting the operations of OMSAR. Lack of vision at the government level for the

reform agenda of the public sector,

Limited support from several key national stakeholders (e.g. MoF, MoTelecom, Ministry of Interior, Parliament, etc...)

Centralized decision making across all operations in terms of management of resources.

Lack of standardized procedures for distribution of authorities,

Low Visibility at the national and local levels and across all stakeholders,

lack of organization external communication plan, Weak data and information management system, Absence of standardized integrated system for reporting, Monitoring and evaluation of programs and projects,

Need for new additional expertise (e.g.: ICT, digital transformation, open government) Absence of procedures for internal

communication, coordination and information flow, Weakness and lack of initiatives in soliciting funds from donors.



Resistance from the government to grant OMSAR a clear mandate

Continuous resistance to OMSAR's request for having authorities and enforcement of public administration reform initiatives,

OMSAR's role is at risk of being absorbed (assumed) by other public administrations,

Political deadlock for timely budgetary allocations, The political agenda undermining strategic planning,

Internal political instability,

Regional instability affecting and redirecting international donors support to Lebanon.





1.6 Main Conclusions and Recommendations

Business Processes and Organisational Bottlenecks within **OMSAR**

3

5

The Decision making and all approvals for administrative, legal, employment and financial aspects of the work of OMSAR are highly centralised at the level of the Strategic Apex (Minister).

The Heads of OMSAR's components (respective Programme/Project Managers and Coordinators) have delegated responsibilities with freedom for execution of the operational and technical activities in relation to the management and coordination of the approved on-going programmes/projects implementation. They report to the TCU Director.

OMSAR has a well established procurement component, following full project cycle work-flow and procedures. The contracting is standardised and follows best international standards and procedures, through a formal. Final approval of every contract is at sole discretion of the Minister. The main challenge facing the work of the procurement team is related to automation. The procurement team lacks modern data managements systems that allows for automation of data and statistics collection and processing.

2

At the lower level of the hierarchy, the TCU Director is responsible for the overall management, coordination, monitoring and supervision of all the technical operational aspects of the programmes and projects under implementation, and for delegation of project-based operational tasks and responsibilities across the respective programme/projects managers within the organisation. TCU Director reports to the Minister.

| - | - | |
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| | 4 | |
| 5 | _ | |

Standardised formal staff performance measurement, appraisal and promotion system are non-existent. Informal staff promotions are rare, including staff re-placement from one job position to another job position. When this occurs, it usually takes place in informal way at discretion of the TCU Director, serving as motivation factor for the younger staff growth within the organisation. The formal promotions within OMSAR, including formal appointments of programme/project managers, etc., can take place only at discretion and approval of the Minister.

6

The internal monitoring and reporting system within OMSAR exists, but does not include all elements for reporting against programmes/projects effectiveness and efficiency, costs benefits, beneficiaries' satisfaction, against indicators and targets. It also doesn't include standardised monitoring and tracking of OMSAR's organisational performance, against objectives and work plans, based on set indicators and targets. The current system needs improvement and automation.





Communication, coordination, cooperation and sharing information and data between the staff of different teams and components within OMSAR exist, but not on regular and procedural basis. These processes are not yet standardised within OMSAR. There is no intranet IT/data management system, for regular upload of new information and data and for flow and exchange of data and information between different teams and components.

9

7

Communication between OMSAR, beneficiaries, and other key stakeholders stands to be improved. There is ambiguity of OMSAR role by other public entities and general public, due to low visibility of OMSAR's operations, and general lack of transparency.

11

There is lack of regular organised cooperation with the business sector, CSOs, voluntary organisations and Universities, limiting their pro-active participation in OMSAR's programmes and activities. Current cooperation is mainly within the framework of the implementation of the AFKAR and SWM projects.



OMSAR has very poor Government's budgetary allocations, mainly for covering staff salaries, office supplies, premises maintenance, electricity, telephone costs.

8

Data and Information management are to be improved. Automation of data and information processing and filing doesn't exist, and various information and data are all around the organisation, not processed, not analysed and further more classified in non-uniformed models. Every OMSAR's component uses its own system for data and information management, and also separate models for specific projects, which are not easily accessible and can't automatically generate important data analysis. There is an urgent priority to establish uniformity in data and information management, and to automate the data and information management.

10

12

Cooperation with international donors exists and shall be enhanced through improved communication, reporting, optimised donor spending, increase of transparency and building absorption capacity of beneficiaries.

The cooperation with local authorities stands to be strengthened for generating evidenced based local needs assessments and for ensuring their pro-active role in local community policy planning to inform national priorities.









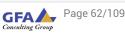


OMSAR's vision is to be the pioneer of administrative modernization and catalyst for an efficient, effective, transparent and accountable Lebanese public sector

In practical terms, from the perspective of the day-to-day life and needs of Lebanese citizens, OMSAR's Vision represents OMSARs' commitment and dedication for a national public sector that is characterised by 2017 with:

- Integrity and zero tolerance to corruption;
- Responsive, effective and efficient operations of user-oriented public administration;
- Responsible, open and transparent operations of the public administration;
- Efficient use of human, financial, spatial, environmental and energy resources;
- Professionalism and development of professional competence and employees innovation;
- Improved legislation and simplified procedures with reduced legislative burdens;
- Efficient informatics, with increased use of e-services, digitalization and interoperability of information; and
- Quality systems for planning and measuring performance







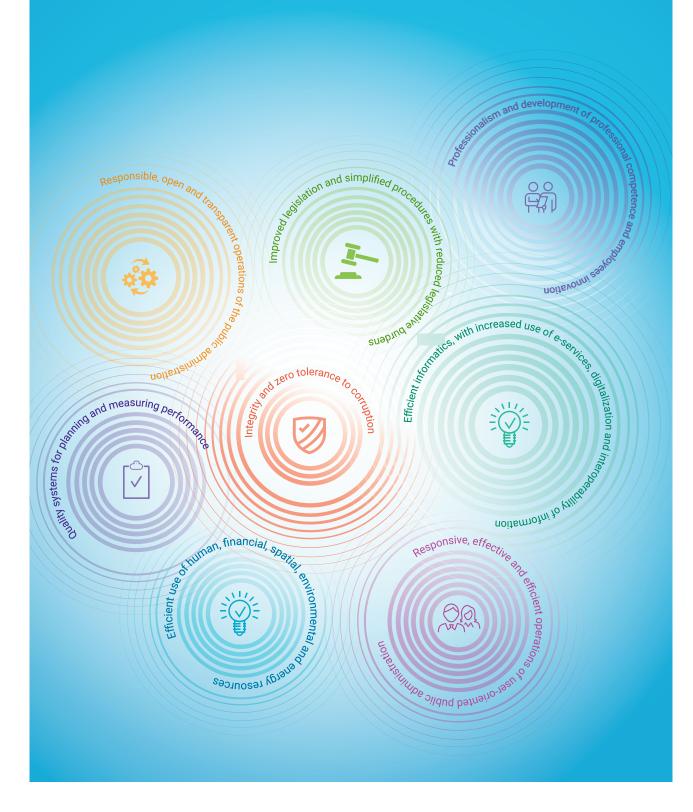
To be the PIONEER OF ADMINISTRATIVE MODERNIZATION and CATALYST for an

EFFICIENT EFFECTIVE TRANSPARENT ACCOUNTABLE Lebanese Public Sector

OMSAR's Vision represents its commitment and dedication for a national public sector that is characterised by 2027 with:

OMSAR

VISION













OMSAR, the Office of Minister of State for Administrative Reform is a government entity that leads the transformation to a citizen-centric and performance-oriented public sector by promoting and deploying innovative modern policies and methodologies that develop the Lebanese administration and engage citizens through:

- Good governance: institutional development programs; anti-corruption initiatives, draft laws and regulations;
- Digital transformation programs and solutions;
- Capacity building of public sector organizations, CSOs and municipalities.

Our work will be carried out in close collaboration and in partnership with all the relevant national and international organizations for the benefit of the Lebanese citizens.







The Office of Minister of State for Administrative Reform is a government entity that leads the transformation to a CITIZEN-CENTRIC and PERFORMANCE-ORIENTED public sector by promoting and deploying innovative modern policies and methodologies that develop the Lebanese administration and engage citizens.



GOOD GOVERNANCE: INSTITUTIONAL DEVELOPMENT PROGRAMS ANTI-CORRUPTION INITIATIVESDRAFT LAWS & REGULATIONS

OMSAR

MISSION

CAPACITY BUILDING OF PUBLIC SECTOR ORGANIZATIONS, CSOS & MUNICIPALITIES



DIGITAL TRANSFORMATION PROGRAMS & SOLUTIONS

OMSAR's work will be carried out in close collaboration and in partnership with all the relevant national and international organizations for the benefit of the Lebanese citizens.



Office of the Minister of State for Admnistrative Reform Technical Assistance to the Strengthening of Strategic Planning Capacities in Selected Ministries in Lebanon



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Chapter IV **Principles & Values**



Office of the Minister of State for Admnistrative Reform Technical Assistance to the Strengthening of Strategic Planning Capacities in Selected Ministries in Lebanon



OMSAR will achieve its mission and vision by applying the following Principles and Values:

Transparency

OMSAR believes that transparency is a key principle for gaining the citizens' trust in the government, and ensuring the credibility of OMSAR and the public institutions and fair accountability. OMSAR perceives openness as a main pillar of transparency; through increased visibility, disclosing all legal procedures it is abiding by, keeping the public informed about work being done and setting open government policies. OMSAR will also incorporate a comprehensive communication strategy that will lead to mutual trust and respect relationships.

Accountability

It is OMSAR's obligation to account for its activities, accept responsibility for them, and to take necessary measures to improve its work. OMSAR perceives accountability as setting appropriate standards of work through clear KPIs, holding responsibility of the results of its actions, and following effective corrective and preventive measures in a creative, innovative and pro-active manner to reach better results.

Partnership

Partnership is perceived by OMSAR as engaging all sectors (public, private and civil society) in modernizing the public institutions for the benefit of the citizen. It is through continuous and effective consultations and networking with all stakeholders (such as public institutions, local authorities, civil society organizations, private sector, donors, etc...) and open engagement from the different parties (in designing and setting policies, implementing projects, drafting strategies, etc...) that a robust affiliation can be built paving the way for better government-citizen teamwork.

Trustworthiness and Honesty

OMSAR will continuously work in a framework of honesty and building trust. OMSAR recognizes that acknowledging mistakes and remedying them quickly and effectively is the first step towards trust and honesty. OMSAR will have open door policy from the public through asking for feedback from its stakeholders and using it to improve performance. In addition, it will build its projects based on lessons-learned from its partners (stakeholders) to be quality-oriented.

Objectivity

The basis for high quality results is promptly and effectively responding to citizen's needs based on facts of social and economic status. OMSAR will aim to have positive impact on citizen wellbeing. For that, OMSAR will apply and follow continuously improved models of planning, selecting and monitoring in an innovative approach applying clear set of KPIs.

Impartiality

Impartiality for OMSAR is a principle of fairness and equality. Being a core principle for OMSAR as a contracting authority for many donor-funded projects for the government of Lebanon, OMSAR perceives impartiality as always following clear criteria for project selection and implementation, and following defined rules and regulations in bidding and contracting, creating a positive, fair and competitive environment without bias and prejudice. This will ensure that project selection and implementation of national policies' programs and projects are impartially distributed on different regional locations and public agencies. Furthermore, it will allow local and international suppliers and consultants to provide the best cost effective solutions for Lebanon while ensuring high quality results. OMSAR will apply probity (strong moral principles to staff behavior) to ensure impartiality.

Compliance

OMSAR works on being always compliant to its vision and mission to create fair, transparent and trustworthy relationship with its stakeholders. OMSAR will always exercise strict watch and be assertive in applying clear and defined rules, regulations and procedures and will remain vigilant and attentive about any changes and updates.

Co-operation and Collaboration

In line with the Partnership principle, co-operation and collaboration is a main value for OMSAR to be dynamic, responsive, effective and factual. OMSAR perceives Co-operation and Collaboration as identifying all its stakeholders (public institutions, local authorities, civil society organizations, private sector, donors, etc...), acknowledging their importance, the strong interlinking roles, functions and responsibilities towards a better citizen focused government.





REPUBLIC OF LEBANON

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OMSAR **PRINCIPLES & VALUES** OMSAR

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Chapter V **Priority Areas**





The situation analysis presented OMSAR's 25 years of work on managing and coordinating many programmes, projects and initiatives, supported by the international donors, for the reform of the Lebanese public administration sector.

Through this Strategy, OMSAR sets directions to build upon achievements to date and to ensure sustainable continuation of public sector reform and modernisation work across the priority areas that are set as Key Performance Areas for measuring success.

They are:



Governance, Transparency and Accountability Enhancement (GATE)

Focused on:

- Governance framework
- Legal framework for Anti-corruption
- Performance measurement
- Accountability and oversight
- Transparency in budgeting and financial reporting
- Transparency in public procurement
- Digitalization of PA and public services
- Information base and access to information



Sustainable Economic, Social and Environmental Public Administration Development Based on Modern, Results Oriented Tools and Techniques (SESEPAD-RES)

Focused on:

- Legal framework for statistics
- Framework for performance management
- Framework for public procurement
- Modernization of public procurement systems
- Organizational conditions for performance management
- Organizational and human capacity for strategic planning
- Statistical data
- Strategic and operational planning practice (sector-wide and sub-sectoral
- Inter-institutional cooperation on statistics
- Inter-institutional coordination and cooperation on performance management
- Human and organizational capacity building within the public administration
- Tools for performance management in the PA
- Performance management tools for public procurement
- Public procurement practice
- Institutional and individual capacity for public procurement
- Structures for Sustainable Local Development
- Sustainable Local Development Plans
- Organizational and individual capacity for Sustainable Local Development
- Outreach and stakeholder engagements
- Service delivery
- Dialogue and consultation mechanism with civil society
- Institutional and human capacity for CSOs and Government to engage
- service delivery under active participation of citizens







Human Resources Management and Development (HRM&D)

Focused on:

- Institutional setup for change management
- HR capacity building on change management
- Legal framework for HRM and HRD for the public sector
- Institutional capacity for HRD within the public administration
- HRM functions and practices
- e-learning system and life-long learning systems
- implementation of HRD measures and activities



Citizens / Customers Orientation and Open Government

Focused on:

- Framework for Integrated Public Administration Citizen/Customer Orientation (IPA-CCO)
- Implementation of Integrated Public Administration Citizen/Customer Orientation (IPA-CCO)
- Citizen/customer participation in strategizing, planning, programming, management and monitoring processes
- Quality management models and standards
- Service quality and customer satisfaction management surveys
- Measurement of public service delivery standards
- Frameworks for One-Stop Shops for service delivery
- Service delivery through One-Stop Shops
- Complaints management systems



Digital Government (DG)

Focused on:

- Legal framework for Cyber Security and Data Protection and compliance
- Strategic framework for e-Government and Digitalization
- Strategic framework and standards for ICT
- Identification and implementation of priority projects for E-Government and Digital Government
- e-Government and Digitalization projects
- Simplification and automaton of public administrative procedures and processes
- ICT applications & Government of Lebanon websites
- e-services for the citizens/customers
- e-services for Government of Lebanon
- Services on e-Government, Digital Government and ICT for the public administration







Organizational Development and Institutional Strengthening of OMSAR

Focused on:

- Organizational setup and capacity
- HRM function and HRD measures
- Internal performance planning and monitoring (PPM) function
- Tools for sectoral and organizational performance strategizing, benchmarking, measurement and reporting
- Strategic and operational planning tools
- Performance Planning and Monitoring Units (PPMUs)
- Inter-institutional cooperation with PPMUs
- Work procedures
- Strategic framework for information, education and communication, visibility and public relations
- Information, education and communication activities with the public and stakeholders
- Strategic framework for ICT
- Access to ICT hardware skills
- Central information and services unit
- Complaints monitoring system
- Satisfaction with public services
- Advice on public procurement
- Budget and project implementation
- Financial reporting to stakeholders
- Resource mobilization and donor engagement
- Management of studies for Government of Lebanon

Selected Priority Areas are foundations (main pillars) of the Strategy of OMSAR for 2020-2027 and OMSAR future work will be based within the framework of these priority areas.

In next Chapter 6, OMSAR's Strategy presents Strategic Goals and Specific Objectives for developing annual Operational Plans for the Strategy, with concrete programmes, projects and activities which implementation will be measured by 737 KPIs established as initial base indicators and 8,642 sub-KPIs, allocated against respective KPA.



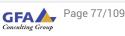




06 Organizational Development and Institutional Strengthening of OMSAR

Figure 17: Key Performance Areas for measuring success







Chapter VI

Goals & Objectives



Office of the Minister of State for Admnistrative Reform Technical Assistance to the Strengthening of Strategic Planning Capacities in Selected Ministries in Lebanon



To achieve its Vision, OMSAR sets the following Strategic Goals and Specific Objectives for the selected Key Performance Area, as follows:

| Strategy | Strategic Goal 1 | KPA 1 |
|----------|--|--|
| Vision | Governance Frameworks and Modernisation | Governance, Accountability and Oversight enhancement (GATE) |
| | | |
| | Strategic Goal 2 | KPA 2 |
| | Strengthened Modern Tools and Techniques for Effective and Efficient Public Service Delivery | Sustainable economic, social and environmental public administration development based on modern, results oriented tools and techniques (SESEPAD-RES) |
| | | |
| | Strategic Goal 3 | KPA 3 |
| | Improved Human Resource Management and Development Capacity | Improved Human Resource Management and Development Capacity |
| | | |
| | Strategic Goal 4 | KPA 4 |
| | Inclusive and Responsive Government | Citizens / Customers Orientation and Open Government |
| | | |
| | Strategic Goal 5 | KPA 5 |
| | Roll-Out Of Digitalization and E-Government Related Services | – Digital Government (DG) |
| | | |
| | Strategic Goal 6 — | KPA 6 |
| | Enabling Through Internal Modernisation and Innovation | Organizational development and institutional strengthening of OMSAR |
| | | |

Figure 18: OMSAR Strategic Goals and Specific Objectives for the selected Key Performance Area





Strategic Goal 1

Governance frameworks & modernisation

The Goal aims towards:

Enhanced effectiveness and efficiency of the public administration through improvement and enforcement of governance frameworks and modernisation of administrative mechanisms and processes.

It will be reached through the following Specific Objectives:

- Specific Objective 1.1 To improve the legal framework for Good Governance, performance measurement, accountability and anti-corruption
- Specific Objective 1.2 To enhance the transparency in public procurement processes and public financial management
- Specific Objective 1.3 To digitalise the information base and improve access information for the public

Strategic Goal 2

Strengthened Modern Tools and Techniques for Effective and Efficient Public Service Delivery

The Goal aims towards:

The establishment and strenghtening of modern systems, capacity and instruments within the public sector to facilitate service delivery and sustainable local development based on multi-stakeholder partnerships.

It will be reached through the following Specific Objectives:

| Specific Objective 2.1 | Strengthen strategic and operational planning frameworks, practice and capacity in the public administration at national level |
|--|--|
| • Specific Objective 2.2 | Improve the collection, processing and use of statistical information in the public sector |
| • Specific Objective 2.3 | Establish an enabling environment, cooperation mechanisms and develop the required |
| | instruments for performance management |
| Specific Objective 2.4 | Enhance the capacity of the public administration to plan and deliver sustainable community-based social-economic, environmental and infrastructure development projects at local level |
| Specific Objective 2.5 | Increase capacity of civil society organizations and facilitate partnerships with the local public administration to engage, design and implement projects collaboratively in order to improve service delivery at local level |

Strategic Goal 3

Improved human resource management and development capacity

The Goal aims towards:

Building the capacity of the public administration to manage and develop human resources in a strategic manner and by rolling out specific knowledge and practice-oriented training measures.

It will be reached through the following Specific Objectives:

- Specific Objective 3.1 Increase the institutional and individual capacity to implement change management processes
- Specific Objective 3.2 Strengthen the organizational and institutional setup of the HRM&D as a strategic tool to improve human resource management practices in the public administration
- Specific Objective 3.3 Increase the HRM&D capacity of the public sector and implement specific HRD activities for public servants
- Specific Objective 3.4 Introduce modern HRD systems for the public administration (e.g. e-learning and life-long learning) and roll-out training courses





Strategic Goal 4

Inclusive and responsive government

The Goal aims towards:

Render the public administration's policy, planning and service delivery processes more inclusive and customer-oriented and increase the responsiveness of the public administration to feedback from citizens/customer.

It will be reached through the following Specific Objectives:

- Specific Objective 4.1 Strengthen citizen/customer orientation and participation across the public administration's policy-making, strategy, planning, programming and management practice
- Specific Objective 4.2 Introduce quality-management models and standards to public administration and improve the measurement of public service delivery and satisfaction of citizens/customers
- Specific Objective 4.3 Increase service delivery efficiency through one-stop shops and improve the management of service delivery-related complaints from citizens/customers

Strategic Goal 5

Roll-out of digitalization and e-government related services

The Goal aims towards:

Development of legal and strategic frameworks and standards for digitalization/e-government and identification and implementation of priority projects in this field leading to an increased number of services delivered electronically by the public administration.

It will be reached through the following Specific Objectives:

- Specific Objective 5.1 Strengthen the legal and strategic frameworks and standards for Digitalization, e-Government, incl. ICT and Cyber Security
- Specific Objective 5.2 Identification and implementation of priority projects for e-Government and Digital Government by OMSAR and the Public Administration
- Specific Objective 5.3 Simplify and automate administrative processes and procedures
- Specific Objective 5.4 Public services for citizens and government institutions are available and delivered electronically based on mobile applications and shared solutions

Strategic Goal 6

Enabling Through Internal Modernisation and Innovation

The Goal aims towards:

The strengthening of omsar's role as the government entity leading the transformation to a citizen-centric and performance-oriented public sector by promoting and deploying innovative modern policies, methodologies and tools for the o modernisation of the lebanese public administration.

It will be reached through the following Specific Objectives:

- Specific Objective 6.1 Improve the internal organizational structure, coordination mechanisms and human resource capacity of OMSAR
- Specific Objective 6.2 Enhance the use of strategic, operational and performance planning and monitoring and deepen OMSAR'S inter-institutional cooperation in these fields with public entities
- Specific Objective 6.3 Improve communication and implement information and outreach activities with the key stakeholders and the wider public in line with strategic frameworks for IEC, visibility/PR and ICT
- Specific Objective 6.4 Strategically engage with donors to mobilize financial resources and ensure efficient and effective planning, procurement, implementation, monitoring, and reporting on projects to stakeholders
- Specific Objective 6.5 Improve the capacity of OMSAR to approve new studies; and collect, store, disseminate existing publications; and to generate data and information related to the access of studies by stakeholders





OMSAR's Strategic Goals and Specific Objectives presented above are aligned with relevant national and international strategic documents and frameworks. This is to ensure that the OMSAR SP 2020-2027 directly GoL efforts to achievement these key strategies. These strategies focus on a number of topics that are of high importance for GoL and its ongoing efforts to modernize the PA of Lebanon as well as sectoral reforms. They are:



Figure 19: Cross-sectoral coherence and linkages of OMSAR Strategic Plan with relevant key national strategic documents





Cross-sectoral coherence and linkages of OMSAR Strategic Plan with relevant key national strategic documents:

| | rategic Plan / | | rate Ioal | egic 1 | | | ate oal | _ | ; | S | | teg al 3 | | | rate Goal | gic 4 | | | teg al 5 | | | | ate oal | | |
|---|--|--------|--------------|-------------|--------|--------|------------|--------|--------|---|---|-------------|---|--------|--------------|----------|--------|--------|-------------|--------|--------|--------|------------|---|--------|
| strategic | national : documents O 1.1 | SO 1.1 | SO 1.2 | SO 1.3 | SO 2.1 | SO 2.2 | SO 2.3 | SO 2.4 | SO 2.5 | ω | ω | ω | ω | SO 4.1 | SO 4.2 | SO 4.3 | SO 5.1 | SO 5.2 | | SO 5.4 | SO 6.1 | SO 6.2 | SO 6.3 | б | SO 6.5 |
| Public | Program 1 | | | | | | | | | | | | | | | | | | | | | | | | |
| Administration Reform Strategy (2011) | Governance, accountability and transparency | V | V | v | | | | | | | | | | | | | | | | | | | | V | |
| | Program 2 | | | | | | | | | | | | | | | | | | | | | | | | |
| | Capacity-building for the public administration | | | | | | | | | v | V | V | v | | | | | | | | | | | | |
| | Program 3 Mechanisms to manage change and exchange experiences and best practices | | | | | | | | | V | V | V | V | | | | | | | | | | | | V |
| | Program 4 | | | | | | | | | | | | | | | | | | | | | | | | |
| | Reform and development of the human resources management | | | | | | | | | V | V | V | V | | | | | | | | | | | | |
| | Program 5 | | | | | | | | | | | | | | | | | | | | | | | | |
| | Enhancing services efficiency and reinforcing the relation between the administration and citizens | | | | V | V | V | V | V | | | | | V | V | V | V | | | | | | V | | |
| | Program 6 | | | | | | | | | | | | | | | | | | | | | | | | |
| | IT usage and creating an E-Government Portal | | | | | | | | | | | | | | | | V | V | V | V | | | | | |





| | OMSAR Strategic Plan / key national strategic documents | | rate Goal | egic 1 | | | | tegic al 2 | | | | tegi al 3 | | | rate Ioal | | | | teg al 5 | | | | ate oal | | |
|--|--|--------------|--------------|-------------|--------|--------|---|---------------|---|--------|--------|--------------|--------|--------|--------------|--------|--------|--------|-------------|--------|--------|--------|------------|---|---|
| strategic | | SO 1.1 | SO 1.2 | SO 1.3 | SO 2.1 | SO 2.2 | N | N | N | SO 3.1 | SO 3.2 | SO 3.3 | SO 3.4 | SO 4.1 | SO 4.2 | SO 4.3 | SO 5.1 | SO 5.2 | SO 5.3 | SO 5.4 | SO 6.1 | SO 6.2 | 6 | 6 | б |
| Anti-corruption Strategy (2018) | Objective 1 Enshrining transparency | v | v | v | | | | | | | | | | | | | | | | | | | | | |
| | Objective 2 Activating accountability | \checkmark | V | V | | | | | | | | | | | | | | | | | | | | | |
| | Objective 3 Limiting discretion in public administration | V | V | V | | | | | | | | | | | | | | | | | | | | | |
| | Objective 4 Ending impunity | \checkmark | | | | | | | | | | | | | | | | | | | | | | | |
| Digital Transformation Strategy (2018) | Focus area Information | | | | | | | | | | | | | | | | ~ | | v | | | | | | _ |
| | Focus area Standards | | | | | | | | | | | | | | | | V | | | | | | | | |
| | Focus area Digital services | | | | | | | | | | | | | | | | | | | V | | | | | |
| | Focus area Inter-governmen- tal services | | | | | | | | | | | | | | | | V | | | V | | | | | |
| | Focus area Invigorating Lebanon's digital economy | | | | | | | | | | | | | | | | | V | | | | | | | |
| | Focus area Performance management | | | | v | V | V | | | | | | | | | | | | | | | V | | | |
| | Focus area Open government | V | V | V | | | | | √ | | | | | V | | | | | | | | | | | |
| | Focus area Digital Transformation Unit (DTU) | | | | | | | | | | | | | | | | V | V | | | | | | | |





| | rategic Plan / | | rate ioal | egic 1 | | | ate oal | gic 2 | | | | tegi al 3 | | | rate ioal | gic 4 | | | tegi al 5 | | | | ate oal | | |
|---|---|---|--------------|-----------|--------|--------|------------|----------|--------|--------|--------|--------------|---|--------|--------------|----------|--------|--------|--------------|--------|--------|--------|------------|--------|--------|
| strategic | key national strategic documents SO 1.1 | | SO 1.2 | SO 1.3 | SO 2.1 | SO 2.2 | SO 2.3 | SO 2.4 | SO 2.5 | SO 3.1 | SO 3.2 | SO 3.3 | ω | SO 4.1 | SO 4.2 | SO 4.3 | SO 5.1 | SO 5.2 | | U U | SO 6.1 | SO 6.2 | SO 6.3 | SO 6.4 | SO 6.5 |
| Economic Vision (2018) | Government Enabler: Public Administration | | | | V | V | V | | | | | | | | | | | | | | | V | | | |
| | 1. Productivity enhancement | | | | | | | | | | | | | | | | | | | | | | | | |
| | Government Enabler: Public Administration | | | | | | | | | | | | | | | | V | v | V | V | | | | | |
| | 2. Digitization | | | | | | | | | | | | | | | | | | | | | | | | |
| | Government Enabler: Public Administration | √ | √ | √ | | | | | | | | | | | | | | | | | | | | | |
| | 3. Corruption eradication | | | | | | | | | | | | | | | | | | | | | | | | |
| Vision for Stabilization, | Fighting Corruption | √ | √ | √ | | | | | | | | | | | | | | | | | | | | | |
| Growth and Employment (CEDRE) (2018) | Fiscal governance and reforms | | V | | | | | | | | | | | | | | | | | | | | | | |
| Pillar III: Structural and social reforms | Digital Transformation | | | V | | | | | | | | | | | | | V | v | V | V | | | | | |
| | Modernization and restructuring of the public sector | | | | | | V | | | | V | V | | | | | | | | | | V | | | |
| | Public sector procurement | V | V | | | | | | | | | | | | | | | | | | | | | | |





| | OMSAR Strategic Plan / key national strategic documents | | rate ioal | egic 1 | | | ate oal | | | | tra Go | | | | rate Ioal | gic 4 | | | tegi al 5 | | Str G | ate oal | | |
|---|---|--------|--------------|-----------|--------|--------|------------|--------|--------|---|-----------|---|---|--------|--------------|----------|--------|--------|--------------|---|----------|------------|---|--------|
| strategic | | SO 1.1 | SO 1.2 | SO 1.3 | SO 2.1 | SO 2.2 | SO 2.3 | SO 2.4 | SO 2.5 | ω | SO 3.2 | ω | ω | SO 4.1 | SO 4.2 | SO 4.3 | SO 5.1 | SO 5.2 | | S | SO 6.2 | SO 6.3 | 6 | SO 6.5 |
| UN Sustainable Development Goal 16: Peace, Justice and Strong Institutions (2016) | SDG 16.4 by 2030 significantly reduce illicit financial and arms flows, strengthen recovery and return of stolen assets, and combat all forms of organized crime | V | | | | | | | | | | | | | | | | | | | | | | |
| | SDG 16.5 substantially reduce corruption and bribery in all its forms | V | V | | | | | | | | | | | | | | | | | | | | | |
| | SDG 16.6 develop effective, accountable and transparent institutions at all levels | v | V | | | | | | | | | | | | | | | | | | | | | |
| | SDG 16.7 ensure responsive, inclusive, participatory and representative decision-making at all levels | | | | | | | | V | | | | | | | | | | | | | | | |
| | SDG 16.10 ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements | | | V | | | | | | | | | | | | | | | | | | | | |







Implementation **Arrangements & Resources**





The Strategy implementation cycle will be over period of 7 years, starting from 1 January 2020, until 31 December 2026, through implementation of yearly-based Operational Plans. Year 2020 Operational Plans is included in Annex 1.

The organisational structure, for implementation of the Strategy, is presented in Figure 20 below:

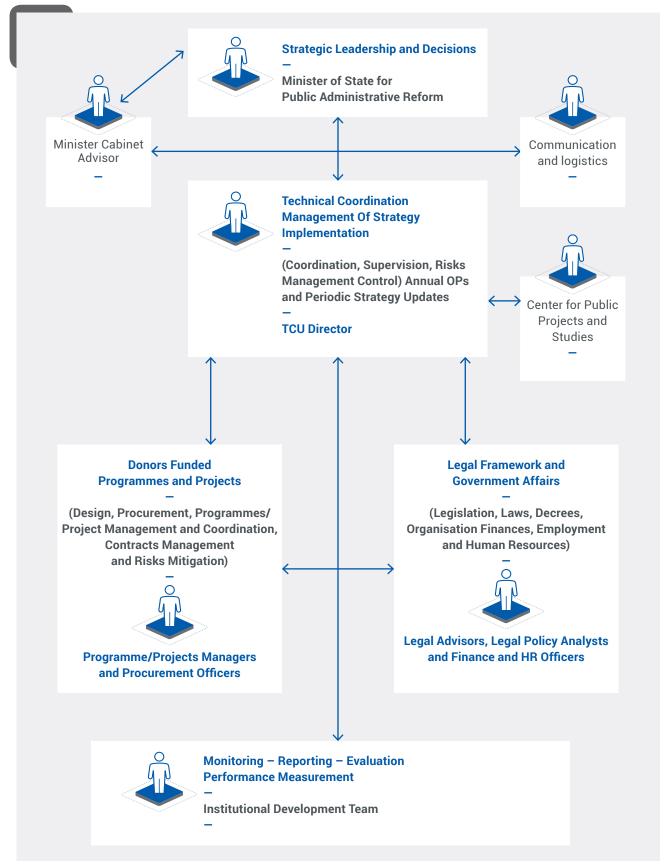


Figure 20: Strategy Implementation Organisational Structure





Implementation arrangements are designed for empowering OMSAR's professional teams participating in the implementation, monitoring, reporting, evaluation, and performance measurement of the OMSAR's Strategy, and by deploying new OMSAR's Communication Plan, under technical coordination, management and supervision of the TCU Director, reporting directly to the Minister of State for Administrative Reform.

Strategic Apex Leadership and Decisions

The Minister of State for Public Administrative Reform will provide overall Strategic Leadership. This will include Minister's selection, approvals and decisions for the programmes and projects supported and funded by the international multi-lateral and bi-lateral donors in the public sector areas of priority of the Government of Lebanon which are coordinated by OMSAR, signing memoranda's and cooperation agreements with the international organisations, communication activities with the general public, CSOs and business sector, lobbying for OMSAR's strengthened mandate and for institutionalisation of strategic planning and performance measurement within Government entities (line-Ministries and public agencies and bodies), including reporting to the Council of Ministers for all OMSAR's activities for meeting Government of Lebanon SDGs through implementation of programmes and projects in the public sector.

Middle Line Management Technical Coordination, Management and Supervision

The TCU Director will be responsible for the overall technical coordination, management and supervision of the programmes, projects, and initiatives managed and coordinated by OMSAR in joint cooperation with the donors and the beneficiary organisations. The TCU Director will be responsible for the quality and the dynamics of the strategy implementation, delegation of operational tasks, supervision of the quality of execution of the operational tasks, allocation of necessary human resources per programme/projects and for managing overall Strategy risks management control. The TCU Director will report directly to the Minister of State for Public Administrative Reform for all aspects related to the Strategy implementation progress.

Operating Core Operational Teams and Task Forces

OMSAR's operating core, working in programme/project teams and respective task forces, led by project managers, legal and financial senior advisors, and/or senior and junior policy analysts, will be responsible for the operational management and coordination of the implementation of the activities of the annual Operational Plans of the Strategy, as well as for regular tracking, monitoring and reporting on strategy implementation progress and performance measurement. The work of the professional operating core will be supported by the OMSAR's procurement team regarding projects procurement activities and contracts' management. The nominated programme/project teams for operational management and/or coordination responsibilities for implementation of every activity of the annual Operational Plan/s will report directly to the TCU Director. On quarterly basis, the programme/project teams will also submit progress reports for each activity under implementation, designed for successful tracking and monitoring of the strategy implementation.

The progress tracking, monitoring, reporting, evaluation and performance measurement of the Strategy implementation, will be managed, coordinated and delivered by the Institutional Development Team, reporting to the TCU Director.

OMSAR's operational functioning is based on annual financial contributions from the GoL covering rent of premises, procurement of consumables, offices maintenance including the salaries for civil servants working at OMSAR and salaries of the professional staff employed under UNDP-GoL contracts.

The international donors' financial support focusses on projects that are implemented, managed, and/or coordinated by OMSAR. These financial contributions are covering the capital and operational costs of the respective projects, promotional and outreach activities as well as dissemination of projects results achieved and lessons learnt obtained.





Therefore, the hypotheses for the evaluation of estimates of financial cost and human resources required for the implementation of the OMSAR Strategy 2020-2027 are:



The required financial resources from the GoL for supporting the yearly operations of OMSAR shall be increased by 10% for 2020 compared to 2018 and the first half of 2019 in order to enable OMSAR to employ 5 additional staff within the second half of 2019, 5 further staff during the first half of 2020, and 5 additional staff in the first half of 2021. The gradual increase of staff is projected based on estimates of the timing for design, planning and commencing of projects following new financial memorandums with the international donors supporting the modernisation of the public administration. To reflect this need, the estimated total amount of funds needed for OMSAR from GoL budgetary sources shall be around 35 Million USD during the overall time-frame of the Strategy implementation, or 5 Million USD on a yearly basis based on the projection of expenditures during 2018 and 2019 in conjunction with necessary staff increase. These estimated amounts include only overheads for OMSAR's operations and exclude further projects' related costs that depend on actual nature of projects implementation (e.g. land expropriations, taxation, infrastructure development costs, etc.)

The justification and importance for this increased number of civil servants and professional staff for OMSAR is also based on the GoL's priorities as underpinned by the 2018 National Economic Vision for Lebanon, recommending:

- Establishing the Planning and Monitoring Unit (PMU) for Strategic Planning and Performance Measurement;
- Steering the process of administrative modernisation through the continued implementation of the 2011 National Strategy for Public Administrative Reform; and
- Coordinating and supporting the implementation of the 2018 Anti-corruption Strategy and 2019 Digital Transformation Strategy.

2

The required financial resources provided by international donors and partners for funding the capital and operational costs for the projects that are managed, coordinated and/or implemented by OMSAR in the areas prioritized by this Strategy is estimated as 200 Million USD based on the following breakdown:

- Costs for ensured and long-term implementation efforts of the anti-corruption programmes and projects in other countries, having in mind the specificities of Lebanon;
- Costs for implementation of Digital Government Strategies in developed countries (e.g. EU members states, Canada, Australia, etc.); and
- Funds disbursed by OMSAR during the 3 phases of growth amounting to 50-70 Million USD per period of 5 10 years respectively, excluding programmes and projects relevant to implementing priority initiatives under the anti-corruption and digital transformation strategies.

The justifications for continuation and an increase of financial and technical support to the modernisation of the public administration of Lebanon by the international donors during the period 2020-2027 are based on the GoL initiatives in collaboration with the international community under the 3rd Pillar "Structural and Sectoral Reforms" of the GoL Vision for Stabilisation, Growth and Employment, outlining the reform initiatives currently underway, and those planned for the short to medium term, namely:

- The Lebanese Parliament adopted an access to information law in January 2017. In addition, the draft laws to modernize the GoL outdated procurement law and strengthen the procurement administration are currently before Parliament, together with the legislation for the establishment of a National Anti-Corruption Commission. These laws would enhance the transparency and efficiency of public procurement, in view of the sharp increase in procurement activity that would result from the implementation of the 2nd Pillar (Capital Investment Programme) of the GoL Vision for Stabilization, Growth and Employment.
- The Ministry of Finance (MoF) has begun preparation, with World Bank assistance, for a comprehensive program aimed at strengthening fiscal governance for a US\$50 million loan designed to improve budget transparency, cash management, public debt management, MoF e-services, and the efficiency of public procurement. The Cabinet has recently approved an Advance Agreement for Preparation of the Proposed Strengthening Fiscal Governance Project for the amount of US\$6,000,000;
- OMSAR has completed a national Anti-corruption strategy that outlines four main strategic objectives: 1) enshrining transparency; 2) activating accountability; 3) limiting discretion in public administration; and 4) ending impunity; and actions required for their achievement and UNDP is currently supporting the preparation of budgeted Implementation Plan;





- OMSAR has completed a national Digital transformation strategy and commenced work on developing a program for implementation. The cooperation with OGERO' Lebanon's telecommunications company investment program could provide the basic capacity and platform needed for launching projects for the digitization of the public sector; and
- The GoL requested officially from the lenders and international donors to commit an amount of US\$7.0 billion on concessional terms to support the Phase I of the CIP and to grant a contribution of US\$1 billion to the World Bank GCFF to be earmarked for Lebanon (which would enable about US\$4.0 billion in concessional lending at GCFF terms). In addition, the GoL also hopes and expects that the European Union will allocate substantial financing for Lebanon under its External Investment Plan.

These estimates also take into account calculations based on a log-frame model of cost evaluation for projects' capital and operational costs and are based on the actual public sector wages and wages in the non-governmental and private sector. Public sector projects regularly involve the contracting of work to CSOs and private organisations, for example, the delivery of products and/or supply of services. Here, the average prices level index in Lebanon during 2018-2019 has been used as a basis. For example, the costs for contracting services for technical assistance projects are calculated at operational level without capital investments required, and projects for modernisation of public sector infrastructure include capital investment costs, operational costs, technical assistance and equipment maintenance and amortisation costs.

Therefore, the estimates for the operational costs for the delivery of projects of technical assistance through assistance provided by international donors are estimated as constant to the level of 2018 (assuming ceterus paribus macroeconomic conditions). The costs for development of public infrastructure projects during 2020-2021 will follow the trends of technical assistance projects, with an estimated increase from 2021 onwards when the project implementation cycle leads to activities for construction, rehabilitation/renovation of premises, purchase of equipment, procurement of IT infrastructure, etc. This assumption is based on the past, current and future expected and continuous demand for public infrastructure development projects from national and local authorities and their increased capacity for planning and implementation of development projects and provision of public services.











Communication plays a significant role for the implementation of OMSAR's Strategic Plan by creating the desired development and change in the perception of OMSAR internally and externally. The Communication Strategy (CS), which has been developed in line with the OMSAR Strategic Plan's Goals will reinforce the newly improved identity and role of OMSAR based on its mission, vision and principles. The corresponding Communication Plan is designed as strategic platform for OMSAR to implement communication activities that encourage sustainable social and behaviour development to support OMSAR's operational programmes in promoting Good Governance, excellence and transparency.

The CS' effectiveness can be evaluated internally by behavioural change achieved amongst OMSAR staff, but also externally amongst targeted stakeholders and citizens. Hence, to ensure the successful achievement of the CS' objectives, consistency in the messages and continuous efforts in reaching out and engaging stakeholders is required in parallel with a constant re-evaluation of the results of communication activities.

OMSAR's CS provides a detailed strategic overview and recommendations and presents solutions how OMSAR can improve its use of communication channels and material and become more relevant to and engaging with relevant stakeholders and partners while implemeting the goals laid out in its Strategic Plan.

It is worth noting that one-time awareness campaigns or a sporadic communication activities cannot be enough to create behaviour development and change of perception amongst a rooted culture, hence, there needs to be persistent repetition in the communication messages and activities. This should take place in parallel to the adoption and implementation of the overall Strategic Plan by OMSAR's management and staff. OMSAR should also strive to follow up and improve on the feedback and evaluation of the communication results it receives from key stakeholders that are the target audience of communication activities.

Another important prerequisite to ensure the effective implementation and management of the CS is to guarantee the required skilled human resources are recruited and developed. An in-house communication unit with diversified expertise is essential to ensure the sustainable implementation of the communication plan and will consequently contribute to reaching the goals of OMSAR's Strategic Plan.

The CS explores solutions to strengthen OMSAR's internal communication across projects; increase OMSAR's brand awareness to the general public; empower the spirit of partnership within the public administration and with donors; and ultimately to become a 360 degree public reference for the modernization of the public administration in Lebanon at national level.

In other words, the CS provides clear directions and recommendations and presents tools and techniques about:

- How can OMSAR's staff stay constantly informed about all planned and on-going project activities and communication practices of the organization?
- How can OMSAR further integrate its values and principles within its team's spirit and communication practices?
- How can OMSAR shed light further on its positive partnerships with public administration organizations and donors?
- How can OMSAR improve its perception amongst governmental institutions?
- How can the role of OMSAR be further clarified to the public and stakeholders?
- How can existing resources like strategies, studies, trainings and achievements reached disseminated better?

Several key messages and areas of intervention are recommended in the CS, which is in annexed to the OMSAR Strategy 2020-2027 as Annex 2: OMSAR Communication Recommended Strategy. It is divided into the following 5 main sections:

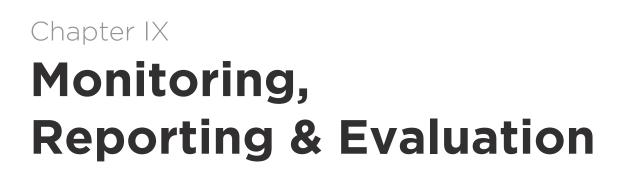
- Context assessment from a communication's perspective;
- Audience segmentation and current perception;
- Communication objectives and key messages;
- Suggested tools and channels of communication to disseminate messages; and
- The recommended implementation plan to reach the communication objectives.



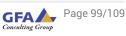












The Strategy implementation will be monitored by an experienced OMSAR's institutional development team, using the system for regular tracking of the progress of the Strategy and annual Operational Plans implementation. The same team is also responsible to monitor and report on the achievement of the KPIs and sub-KPIs developed for performance measurement within OMSAR and for coordination of the implementation of the sectoral performance measurement systems in the line Ministries and other public entities, together with the Central Inspection.

This system harmonises monitoring and reporting on programmes and projects in combination with national sectoral and sub-sectoral performance measurement. It enables a comprehensive set of 737 KPIs and 8,642 Sub-KPIs defined under the 6 Key Performance Areas to be measured over time in order to support evidenced based planning and evaluation of the outcomes and impacts of public sector implemented programmes and projects, promoted and coordinated by OMSAR across the public entities. The monitoring and reporting system, currently operating in excel model, will be fully automated and serve as a base for fostering two-ways communication channel for regular exchange of data and information between OMSAR and the key stakeholders, improving the quality of data and information for performance measurement, increasing accountability and transparency, and strengthening of capacity for future evidenced based strategic planning for OMSAR and other public entities.

At Strategy level, the system will ensure tracking of the progress of the implementation of all activities set in the annual Operational Plans, monitoring of the outcomes in terms of meeting the specific targets and deploying timely corrective actions for pro-active adaptation and adjustment of the strategy implementation in accordance to the changing needs and conditions.

At the level of the OMSAR's Strategy 2020-2027, this system will guarterly track, monitor and report on:

- Progress of all individual projects implementation, in terms of utilised financial, human and technical resources;
- Beneficiaries participation in projects activities and quantitative and qualitative assessments;
- Effectiveness and efficiency or implementation at project level;
- Achievements of Specific objectives and Strategic Goals; and
- Measuring of Annual Operational Plans and Overall Strategy status of implementation;

At the level of the SOP PMMR and SOP MIP Projects, the this system will ensure harmonised monitoring and annual reporting of OMSAR's Strategy 2020-2027 contributions and achievements towards:

- Performance measurement of the improvement and modernisation of the Lebanese Public Administration System overall effectiveness and efficiency under 5 Key Performance Areas, through the projects coordinated and implemented by OMSAR; and
- Performance measurement of OMSAR's specific organisational performance under the Key Performance Area 6A (KPA6A) and Government of Lebanon generic Key Performance Area 6B (KPA 6B).

The Key Performance Indicators will be the building blocks for the tracking performance through the monitoring and evaluation, and the KPIs and Sub-KPIs will be reviewed and updated periodically.

The evaluation of the Strategy 2020-2027 will be conducted in 3 phases:



Ex-Ante Evaluation

before commencing official Strategy implementation, by OMSAR staff supported by the SP Project team, using the model for ex-ante evaluation developed by the SP Project;

Mid-Term Evaluation

two-three years from the official commencing of the Strategy implementation, jointly by OMSAR Staff and an independent evaluator/s; and

Post Term Evaluation

2 years after the official closure of the Strategy implementation, by an independent evaluator/s.

OMSAR will ensure using the EU best practices, tools and techniques, for quality evaluation.





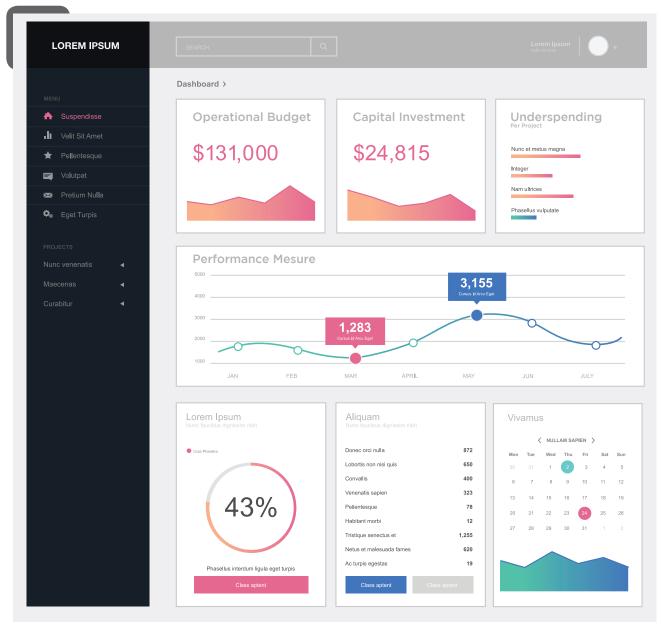


Figure 21: Samples of the monitoring and reporting system







Risks Mitigation





This Chapter presents the Summary of the Key Risks identified and the Risks Mitigation Plan developed by OMSAR's Working Group Task Force for Risks Mitigation, to support the smooth implementation of the OMSAR Strategy 2020-2027 and related annual Operational Plans. During the implementation of the Strategy, OMSAR's Strategy implementation team will elaborate and include specific Risks Watch Reports and other tools for Reporting Risks Mitigation process according to the Implementation Manual for Risks Mitigation presented in Annex 3 of the Strategic Plan.

| Risks | E/I | S | Li | Mitigation Plan |
|---|-----|---|----|--|
| Difficulty of hiring new staff | E | ۲ | L | Cooperation with Universities for Volunteer Placement Hiring Contractual Experts Resource Levelling Donor based Technical Assistance |
| Shortage of skilled public sector staff | E | ۲ | L | Improved cooperation with universities Raising Public Awareness Technical Assistance, HRD and Trainings |
| Limited PPP Initiatives in the public sector | Е | ۲ | Н | Increased Cooperation with relevant stakeholders Awareness creation on benefits of PPP in coordination with Donors and stakeholders |
| Availability of Donors Support | E | • | L | Increased Cooperation with the Prime Minister's Office, the CDR, and others for Donor Engagement in supporting the implementation of the strategy and funding of activities Dissemination and Promotion of the Strategy to International Donor Community including bilateral donors |
| Insufficient capacity at Ministries and other official entities | E | 0 | L | Organizing Technical Assistance for Capacity Building Increase Communication and Information Sharing between OMSAR and concerned entities |
| Change in Senior and Mid-Level Management Leadership | I | • | L | Briefing Incoming Leadership on the Reasons and priorities of on-going activities and projects When Possible promote staff from within OMSAR Maintaining Database of Information Maintaining Records of Processes, Documents, and Tracking of Strategy of Implementation Improved Inter-divisional Cooperation Enhanced Changed Management Policies and Frameworks Training in Change Management of the Staff |
| Staff continuity | I | • | L | Development of HR Strategy Increase Internal Staff involvement in Donor Funded Capacity Building Projects Enhanced IT data and information flow exchange between staff within and staff between different divisions Developed internal appraisal system; Completion of documentation of job descriptions Establishing of inter-divisional working groups within OMSAR to participate in strategy implementation Establishing and scheduling weekly, monthly and quarterly meetings for staff update on strategy implementation progress and activities |

E/I = External/ Internal; Severity: • = Low, = Medium; Li = Likelihood. L = Low, M = Medium, H = High





| Risks | E/I | S | Li | Mitigation Plan |
|--|-----|---|----|--|
| Non application of existing formalized strategy implementation mechanisms | I | • | М | Finalize and Implement existing Monitoring Systems Finalize and Implement existing Reporting Mechanisms Periodical Evaluation of Outputs and Outcomes Creating of Dedicated Strategy Implementation Team Define Roles and Responsibilities to ensure accomplishment of each activity of the strategy |
| Delays of Management Decisions | I&E | • | М | Improved formalized internal coordination channels Periodical High-Level Briefings Timely Lobbying to action by management on Risk-Prone activities Improve time management culture and practices Effective OMSAR wide communication plan |
| Resistance of other Line Ministries towards OMSAR reform processes | Е | • | М | Improve Inter-Ministerial Cooperation in areas of overlap and duplication Involve other ministries in TA and Workshops received by OMSAR per relevant areas Bi-directional Involvement of Relevant Ministry Staff in Team Building Activities and Workshops Dissemination of Strategy Implementation Results to Other Ministries Promotion of benefits from regular reporting and communication between ministries and OMSAR Promoting Establishment of Shared Databases on Beneficiaries, Organizations, and Service Providers |

E/I = External/ Internal; Severity: = Medium- High; Li = Likelihood. L = Low, M = Medium, H = High





| Risks | E/I | S | Li | Mitigation Plan |
|---|-----|---|-----|---|
| Resistance from the government to grant OMSAR a clear mandate and/ or OMSAR's Role at Risk at risk of being absorbed (assumed) by other public administrations | E | • | M-H | Effective OMSAR-Wide Communication Plan Utilising the benefits form from direct access to Prime Minister and Council of Ministers to promote OMSAR's work Utilising expertise and resources to leverage OMSAR to promote itself as the centre of excellence for supporting the modernisation of all government institutions, bodies and agencies Innovate, promote and develop projects for ministries that can lead to modernisation and innovation in the public sector Establishing regular meetings for updates, debriefs, and the elimination of bottle-necks occurring during the strategy's implementation |
| Political Tensions and/ or Regional Instability | E | • | M-H | Focus on implementation of on-going projects Communicate and highlight negative consequences and seek donors support Prepare and disseminate regular updates regarding the direct negative impact on beneficiaries institutions, bodies and agencies Solicit Diaspora Support and Private Donations Establish pro-active mechanisms for elimination of bottle-necks causing disruption of the Strategy implementation |
| Low Coordination Across OMSAR Entities | I | • | M-H | Effective OMSAR-Wide Communication plan Evident Senior Leadership Support of Strategy and emphasis on Collaboration Establishing of OMSAR-Wide working groups to participate in strategy implementation Improved communication flow and regular information exchange between all OMSAR entities Establishing regular meetings for updates regarding the elimination of bottle-necks occurring during the strategy implementation |
| Resistance to change | I | | M-H | Effective Internal Communication Strategy; Evident Senior Leadership Support of Strategy and emphasis on Collaboration Establishing of inter-divisional working groups within OMSAR to participate in strategy implementation Clear Delineation between staff work and contribution in overall strategy Team-building Initiatives, Collaboration, and Valuing Individual Staff Inputs Increased Staff involvement in monitoring strategy implementation Division focused on implementation of strategy and development of solutions to presented obstacles |
| Worsening country economic conditions | E | | M-H | Request of donor funding Lobbying Council of Ministers Promoting PPP measures Solicit Diaspora Support and Donations Developing twinning projects with partner countries in supporting public administration efficient budgetary expenditures management |





| Risks | E/I | S | Li | Mitigation Plan |
|---|-------|---|-----|---|
| Reduction of Budgetary Allocations | I & E | • | M-H | Request of donor funding Lobbying to Ministry of Finance Promoting PPP measures Solicit Diaspora Support and Donations Improve budgetary expenditures efficiency |
| Poor Donor Coordination and/or Overlap | I & E | • | M-H | Improved donor coordination in close collaboration with CDR, Prime Minister's Office, and others enhance donor coordination activities through strategy implementation Transparent Exchange of Information across OMSAR Entities on all donor projects and activities |
| Delayed Adoption of the Strategy | I | 0 | L | Raising awareness for importance of strategic planning Lobbying senior leadership on importance for timely adoption of strategy |
| Shifting or change of policy priorities | I & E | | L-M | Lobbying and promotion of OMSAR strategy priorities to international donors and COM Ensuring stable and regular communication and dialogue between OMSAR and other line Ministries and Prime Minister Office Ensuring strong visibility of OMSAR by propagating success stories contributing to improved quality of services for beneficiaries Strong involvement of all relevant stakeholders in OMSAR reform projects and activities |
| Non-alignment of Donors interventions with OMSAR priorities | E | | L-M | OMSAR led prioritization of funding and effective external communication towards donors and all key national stakeholders Regular reporting of progress of strategy implementation Pro-active submission of project fiches towards donors Active participation of OMSAR staff in coordination activities during implementation of donor funded projects |

E/I = External/ Internal; Severity: 🔴 = High; Li = Likelihood. L = Low, M = Medium, H = High





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A vast number of OMSAR's professional staff has been directly involved in the process of developing of the OMSAR's Strategic Plan 2020-2027, and many have been involved as coordinators and/or members of the working groups and specific task forces established during the strategic plan development, supported and coached by the GFA project team. We would like to thank everyone for giving up their time and talent for supporting the development of the first OMSAR's Strategic Plan and specifically to:

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