Framework for Future ARLA Interventions (FFAI)

Draft
July 2002

Office of the Minister of State for Administrative Reform

Programme Monitoring Consultancy

The Office of the Minister of State for Administrative Reform (OMSAR) jointly produced this draft document with the Program Monitoring Consultancy (PMC) of ARLA Program, in close collaboration with staff of the Beirut Delegation of the European Union

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Introduction

This Framework for Future ARLA interventions was produced at the request of the European Union Delegation in Beirut in order to identify a number of broadly defined clusters of activities which could be initiated at short notice.

The Framework takes the Strategy Document for the Reform and Development of the Public Administration in Lebanon, approved by the Council of Ministers in September 2001, as its starting point. Other criteria were laid down during meetings with the Delegation's representative, Mr. Joseph Piazza d'Olmo, during the months of May, June and July 2002 and could be summarized as follows: the activities should be feasible and focused on a limited number of areas of intervention. They should be a key factor in the process of administrative reform and have substantial impact on institutional development and performance of the public administration elements.

With this instruction in mind, a working group of OMSAR senior staff and PMC experts[1] started discussions by listing a large number of areas of possible intervention. The proposed activities were grouped into clusters. The number of the selected activities was trimmed down through extensive discussions when it emerged that some might not be politically acceptable. The remaining activities were discussed through extensive deliberations and finally in a meeting with the Minister of State for Administrative Reform. The PMC Project Director, Team Leader and Project Manager, after further discussions with the various parties, then fine-tuned the results of the work towards the present document.

The specific activities were developed in accordance with the objectives stated in the above mentioned Strategy Document, with a view to introduce and consolidate organisational structures, capacities, managerial and technical skills in line with efficiency, effectiveness, accountability, transparency and social sensitivity. The proposed interventions give priority to a modern administration to be result- and citizen oriented. The goals underlying the Framework focus on quality of service and client orientation, efficient and transparent organisational arrangements, strengthening mechanisms for clients' satisfaction and on cultivating a climate of trust and participation between the state and society.

This document opens with a list of issues to be resolved or elaborate, in section 1.

An overview of past and current activities is given in section 2.

Section 3 is the core of the document and outlines the most relevant initiatives, in enough detail to structure and inspire subsequent discussions, but deliberately leaving room for further elaboration and final decision making between all parties.

Section 4 presents possible arrangements and allocation of roles and responsibilities between OMSAR and PMC in order to efficiently decide and execute the work.

Section 5 gives a provisional overview of the human resources that may be required for executing the various clusters of activities.

Section 6 presents an indicative budget for execution of ARLA's next phase, between October 2002 and December 2005.

The current document reflects the OMSAR-PMC joint effort and exclusively relates to the request of the Delegation of the European Commission in Beirut to identify a number of feasible activities that can be started in the short term. It cannot be regarded as a general plan for public administration reform, nor as a Work Plan, but only as a step towards a more comprehensive plan of operations for the remainder of the ARLA project and, most of all, as a contribution to final decision making among the parties involved.

[1] The composition of the Working Group is given on the next page.

Working Group

The Working Group members, responsible for this document, are:

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1 Issues to be resolved

While the process of developing this Framework involving OMSAR, PMC and EC Delegation has been intensive, it has not resolved all issues. There still are a considerable number of issues to be decided, explored or settled. Many of those will come up in a natural manner once the process of Work Plan[2] preparation will start. Some, however, are of key importance at this stage, as those relate to major and/or controversial issues. To start the discussion, a number of these issues to be resolved as a matter of urgency are listed below.

1. **Total budget requirements:** The various costs of the execution of the interventions have been calculated and are given in section 6. This also presents estimates for other costs related to ARLA, notably the MSCs, IAPs and special interventions proposed by the Delegation (e.g. support to Municipalities, support to the Prime Minister's Office). The total (roughly) estimated costs for all activities and interventions exceeds, at present, the balance left for ARLA by some € 5 million. While it is very likely that estimates will change and some items may be dropped or added in the months to come, there seems to be a competition for limited resources. Policy makers will have to make wise decisions when the time comes.

2. **Organisational arrangements for decision making and management in ARLA:** The experience in the current phase of ARLA with regard to timely and consistent decision making, allocation of roles and responsibilities between OMSAR, PMC and others strongly suggests that these arrangements are in need of change. Section 4 contains a proposal for making such changes. This has not been discussed and agreed with all parties. It is strongly suggested to tackle these issues, even where they may be sensitive, in order to have much faster and more efficient management and execution of ARLA's next phase.

3. **Modalities and timing of assistance to CAS:** While the preparation, contracting and monitoring of TA for the usual MSCs are quite clear, this is not the case for future TA to CAS, which may come as a special MSC. The responsibility for this is not clearly allocated, while the arrangements during the interim period (between phasing out the current arrangements through mobilizing experts through PMC and establishing an operational MSC contract with a third party) are not clear. This needs prompt attention[3].

4. **Timing of extension:** The current contract for PMC expires by 30 September 2002. Ideally all conditions would then be in place to finalise new Terms of Reference, contract and, to the extent required, revised staffing. This may be possible, but not likely. The alternative is to take this in two steps: a budget-neutral extension under the same contract until, for example, the end of December 2002 or March 2003. This should give enough time to all to conclude all arrangements. The obvious disadvantage is the perpetuation of uncertainty and the risk that even more time will be spent on making, revising and discussing plans.

5. **Financing OMSAR Staff:** It is clear that, at this point, a considerable part of OMSAR's budget for the coming three years is not funded by external sources. The case has been made that those OMSAR experts who meet the requirements for supporting the execution of specific ARLA activities should be funded through the EC, to the extent of the duration and time of their involvement. This document shows the scope of the need for such staff (section 5) and estimates the costs involved if those would be funded at the rate commonly used for local experts (section 6). There is, however, at this stage, no clear-cut and generally acceptable arrangement for such financing.

6. **Duration of the next phase:** The Financing Agreement has been extended till the end of 2005. At this stage it is hard to predict whether all MSCs will have been concluded by that time. It is equally difficult to estimate for how long PMC should be in place (and what its composition and tasks should be over time) and for how long OMSAR staff should and could provide assistance. These uncertainties make planning and budgeting difficult.

[2] The EC and OMSAR will have to decide whether a Work Plan should be prepared for the entire three years period, or whether this will be done through Annual Work Plans.

[3] The experts presently working with CAS will prepare a paper on TA requirements during a possible interim period.

7. **Decision making and next steps:** While there are many stakeholders (including the Government of Lebanon) and complex issues, there is a sense of great urgency. Knowing that decision making and procedures take their time on all sides, there is cause for concern about the trade-off between timeliness, consensus-building and thoroughness. It is strongly suggested to soon establish a clear, transparent and process with clear responsibilities for conducting and supporting this process.

2 Overview of past and current activities

This section provides three overviews of ongoing activities, which are part of the current PMC Workplan January-September 2002. These overviews provide very concise information about the status of each individual activity, while PMC is fully prepared to provide any additional information and observations.

Overview 1: **'Status Ongoing Activities Workplan January-September 2002'** presents an overview of all activities (including those of the subsequent overviews), which are marked as follows:
'can' for cancelled
'com' for completed
'ong' for ongoing
'hold' for on hold
'con' for to be continued beyond the workplan duration.

Overview 2: **'MSCs – IAPs Overview'** provides information about the status of the MSCs and IAPs.

Overview 3: **'Status Ongoing Activities to be Continued'** offers an overview of activities, which are supposed to be continued beyond the current workplan duration.

The workplan January-September 2002 includes 70 separate activities. Six of these activities, including the MSC for the MoET and the ICT Master plan for the Public Administration, were cancelled upon request of OMSAR. Of the 64 remaining activities, 22 activities have already been completed; 8 have been put on hold and 34 are currently executed.

From the last two categories, 31 activities are expected to be continued beyond the duration of this workplan. They include 8 activities of which the ICT procurement procedures will not have been finalized earlier, 8 activities related to MSCs and IAPs and 6 activities related to overall project management (including procurement, monitoring and evaluation) and the ARLA awareness campaign. The commencement of other activities is postponed because of ongoing discussion among the different stakeholders about ToR and/or other topics.

Activities, which, during this workplan period, did not even mature to the stage of an implementation start, should further not be considered as activities to be continued. The creation of the Multipurpose Committee Technology Centres (MCTC), hindered by human resources and staffing problems, is an example of such an activity.

At the same time, it is obvious that successful activities should continue beyond the end of this current workplan. A noticeable example here is the Performance Improvement Planning (PIP) programme.

1 Status Ongoing Activities Workplan January-September 2002

Act #	Title of Acivity	Can	Com	Ong	Hold	Con	Remarks
2.1 Assistance to/through OMSAR							
ARLA Programme Management Services							
2.1.1.1	Overall Programming and Monitoring of ARLA			V		V	Urgent need to decide on the future of the project,
							possible new conditions and arrangements as a
							precondition for future workplans and modalities
							for their implementation.
2.1.1.2	Design of a M&E System for ARLA, Phase 2				V	V	Need to discuss simplified version and integrate the
							the Work Flow System currently under development
							(see 2.1.1.4)
2.1.1.3	Implementation of the M&E System			V		V	Implementation of MEDAT1 to be started.
2.1.1.4	Development of OMSAR Project Cycle Work Flow System			V		V	Design of the system in last stage of development.
							Decision on which software to base this development
							to be taken.
2.1.1.5	Finalisation of Manual of Procedures			V			Waiting for approval from OMSAR to be finalized and
							Implemented.
2.1.1.6	Procurement and Contract Management			V		V	Status of procurement issues separately stated
							individually below.
2.1.1.7	Public Service Delivery Surveys and Specific Studies				V	V	
2.1.1.8	Study of Size, Services and Costs of the Public Sector			V			Waiting completion of Final Report to be submitted to
							OMSAR.
Training/Awareness Raising							
2.1.2.1	Design of an Action Plan for Continuous Training for Grades			V		V	Interim report submitted; implementation
	2, 3 and 4 Civil Servants (in cooperation with the CSC)						to take place under the new workplan.
2.1.2.2	Implementation of Interministries Conferences for Senior			V			Three conferences being planned for July,
	Officials Grade 1 and 2						August and September 2002. First conference held.
2.1.2.3	Organisation of an Awareness Campaign for Administrative			V		V	Audiovisual presentations and ombudsman workshop
	Modernisation and Reform						held; monthly newsletter published.
2.1.2.4	Training of OMSAR Staff in EU Administrative Reform and/or			V			Being planned for July, August and
	Project Management Topics						September 2002
2.1.2.5	Training of Civil Servants on Administrative Performance/			V		V	Pilot training sessions for OMSAR staff
	Management of Change						started and continue
2.1.2.6	Review/Evaluation of the (ARLA) Training Activities conducted in		V				No training activities in the framework of the ARLA

	Ministries and Public Institutions						project executed; other training activities in MoE, MoF,
							MoPW&T, NEO analysed.
ICT Coordination							
2.1.3.1	ICT Master Plan for the Public Administration	V					Cancelled upon instructions from the OMSAR TCU
							Director
2.1.3.2	E-Government Workshops and ICT Agenda for Lebanon			V			E-Government workshop held; ICT Agenda
							workshop to be held
2.1.3.3	ICT Framework for the Ministry of Foreign Affairs			V			See 2.3.5.1
2.1.3.4	Support to OMSAR for Implementation of ICT in ARLA Sectors			V		V	See remarks related to Customs and
							Ministry of Health ICT activities
Administrative Modernisation and Reform Strategy							
2.1.4.1.1	Follow Up of the PMC/OMSAR Reform Strategy Document			V			Strategy document replaced by 'Framework for Future
							ARLA Interventions' July 2002.
2.1.4.2.1	Drafting of a Code of Administrative Procedures		V				Waiting for OMSAR's comments
2.1.4.2.2	Capacity Strengthening for Implementing and Interdepartemental						
	Programme of Simplification and De-bureaucratisation						
	a) Simplification of procedures in the Ministry of Public Health and the		V			V	Review of simplification of procedures; completed,
	DG of Urban Planning Phase 1						reports submitted; further support to the
							implementation of simplification proposals in the MoPH
							and GD of Urban Planning beyond September
	b) Simplification of procedures in the Ministry of Finance, DG of			V		V	Simplification of procedures ongoing; further support to
	Customs and DG of Revenue Phase 2						the implementation of simplification proposals in the
							MoF DGs of Customs and Revenues beyond September
2.1.4.2.3	Training of Administrators to ensure correct implementation				V	V	Pending awaiting formal adoption and
	of Simplified Procedures						enactment of the simplification proposals
2.1.4.2.4	Performance Improvement Planning in Selected Agencies Ph1						Except for EDL (which just now finally agreed on actions
	a) National Employment Office		V				to be taken) in all other beneficiaries action plans
	b) Real Estate Agency		V				executed; services, training and equipment delivered.
	c) EDL Electricite du Liban			V		V	PIP manual produced in Arabic/ English.
	d) Beirut Water Authority		V				
2.1.4.2.5	Performance Improvement Planning in Selected New Agencies Ph2						Beneficiaries selected; analysis made;
	a) Ministry of Finance - Customs			V		V	action plans produced for swift implementation
	b) Ministry of Finance - Revenues			V		V	For all the phase 2 PIP activities ICT
	c) Ministry of Economy and Trade			V		V	contracts are expected to be signed end
	d) Ministry of Environment			V		V	September 2002 for implementation between
	e) Beirut Water Authority			V		V	October 2002 and March 2003

	f) Barouk Water Authority			V		V	
2.1.4.2.6	Development of an Outline of a Performance Measurement System			V			New mission STE planned August –September 2002
2.1.4.2.7	Technical Assistance in Designing a Job Classification System			V			International STE on site
2.1.4.3.1	Operational Assesment of One-Stop-Shops in Lebanese Public			V			The 'shops' do not exist, have no structure; no activities;
	Institutions						no staff; only a number of computers placed, which are
							all out of order and lack maintenance facilities.
2.1.4.3.2	Assistance for Improving the Operations of the OMSAR Citizen's		V				Analysis of existing structures completed
	Information Centres						Report submitted to OMSAR
2.1.4.3.3	Design of a Package of Combined Support for Improvement Directed			V		V	Package of combined support for the
	to a Limited Number of Selected Agencies						Customs designed.
							ICT contract expected to be signed end
							September 2002 for implementation between
							October 2002-February 2003
							(only supply of software foreseen)
2.1.4.4.1	A Series of Training Seminars for the Local Government		V		V		3 Seminars executed. Further sessions to be planned
2.1.4.4.2	Establishment of a Multipurpose Committee Technology Centres				V		Problems with staffing of the centers; a solution
	(MCTC) for Decentralised Government Services						should be found soon otherwise activity will have
							to be deleted from the workplan.
2.1.4.4.3	Study for ICT Networking Needs for the MoIM Ministry of Interior and		V			V	ICT contract expected to be signed end
	Municipalities						November 2002 for implementation between
							November 2002-March 2003
							(software development only)
2.2 Assistance to Core Administrative Agencies							
Civil Service Council (CSC)							
2.2.1.1	Organisation Development Plan for the Civil Service Council		V				PMC proposals incorporated in draft law
2.2.1.2	Revision of the Performance Appraisal System for the Permanent		V				PMC proposals incorporated in draft law
	Public Employees						and submitted to Council of Ministers
2.2.1.3	Capacity Building for Staff Performance Appraisal				V		Not started contingent to awaited
							approval of the appraisal system (2.2.1.2)
2.2.1.4	Advice on a Draft Code of Conduct for Civil Servants		V				Approved by Council of Ministers and
							published
2.2.1.5	Modernisation of the Recruitment and Selection Systems		V				Submitted to OMSAR; being
							translated for submission to CSC
2.2.1.6	Modernisation of the Testing System for Recruitment/Selection		V				Submitted to OMSAR and CSC; no
							comments received yet
2.2.1.7	Development of a Promotion System, Advancement System and a		V				Report for the development of a promotion

	Motivation Scheme						system submitted to OMSAR and CSC;
							no comments received yet
							Report for the development of an advance-
							ment system and a motivation scheme
							submitted to and approved by the Minister
							of Finance; submitted to CSC
2.2.1.8	ICT Implementation in the CSC			V		V	ICT contract for DIS expected to be
							signed end June for implementation be-
							tween July 2002-November 2003
							ICT contract for BSD expected to be
							signed end July 2002 for implementation
							between August 2002-February 2003
2.2.1.9	Study of the ICT Infrastructure, Software and Training in CSC		V				Submitted to OMSAR and CSC; no
							comments received yet
2.2.1.10	Re-design of Personnel File System and Provision of New Files		V				Waiting for EC approval for tender
							evaluation report submitted on 23-05-02
Court of Audit (COA)							
2.2.2.1	Development and Implementation of an Audit Training Programme			V		V	ToR approved by CoA. Reallocation of
							budget to be requested and if OK tender
							to launch
2.2.2.2.	Study of the ICT Infrastructure, Software and Training on ICT		V				
2.2.2.3	Advice on Institutional, Organisational and HR Development		V				Draft law prepared, approved by CSC and
							submitted to the Prime Minister
2.2.2.4	ICT Training for the Auditor in COA		V				Implemented by local company through
							OMSAR
2.2.2.5	ICT Implementation in COA			V		V	ICT contract for DIS expected to be
							signed end June for implementation be-
							tween July 2002-November 2003
							ICT contract for BSD expected to be
							signed end July 2002 for implementation
							between August 2002-February 2003
Central Inspection (CI)							
2.2.3.1	Design and Organisation of an Overall Training Programme			V			Training programme cancelled upon request of the CI;
							instead inspection indicators will be developed;
							ST mission started
2.2.3.2	Study of ICT Infrastructure, Software and Training on ICT		V				

2.2.3.3	ICT Implementation in the CI					V	ICT contract for DIS expected to be signed end June for
							implementation between July 2002-November 2003
							ICT contract for BSD expected to be signed end July for
							Implementation between August 2002-February 2003
2.2.3.4	Study of the Inter Agency Electronic Data Exchange between			V			Planned for August-September 2002
	CSC, COA and CI						
2.2.3.5	Advice/Recommendations on Modernisation of Legal Framework		V				PMC proposals incorporated in draft law
	on Core Functions of the CI; Organisational Development of the CI						
	and Modernisation of the Structure of Personnel Cadre of the CI						
Central Administration of Statistics (CAS)							
2.2.4.1	Institutional development of CAS			V		V	After an interruption of two months, work
							was resumed mid-May 2002; progress report submitted
2.2.4.2	Building a System of Economic Statistics Needed for Modern N.A.			V		V	International STEs on site, reports submitted
2.3 Assistance to Sectoral Ministries through MSCs and IAPs							
Ministry of Social Affairs (MoSA)							
2.3.1.1	Review of Social Protection Reports	V					
Ministry of Labour (MoL)							
2.3.2.1	MSC Institutional Strengthening of the MoL and NEO			V		V	13 LoIs received for shortlist MSC contract expected to
							be signed mid October 2002 for implementation in
							November 2002
Ministry of Economy and Trade (MoET)							
2.3.3.1	MSC Institutional Reform of the MoET	V					
2.3.3.2	IAP Preparation of the establishment of a Trade Policy Unit		V				EC to make payments to contractor
2.3.3.3	IAP Reform of Consumer Protection	V					
Ministry of Finance (MoF)							
2.3.4.1	IAP Extension of ASYCUDA Customs System Troughout Lebanon			V		V	Grant agreement being finalised
2.3.4.2	Formulation of an Assistance Package for the MoF-IoF (see below)			V			
2.3.4.2.	a) IAP IoF 'Human Resources Development Strategy'					V	Draft ToR approved by beneficiary; budget
							prepared by PMC; instructions received
							to make use of simplified procedure; new
							ToR simplified procedure and budget sub-
							mitted to OMSAR/MoF-IoF for formal
							approval
2.3.4.2.	b) IAP Iof 'Communication and Public Awareness Strategy'					V	Draft ToR approved by beneficiary; budget
							prepared by PMC; instructions received
							to make use of simplified procedure; new

							ToR simplified procedure and budget sub-
							mitted to OMSAR/MoF-IoF for formal approval
2.3.4.2	c) IAP MoF 'Structural Reorganisation and Functional Reform'					V	Draft ToR submitted for approval
2.3.4.2.	d) IAP MoF 'Improved Quality of Services to Citizens'					V	Draft ToR submitted for approval
2.3.4.2.	e) IAP MoF 'Research, Publication, Information Dissemination'					V	Draft ToR submitted for approval
Ministry of Foreign Affairs (MoFA)							
2.3.5.1	Factfinding on key Organisational and Procedural Aspects and the		V				Awaiting comments on expert's report
	Communication Capacities between the MoFA and the Lebanese						from MoFA; Need for an appraisal of the
	Embassies/Missions						recommendations and budget indications
							for possible implementation under the
							new workplan
Ministry of Justice (MoJ)							
2.3.6.1	Preparation of the MoJ for Lebanon's Association with the EU			V		V	Change of Scope; new ToR agreed upon,
							submitted to OMSAR and the MoJ
							STEs being mobilised for identification of
							future MSC justice reform project
Ministry of Public Works and Transport (MoPW&T)							
2.3.7.1	IAP Options for Transport Sector Policy in Lebanon		V				EC to make payments to contractor
2.3.7.2	MSC Establishment of Civil Aviation Authority in Lebanon			V		V	ToR by OMSAR and MoPW&T, waiting
							for EC approval, after which shortlisting
							can start for a possible tender launch
							in October 2003
2.3.7.3	MSC Capacity Building in Land & Maritime Transport Directorate	V					
Ministry of Telecommunication (MoT)							
2.3.8.1	MSC Institutional Building of Telecommunications Regulatory Authority				V	V	Procurement suspended but likely to be
							restarted soon
2.3.8.2	IAP Management of the Transition of the MoT	V					
Ministry of Interior and Municipalities (MoIM)							
2.3.9.1	MSC Local Government and Municipal Strengthening				V	V	Project to be restructured
	a) Research & Training Center for Municipalities			V			Framework paper approved by MoIM; a
							committee will be established to proceed
							with the study
	b) ICT Needs Assessment for the Ministry			V			To be finalised end July 2002
2.3.9.3	Supply Contract for Basic Office/IT Equipment			V		V	

2 MSCs - IAPs Overview

Act #	Title of Acivity	Budget	Ong	Hold	Con	Remarks
2.3 Assistance to Sectoral Ministries through MSCs and IAPs						
Ministry of Labour (MoL)						
2.3.2.1	MSC Institutional Strengthening of the MoL and NEO	1.900	V		V	13 LoIs received for shortlist MSC contract
						expected to be signed mid October 2002 for
						for implementation start in November 2002
Ministry of Finance (MoF)						
2.3.4.1	IAP Extension of ASYCUDA Customs System Throughout Lebanon	0.213	V		V	Grant agreement being finalised
2.3.4.2	Formulation of an Assistance Package for the MoF-IoF (see below)		V			
2.3.4.2.	a) IAP IoF 'Human Resources Development Strategy'	0.239			V	Draft ToR approved by beneficiary; budget
						prepared by PMC; instructions received
						to make use of simplified procedure; new
						ToR simplified procedure and budget sub-
						mitted to OMSAR/MoF-IoF for formal approval.
2.3.4.2.	b) IAP IoF 'Communication and Public Awareness Strategy'	0.137			V	Draft ToR approved by beneficiary; budget
						prepared by PMC; instructions received
						to make use of simplified procedure; new
						ToR simplified procedure and budget sub-
						mitted to OMSAR/MoF-IoF for formal approval.
2.3.4.2	c) IAP MoF 'Structural Reorganisation and Functional Reform'	0.116			V	Draft ToR submitted for approval
2.3.4.2.	d) IAP MoF 'Improved Quality of Services to Citizens'	0.117			V	Draft ToR submitted for approval
2.3.4.2.	e) IAP MoF 'Research, Publication, Information Dissemination'	0.117			V	Draft ToR submitted for approval
Ministry of Public Works and Transport (MoPW&T)						
2.3.7.2	MSC Establishment of Civil Aviation Authority in Lebanon	2.100	V		V	ToR by OMSAR and MoPW&T, waiting for EC
						approval, after which shortlisting can start for
						a possible tender launch in October 2003.
Ministry of Telecommunication (MoT)						
2.3.8.1	MSC Institutional Building of Telecommunications Regulatory Authority	3.500		V	V	Procurement suspended but likely to be
						restarted soon
Municipalities						
2.3.9.1	MSC Local Government and Municipal Strengthening	7.000		V	V	Project to be restructured
Proposed New MSCs-IAPs under Consideration						
Ministry of Justice (MoJ)		2.300			V	
Statistics (CAS)		2.900			V	

3 Status Ongoing Activities to be Continued

Act #	Title of Acivity	Can	Com	Ong	Hold	Con	Remarks
2.1 Assistance to/through OMSAR							
ARLA Programme Management Services							
2.1.1.1	Overall Programming and Monitoring of ARLA			V		V	Urgent need to decide on the future of
							the project, possible new conditions and
							arrangements as a precondition for future
							workplans and modalities for their
							implementation
2.1.1.2	Design of a M&E System for ARLA, Phase 2				V	V	Need to discuss simplified version and
							integrate the Work Flow System currently
							under development (see 2.1.1.4)
2.1.1.3	Implementation of the M&E System			V		V	Implementation of MEDAT1 to be started
2.1.1.4	Development of OMSAR Project Cycle Work Flow System			V		V	Design of the system in last stage of
							development. Decision on which software
							to base this development to be taken
2.1.1.6	Procurement and Contract Management			V		V	Status of procurement issues separately
							stated individually below
2.1.1.7	Public Service Delivery Surveys and Specific Studies				V	V	
Training/Awareness Raising							
2.1.2.1	Design of an Action Plan for Continuous Training for Grades			V		V	Interim report submitted; implementation
	2, 3 and 4 Civil Servants (in cooperation with the CSC)						to take place under the new workplan
2.1.2.3	Organisation of an Awareness Campaign for Administrative			V		V	Audiovisual presentations and ombuds-
	Modernisation and Reform						man workshop held; monthly newletter
							published
2.1.2.5	Training of Civil Servants on Administrative Performance/			V		V	Pilot training sessions for OMSAR staff
	Management of Change						started and continue
ICT Coordination							
2.1.3.4	Support to OMSAR for Implementation of ICT in ARLA Sectors			V		V	See remarks related to Customs and
							Ministry of Health ICT activities
Administrative Modernisation and Reform Strategy							
2.1.4.2.2	Capacity Strengthening for Implementing and Interdepartemental						
	Programme of Simplification and De-bureaucratisation						

	a) Simplification of procedures in the Ministry of Public Health and the		V			V	Review of simplification of procedures;
	DG of Urban Planning Phase 1						completed, reports submitted;
							further support to the implementation of
							simplification proposals in the MoPH and
							GD of Urban Planning beyond September
	b) Simplification of procedures in the Ministry of Finance, DG of			V		V	Simplification of procedures ongoing;
	Customs and DG of Revenue Phase 2						further support to the implementation of
							simplification proposals in the MoF DGs
							of Customs and Revenue beyond
							September
2.1.4.2.3	Training of Administrators to ensure correct implementation				V	V	Pending awaiting formal adoption and
	of Simplified Procedures						enactment of the simplification proposals
2.1.4.2.4	Performance Improvement Planning in Selected Agencies Ph1						
	EDL Electricite du Liban			V		V	EDL agreed on actions to be taken
2.1.4.2.5	Performance Improvement Planning in Selected New Agencies Ph2						Beneficiaries selected; analysis made;
	a) Ministry of Finance - Customs			V		V	action plans produced for swift imple-
	b) Ministry of Finance - Revenues			V		V	mentation
	c) Ministry of Economy and Trade			V		V	For all the phase 2 PIP activities ICT
	d) Ministry of Environment			V		V	contracts are expected to be signed end
	e) Beirut Water Authority			V		V	September 2002 for implementation be-
	f) Barouk Water Authority			V		V	tween October 2002 and March 2003
2.1.4.3.3	Design of a Package of Combined Support for Improvement Directed			V		V	Package of combined support for the
	to a Limited Number of Selected Agencies						Customs designed.
							ICT contract expected to be signed end
							September 2002 for implementation be-
							tween October 2002-February 2003
							(only supply of software foreseen)
2.1.4.4.3	Study for ICT Networking Needs for the MoIM Ministry of Interior and		V			V	ICT contract expected to be signed end
	Municipalities						November 2002 for implementation be-
							tween November 2002-March 2003
							(software development only)
2.2 Assistance to Core Administrative Agencies							
Civil Service Council (CSC)							
2.2.1.3	Capacity Building for Staff Performance Appraisal				V	V	Not started contingent to awaited
							approval of the appraisal system (2.2.1.2)
2.2.1.8	ICT Implementation in the CSC			V		V	ICT contract for DIS expected to be

							signed end June for implementation be-
							tween July 2002-November 2003
							ICT contract for BSD expected to be
							signed end July 2002 for implementation
							between August 2002-February 2003
Court of Audit (COA)							
2.2.2.1	Development and Implementation of an Audit Training Programme			V		V	ToR approved by CoA. Reallocation of
							budget to be requested and if OK tender
							to launch
2.2.2.5	ICT Implementation in COA			V		V	ICT contract for DIS expected to be
							signed end June for implementation be-
							tween July 2002-November 2003
							ICT contract for BSD expected to be
							signed end July 2002 for implementation
							between August 2002-February 2003
Central Inspection (CI)							
2.2.3.3	ICT Implementation in the CI					V	ICT contract for DIS expected to be
							signed end June for implementation be-
							tween July 2002-November 2003
							ICT contract for BSD expected to be
							signed end July 2002 for implementation
							between August 2002-February 2003
Central Administration of Statistics (CAS)							
2.2.4.1	Institutional development of CAS			V		V	After an interruption of two months, work
							was resumed mid-May 2002; progress
							reports submitted
2.2.4.2	Building a system of economic statistics needed for modern N.A.			V		V	International STEs on site; reports
							submitted
2.3 Assistance to Sectoral Ministries through MSCs and IAPs							
Ministry of Labour (MoL)							
2.3.2.1	MSC Institutional Strengthening of the MoL and NEO			V		V	13 LoIs received for shortlist
							MSC contract expected to be signed mid
							October 2002 for implementation start
							in November 2002
Ministry of Finance (MoF)							
2.3.4.1	IAP Extension of ASYCUDA Customs System Troughout Lebanon			V		V	Grant agreement being finalised

2.3.4.2	Formulation of an Assistance Package for the MoF-IoF (see below)			V			
2.3.4.2.	a) IAP IoF 'Human Resources Development Strategy'					V	Draft ToR approved by beneficiary; budget
							prepared by PMC; instructions received
							to make use of simplified procedure; new
							ToR simplified procedure and budget sub-
							mitted to OMSAR/MoF-IoF for formal
							approval
2.3.4.2.	b) IAP Iof 'Communication and Public Awareness Strategy'					V	Draft ToR approved by beneficiary; budget
							prepared by PMC; instructions received
							to make use of simplified procedure; new
							ToR simplified procedure and budget sub-
							mitted to OMSAR/MoF-IoF for formal
							approval
2.3.4.2	c) IAP MoF 'Structural Reorganisation and Functional Reform'					V	Draft ToR submitted for approval
2.3.4.2.	d) IAP MoF 'Improved Quality of Services to Citizens'					V	Draft ToR submitted for approval
2.3.4.2.	e) IAP MoF 'Research, Publication, Information Dissemination'					V	Draft ToR submitted for approval
Ministry of Justice (MoJ)							
2.3.6.1	Preparation of the MoJ for Lebanon's Association with the EU			V		V	Change of Scope; new ToR agreed upon,
							submitted to OMSAR and the MoJ
							STEs being mobilised for identification of
							future MSC justice reform project
Ministry of Public Works and Transport (MoPW&T)							
2.3.7.2	MSC Establishment of Civil Aviation Authority in Lebanon			V		V	ToR by OMSAR and MoPW&T, waiting
							for EC approval, after which shortlisting
							can start for a possible tender launch
							in October 2003
Ministry of Telecommunication (MoT)							
2.3.8.1	MSC Institutional Building of Telecommunications Regulatory Authority				V	V	Procurement suspended but likely to be
							restarted soon
Ministry of Interior and Municipalities (MoIM)							
2.3.9.1	MSC Local Government and Municipal Strengthening				V	V	Project to be restructured
2.3.9.3	Supply Contract for Basic Office/IT Equipment			V		V	

3 Framework for Future ARLA Interventions

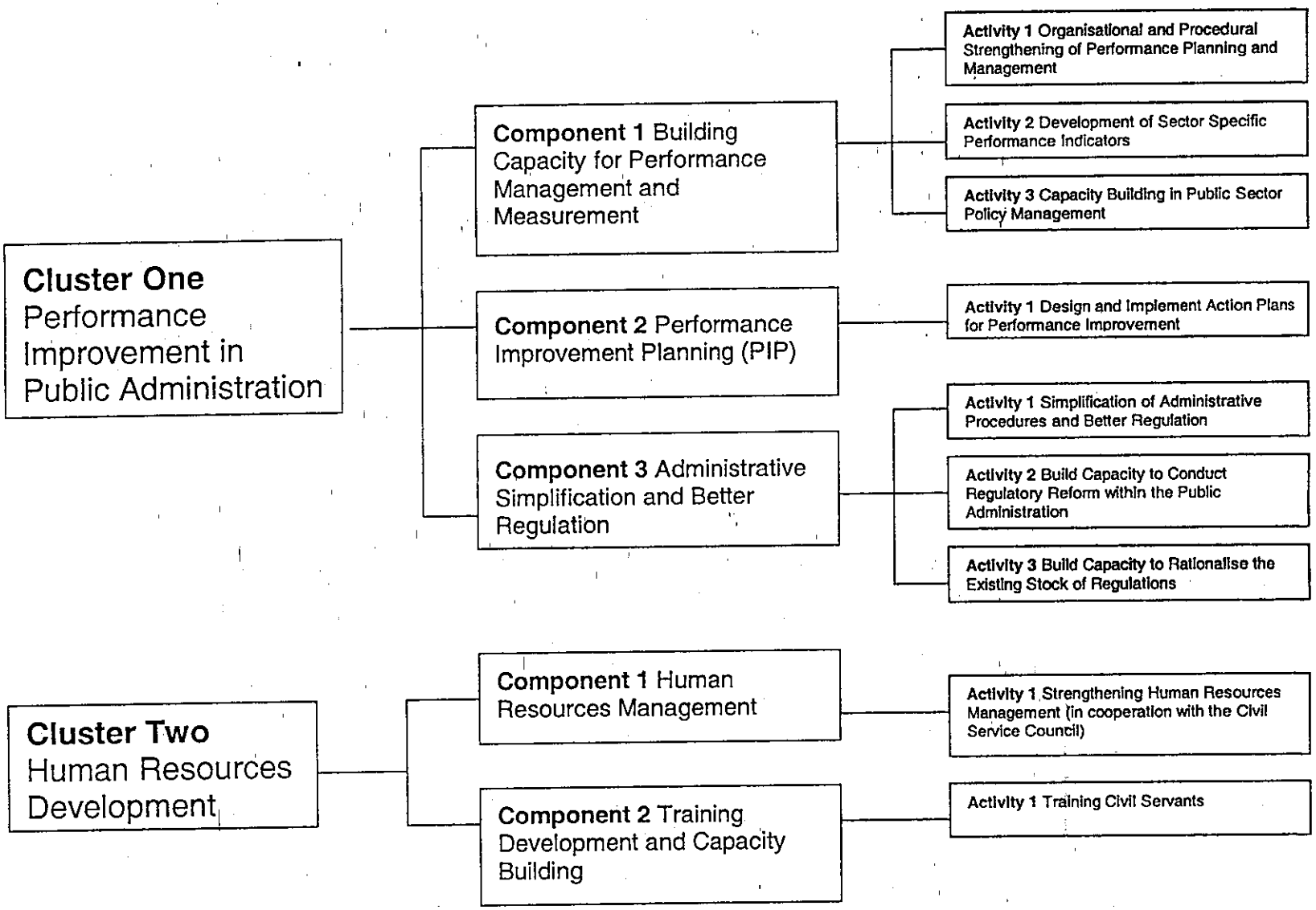
The Framework developed so far between OMSAR and PMC consists of five clusters:

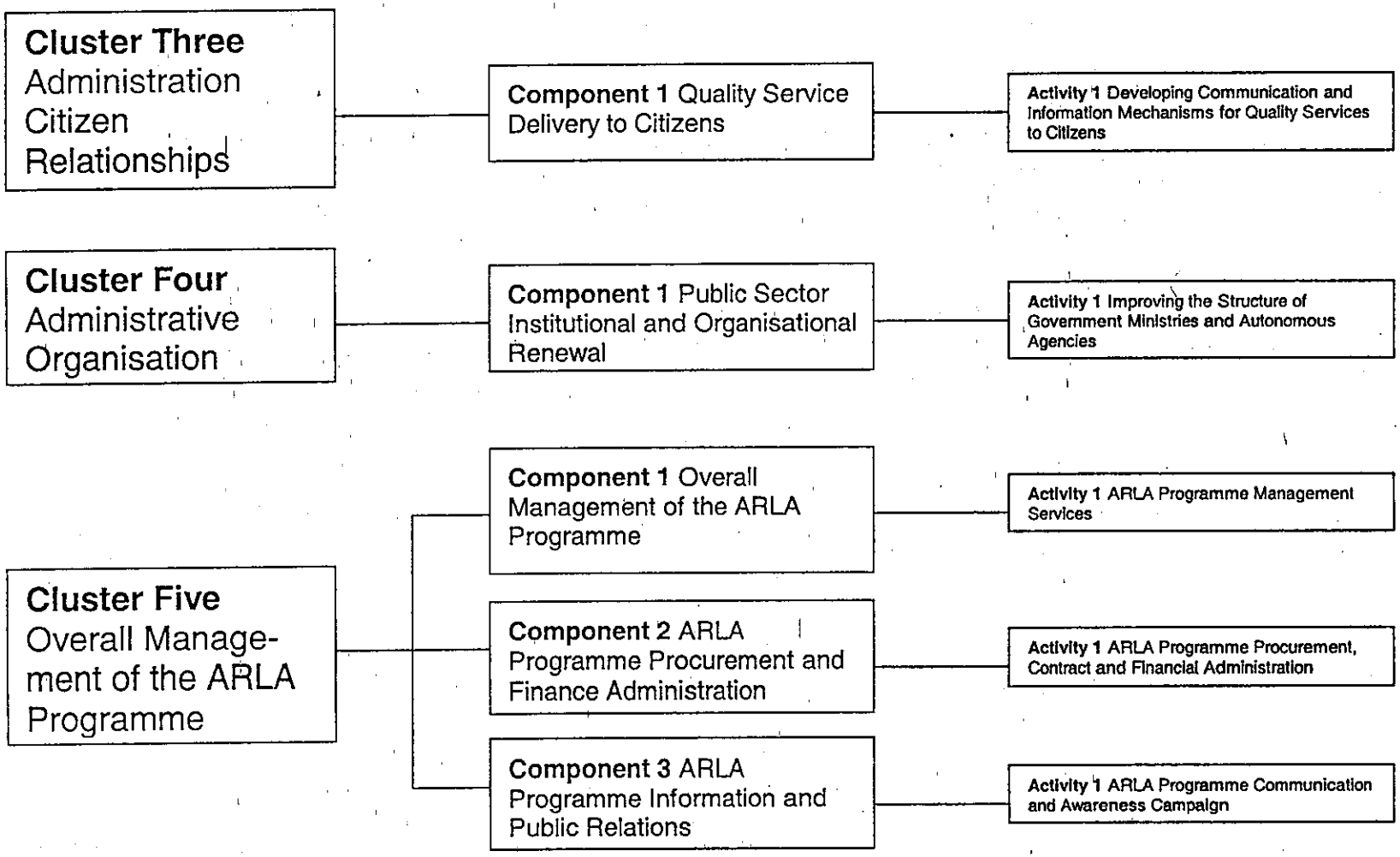
1. Performance Improvement in Public Administration
2. Human Resources Development
3. Administration/ - Citizen Relationships
4. Administrative Organisation
5. Overall Management of the ARLA Programme

On the following pages an outline of each of the above stated clusters is given, showing objectives, proposed clusters of activities, intended target groups and expected results.

For a good understanding, a two-page overview of clusters and activities is given, as well as a rough planning of the selected interventions over the remainder of the project till the end of 2005.

Overview


Cluster One
Performance Improvement in Public Administration
Component 1 Building Capacity for Performance Management and Measurement
Activity 1 Organisational and Procedural Strengthening of Performance Planning and Management
Activity 2 Development of Sector Specific Performance Indicators
Activity 3 Capacity Building in Public Sector Policy Management
Component 2 Performance Improvement Planning (PIP)
Activity 1 Design and Implement Action Plans for Performance Improvement
Component 3 Administrative Simplification and Better Regulation
Activity 1 Simplification of Administrative Procedures and Better Regulation
Activity 2 Build Capacity to Conduct Regulatory Reform within the Public Administration
Activity 3 Build Capacity to Rationalise the Existing Stock of Regulations
Cluster Two
Human Resources Development
Component 1 Human Resources Management
Activity 1 Strengthening Human Resources Management (in cooperation with the Civil Service Council)
Component 2 Training Development and Capacity Building
Activity 1 Training Civil Servants


Cluster Three
Administration Citizen Relationships
Component 1 Quality Service Delivery to Citizens
Activity 1 Developing Communication and Information Mechanisms for Quality Services to Citizens
Cluster Four
Administrative Organisation
Component 1 Public Sector Institutional and Organisational Renewal
Activity 1 Improving the Structure of Government Ministries and Autonomous Agencies
Cluster Five
Overall Management of the ARLA Programme
Component 1 Overall Management of the ARLA Programme
Activity 1 ARLA Programme Management Services
Component 2 ARLA Programme Procurement and Finance Administration
Activity 1 ARLA Programme Procurement, Contract and Financial Administration
Component 3 ARLA Programme Information and Public Relations
Activity 1 ARLA Programme Communication and Awareness Campaign

Cluster One Performance Improvement in Public Administration

The first cluster of this plan is built on three components containing a total of 7activities. The components are the following :

- Component 1: Building Capacity for Performance Management and Measurement
- Component 2: Performance Improvement Planning
- Component 3: Administrative Simplification and Better Regulation

The overall scope of this cluster of actions is to improve performance of the Lebanese Public Administration by enhancing capacities to effectively manage functions, simplify their execution and measure results.

Within the proposed framework, short-term interventions will be developed, capitalising on demand and absorption capacity, which fit into the administrative modernisation perspective. The intention is to develop, in a systematic manner, integrated packages of combined support focusing on several thematic types of concrete, feasible and demand-driven assistance (e.g. performance improvement, simplification of procedures, better regulation, performance indicators, usage of information and communication technologies) to a limited number of committed agencies.

Component 1 Building Capacity for Performance Management and Measurement

One of the immediate needs of the Lebanese administration is to improve its performance as a mean to gain credibility among citizens as well as ensuring effectiveness in the delivery of services. For this purpose this component relies on three main activities, namely:

- Organisational and procedural strengthening of performance planning and management
- Development of sector-specific performance indicators
- Capacity building in public sector policy management

The consolidation of performance-oriented management is considered a key priority in this component. In this respect the project intends to pursue the goal of improved performance through direct intervention on the administrative staff by exposing them to modern management methods according to the world best practices.

In concrete terms through this component the project intends, with ad hoc training and coaching initiatives, to expose staff of the Lebanese Public Administration to the techniques of strategic planning, designing of projects and related definition of action plans where the setting and achievement of measurable results are the guiding elements of administrative action. The staff would also be exposed to important aspects such as the budgeting of administrative activities, the definition of performance indicators and benchmarks, the preparation of project documents, the techniques of follow up, and evaluation of projects and deliveries of services.

The effectiveness of the training and coaching activities planned in this component is to be ensured by simultaneous action aimed at institutional strengthening through the definition of rules and procedures intended to allow the use newly-acquired skills. Target of this action would be the existing policy and programming units and respective staff in the ministries.

The measurement of performance is another essential element, which this component intends to introduce in the consolidation of a performance-oriented administration. Monitoring and evaluating results can be done by introducing objective indicators that this project intends to define and have adopted during its execution. The definition and adoption of key performance indicators is to be gradually extended to sectors of the Public Administration mainly in direct contact with the citizens including Municipalities.

Performance should, in the end, be considered from the point of view of the roles and responsibilities that public sector agencies have taken upon themselves. These are ultimately political and policy decisions, regarding the role of the State in a particular sector. The options range from extensive operational service delivery by the state up to full privatisation, decentralisation and out-contracting. It

is increasingly clear that the State needs to make such far-reaching choices in a more deliberate, open-minded and careful manner., considering all options, trade-offs for all options, respective strengths and weaknesses of state and non-state institutions (including private sector and civil; society) and the comparative advantages of the various options. While the debate on these political and policy choices has started in Lebanon, there is an urgent need for high-level assistance to policy makers to identify and explore the various options, think through the choices and make strategic decisions with regard to function, strategy, structure and systems that would be appropriate for a given sector. Support for this process to those institutions that genuinely want to embark on this search for optimising public sector policies will be provided under the third activity.

Component 2 Performance Improvement Planning

The concept of managing and improving organisational performance is a legitimate and much needed one in the Lebanese public administration.

This component focuses on translating the concrete pillars of that concept into practical application that follows a systematic, step-by step approach. The process starts from articulating a mission for the whole administration and ends up with a clear strategy and operational action plans. The process works on the meso level and focuses on a selected unit or function within a given organisation.

Transparency and accountability are addressed and attained in this project that seeks to hold named staff or units responsible for achieving each set objective as well as set a time frame to realize these objectives.

Another important component of the project is building the internal capacity of the task force representing the agency and exposing them to the possibilities of achieving positive change without the need to change laws and while working with the available human cadre. The project also has a teaching and development nature that aspires to positively change the prevailing desperate culture and transforming the beneficiary into a learning administration that plans for improvement on periodic basis and measures progress towards very clear goals.

The immediate result of the project will be transforming the selected unit or function within the agency into a more focused and performance-oriented one that aspires to improve its procedures, the performance of its employees, and its overall efficiency. In the longer term there will be improvement in the agency's relationship, with its concerned citizens, as well as enhancement in the productivity and financial standing of that administration.

There have been two rounds of PIP exercises so far, with all together 10 agencies. It is proposed to accept four agencies per year for PIP, i.e. twelve over three years. However, the role of PMC in planning and conducting these PIPs will change substantially. While PMC was the instigator and central actor in the first two rounds, much effort was spent on training IDU staff to do this with less and less supervision and backstopping. Systems were developed, in particular a very detailed PIP Manual, a systematic process related to information management and ICT inputs and arrangements for procurement. It is proposed that from now on IDU will be the main actor for all aspects of PIP. The work with the agencies, overall coordination, networking, logistics, procurement and similar activities will become IDU roles, with PMC reducing and refocussing its role to quality control, overall guidance, training and monitoring. This will free up PMC resoruces to other areas where new methodologies need to be developed and field-tested.

Component 3 Administrative Simplification and Better Regulation

The Improvement of administrative performance can be also achieved through the simplification of procedures and regulations along with overall better regulation.

The actions indicated here are to be conducted by a joint OMSAR-PMC Task Force for Simplification and Better Regulation, counting on the dedicated action of PMC experts, junior and senior staff specifcally assigned by OMSAR, and benefitting of the external support from the General Directorate of Research and Guidance. Such a team is expected to the leading and executive unit in promoting, facilitating and directing all policy related and operational tasks assigned within the framework of simplification and better regulation activities.

In tune with the best EU practice, the scope of this project component is to achieve increased administrative responsiveness through manageable procedures in the delivery of services to citizens. The suggested approach is the integration of simplification and better regulation in order to prevent minimised improvement of past rules and procedures letting the new upcoming ones to be formulated in a clearer and simpler format.

In Lebanon there is a need to update and simplify existing regulations as well as to introduce a contained number of new regulations without imposing further burdens on both citizens and institutions. The 'better regulation portion' of this project also entails the identification of solutions alternative to the productions of rules.

The previous experience and the lessons learned during the first phase of simplification operations in a number of selected public agencies conclude that the method of fragmentary and dispersed streamlining of individual administrative procedures and regulations should be abandoned by establishing a new comprehensive agenda for simplification and better regulation and an institutional mechanism that will allow more effective and enduring measures to take place. This entails the definition of systematic, preferably rolling and targeted annual programmes of simplification, covering the regulation that impacts on citizens, business and the public bodies that have to implement it. In this context, simplification does not mean just sheer deregulation. The strategy to be pursued is meant to preserve as much as possible the existence of rules while making them more effective, less burdensome, and easier to understand and to comply with.

This project component is to be developed around three main types of action :

a. Institutional strengthening of the centres responsible for simplification and better regulation
b. Capacity building of the agents charged with the tasks of simplification and better regulation
c. Actual conduct of simplification and better regulation activities in selected sectors of the Lebanese Public Administration.

For institutional strengthening the improvement, in some cases the actual establishment and the restructuring of the operational units responsible for simplification and better regulation is intended. The main target groups of this activity are the OMSAR staff and staff of the General Directorate for Research and Guidance. The GDRG is part of the Civil Service Board and is the only government authority officially responsible for simplification. Through this activity it is expected to establish competent operational units, policy rules for the conduct of simplification and coherent mechanisms for planning simplification and better regulation.

The capacity building initiatives are conceived in a way that a large number of administrators, including policy and decision makers, are made aware of the scope of simplification and better regulation in a way to facilitate and better plan all activities leading to simpler administrative management.

This component is not only limited to awareness campaign. Learning by doing is the strongest element in this capacity building exercise. On the job training and coaching of simplification agents is intended to occupy most of the time allocated to this project component.

Cluster One Performance Improvement in Public Administration

Component 1 Building Capacity for Performance Management and Measurement

Activity 1 Organisational and procedural strengthening of performance planning and management

Objective

Improved performance of selected agencies through introducing a logical planning system, enhancing skills in project management and fostering a performance-oriented culture.

Tasks

1. Analysis of the organisational frameworks and management functions
2. Piloting performance planning action programmes in a small number of line ministries, autonomous agencies and municipalities for methodological validation through the introduction and use of new management tools.
3. Developing and standardising performance reporting relationships within and among the various types of public administration, including design of standardised reporting forms.
4. Assisting in preparing legislative and regulatory frameworks regarding items 1 and 3.
5. Strengthening and institutionalising performance planning and budgeting, management and measurement through training and systems development
6. Defining scope and arrangements for information systems and technology to support performance oriented planning and management.

Target Groups

- Selected existing policy and programming bureaus and their staff responsible for the adoption and implementation of performance improvement projects and programmes. (capacity strengthening in performance planning etc).
- Three or four pilot units in selected agencies (concrete performance planning action programmes in the context of PIP)
- Core agencies entrusted with public sector accountability and performance control (Central Inspection, Court of Audit, G-D of Research and Guidance)

Expected Results

1. A field-tested approach for management planning and performance strengthening (performance planning, budgeting, monitoring, evaluation, reporting etc), including accountability and control aspects.
2. Instruments for measuring and improving efficiency in day-to-day management of the beneficiary institutions.
3. Staff trained and motivated to use a performance oriented management systems and procedures
4. Activation and strengthening of the Policy and Programming Bureaus within selected ministries The bureaus will be trained and will possess the skills and know-how that enable them to perform their duties.

Cluster One Performance Improvement in Public Administration

Component 1 Building Capacity for Performance Management and Measurement

Activity 2 Development of sector-specific performance indicators

Objective

Field-tested tools for enhanced transparency and accountability of various administrative levels

Tasks

1. Surveying existing performance indicators in the Lebanese public administrations.
2. Conducting a situational analysis in 2 or 3 agencies in areas of relevance to the general public and administrations in direct contact with the citizens (e.g. in the fields of health, consumer protection, transport, environmental policy)
3. Developing quality standards and sector-specific key performance indicators (KPIs).
4. Developing a general framework for performance measurement at the municipal level.
5. Developing selected approaches for verification and validation of the performance measurement information.
6. Defining the framework and tools for using ICT facilities into the design and use of indicators
7. Defining the framework for introducing measurement techniques using ICT facilities

Target Groups

- Two or three pilot agencies selected on predetermined criteria (developing KPIs).
- Ministry of the Interior and Municipalities (performance measurement framework for municipalities).
- Other Ministries involved in provision of services to citizens as the Ministry of Health, the Ministry of Labour and the Ministry of Social Affairs.
- Central Inspection (performance measurement inspections; validity of performance measurement information).

Expected Results

1. Sets of tested key performance indicators in the selected pilot agencies.
2. Strategic framework and practical guide for a performance measurement system in municipalities.
3. Techniques for assessing, documenting and improving the quality and credibility of performance data and information.
4. Experience-based recommendations to the GoL for introducing performance measurement in various types of agencies

Cluster One Performance Improvement in Public Administration

Component 1 Building Capacity for Performance Management and Measurement

Activity 3 Capacity Building in Public Sector Policy Management.

Objective

Enhanced capacity in public sector policy making and strategic management through more accurate identification and appraisal of sector requirements, more deliberate choices for government intervention and more focused application of scarce resources.

Tasks

1. Reviewing the state of the art on developing choices in developing public policies, allocating scarce public resources and monitoring impact. Determining interest among senior staff in ministries in the above issues
2. Preparing a reference document on public policy making, different roles for public sector agencies, targeting public expenditure and monitoring impact
3. Organizing a series of workshops on public sector strategies, defining missions, goals and objectives, formulating policies, and strategic plans, drafting action plans and annual plans with relative budgets, defining performance indicators and producing reports
4. Taking stock of interest in and demand for further assistance
5. Providing support for preparing project documents and terms of reference to mobilize funds.
6. Monitor and evaluating progress, results
7. Proposing next steps

Target Groups

- Ministers of selected ministries
- Directors-General and Heads of Agencies
- Senior staff in selected agencies

Expected Results

- Increased interest and skills with regard to deliberate policy making, allocation of resources and performance related reporting
- Focused initiatives and demand for further support for improving policy making

Cluster One Performance Improvement in Public Administration

Component 2 Performance Improvement Planning

Activity 1 Design and implement action plans for performance improvement.

Objectives

1. Increased awareness, skills and interest in improving performance of selected units within public sector agencies, by going through a structured PIP process
2. Consolidated systems and skills within OMSAR to support and guide agencies in Performance Improvement Planning

Tasks

1. Reviewing experience so far in OMSAR/PMC supporting PIP in various types of agencies.
2. Updating the existing PIP Manual to reflect valuable experience in expanding PIP by adding ICT elements, simplification and training
3. Handing over operational responsibilities for subsequent PIP activities to OMSAR Staff, while establishing specific monitoring and support roles for PMC
4. Identifying a limited number of agencies eligible for PIP support, including new types of agencies
5. OMSAR conducting the next round of PIP exercises
6. OMSAR and PMC monitoring and evaluating the conduct of PIP
7. Consolidating new experiences in PIPs by revising manual and tools where needed and anchoring PIP functions within OMSAR or other central agency.

Target Groups

- Four agencies chosen each year depending on demand, resources and opportunities to further develop the PIP approach

Expected Results

1. Improved performance of the selected functions or units within the organisation.
2. Increased interest, confidence and skills among senior staff in selected agencies with regard to performance improvement
3. Better management information systems and equipment.
4. Trained employees in different relevant domains of expertise.
5. Consolidated expertise and systems in OMSAR to guide and support PIP.

Cluster One Performance Improvement in Public Administration

Component 3 Administrative Simplification and Better Regulation

Activity 1 Simplification of administrative procedures and better regulation.

Objectives

1. Consolidated practice in planning medium term simplification activities through qualified personnel operating in an organised structure and within a regulatory framework of justified rules
2. Achieving a visible level of de/bureaucratisation through the simplification and modernisation of work methods
3. Achieving capacity to ensure implementation of recommended simplification or improved regulatory solutions

Tasks

1. Drafting annual programme for simplification of administrative procedures and related regulations in key areas of the public sector and obtain official approval by stakeholders.
2. Launching inter-agency appreciation programme at the level of Directors-General focusing on the meaning and technical management of simplification and better regulation.
3. Conducting an executive capacity building training programme involving staff at the ministry/agency level for the staff designated to carry out simplification and better regulation activities.
4. Creating structural and operational mechanisms for managing and coordinating simplification and better regulation processes and ensuring correct implementation of simplification proposals.
5. Preparing a handbook on the establishment and conduct of Simplification and Better Regulation activities
6. Capacity building as on-the-job training and coaching on simplification and better regulation. This task substantiates in guided review of selected procedures, identification of complexities, definition of remedies, advise on alternative solutions and eventual regulatory remedies;
7. Reviewing systematically identified procedures for preparation of recommendations for simplification and improvement;
8. Follow up and guidance in the implementation of recommended simplification within client ministries and agencies.
9. Defining ICT based solutions for implementation of the simplification studies.

Target Groups

- OMSAR Staff involved in simplification and better regulation activities
- Line Ministries scheduled to undertake simplification and better regulation activities
- General Directorate for Research and Guidance

Expected Results

1. A detailed annual programme of interdepartmental simplification indicating: Areas of intervention; rationale underpinning the indicated choice; reference of specific procedures to simplify; objectives; responsible ministry or agency
2. Efficiently working simplification and better regulation teams
3. Simplified procedures in place according to the annual simplification programme
4. A number of new regulations filling the gaps that often provoke complexity and non-transparent procedure management
5. Completed simplification/better regulation cycle with the implementation of recommended remedies
6. Operational capacity in to manage simplification and better regulation at the level of ministries and agencies.
7. Effective and credible structures for simplification and better regulation processes in place.

Cluster One Performance Improvement in Public Administration

Component 3 Administrative Simplification and Better Regulation

Activity 2 Build capacity to conduct regulatory reform within the Public Administration

Objectives

1. Capacity established to improve alternatives to existing regulations or add missing ones and to conduct analysis on costs, benefits and opportunity of introducing new regulatory remedies or avoiding them;
2. A permanent system for regulatory reform established, including means for consistent recourse to Regulatory Impact Analysis (R.I.A.) in the event of regulatory reform
3. Improved regulations in place and their impact assessed

Tasks

1. Capacity building within the group of government agents designated to carry out regulatory reform activities, to modify the procedural/regulatory content of formalities according to standards and principles of regulatory reform;
2. Developing among the OMSAR staff members of the PMC-OMSAR Task Force for Simplification and Better Regulation capacity to facilitate and support the actions related to regulatory reform and regulatory impact analysis (R.I.A.) by doing actual R.I.A. for pilot cases;
3. Formulating basic principles and guidelines for the definition of standards of regulatory reform and correct conduct of R.I.A in the Lebanese administrative practice.
4. Establishing (for each year) of one pilot Regulatory Improvement Plan to existing regulations in selected key regulatory areas or specific regulations (pilots).
5. Conducting (at least one per year) Regulatory Impact Analysis (R.I.A.) in selected pilot sectors to justify the introduction of new regulations or the re-enforcement of existing regulations and assess their impact and effects on the citizens, the business operations and the administration.

Target Groups

- Directorate of Legal Affairs of the Council of Ministers
- Council of Legislation and Advice under the Ministry of Justice
- Departments of Legal Affairs of Line Ministries scheduled to undertake regulatory reform activities
- OMSAR Staff involved in coordination of simplification and better regulation activities

Expected Results

1. Improved procedures through the introduction of ameliorated regulatory remedies (i.e. new rules, deletion of old rules, strengthening of rules etc...);
2. Consolidated capacity to carry out regulatory analysis in an identifiable core of trained staff participating in the operational units responsible for simplification and better regulation;
3. General provisions for a foundation and permanent system for regulatory reform established.
4. Formulation of standards and methodology for regulatory reform and for the conduct of R.I.A.
5. Established Regulatory Improvement Plans;
6. Completion of R.I.A. actions in selected ministries or public agencies over the second and third year of the extended assistance to ARLA project
7. Training module for R.I.A. agents established and completion of a first (formal and on-the-job) training programme during the first year of the extended assistance to ARLA

Cluster One Performance Improvement in Public Administration

Component 3 Administrative Simplification and Better Regulation

Activity 3 Build capacity to rationalise the existing stock of regulations

Objectives

1. Capacity established to reorganise the existing body of rules
2. Enhanced administrative transparency by facilitating access to existing administrative regulations
3. A reliable basis established of normative reference for administrators

Tasks

1. Defining training needs, training module and calendar of training events on the techniques of compilation and codification;
2. Conducting formal training and on-the-job coaching of administrative rules on the techniques of compilation and codification, for the agents in charge of simplification and better regulation
3. Codifying Pilot Project: selection of one sector undergoing actual regulatory reform or deep simplification and codification of all relevant regulations into a sectoral administrative code
4. Formulating guidelines for the codification and style of integrated normative texts.

Target Groups

- OMSAR staff involved in simplification and better regulation activities.
- Line Ministries scheduled to undertake simplification and better regulation activities.
- General Directorate for Research and Guidance.

Expected Results

1. Acquired capacity in conceiving integrated normative acts up to full codification. This capacity is to be considered as acquired when concrete recommendations and suggestions to codify or merging regulations appear in the outputs generated following a simplification exercise;
2. At least one pilot code established of administrative rules for a sector undergoing relevant regulatory reform
3. Formal guidelines and instructions for the process of codification established

Cluster Two: Human Resources Development

The second cluster of this plan is built on two components for two activities. The components are:

- Component 1: Human Resources Management
- Component 2: Training Development and Capacity Building.

The scope of this cluster is to strengthen the capacity of the Lebanese Public Administration to effectively manage human resources, establish an institutional framework in charge of human resources management and development equipped with the tools and standards needed to foster a civil service that is capable to perform effectively, and to actually enhance essential staff skills.

Component 1 Human Resources Management

The current HR management system in the Lebanese Public Administration needs urgent support in terms of structures and attribution of well-defined roles and responsibilities.

The Government strives for a clear vision on the development of the public administration. However, so far, there is no general plan for public administration reform nor a modernisation programme. No policies have been established yet in the field of human resources development, although this is a crucial component in any civil service modernisation initiative. Under the previous and the current PMC work plans interventions in the area of human resources development and management were developed (e.g. a framework for HRD; an operational plan for performance improvement and modernisation of the Civil Service Council including organisational restructuring of the Council; a new staff performance appraisal system; the Citizen's Charter; the Code of Conduct for Civil Servants; modernisation of the recruitment, selection and testing systems of civil servants; a promotion system; salary advancement and bonus systems; training modules for various categories of civil servants etc).

There is a need for further assistance for HR issues in order to upgrade increase staff efficiency within the public service and optimise management of human resources to ensure better results. ARLA is ready to undertake the responsibility for the successful completion of ongoing activities or to respond to new requests from the GoL and the CSC.

The main actions envisaged under this component are to reinforce the HR management function with adequate policies and tools within all ministries in tune with the standards set by the Civil Service Council. The strengthening of decentralised HR services is considered to be an appropriate vehicle to insert modern management standards for enhanced efficiency, effectiveness and performance.

Component 2 Training Development and Capacity Building

This component intends to strengthen capacity for the definition of training standards and guidelines as for conducting programmes over a transitional period until the Institute for Public Administration (IPA) will be fully functional.

In view of the protocol signed in June 1999 between the Civil Service Council and the French 'Ecole Nationale d'Administration' (ENA) for cooperation and assistance by the latter to the newly established Institute of Public Administration (IPA), this component does not include (at least now) all possible assistance required for the IPA operations.

The action envisaged in this component intends to involve senior managers and specialised staff within the Lebanese Public Administration. The main outputs expected from this initiative are: the production of training modules for civil servants and manuals for training needs analysis and training review/evaluation, as well as the actual training (probably mostly by contracted third parties) of senior staff and a considerable number of grade 3 and 4 staff.

Cluster Two Human Resources Development

Component 1 Human Resources Management.

Activity 1 Strengthening human resources management (in cooperation with the Civil Service Council)

Objectives

1. A modernised and improved human resources management system in selected key areas of the public service identified and agreed with the CSC
2. Enhanced capacity of existing HR units in various ministries to respond to needs and demands.
3. Improved efficiency and motivation of civil servants

Tasks

1. Reviewing and improving personnel policies and regulations in the public service (in agreement with the CSC);
2. Developing proposals for the most appropriate HRM system for Lebanon
3. Elaborating and implementing a staff performance appraisal system.
4. Enhancing the capability of CSC staff in HRM through training and advice
5. Determining manpower needs of the public service
6. Identifying and reviewing options of dealing with surplus employees
7. Proposing modalities for changing the appointment and employment arrangements for category 1 and 2 civil servants towards competency and merit principles.
8. Designing incentive systems, related to performance.
9. Identifying, on a pilot basis, ways for greater involvement of line ministries in human resources management.
10. Developing a computerized human resources database in order to build the Management Information Systems (MIS) and the Decision Support Systems (DSS) necessary for the efficient management of HR.

Target Groups

- Existing HR units and staff in ministries in cooperation with the Civil Service Council
- Staff of the Civil Service Council

Expected Results

1. Modern, improved and merit based human resources management policies and practices.
2. Tools for improving the quality of human resources in the civil service
3. Improved performance of human resources units in ministries.
4. Increased competence of the CSC to play its role in modernising HRM

Cluster Two Human Resources Development

Component 2 Training Development and Capacity Building.

Activity 1 Training Civil Servants

Objectives

1. Increased capacities of OMSAR during a transitional period (until IPA is fully functional) to provide multi-subject civil service training
2. Qualitative upgrading of the civil service staff and improved performance in carrying out their duties.

Tasks

1. Designing and implementing an inter-ministry training programme for training and HR staff on (a) training planning, (b) management of training in relation to individual and organisational performance, (c) modern techniques for the identification of training needs, and (d) methods and techniques for the evaluation of training programmes and their impact on organisational performance.
2. Defining training modules for inter-ministry management development training of high-ranking civil servants (e.g. strategic quality planning; performance planning and budgeting, management and measurement; programme and project management; management of change; value-added leadership; motivation; management tools; team-building; personal communication, etc).
3. Developing a generic training programme for middle cadre civil servants across the administration
4. Implementing a substantial training programme for middle cadre civil servants focusing on key skills for managing and executing their work.
5. Re-activating the Local Government training seminars for members of municipal councils on municipal functions and work.
6. Producing Manuals and Guides as professional tools for Training Needs Analysis and Training Evaluation/Review.

Target Groups

- HR and Training units and related staff in OMSAR and targeted ministries (in coordination with CSC / IPA and other training institutions)
- Directors-General from various ministries (in cooperation with the respective ministries)
- The training unit/section, senior managers and training staff in public administrations.
- Middle-level civil servants of grades III and IV.

Expected Results

1. Strengthening management and executive capacities of top-level managers
2. OMSAR training unit and training staff in ministries capable in training planning, evaluation and implementation of training programmes.
3. Manuals and Guides introduced and available to the users.
4. Middle cadre civil servants (grades III and IV) have acquired selected operational, cognitive and interpersonal skills that would result in a permanent change of behaviour.

Cluster Three Administration-Citizen Relationships

The third cluster of this plan consistes of one component: Quality Service Delivery to Citizens. It has one cluster of activities.

The overall scope of this cluster to Increase responsiveness of the Lebanese Public Administration to suggestions and comments made by citizens through mechanisms of open and direct communication in order to improve performance.

Component 1 Quality Service Delivery to Citizens

Quality management is an important tool for improving the way organisations function both in private and public service sectors. A customer-centred approach is at the heart of these efforts. The actions envisaged in this component aim at improving the efficiency, functionality and service-mindedness of administrative operations. The opportunities of citizens to have a say on matters of importance to them and the transparency of administration are to be increased.

Citizens now expect services to better and faster meet their needs. Citizens demand equality in the availability of public services. They expect transparency and reliable information on public services, on their rights and responsibilities and on the means of seeking redress when things go wrong.

In line with these principles, the actions planned for this component aim at establishing mechanisms to ensure effective communication between citizens and administration. Citizens' satisfaction surveys are an important tool to assess citizens' attitudes, perceptions and opinions towards performance of administrative sectors and quality of the services provided to them.

The expected results of this group of activities are improved confidence of citizens in the Public Administration, enhanced protection of citizens' rights in a more balanced relationship between administrative power and citizens as clients of the Public Administration.

Cluster Three Administration-Citizen Relationships.

Component 1 Quality Service Delivery to Citizens.

Activity 1 Developing communication and information mechanisms for quality services to citizens.

Objectives

1. Increased transparency of the administration;
2. Orientation and administrative actions towards the satisfaction of expectations and needs of the citizens;
3. Better insight in citizens' attitudes, perceptions and opinions towards the performance of administrative sectors and the effectiveness and quality of the services provided to them.

Tasks

1. Identifying modern techniques and approaches that facilitate efficient delivery of service and taking advantage of information technology (IT)
2. Defining the framework for ICT intervention.
3. Preparing and contracting surveys to measure citizen satisfaction regarding performance and services of a sample of selected public services, based on pre-determined service level agreements with the concerned agencies

Target Groups

- Information, Communication and other departmental units and related staff in the selected ministries (in cooperation with the GDRG).
- OMSAR citizen's information centres.
- The survey population
- A sample of targeted public agencies to be defined on the basis of technical criteria.

Expected Results

1. Established mechanisms for enhancing administration-citizen connections and regular feedback from citizens.
2. Capacity development at employees level with regard to knowing and appreciating their clients.
3. Tools for continuous measurement of service delivery against a set of specific standards.
4. Accurate information and data reflecting the citizen's perceptions, views and preferences with regard to service delivery by the selected public administrations.
5. Reliable indicators indicating the citizens' satisfaction and their priorities and needs.
6. Lessons learned to expand the customers' satisfaction polls to other public administrations.

Cluster Four Administrative Organisation

The fourth cluster of this framework consists of one component: Public Sector Institutional and Organisational Renewal. The scope of this cluster is to improve the organisation and operational capacity of the Lebanese Public Administration by reviewing and rationalising functions and structures of the Administration and the overall organisation of services.

Component 1 Public Sector Institutional and Organisational Renewal

Reforms in processes, methods and techniques mentioned under previous components should be accompanied by the adoption of organisational innovations to have the desired impact on efficiency and effectiveness of the civil service. The inadequate organisation and structures of the Lebanese Public Administration at present need to be reorganised in a coherent, systematic and consistent manner. ARLA is ready to develop strategic organisational reviews with genuinely willing ministries and provide assistance to the Higher Committee for Administrative Reform and the Higher Privatisation Committee at their request, to support key activities. For this reason the actions planned in this area may take place upon expressed requests from the Lebanese Government or the ministries concerned.

By the decision of the Council of Ministers, number 27 of 7 February 2002, a Ministerial Committee has been appointed, which is presided by the Prime Minister. An operational central sub-committee was also formed to revise the organisational structure of all ministries and autonomous agencies composed of the Minister of State for Administrative Reform, the President of the Civil Service Council, the President of the Research and Guidance Administration and an adviser to the Prime Minister. This central sub-committee holds one session per week and defines the objectives of each ministry or agency, based on strategies, policies and organisational laws and existing studies. Specialised commissions started to be formed after the central sub-committee agreed with the delegates of the various ministries upon the objectives already identified. It is pointed out that the ministry delegates have been given authority to take decisions and therefore ensure the political feasibility of the project. To facilitate their job, formulated policies, sector organisational laws and a manual for technical directions are also available to the specialised commissions. The Prime Minister who eventually briefs the President of the Republic supervises the overall project for organisational re-structuring of the ministries.

The focus of the action here envisaged is on strengthening OMSAR's capacity to support enhancing effectiveness. This may include the re-appraisal of the roles and responsibilities so far assigned to other Ministries and Agencies. The work of rationalisation foreseen in this component entails the identification of functional overlaps, the development of appropriate structures, the decentralisation and transfer of government functions and services (as a long term process) to local and regional authorities, private sector and civil society. This action is also intended to substantially improve decision-making processes, which, so far, hinder the smooth functioning and quality of the Public Administration.

This action which intends to affect all possible levels of the Lebanese Public Administration envisages also the strengthening of policy analysis and formulation of Line Ministries and Agencies in co-ordination with the Prime Minister's Office, the General Directorate for Research and Guidance and OMSAR.

From this action it is expected to obtain a more cost-efficient and cost-effective Public Administration along with leaner and organisational frameworks and services managed in a more modern way.

Cluster Four Administrative Organisation

Component 1 Public Sector Institutional and Organisational Renewal

Activity 1 Improving the structure of Government Ministries and Autonomous Agencies (only when requested)

Objective

Improved performance of the public administration by rationalized and streamlined allocation of roles and functions among government ministries and agencies.

Tasks

1. Strengthening the role of OMSAR in the process of formulating and implementing reform plans and programmes by revising its legal mandate and providing it with the necessary human resources.
2. Providing assistance to the ministerial and/or administrative committees on the examination of the structure of the administrative system, in order to rationalize individual ministries and autonomous agencies and to streamline functions and responsibilities among them as well as within each ministry and agency.
3. Providing support and developing options for reducing the size of the public sector through various types of privatisation
4. Providing support to decentralizing tasks and authority from central to local levels.
5. Identifying organisational arrangements appropriate for local government.
6. Supporting the establishment of a central policy review unit in the Prime Minister's Office to rationalize and streamline the fragmented process of policy-making throughout the public administration.

Target Groups

- Line Ministries/agencies upon their request (in co-ordination with the Prime Minister's Office and the General Directorate for Research and Guidance).
- The Office of the Minister of State for Administrative Reform (OMSAR).

Expected Results

1. Detailed guidance to and support for developing a better integrated and smaller organisational structure of the public service.
2. Tools and methods for better coordination among and within government ministries and agencies.
3. Support and tools for improving decision-making processes within ministries and agencies through de-concentration of authority.
4. Support for and understanding of options for a greater role for localities in managing their own affairs as a result of de-centralization of authority.
5. Enhanced capability of OMSAR to play a leading role in developing reform plans and monitoring their implementation.

Cluster Five Overall Management of the ARLA Programme

The fifth Cluster of this plan is built on three components with each one activity. The components are the following:

- Component 1: Overall Management of the ARLA Programme
- Component 2: ARLA Programme Procurement and Finance Administration
- Component 3: ARLA-Programme Information and Public Relations

The overall aims of this cluster are to provide sound project and procurement management and to develop an ARLA-OMSAR communication and public awareness policy for providing a platform for dialogue between Government, civil society and the private sector. Other aims are raising awareness and increasing the visibility of the ARLA-PMC Programme.

Project management includes producing and updating work plans, Terms of References and Progress Reports; identification, facilitation, coaching and quality control of long and short term experts; budgeting, procurement and administration of the project and the monitoring of all activities. It also includes backstopping and technical supervision of all work done under ARLA.

This component also includes the work to design, prepare and plan for MSCs and IAPs for sectoral agencies, procure assistance and provide support to monitor their execution.

Cluster Five Overall Management of the ARLA Programme

Component 1 Overall Management of the ARLA Programme

Activity 1 ARLA Programme Management Services

Objectives

1. The fulfillment of the objectives laid down within the ARLA policy framework for administrative modernization
2. Sound project management
3. Timely assessment of the consistency and feasibility of the sector projects.
4. Efficient follow-up for MSCs and IAPs in close liaison with the beneficiary institutions and in compliance with the EC regulations.

Tasks

This activity involves the overall and continuous management of the ARLA Program. Main tasks to be conducted are:

1. Technical supervision and coordination
2. Review and quality control of expert's outputs
3. Providing ad-hoc specific technical inputs on public administration issues
4. Maintaining high-level contacts and ensuring cooperation with ARLA stakeholders
5. Providing advice to ARLA stakeholders and the Minister of State for Administrative Reform in connection with the governmental strategy for administrative reform or modernization.
6. Producing annual work plans
7. Formulating terms of reference for missions and experts, mobilizing experts and supervising and coaching of all experts.
8. Preparing progress and ad-hoc reports.
9. Developing the OMSAR computerized Project Cycle Work Flow System (PCWS).
10. Further developing the Monitoring and Evaluation System for ARLA (MEDAT), Phase 2 and implementing and continuous updating the system.
11. Providing technical assistance to designing, developing, conducting and monitoring of sector projects (MSCs).
12. Further monitoring, backstopping arrangements and general management issues.

Target Groups

- The Office of the Minister of State for Administrative Reform (OMSAR).
- The beneficiary institutions.

Expected Results

1. Effective management of the project in fulfillment of the Government's and EC's objectives for administrative reform or modernization.
2. Efficient execution of project operations.
3. Workflow followed by software development.
4. ARLA execution effectively monitored and evaluated