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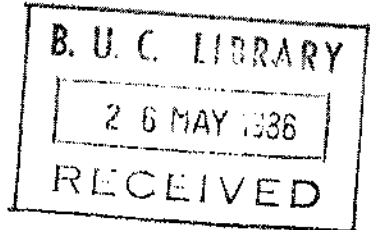
THE JOB MANAGEMENT OF CIVIL SERVANTS
IN THE LEBANESE ADMINISTRATION

A Research Project
Presented to Business Division
Beirut University College

In Partial Fulfillment
Of The Requirements For The Degree
Master of Science in Business
Management

By
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Fall, 1985.



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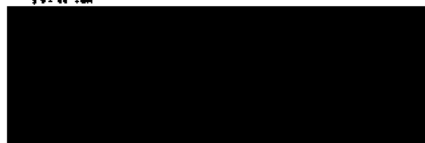
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DEDICATION

THIS RESEARCH PROJECT IS DEDICATED TO HIS
EXCELLENCY THE MINISTER OF THE NATIONAL EDUCATION
AND FINE ARTS AND LABOR (FORMER PRIME MINISTER):

DR. SELIM HOSS,

THE MAN OF SCIENCE AND OBJECTIVITY

MU'NIS HASSAN RAMADAN



اهداء

هذا البحث - المشروع هو مهاداة الى
الرئيس الدكتور سليم الحص ، رجل العلم والموضوعية .

مونس حسن رمضان



ان تنوع التوجهات في الادارة اللبنانية بشكل عام وتعدد المصالح الشخصية والسياسية والاقتصادية يدفع بها الى نصير مجهول تنصهر فيه الفوضى وعدم الكفاءة وبناء الارض التحتية للادارة على اساس مغلوطة .

لذلك منذ انشاء لبنان عام ١٩٢٠ لا تزال الادارة اللبنانية تتخبط بمشاكلها الذاتية متمتعة بذلك عن انتاج افضل ومساعدة اقوى بالنسبة للمواطنين .

وهذه البحوث التي يقدمها السيد "مونس حسن رمضان" تتيح لنا التنبه الى مشاكل الادارة اللبنانية الناتجة من التدخلات السياسية والشخصية والوضع القانوني لهذه الادارة و بالتالي المشاكل الاقتصادية والاجتماعية التي يتخبط بها الموظفون . والبحث هذا يطرح التساؤلات وبعض الاضواء عن كيفية التعيينات ولاسيما الرئيسية والكبرى منها التي يجسب ان تتم على اساس واضحة علمية بدون اية حساسيات وذلك في ادخال عناصر كالكفاءات العلمية والانتاج الاداري والعطاء . ان الادارة اللبنانية بحاجة الى تغيير جذري من حيث التفكير وبعد الروايات والقوانين والاشخاص .

نائب بسيروت الرئيس رشيد الصلح .

The different orientations in the Lebanese Administration in general and the personal, political and economic interests will push this administration to an unknown destination where chaos and unqualified personnel still prevailing. From 1920, still the administration having its own problems without any single or adequate development in production.

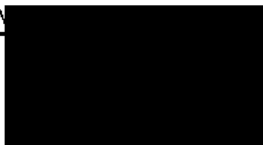
This project presented by Mr. "MU'NIS HASSAN RAMADAN" will enable us to observe the problems of the Lebanese Administration which are the results of political and personal interventions, the legal status of this administration, and the economic and social problems of the civil servants. This thesis involves questions about the problems and gives some clear views on the appointments, especially the main ones, that have to be done based on scientific terms without any interventions, through the appointments of qualified personnel and based on administrative productivity. The Lebanese Administration will need a complete change in its structure concerning thinking, the future projections or perspectives, laws, and persons.

The Deputee of Beirut, The Former Prime Minister, RACHID SOLH.

ACKNOWLEDGEMENTS

I really thank all persons who helped me during my study and through this research project. I am very grateful to his Excellency "Mufti Al-Jamhouria", HASSAN KHALED who contributed to help me through my study. I appreciate the help and the contribution that the former Prime Minister Dr. Salim Hoss extended to me. The Minister (former Prime Minister) Dr. Salim Hoss has been for me the man who has initiated the opening and the continuation of my study and also from whom I always take the advice, ~~the~~ follow the objectivity and the rationality of this man through my life and study. He is for me my advisor, my leader, a leader of rationality who leads me towards my study.

Added to above, I really thank Mr. RAFIK HARIRI who helped me in financing parts of my studies through "HARIRI FOUNDATION." Also I thank very much the business man and the engineer Mr. SANYOURA who had great effects through the process of my application acceptance in HARIRI FOUNDATION.

MU'N  N

ABSTRACT

Within the literature of this research project, there is the influence of new and added administrative technology which are or could be applied in Lebanon. The other influences on administration in Lebanon are those influences which could change the government and government policy. These changes could be social, political, or economic. I've sought to place personnel problems in the context of management problems generally and have dealt extensively with questions on each cadre, section, department, ministry, the organization, the functions, motivation, job specification, laws, communications, channels of authorities between services, departments etc...

As Lebanon's administrative and job management objectives broaden, then the administration and its conduct are enhanced and developed. Briefly, one cannot now view Lebanese Administration through the job management without becoming quite aware of the new primacy given to economic and social planning.

A major question is how to create administrations that will function in a manner that will meet the needs of individuals as well as the needs of society at large.

Creating effective administrative units requires the ability to first understand what makes these units function as they do; and this research project is a way to understand, to improve, and to formulate the administration. Understanding, in turn, implies the ability to collect valid information about administrative units.

In the most general of terms, our concern here is to bring together knowledge about how to collect, understand, and use valid information about the functioning of formal administrative units.

The Lebanese Administration from 1920 till today still not developed. It is feudalistic administration through appointments made influenced by sectarian factors. Here in this research project, the main theme is to

improve this administration throughout an integration of what has and what had to be done to modernize and in a specific statement "this administration". Secterianism is the main obstacle which had dropped and still today the Lebanese Administration from an advancement. Factors studied as job and sectarian analyses, salaries, bribes, behaviorism, motivational studies, appraisals, etc...

Reforms had been suggested as the manner of applying Job Description, job evaluation, job grading, job pricing, merit plans, communications, administrative procedures and practices, cooperation, control, using of computers, status of women in the Lebanese Administration, etc...

Distribution of posts amount sects in grade I had been shown and studied in this Research Project.

Different administrative damages are due to the application of sectarianism, intervention of influential persons, etc... which are shown in the new answers from the survey including questionnaires given to different types of civil servants in Lebanon in May 1985.

Some of the questions in the questionnaires had been analyzed and tabulated statistically to show their significance and importance. The processing of these data shown in these questionnaires is accurately done.

It is our hope as scientist to see one day the Lebanese Administration a pioneer one among those of the Middle East Countries.

This Research Project, briefly, has been developed to be implemented. It is a project that could be implemented in the Lebanese Administration to improve all non-effective sectors in this administration.

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Chapter 1

INTRODUCTION

In order to be efficient and effective any system of administration must, in the last analysis, depend upon the high quality of the employees working in its service. It is therefore not accidental that programs of administrative or job management reform aim to a large extent at improving the caliber or the margin of quality of civil servants that is functionaries and maintaining their professional standards according to certain adopted moral or physical measurements.

Personnel problems are universal in nature as they ultimately relate to each individual person involved in realizing cooperative efforts.

If for the purposes of future management or administration any general inferences are to be drawn from this period, they must be the value and importance of training, the necessity for honesty at least in the higher levels and of efficiency throughout, the need for objectivity and impartiality in decisions and the appreciation by those in power of independent advice tendered by their subordinates. In fact, advanced states are, however, in a position to handle the personnel problems as part of their normal routine administrative-managerial functions, except for the increasingly complicated social and psychological problems that are emerging today due to the application of science and technology within the job management through the administration.

The studies of the job management in the Lebanese Administration tend to cluster at one or the other of two poles. At one end is the traditional framework of job content, job structure, and job relationships-the mechanistic,

engineering approach to the problem. At the other end is the human behavioral orientation, in which the sociologists, psychologists, and anthropologists have been most prominent.

So, in addition to the capability of the industrial states to cope effectively with their personnel problems, they are engaged in the application of highly sophisticated techniques that altogether seem, in the short run, to be of no direct utility to situations in developing countries.

The point of the complexity of general management tasks, or of this nontechnical classification of role is not its universality, exactness of definition, or inclusiveness, we seek only to establish that general managers face such an array of functions and must exercise so various a set of skills. It is essential to note, however, that the job of the general manager in the government demands successful action in a variety of roles that differ according to the nature of the problem observed or decision pending, the needs of the management, or the personality and style of the superior.

We are in great need of a simple way to comprehend the total responsibility of chief executives. To multiply the list of tasks they must perform and the personal qualities they would do well to have would put general management capability beyond that of reasonably well-endowed human beings.

Developing countries on the other hand, are also encountering serious difficulties in personnel, in legislation, and in job managerial aspects. Their major problem is the lack of competent, devoted, efficient civil servants that is functionaries. They are struggling with the introduction of certain elements which are basic to the establishment and promotion of a sound civil service, such as the merit principle, a job classification system, improved working conditions, honesty, working hours, manners of appointments, and increased productivity.

Concerning honesty and corruption, it is hardly necessary to emphasize the value of honest behaviour in high places, though it may be worth while to say that honesty includes not only freedom from monetary aspects but also freedom from those more subtle and sometimes more dangerous forms of corruption, nepotism and patronage and even politics.

In fact, the functionaries or civil servants are special groups from the public workers. They are working under a special legal aspect. The problem is to know these groups. The French legislation in 1946 was empty from a precise definition of a civil servant or a functionary. But in general, in the Lebanese management to be a functionary there must be in acting the following factors:

- (i) The civil servant must be appointed in a legal process.
- (ii) They are appointed in a position which is lasting.
- (iii) The position must be established through a law.
- (iv) The functionary must take a certain salary for his job.

In fact, the problems concerning civil service or the employees in the government are unavoidable under any system of government, and they are also to a large extent universal in nature. They all center in the final analysis on how to attain integration between different departmental, ministry or country objective and those of the employees.

The question here is normally one of degree between one system and another. However, problems of the civil servants in the government are becoming more complicated in today's modern society, not only because of technological developments but also because of the increasing rate of people's expectations for reform.

Emerging countries seem to be lagging in the quality of their employees or even their civil service systems. Many countries are very frustrated and disappointed with their rate of development. Their efforts to realize reforms have not met with much success. There are serious difficulties to be overcome. The Lebanese experience is no exception. It is worthy of empirical research.

STATEMENT OF THE PROBLEM

What issues Lebanese governments encounter in the appointment of the employees (different types of grades: 5th, 4th, 3rd, 2nd, and 1st categories or grades) for different government positions in the country?

Further, what is the status of the employees and laws related to the selection, training, and promotion etc... of the job management?

What specific actions are taken, or for that matter what actions have been taken in the administration of job opportunities and their management in the country? Have the factors like economic, political, sectarian, and social affected the administration of job situation in public sector? If so, what actions were taken or are needed to remedy the situation towards a more new reform in the administration?

STATEMENT OF THE PURPOSE

The purpose of this thesis is to examine the issues as what can be done to improve the present methods of job management in the country in case there

is a need for such an ameliorating action. The effects of institutional framework on job situation, employment conditions and also on job management need to be analyzed and examined.

PERFORMANCE OBJECTIVES

The job management has economic and social impacts and therefore, call for close scrutiny of job practices and managements.

The function or job in the government is an education, scientific, and moral operation, goaling to the discipline and to honesty. This job is the infinite case of the functionary related to all levels. Thus, this study deals mainly with Lebanon's experience in the job management of the civil servants in the Lebanese administration. It analyses developments which occured throughout the administration, the outcome of institutional reforms introduced into the staffing, and behavior of employees, and other problems encountered in organizational charts.

Also, it provides:(1) the discusion and examination of the job practices that characterize the government employees in the country; (2) the analyses of the developments which occured under different administration and; (3) the examination of the outcome of institutional reforms that were introduced into the staffing, training, maintenance, and growth of employees including legal decrees, types of channels of authority and an historical overview of these reforms.

The performance of the above objectives is intended to help the administration in Lebanon achieve a scientific, and modern management of government jobs in respect to:

- (i) Establishing ideas of the managerial reform in spirits and not on papers; this will enable the employee through its mental abilities to develop himself culturally and socially.
- (ii) Reforming the rules applicable and effective, which could respond to the job specifications of the employee and especially to be able to take responsibility.
- (iii) Setting the criteria of performance for all levels of the employees in order to lead them to higher productivity, and effectiveness in their respective positions or functions.

Chapter 2

Review of Literature

Specialized skills and formal education is accompanied by expectations concerning the kind of job it is fitting to do. Management by objectives, job enrichment and participation management are but a few of the techniques which modern organizations have adopted in hopes of providing the kind of tasks and overall environment that will prove stimulating to employees. In general the more years of formal schooling, the greater will be their likelihood that the organization will provide employees with opportunities to control their job environments.

There are therefore a great many costs which the organization must be prepared to pay if it is to attract, motivate, and ultimately retain highly educated and skilled employees. In addition to high initial salaries and benefits, the organization must be willing to provide extensive opportunities so that the employees can successfully perform their jobs and take part in meaningful and clean implementation of their duties.

In this chapter, the researcher will (I) examine the concept of management and define the essential characteristics of job administration, (II) review the research pertinent to problems associated with job administration, and (III) explore the problems that have been plaguing the government of Lebanon in job administration of its employees.

Management and Essential characteristic of Job Administration

John A. Beckett (1971) in his book: "Management Dynamics - Mc Graw-Hill described that the systems view of management is a concept of the dynamic whole, based on a model of the process that is identical to that of any other system,

any other whole. Management is the manipulation of levels and flow rates, through the use of decisions, based upon information and related to standards-which is to say, the operation of a system.

Beckett added that the systems architect's view of purpose is a view that attempts to comprehend the nature and the degree of:

- (i) The dynamics of the administration (the subsystem);
- (ii) The dynamics of the environment (the system);
- (iii) The prevailing and potential power of the administration to exert its influence upon the environment;
- (iv) The prevailing and potential power of the environment to exert its influence upon the administration;
- (v) The dynamics of the interrelationships between administration and environment.

But above all, it has to be performance with respect to the role and function of the manager. If he is to remain -as he should- the manager of an autonomous institution, he must accept that he is a public man. He must accept the moral responsibility of the administration, the responsibility of making individual strengths productive and achieving.

David R. Hampton (1975) in his book: "Modern Management" -Mc Graw-Hill- points out that there are some basic managerial roles which could be held by the manager especially top (Grade I) and middle managers. These roles are as follows:

- (i) The interpersonal roles, of which there are three, describe aspects of the manager's work that involve interpersonal contact for its own sake.
- (ii) Figurehead, the simplest of roles, describes the manager as a symbol, required by the status of his office, to carry out a variety of social, legal, and ceremonial duties.

- (iii) The leader role describes the manager's interpersonal relationship with his own subordinates, his need to hire, train, and motivate them.
- (iv) The liaison role focuses on the manager's interpersonal dealings with people outside of his own administration.
- (v) In the monitor role, he continually seeks and receives information about his administration in order to understand his milieu thoroughly.
- (vi) In the spokesman role he informs outsiders about the progress of his administration.
- (vii) As entrepreneur the manager takes responsibility for bringing about change in his administration.
- (viii) As resource allocator, the manager decides who will get what in his administration. He authorizes all its important decisions.
- (ix) As disturbance handler, the manager must take charge when his administration faces a major disturbance or crisis as the loss of a key executive, a strike (which is not found in the Lebanese administration), destruction of a facility.
- (x) Finally, as negotiator the manager takes charge whenever his administration must enter into crucial negotiations with other parties. His presence is required because he has the information and the authority to make the "real-time" decisions that difficult negotiations require.

As stated also by J. Richard Hackman and E.E. Lawler III, 1976, in their article "Employee Reaches to Job Characteristics- Personnel Vol.53, No.5, pp. 11-23-, the placement procedures attempt to match the skills and abilities of a prospective employee with the skill requirements of the job for which he is being considered. In particular, the points made by the two authors suggest that individuals who desire higher order need satisfaction will be likely to contribute most effectively to managerial goals, and simultaneously to satisfy their own needs.

Other employees, of course, who may be neither desirous, of higher order need satisfactions, nor capable of dealing with complex jobs requiring considerable

autonomy, would be ineffective on such jobs and dissatisfied with them.

It should be emphasized according to Hockman and Lawler III that while jobs appear to be highly potent in determining employee motivation and satisfaction, there is no single best way to design a job. Instead the study of the two authors suggest that the substantial motivational potential of jobs can be realized only when the psychological demands and opportunities of jobs mesh well with the personal needs and goals of employees who work on them.

The kind of matching suggested by the two authors can be developed through selection and placement of employees, through job redesign, or perhaps optimally by attempting to fit people to jobs and jobs to people simultaneously and continuously as both the administration and the characteristics of its employees change overtime.

Dalton E. Mc Farland (1979) in his book: "Management Foundations and Practices" -Mac Millan Publ. Co.- emphasized that Managers need to be aware of the elements of strategy involved in decision making, for decisions are the mechanisms by which strategy goes into action. Timing is important not only to deciders, but also to their associates and subordinates in the administration. Mc Farland added that managers vary with respect to temperament; so this temperament could influence positively or negatively the administration. Some could be disturbed when they cannot reach a decision immediately, and others debate endlessly with themselves over possible actions they should take. Managers differ, too, in their speed of action and reaction and in their willingness to "go out on a limb". Some are conservative, patient, and slow to decide; others are brash and vigorous in making up their minds. The manager's personal profile of competencies, skills, aspirations, and career objectives is a critical factor.

Edward E. Lawler III, David A. Nadler, and Cortlandt Commann (1980) in their

book: "Organizational Assessment" -Mc. Graw-Hill- described that conflict in administrative units such as directories can be viewed as either an individual or an administrative phenomenon. Analyses of conflicts are made in individual and interpersonal terms. An administrative perspective, by contrast, views conflict as the result of characteristics of the social system. The vertical division of a system into hierarchical levels or echelons usually involves differences in material reward, prestige, privilege, and power, and these differences constitute a basis of conflict.

Staws and Sayles, 1980 in their book "Personnel" -Mc Graw-Hill Int.book Company- stated that personnel should be lobbyists favoring managerial attention to human problems. Close coordination must exist between personnel and other functions of the administration. The successful personnel executive must gain the confidence and respect of his colleagues in other departments.

The book "Personnel Administration"-Mc Graw-Hill Int. Book Company- by Pigors and Meyers, 1981, stated that the environment in which managers with the necessary leadership qualities can develop is best provided by an administration in which opportunities are constantly presented to challenge managerial capacities and to broaden managerial experience. The climate established by top management (higher grades) is crucial for management development. Delegating responsibility through decentralized authority, coaching by superiors, and relating individual to administrative goals are important parts of a management-development program. The availability of qualified women and minority-group members in management is an opportunity to meet probable shortages.

The elements, as stated by the author of the book mentioned above, of a formal program that help top managers or civil servants towards improvement in all levels, are:

- (i) Administrative planning and structure,
- (ii) Forecasts of managerial requirements,
- (iii) Appraisal of management performance and/or management by objectives, and;
- (iv) Special efforts to encourage self-development- by individual managers.

Pigors and Myers added that excessive employee turnover and mobility are wasteful in money, human values, and friction within and between work teams, and also because they jeopardize administrative health. But insufficient movement -out of, into, and within the administration- can sap its vitality and stultifies the needs of individual members. It may result in an excess of "turned-off" stayers-on and inadequate opportunities for promotable or dissatisfied employees.

Turnover rates can readily be computed for accessions and for separations. And one way to measure the acceptability of a current rate is to compare it with figures for rates in similar other departments or directories and in the community at large. Separations and accessions (new hires) entail costs for any directory or department. However, financial expenses incurred by turnover are only part of the total cost picture.

Another matter, Pigors and Myers discussed is handling employee complaints and grievances. They cannot usefully be regarded as entirely separate from other aspects of personnel administration. Personnel offices, as well as members of levels of administration, need to ask a systematic question: Are there in all administrative subsystems, and at all times, there are policies, procedures, and practices contributing, teamwork, mutual understanding and trust, and career development?

The authors added that the closely interrelated procedures of job description

and job analysis call for accuracy, completeness, conciseness, and objectivity in a written document which:

- (i) is up to date,
- (ii) has an apt title
- (iii) clearly states job requirements,
- (iv) specifies relationships for reporting and coordinating,
- (v) differentiates between primary and secondary duties,
- (vi) gives substantiating data which show degrees of difficulty associated with each job factor,
- (vii) indicates opportunities for career development, and
- (viii) offers a bird's-eye view of primary responsibilities.

In fact, job and position descriptions can be useful at every stage of employment, from recruiting to separation, and also for many managerial procedures. Both kinds of documents can be of greatest value when each jobholder uses them for continuing self-evaluation, and when they are also periodically considered during performance reviews.

While Hicks and Gullet, (1981) in their book "Management"- Mc Graw-Hill Int.Book Company-stated that the relationships, activities, objectives, and communication flow in a department, etc... are structured by the managerial function of the department or directory. Organizing gives meaning and identify various parts of the administration (as mentioned through the thesis in the charts of different directories or offices).

These charts are useful in the administrative process. However, a chart is not the administration; the chart is merely a static picture of the administration.

The administration is best viewed as the pattern of interactions and relationships among its members. Organizing can make these interactions and relationships more effective by reducing conflicts, defining roles, and producing a blue-print of these relationships.

Lyman W. Porter and Edward E. Lawler; III (1968) in their book: "Managerial Attitudes and Performance" -Mc Graw-Hill- described that administrative units should endeavor to measure certain types of attitudes or beliefs that go beyond the traditional "satisfaction" attitudes. Specifically, these administrative units should measure:

- (i) The values-both positive and negative- of possible rewards and consequences that could result from an individual's attempt to exert high levels of effort in his job.
- (ii) Perceptions of the probabilities that positively valued rewards can be obtained by applying high levels of effort.
- (iii) Role perceptions-perceptions by administrative members concerning where they should be applying their efforts in their jobs.

While, Farid Jumblatt (1970) in his thesis "A comparative Study of Rates of Pay between a selected number of private establishments and the public sector in Lebanon", A U B thesis-Beirut, described that the job content information would be gathered from three main sources:

- 19
- (i) Job descriptions prepared
 - (ii) Laws and decrees of the country
 - (iii) Interviews with government officials having sufficient knowledge and understanding of job content.

Farid Jumblatt added that Civil Servants enjoy job security to a degree not equalled by employees of the private sector. This benefit has been and still is a major factor that has helped to attract and mainly to keep civil servants in the public service. Irrespective of the low salaries they receive, government employees as a whole are known to be more stable than those, for example, in industry. In fact this benefit has helped to compensate employees for the disadvantages they suffer and to reduce the costs of turnover for the government.

Undoubtedly at present government suffers more from its inability to recruit new blood to its service than to retain personnel already in its employ.

Jumblatt emphasized that governments today are no longer the governments of the past. They are confronted with demands which they can no longer ignore. Among the foremost of their obligations is the necessity to insure order, attain economic stability and provide social services. Their responsibilities are increasing, they have to interfere, in modern life to solve the social, economic and political problems which require continuous expert attention. For these reasons they have to instigate and preserve a qualified, competent and impartial Civil Service, Lebanese government is not an exception to this rule; on the contrary the problems it has to face and the demands it has to satisfy are so varied and immense as to exert more pressure and influence on its machinery.

According to the legislative Decree No. 112, article 12, of June 12, 1959, the recruitment to the Lebanese civil service can take place either through appointment or through the requirement of passing a competitive examination. One third of

the vacancies in grade I can be filled through appointment from the outside by the council of Ministers after taking the opinion of the Civil Service Board (CSB). The other two thirds should be filled by promotion or transfer. This could involve sectarian problems.

An analysis made through unpublished article says that to avoid the limitation of the merit system, ministries resorted to the practice of hiring workers instead of permanent employees. Since the CSB lacked the experience and since there was no position classification for Civil Service Positions, it tended to approve most of the requests for the hiring of workers at that time.

Sami Hajjar (1963) in his thesis "The Role of the Ministry of General Planning in the Economic Planning and Development of Lebanon" emphasized that the Turkish rule of Lebanon was mainly interested in full political and economic control over the country, and hence, started religious sectarian feelings as the method to help them attain their purposes. The French on the other hand, were mainly interested in extending their culture to the Lebanese people as a means to draw Lebanon closer to Paris, so according to the author: Sami Hajjar, the impact of foreign rule on the Lebanese administration can be summarized in the following points:

(i) **Mistrust in Government:** The feeling of mistrust in government can perhaps be a universal fact in all former colonies and trust territories, the people of these countries, were in the majority of cases of different race, religion, and cultural background than their foreign rule, that it is natural to have such a feeling of mistrust developing towards the foreign masters who took advantage of their status on the expense of the Nationals.

According to Sami Hajjar; the Lebanese who for centuries learned to mistrust the institution of government because of its association to the Turks and the French, continue today to mistrust that institution and its ability to insure justice and

equity despite the fact that it no longer is associated with the foreigner.

(ii) A wrong concept of Public Office: The Turks practice in administering their colonies was to appoint an official whose sole task was to collect taxes for them. This practice developed later on, that appointment to Public office was easily secured by any person who had the ability to pay a certain lump sum of money in exchange for his appointment.

Bernard Lewis (1961), in his book: *The Emergence of Modern Turkey*, Mc Graw-Hill Int. Book Stated that "... In return, he was given full authority to collect taxes in the name of the Turkish rulers; so that the main of the Turkish Public Officer was to reimburse himself and to make as much profit as he could." Bernard Lewis concluded that this practice no longer exists in the Lebanese Administration, but its serious impact is that the public office is regarded as the place for prestige, and that the source of authority is the superior and not the public as in advanced countries.

(iii) Religious sectarianism: This is the main factor which has a great impact on the administration. This was stated in the Lebanese Constitution¹ in the following manner:

"Article 95: By temporary right and with a view to justice and harmony, the communities shall be equitably represented in public employment and in the formation of the ministry, without prejudice, however, to the welfare of the state."

¹Amos Peaslee, Constitution of Nations, Vol. II (The Hague: Martinus Nijhoff, 1956), p. 582.

(iv) **Emphasis on centralization:** Sami Hajjar described that we find so many details are constantly referred up to higher officials for action, thus diverting the attention of these officials to petty problems instead of using their time and office to the consideration of major decisions.

(v) **Legalistic Approach:** Hajjar explained this factor in the manner that the emphasis on the legalistic approach in Lebanon had originated from the French administrative thought that emphasizes legal provisions, rather than providing the administrator with discretionary authority. This legal orientation according to Hajjar, affects the Lebanese administration in two general ways:

- a) It obliges the administrator to apply the law in its narrowest sense because of the existence of excessive administrative and financial controls; and
- b) It provides for the recruitment to public offices administrators whose orientation toward public administration is from the legal perspective.

This is why a law degree, (licence) or equivalent, is considered to be the prerequisite for practically any administrative job to the top three grades of the administration.²

All this means that "regarding administrative procedures, little recognition has been given to the role that might be played by positive management and personnel practices."³

² Legislative Decree No. 112, "The Personnel Law", pp. 93-124.

³ Ralph Crow and Adnan Iskandar, "Administrative Reform in Lebanon, 1958-1959, "International Review of Administrative Science, No.3, (1961), p. 294.

The Lebanese Administration had many job management problems but the main one which has been emphasized time often by many authors is the sectarianism. Sectarianism is a phenomenon associated with Lebanon throughout its history; although a small country, Lebanon has never been inhabited by a religiously homogeneous population. As stated by Pierre Randot in his book "Les institutions Politiques du Liban", this small mountainous region around Mount Lebanon, from which the considerably large modern state of Lebanon derives its name, was a place where persecuted or unorthodox sects formed semi-autonomous social groups. Here they enjoyed a considerable measure of safety, which was possible because of the mountainous nature of the country that made it difficult for access and thus placed its inhabitants in a strong defensive position. This pushed Pierre Randot to say "Pays coupe d'accès difficile, Le Liban sert de refuge a tous les dissidents."

In fact the intersectarian relations in the Lebanon were often tense. The sects were usually willing and ready to resort to arms-as it is happening today in 1985- in order to defend their interests.

There was no national feeling; instead there were barriers which rose to a climax at the opening of the 20th century. And as stated by Amis Sayigh in his book "The Sectarian Lebanon" -Dar al Sira'- this atmosphere was both a cause and a result of sectarian factionalism and of the pitched battles that were fought not only between Moslems and Christians but between rival sects of the same religion as well. Back in 1539, the Greek Orthodox and the Maronites clashed, in 1634 the Sunnites and the Shia' clashed, and in 1726 the Maronites and the Shia' clashed too. These battles increased after the coming of the Egyptian Ibrahim Pasha in 1831. Maronites and Druze clashed in 1841 and again in 1849. The Shia' and the Druze also attacked each other at this time. Finally in 1860, Maronites and Druze were antagonists in massacres that by far

excelled all previous outbreaks. Does History repeat itself today in 1985, at the near opening of the 21st century, the century of nuclear technology?

The posts in the public service are considerably in demand in Lebanon for three reasons: one of which is historical, one economic, and the other political. As stated in "The Manual of the Lebanese Administration" by George Grassmuck and Kamal Salibi 1958 (AUB), the acute unemployment in Lebanon and the fact that the educational system provides a large number of boys with a secondary education but with no specialization what so ever makes the public service an attractive profession for large numbers of citizens. Moreover since "...government and its administration are Lebanon's biggest business..." It is not surprising that government posts are greatly in demand. In a country like Lebanon, where a major favour a politician can grant is a job, the political pressures brought to bear on the service are clear.

The effects of sectarianism in administration and personnel aspects can be grouped into the following:

- (i) Poorly qualified personnel
- (ii) Continual increase in the number of public employees.
- (iii) Strong political interference
- (iv) Weakened internal control, and
- (v) Divided loyalty.

Chapter 3

METHODOLOGY

The empirical part of the thesis involved selecting a sample, distributing two questionnaires, collecting data, and analyzing data. The overall procedure is described below.

THE SAMPLE

The sample consisted of 16 persons from different administrative units according to each questionnaire; the civil servants are of two types:

- (i) Non-graduates (Grade III employees) of the Pre-entry training sessions for the High Grade at the National Institute of Public Administration and Development of the Civil Board in the Republic of Lebanon.
- (ii) Any type of employee or civil servant. (16 persons).

So, according to each questionnaire, the 16 persons of the first questionnaire have one factor in common (Non-graduates - Grade III employees) but they are from different administrative units and from one level: Grade III; while the 16 respondents of the second questionnaire were from different grades and administrative units or different ministries.

THE INSTRUMENTS

The instruments (questionnaires) used in the empirical part of the thesis are reproduced, respectively, in the Appendixes I, and II. The first questionnaire is for the Non-graduate (Grade III employees) as stated before and the second questionnaire is for all the civil servants.

The two questionnaires contain declarative, dichotomous, multiple choice, and questions ranging through degrees.

Useful biographical and demographic data were, in addition, solicited by means of a few preliminary questions included at the beginning of each questionnaire. Some infinite or open-ended responses were also encouraged by the questionnaires. Respondents were asked to explain their reasons for their answers to some of the questions. Respondents were also asked to present their opinions concerning specific changes they would like to make in the Lebanese Administration. Another instrument is the oral interview between the researcher and the civil servant.

ANALYSIS OF DATA

The data were presented and analyzed in the following manner:

- (i) A sample profile: The profile indicated how the sample as a whole responded to the various issues and questions.
- (ii) Using statistical analysis like Chi-square, and significance tests etc...

Chapter 4

THE LEBANESE ADMINISTRATIVE SETTINGS

This chapter will describe the status of the civil servant in the Lebanese Administration: The appointments, salaries, promotions, vacations, transfers, discipline, termination of the duties, temporary and contractual employees, rights and responsibilities of the employee. Also this chapter will describe the institutions affecting Job Management as the Civil Service Board (CSB) and the Central Inspection Administration (CIA): Their roles in implementing reforms, their activities and functions, their organization charts. This chapter will introduce the reader to the real facts in the Lebanese Administration concerning the status of the civil servant, the main important institutions which play an efficient role concerning appointment and maintenance in the Administration.

In all countries, whatever the political regime is, the authority of the administrative affairs is in the hands of the government; this authority of the government is called sometimes executive authority. This authority has been playing an important role in the country because the parliament in the democratic like Lebanon, has a specific duty concerning legislation. This duty will cover only controlling and supervision in management.

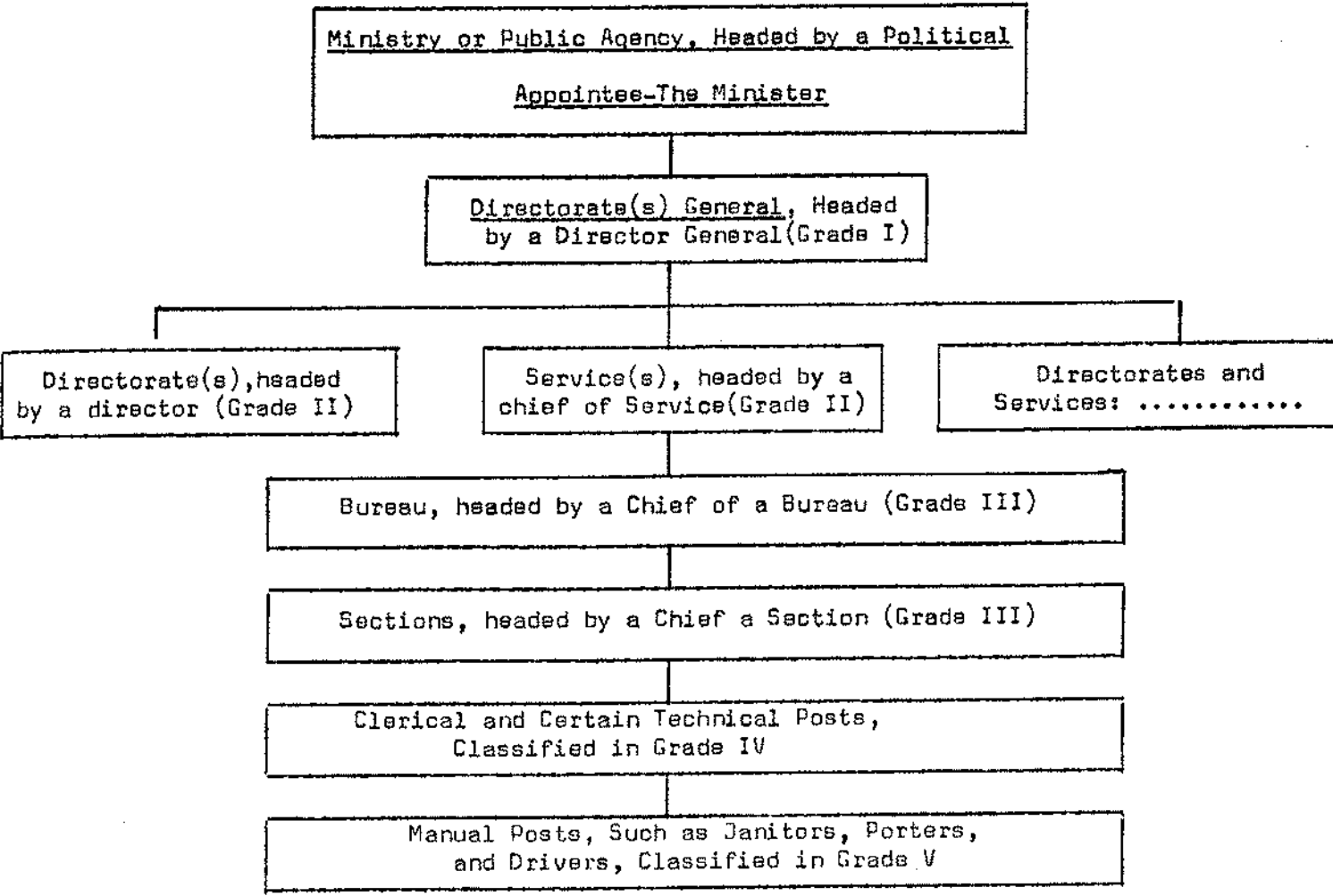
This executive authority or assembly in the country has a centralized administration known as centralized authority, and a regional administration known as regional or local authority.

The centralized administration is made of the President of the Republic, the Ministers, the higher councils or boards which have administrative responsibilities or powers. The regional or local administration is composed of representatives of the centralized administration appointed by this administration to manage the regional administrative affairs aided by local councils.

In fact, the cabinet minister is a political appointee of the President of the Republic and is normally from Parliament. All ministries and public agencies of the central government are organized along a similar pattern, with the "Directorate General" as the basic administrative unit. Certain ministries and public agencies may consist of more than a single directorate general, depending on the diversity of functions and the size of the individual institution. For example, the following ministries and public agencies consist of more than one Directorate General: Finance; Public Works; Interior; Post; Tele Non-Tele communications; Civil Service Board; and Central Inspection Board.

The Directorate General is headed by a civil servant, a "Director General", who is classified in "Grade I" of the Lebanese Civil Service Cadre, each "Directorate General" is then composed of "Directors" and, or "Services".

ORGANIZATIONAL PATTERN AND GRADE SYSTEM
IN THE LEBANESE BUREAUCRACY



The Position (Post)	Grade (فئة) (Fia')	Rank (Rutba') (رتبة)
Secretary General	I	
Director General	I	
Director	II	
Chief of Service	II	
Chief of Department	III	
Chief of Section	III	
Editor	IV	I
Typist with quik hand-writings.	IV	I
First typist	IV	I
First Telephone employee	IV	I
Writer	IV	II
Second typist	IV	II
Second Telephone Employee	IV	II
Office boy	V	
Driver	V	
Guard	V	
Janitor	V	

The Directorate is headed by a Director, and the "Service" by a "Chief of a Service", who is also of "Grade II". Then the "Directorate" and the "Services" are subdivided into "Bureaux", "Departments" which are further subdivided into "Sections". The "Bureau" is headed by a "Chief of a Bureau", classified in "Grade III", the Section is headed by a "Chief of a Section", who is also of "Grade III".

Subordinate to this hierarchy are two more echelons: one consists of clerical and certain technical positions which are all classified in "Grade IV" and the other consists of manual positions, such as office boys, janitors, and drivers, who are classified in "Grade V".

This is, in brief, the organizational pattern followed in structuring ministries and public agencies of the central governments in the Lebanese managerial administration. There are, however, certain variations to be noted in the technical cadres of the Army (Ministry of Defense), Public and Internal Security Forces (Ministry of Interior), Diplomatic corps (Ministry of Foreign Affairs and Emigrants), Judicial Corps (Ministry of Justice), and the Lebanese University Cadre (Ministry of National Education and Fine Arts). The differences between the technical cadre and the general administrative cadre lies mainly in the use of different titles for the same grade, different salary cadres, and certain special personnel regulations. For example, an Ambassador, the chief of the Army, the Head of the Judicial high court, and the President of the Lebanese University are classified Grade I, that's equal in rank to Directors General in the general administrative cadres. However, each of the above officials and their subordinates in the technical cadres are recruited on a different basis. They are also subject to special regulations governing, in particular, matters of salary, transfer, and discipline.

based on the rank of the position - which could be determined through a decree - rather than on its expected duties and responsibilities. Employees are recruited to the positions of Director General, Director, Chief of Services, Chief of a Bureau or Department, and Chief of a Section irrespective of the nature of the duties and the responsibilities of the post.

The use of technical cadres, still within the framework of the "five-grade system", provides a certain degree of flexibility and accommodation to the conditions, duties, and responsibilities of the post. However, this is not so in the general administrative cadres.

A. THE MANAGERIAL JOB STATUS OF THE CIVIL SERVANTS.

This section will show to the reader the status of the Lebanese Civil servants: the ways and conditions of appointments, the types of civil servant (temporary or contractual), types of the vacations that the Civil Servants benefits from, supervision, control, salaries, promotions, transferring, disciplinary aspects, termination of services, responsibilities, joining political parties or associations, and the outs of cadres. Also a discussion on the article 15 of the civil servants law no. 152 will be discussed.

a. Definition of a functionary (employee):

The functionaries are those special groups or civil servants who are working for the public sector. The employee in the public services is appointed by the higher, political, and administration authority in a permanent post.⁴

⁴Legislative decree 12 June 1959.

To be considered as a functionary in the public service.

The following conditions should be fulfilled:

- (i) The employee is appointed in a legal manner.
- (ii) The employee is appointed in a lasting post or position.
- (iii) The post or position must be established by a law on a prior dated of the appointment.
- (iv) The functionary is given a certain salary for his work.

The mission of the employee in the government is to take his specific responsibility within the legal limit set by the law. He must work in coordination with his colleagues or superiors.

The employee as said must work under the supervision or control of his superiors. He must obey the orders or instructions. But the superior could action through the following manners:

(i) Giving instructions: The chief or a superior in a unit could give his instructions. These are important to the functionaries under his supervision. But sometimes the employee could refuse to act according to the instruction. In fact, the legislative decree 112 dated 12 June 1959, in its article 14 stated that the employee must obey and execute the orders but if these are violating the laws in an obvious manner, the employee had to write to his direct superior informing him of the case.

(ii) Supervision and Control: The superiors had, not only, to give orders or instructions; they must follow the execution of these instructions by their subordinates.

The appointment of the employee is made through the council of ministers. This appointment is affected by the interventions of religious, political, economic influences made by one influential persons or parties (Kata'b, Amal, PSP today). But in general the appointment has certain conditions are examinations for most of the positions not for the higher ones. These general conditions are: age, morality, physical (for some posts), scientific ability, degrees, succeeding the examination, and honesty.

(i) The conditions for the appointment: to be a candidate for a certain post in the government the following conditions have to be mentioned:

- To be a Lebanese for more than ten years
which is a minimum interval of time.

- To have an age of more than 20 years.
For some positions there is a maximum
age which is 35 years.

In fact the condition of 35 years as maximum for appointment is for Grades IV and V. But for other grades: III, II and I, the maximum age for appointment is 44 years.

⁵ Law of the employees 112 dated 1959 and legislative decree 149 dated 1983 which was cancelled later on.

- He should not have an illness which forbid him to do his work.
- He should have a certain scientific degree demanded by the position concerned.
- He must succeed in the maxamination demanded by the position concerned. The appointment in the vacancies would be according to the rank of the succeeding persons. But through this rank appointment the sectarianism must be considered. Each sect will have its first position, second etc... rank.⁶

But, the fact that there are vacancies, is not enough to fill them as this is not required by the law.⁷

(ii) The effect and the results of this appointment:

No one can be appointed unless there is a vacancy in the position concerned and had established a certain budget for it according to the general rules and laws.

⁶Article 95 of the Lebanese Constitution; and Council of State, decision 1135 dated 4/12/1964; Fakri Haidar; the administrative series, year 1965, p.76. Also Decision 495 dated 2/5/1968, Emil Battar; administrative series; year 1968, p.137. Also, articles 6, 7, 8, 9, 10, 11 and 12 of the legislative decree 112 dated 12 June 1959.

⁷Council of state, decision 77 dated 1/2/1969; Mehiel din; administrative series, year 1969, p.82. Also Decision 1969 dated 20/5/1968, George Zaher, Administrative Series, year 1968, p. 143.

The last statement of the article 13 of the legislative decree 112 dated 12 June 1959 states that if the appointment has been against the current laws, this appointment is not effective whatever the matter is until the authority concerned decides the case about. This indicates that the responsables for the legal aspects of the appointment are the accountants, compt-rollers, Bureau of accounts, and Civil Service Board. These departments or units decide upon the acceptance or rejection of the appointment, while the functionary has to refer to the Council of state to have his right through a legal manner in the appointment concerned.

This will allow the administration to cancel the appointment decree at any time if it were against the law.⁸

According to the legislative decrees 13 dated 1953, 14 dated 1955, and the 112 dated 1959. The functionary has:

- (i) To work towards the public interest, execute the rules, and the laws without any violations.
- (ii) To obey the orders of his direct supervisor unless these latter are illegal.
- (iii) To take personal responsibilities for his actions.
- (iv) To finish the work for the citizens quickly and with devotion through its limited job specification.

According to the above decree, the functionary has not:

- (i) To indulge in politics or be a member of a certain political party (in our day this rule does not apply half of the employees in the government are members in the today parties: (Kata'b, Amal, and PSP), or to make a speech or write an article without a permission from his direct superior.⁹

⁸ Council of state, decision 627 dated 20/5/1964, Marun Abu Jaoudeh, Administrative Series, year 1964, p.202.

⁹ Article 13 of the legislative decree 112 dated 12 June 1959 and Council of State, decision 895 dated 14/5/1965, Aouad Ouidatt, Administrative Series, year 1969, p.171.

- (ii) To be a member of the syndicates or organizations.
- (iii) To be in a strike.
- (iv) To have another commercial, industrial or other jobs.
- (v) To be an employee when he wants to be a candidate for the Chamber of Deputies or for the municipality.
- (vi) To be an agent for a certain country enemy to Lebanon (as Israel).
- (vii) To have a bride.
- (viii) To publish or state orally the secret information that he knows during his work, and even after the ending of his functions.
- (ix) To make general petitions concerning his position and the employment in the government, whatever the causes are.¹⁰

c. The Salary of the employee:

The functionary is given a monthly salary for his work, also a choice between a salary of retirement or a calculated amount of money without a salary after his functions are off due to age for example.

d. Promotion of the employee:

So, by provision, the period for the automatic pay raise can

¹⁰ Decree 15703 dated 6 March 1964.

be shortened by six months for officials recommended by their agencies to receive a merit raise, "Tarqiy'at" or promotion. This provision is, however, conditional on two factors: first, that a ministry or public agency cannot recommend more than 10% of its personnel for this merit raise annually; second, that the recommended list should receive the approval of the Civil Service Board (C.S.B.)

Civil Servants or employees reaching the upper ranks (one, two and three, in certain instances) within their own Grades or Categories of Grades become eligible for job advancement that is "Tarfi". This depends, however, on the number of vacancies available and the personal qualifications of candidates who are eligible. Promotion to a higher category of a Grade or a higher Grade involves mainly an increase in the level of responsibility and authority with or without possible salary adjustment.

The civil servant can have another Degree of a Grade if he stays in his position for two years.¹¹

But, the minister and upon the suggestion of the Director General, of the ministry or the suggestion of the Chairman of the Central Inspection Board (CIB) can delay the execution or the application of this degree for six months if the civil servant doesn't work according to his job specifications and general laws.

¹¹•State Council, decision 234 dated 12/7/1960, Hayyat Aboud, Administrative Series, year 1960, P. 205 and Decision 270 dated 2/11/1960, Suleiman Zaarrour, Administrative Series, year 1960, P. 236.

e. Vacations:

The vacations are of different types: administrative, familial; without salary, motherhood, and health vacations. The civil servant has the right after one year on his appointment and even after that each year in the future to benefit from an annual vacation of 20 days with salary.¹² This is called administrative vacation. Also, the employee has the right, in addition to his annual vacation called administrative to be absent for 3 months without a salary. This period could be added but not more than 6 months. This is called familial vacation. The female civil servant would be given a mother-hood vacation with salary for 3 months period. This vacation wouldn't be counted as the administrative or as a health vacation.

But absentaism if it is due to health, the civil servant must send a medical report if the vacation is not more than a month. But if this exceeds one month the salary could be cut based on the medical committee report.

But in condition that the civil servant couldn't be cured during two years, he will be dismissed from his functions.¹³

f. Transfer:

It is possible to transfer the civil servant from one "Cadre" to another "Cadre", from department to another in the same "Cadre", and from position to another in the same "Cadre" and in the same department or administration. But for the last transferring there must be a decision holding the reasons for that transfer.¹⁴

¹² Council of State, decision 411 dated 8/7/1969, Dr. Kamal Harb, Administrative Series, year 1969, p.199.

¹³ Legislative decree 112 dated 1959 and 149 dated 1983 which was cancelled in 1985.

¹⁴ Article 43 of the legislative decree 112 dated 1959.

g. Delegation and Assigning other legal positions:

Delegation is a process of assigning power or authority for a certain position or a function to the civil servant.¹⁵ There is another aspect which is to suspend temporarily the functions of a certain civil servant in case he is allowed to assume the responsibility of some other position.

h. The Out of the "Cadre":

This is a civil servant status being put out-of-the cadre upon his own request or upon the council of ministers' decision. This type of out-of-cadre has as objectives: to let the civil servant do a research which the administration benefits from, and in case of his illness or an illness in the family, but this is on condition that the period is one year, renewed twice, only. This type of-out-of cadre civil servant has his salary cut in this manner.

There is another type of the out-of-the-cadre which is to transfer some of the civil servants to certain independent services, municipalities, or even the International Institutions.¹⁶

i. Disciplinary Aspects:

The disciplinary processes or acts are made on the civil servants to adjust their deviations from the legal actions. The disciplinary punishments are stated in the laws concerning all grades of employees in the country.¹⁷

¹⁵ Council of State, decision 570 dated 20/5/1968, Khalil Atrouny, Administrative Series, year 1968, p. 144.

¹⁶ State Council, decision 565 dated 15/5/1968, Toufik Touma, Administrative Series, year 1968, p.146.

¹⁷ Legislative Decree 112 dated 1959.

These punishments are:

- "Oral warnings" which are form of correction. When a man fails to maintain standards, or has broken a rule, a clear oral warning that repetition may eventually call for discipline is in order. The superior should, of course, help the subordinate to figure out ways to prevent his mistakes from recurring.
- "Affecting a reduction in his salary".
- "Relaying a promotion".
- "Suspending him from the work".
- "Lower the degree or the grade".
- "Put out of the service".
- "Discharge".

In fact, the discipline is a very important element. The civil servant is disciplined not because he is bad, but because he has committed a wrong act. The discipline is directed always against the wrongful act committed by an employee.

According to the legislative decree 112 dated 1959, the Disciplinary Councils in charge of disciplinary matters are three: Council for the Grade I, and II Civil servants type, another council for the Foreign Cadre that is for ambassadors, and the council for all the civil servants. But the law 54/65 dated 2 October 1965 had established in its article 13 a "General Disciplinary Council (GDC) for all the civil servants, related to the "Prime Minister's Office. This "General Disciplinary Council" or "Board" (GDC) or (GDB) is composed of a chairman and two members and two other associate members in case of absenteeism of the main two members. These, the chairman and the members are appointed by a decree during a council of ministers meeting. The government commissioner to the General Disciplinary Council an Inspector General from the Central Inspector Board (CIB) represents the government in this council.¹⁸

j. The termination of the services of the Civil Servant:

The services of a civil servant can be terminated because of:¹⁹

- (i) Retirement due to age or having a lasting illness.
- (ii) Cancellation of the position.
- (iii) Resignation.
- (iv) Disciplinary action.
- (v) Age or having a lasting illness:

The article 68 of the legislative decree 112 dated 1959 stated the retirement age is 64 years.²⁰

¹⁸. Internal Administrative Laws of the General Disciplinary Council.

¹⁹. Legislative Decree 112 dated 1959.

²⁰. State Council, decision 565 dated 10/3/1967, Antoine Kamar, Administrative Series, year 1967, p. 134.

But the article 69 of the same precedent legislative decree stated that the civil servant reaching 55 of age could apply to be put on retirement. The administration should accept this demand within two months, then if not, it will be considered as accepted.

k. The temporary and contractual civil servants.

Positions to be filled on a temporary or contractual basis are established by a decision of the council of Ministers in accordance with an elaborate procedure. Each ministry or public agency wishing to appoint employees on a temporary or on contractual basis prepares a list of the positions needed with their salary schedules and the reasons for their creation. These documents are first submitted to the civil service board (CSB) and then to the Directorate of Research and Guidance (DRG) at the Central Inspection Board (CIB), where a study is made to determine whether or not the manpower already available at the requesting directorates institutions, departments etc.. can satisfy the needs. Once it is approved and the requirements are fulfilled, the council of Ministers issues an executive decree "Marsum", establishing the positions and then the time of the appointments.

Civil servants on lasting status enjoy job tenure. Civil servants on temporary status enjoy relative term of tenure of the temporary cadre, which may be of long duration. While the employees on contractual basis do not enjoy a term of tenure, as contracts can be easily terminated. The contractual employee could be given an amount of money if he was put of the government²¹ according to the article 89 of the legislative decree 112 dated 1959 and its change in the decree 15703 dated 6/3/1964.

²¹ Council of state, decision 1349, dated 2/12/1966, Nikoula Dooll, Administrative Series, year 1967, p. 84.

1. Administrative responsibilities and rights.

One of the important problems facing the managerial conducts is resolving the conflict between the responsibilities of the employees in their official capacity and their rights as private citizens. Employees of the Lebanese government as well as in other governments outside have a dual status. On the one hand, they are employees of the government and, as such, are supposed to operate as impartial agents of the general interest and servants of the people; on the other hand, they are private citizens and human beings entitled to the rights and privileges accorded to other citizens who are not employed by the government.

In Lebanon, the regulations governing the outside activities of Civil Servants are not basically different from those existing in other countries, although they are more severe and strict towards the violation of the administrative responsibilities. The Lebanese Constitution in article 13 provides that "the freedom to express one's opinion orally or in writing, the freedom of the press, the freedom of assembly, and the freedom of association shall be guaranteed within the limits established by law." But in spite of this provision in the constitution, the Lebanese government has in its personnel law instituted some significant limitations to the freedom of its employees.

The main prohibitions included in the personnel law of 1959 can be divided into three categories:

- (i) Prohibitions relating to the political activity of employees, including the joining of political parties and participation in political affairs.

(ii) Prohibitions relating to the joining of trade unions or syndicates.

(iii) Prohibitions relating to the right to strike.

Article 15 of Decree Law 112, dated June 12, 1959, prohibits employees from taking any action which is contrary to existing regulations. But, in addition to this general provision, it also prohibits employees from taking part in political activities, or joining political parties, or carrying the sign of any party or making or publishing, without the written authorization of their superiors, speeches, articles, declarations, or publications, relating to all matters.

It is clear from the above-mentioned that Lebanese employees are subject to a severe system which even denies them the basic right of joining a political party. One can argue that such a regulation towards the employees in the administration is in contradiction and violation of the Lebanese Constitution which guarantees the right of association.

Based on the questionnaires the following question has been answered "What is your opinion about article 15 of the legislative decree numbered 112-laws for the employees?". The interviewers were 16; so based on the answers the following statistics had been put in a table -1-:

Table -1-1

Different Opinions of the

Article 15

Extreme Degree of Acceptance	4 (25 %)
Great Acceptance	8 (50 %)
Moderate Acceptance	2 (12.5%)
No Acceptance	2 (12.5%)
No Opinion	0 (0%)
TOTAL	16 (100%)

This indicates that most of the employees in 1985 and after 10 years of war for which most parties and political factions are responsible, accept the article 15, even though it limits their freedom. This indicates the change in the Lebanese mind from the year 1975 the beginning of the civil war till today in 1985.

Based on the question "In case of canceling the article 15 of the legislative decree 112, do you desire to be a member in the following institutions:

- (i) Political Parties,
- (ii) Syndicate,
- (iii) Different Associations.

A statistical table had been established (Table -2-)

In this table 2-2 we can detect that most employees dislike joining parties, syndicate and different associations. About 91.8% of the interviewers (of the employees) refuse joining these types of organizations, while only 4.1% accept to join Syndicate and also 4.1% accept to join only different associations (like the beneficence ones).

Table -2-:

Opinions on canceling article 15.

(May, 1985).

	YES	NO
Political Parties	-	6(33.4%)
Syndicate Organizations	1(4.1%)	4(29.2%)
Different Association	1(4.1%)	4(29.2%)
	Total= 16 (100%)	

Total for "YES": (2) (8.2%)

Total for "NO" : (14) (91.8%)

(16 = No. of persons (Civil Servants)
interviewed.

B. INSTITUTIONS AFFECTING JOB MANAGEMENT

This section will show to the reader the organization charts of the Civil Service Board (CSB) and of the Central Inspection Administration (CIA). Also these will be discussing concerning the need for a civil service Reform in Lebanon, the reform during President Chehab, comparisons among presidency periods concerning the successful results of administrative reforms in Lebanon, and activities of CSB and CIA.

I. The work of Civil Service Board (CSB)

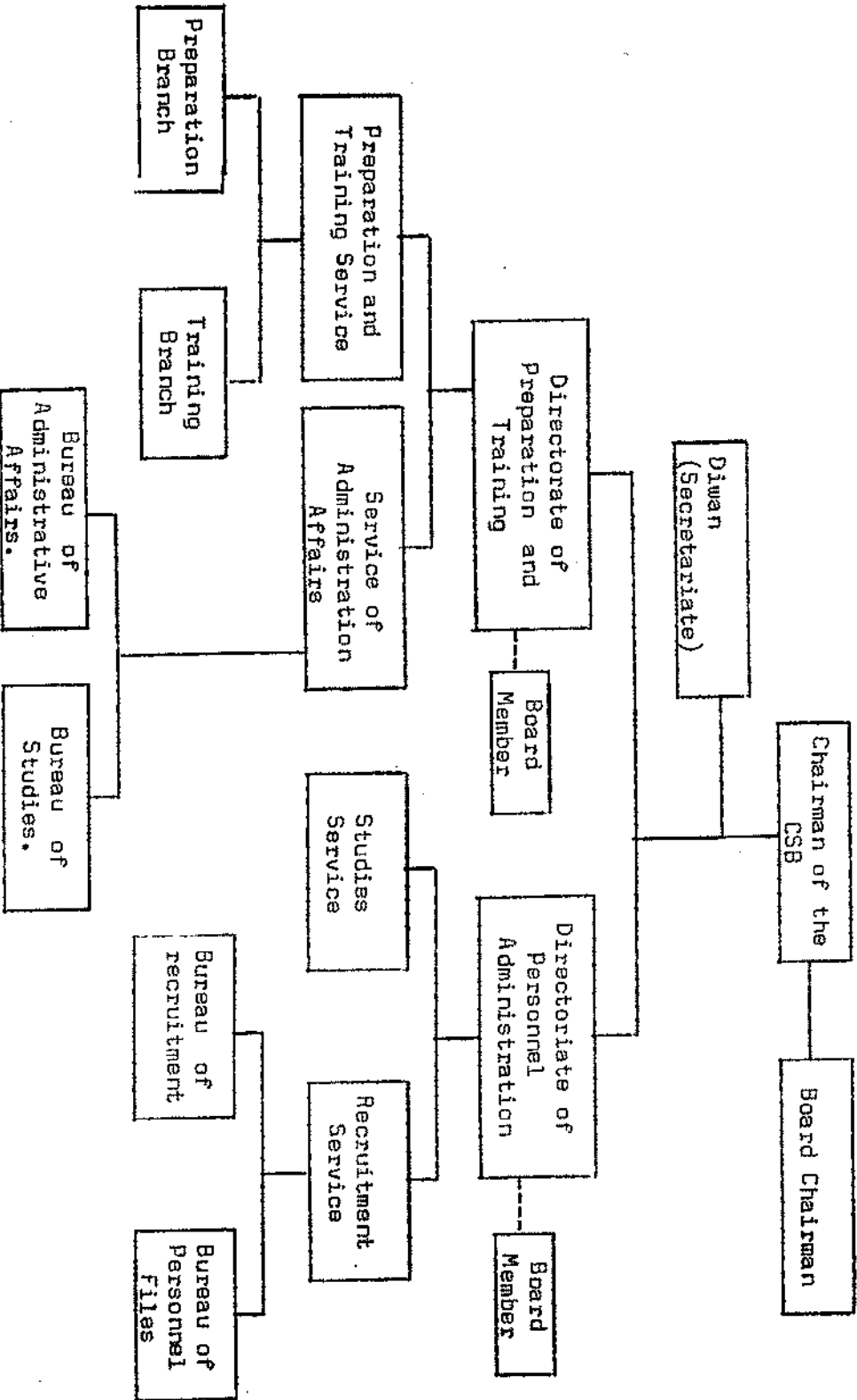
In this subsection, managerial units and organizational charts discussions about reform during president Chehab, and activities of CSB will be presented.

a. Managerial Units and Organizational Charts:

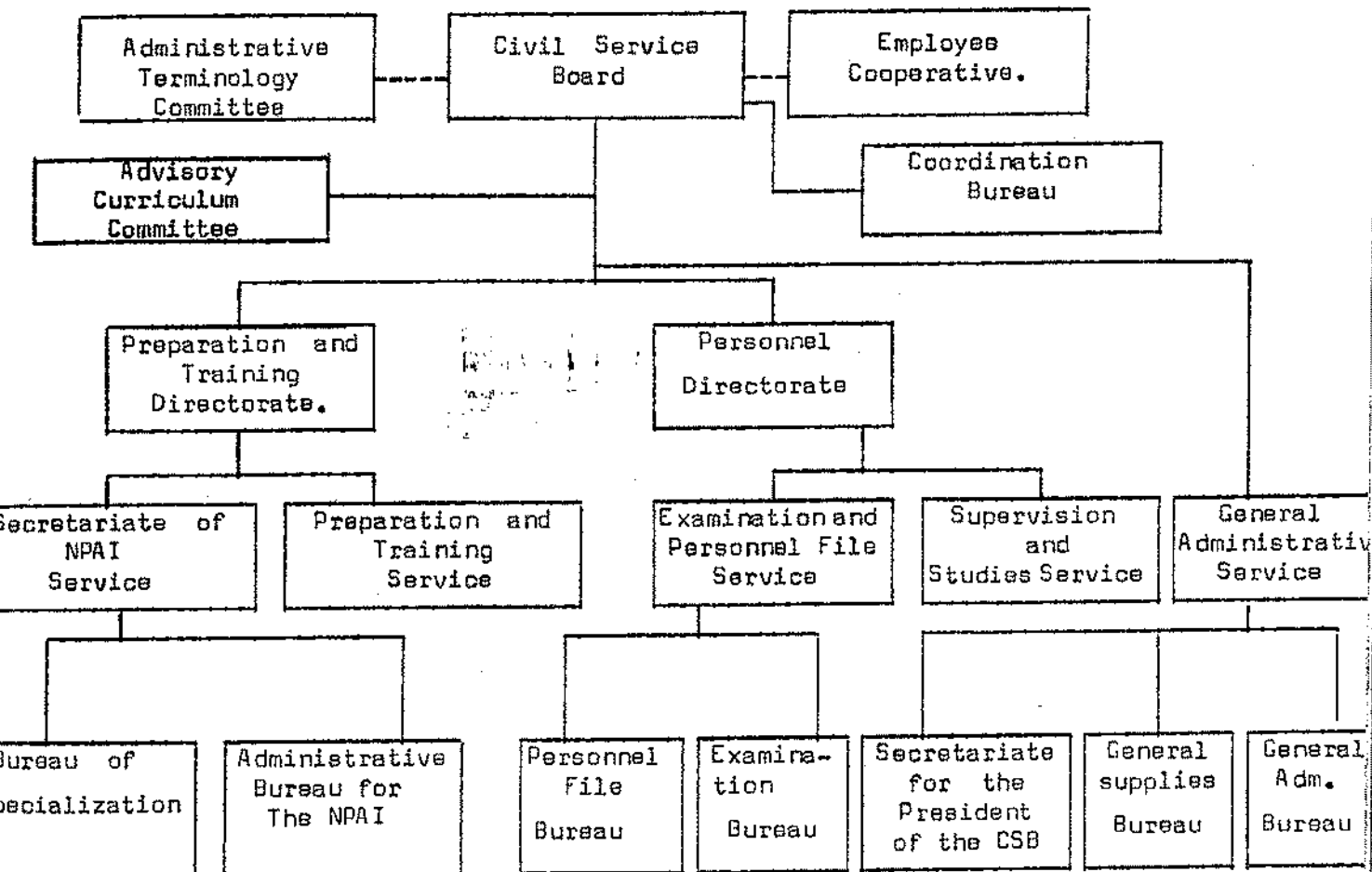
The decision No. 241 taken in the Council of Ministers in its meetings of November 15, 1961 gave the CSB the sole responsibility of interpreting all rules and regulations pertaining to the public job. The CSB was organized in accordance with the decree No. 2459 dated November 9, 1959 as in illustration 3. The re-organization of the CSB was done in accordance with the decree No. 8337 dated December 30, 1961. As the organization in the illustration 4 indicates the CSB is composed of the following units:

Illus. 3

STRUCTURE OF THE CIVIL SERVICE BOARD 1959
(ACCORDING TO DECREE NO. 2459 DATED NOVEMBER
9, 1959).



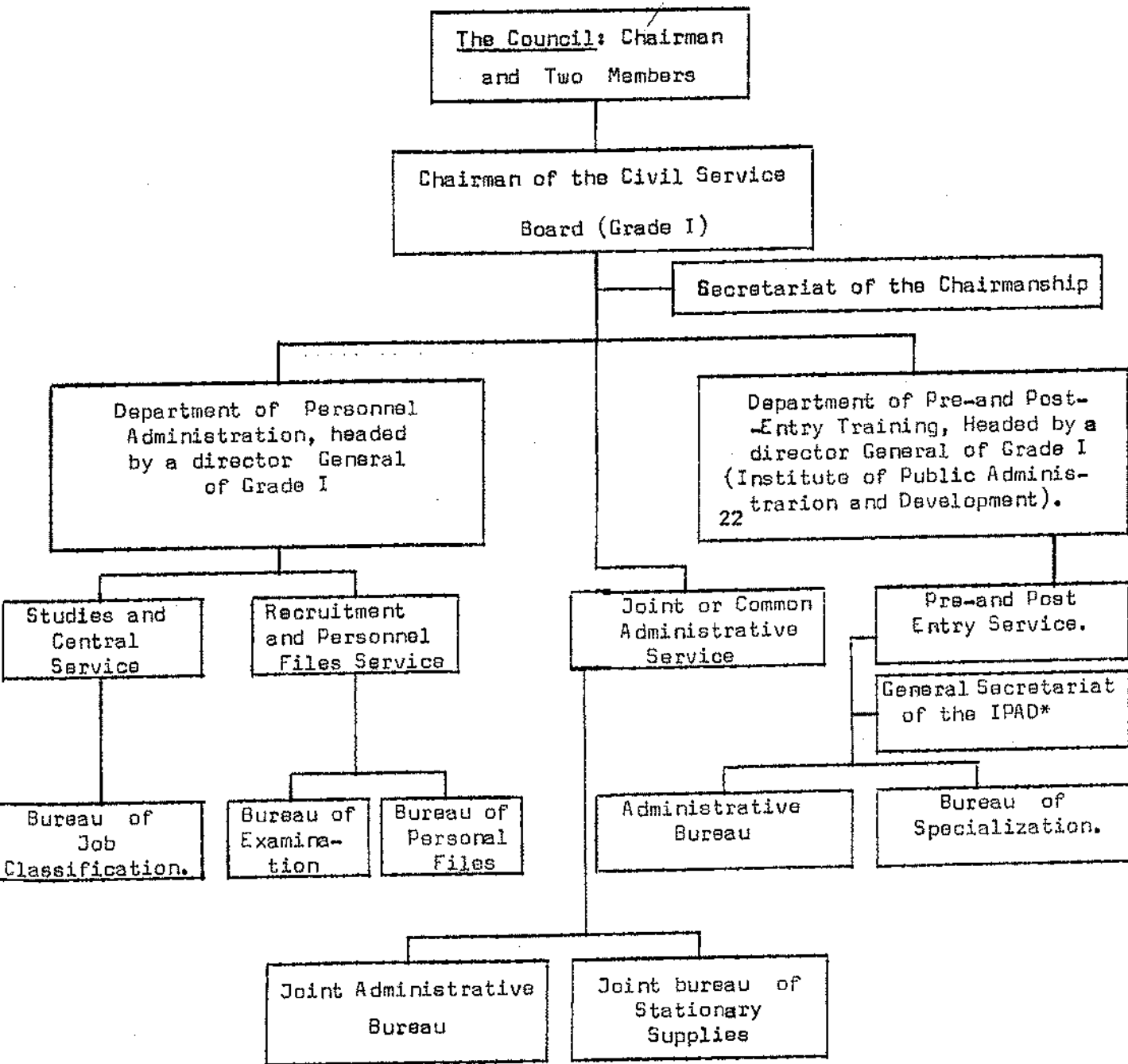
Structure of the Civil Service Board 1962
 according to Decree no. 8337,
 December 30, 1961



- (i) The Board.
- (ii) Personnel Directorate
- (iii) Preparation and Training Directorate
- (iv) General Administrative Service
- (v) Bureau of Coordination
- (vi) Employee Cooperative

The Board, is composed of three members; the first member is the President of the Board and the President of the CSB as a whole, and two members, the Head of the Personnel Directorate and the Head of the Preparation and Training Directorate. The President or Chairman of the Board calls for its meetings at least twice a week. In its meetings, the Board has to discuss the agenda as approved by the President. Decisions of the Board are taken by majority vote. In its decisions the Board has to list the reasons for taking such a decision. The Board is at the same time the sole organ that has the responsibility of interpreting the rules and regulations pertaining to the job, or the employees or to all those who work in the Administration. However, the chairman of the Board has certain particular functions to do. He is supposed to see if the decisions reached are properly executed on time. If asked by the council of Ministers, the President of the Board or his representative has the right to attend meetings of parliamentary committees while discussing the budget that pertains to the employees, the general administrative expenses etc... He has also the right to attend the meetings of the council of Ministers when discussing the administrative points as a whole. (refer to illustration 3, 4, and 5).

ORGANIZATION OF THE CIVIL SERVICE BOARD



²² (IPAD= Institute of Public Administration and Development).

The president of the Board is appointed by a decree taken in the Council of Ministers on the recommendations of the Prime Minister. He should possess the following qualifications:

(i) He should not be less than 40 years of age, a man who has been in the public service not less than 15 years, 5 of which is category I, or 10 years in a big private organization with a licence in Law or its equivalent.

(ii) He should not have occupied any political position for the last five years before his appointment.

(iii) While in position as president of the CSB he cannot occupy any other position except as a professor in a high institute.

(iv) Once appointed the President has the authority of a Minister regarding administrative and financial matters within the CSB, but he cannot enjoy the other constitutional rights of the minister.

Throughout the history of the reformed Civil Service, the most difficult problem from the point of view of relations between officials and staff has been salaries. There have been few periods when the level of pay and the principles upon which it was determined have not caused resentment, confusion and frustration.²³ At the root of this trouble can be found two special problems.

²³ Bashir, Iskandar E., 1977, Civil Service Reforms in Lebanon.

Firstly, as the Civil Service is maintained by and for the public, it is a political necessity that the Government in power observe restraint in expenditure on wages. The result, of course, has been a tendency for the Civil Service to lag behind rather than keep up with the rational trend of a long-run increase in wages. From this circumstance have stemmed the almost continual grievances over the level of pay. Secondly, the non-profit character of Civil Service operation makes it impossible to tie pay changes even loosely to internal economic influences. Consequently, the search for a rationale for wage determination has been rendered rather more difficult in the Civil Service than has been the case in industries involved in profit and loss transactions.²⁴

Motives (in the civil service) are not the same as in the free sector of the economy; acquisitiveness, the love of risk, the spirit of adventure as well as class-consciousness, anxiety and a sense of dependence are weaker. Self-seeking, though it still exists, is tempered by financial security and fixed rates of pay. Initiative and effort are no longer measured in monetary terms; to sustain them, other feelings must be appealed to: the duty to serve, the will to work, social usefulness, order, public spiritedness. The stimulus to work is no longer simply financial gain, but the performance of duty, that is to say, from the point of view of the community, service... The financial motive may be present in a state official. The state may come across it as an obstacle to staff recruitment, or as a spur to isolated or collective salary demands from its officials but the State itself pursues, only the public interest, and sees salaries only as a means of attaining this end.

The highmindedness and disinterestedness the State shows towards the selfish motives of the individual are so strongly marked that they influence the officials themselves.

²⁴. Bashir, Iekandar E., 1977, Civil Service Reform in Lebanon.

b. The need for Civil Service Reform in Lebanon

As any newly developing country Lebanon suffered from the lack of trained and qualified personnel to undertake the newly added functions and responsibilities of the government. It also lacked proper institutions and sound organizations to help solve the problems of a modern state.

It is apparent that the Lebanese Administration suffers from the same bureaucratic defects that plagued other administrations. It is a ruling bureaucracy as a Finer described the British Civil Service (BCS):

"...A vast body of officials wielding great power, imbued with so definite and particular a tradition and view of their calling that it separates them from and makes their ways of thought and behavior strange and alien to the rest of society."

These defects increased in the absence of an outside control due to the instability of Lebanese Ministers in their offices.

In Lebanon, the Civil Service suffered from such defects as over-devotion to precedent, isolation from the rest of the society, inaccessibility and facility in handling of the general public interest, absence of initiative and imagination, ineffective organization and waste of manpower, delay and refusal to take responsibility or to take decisions, and a complete dependence on rules and regulations which ties their hands and turns them into a tired giant.²⁵

In describing the general administrative situation before the creation of the Civil Service Board (CSB), Mr Fared Al-Dahdah, the President or Chairman of the CSB, wrote:

²⁵ Unpublished article (Arabic) about the administration in Lebanon by Hassan Ramadan, (1955).

There is unnecessary increase in the number of employees, low standards of performance, appointment without evaluating knowledge or qualifications, patronage, routine, and the absence of law..."²⁶

Related to the need of a reform, a question was set for the Civil Servants interviewed concerning a need for a reform.

The question was "does the Lebanese Administration need a reform from bottom to the top." In fact the answers were 100% "YES". This implies a great and an urgent need for this reform. (May, 1985 questionnaire). Another question is "What are the factors of this reform"; let us establish a statistical table showing the answers; (refer to table 3).

²⁶CSB Annual Official Report (1962).

Table -3-: A need for a reform. May, 1985

The first two issues that the interviews affirm as factors to take into consideration for the general reform through CSB are:

- Putting away the political authority from the administrative.
- Reform of the political structure in Lebanon.

	Answers (No. of persons)
Through Law	1 (3.85 %)
New systems or ways of modern organization and developed technology	3 (23.07%)
No limitation of the administration	3 (15.39%)
Reform of the Political Structure in Lebanon	4 (26.92%)
Put away the Political authority from the administration	5 (30.77%)
TOTAL	16 (100%)

The precedent statistical table (May 1985) indicates an urgent need for a reform in the Lebanese Administration demanded mainly by the Civil Servants.

c. Reform during President Chehab

President Chehab called upon Mr. Rachid Karamah, one of the "Zaims" who fought against Chamoun, to formulate a ministry of neutrals. But this ministry was not destined to live because the moment of its creation was known it was rejected by the pro-Chamounite. Finally, it was agreed that a ministry should formulate to include people from both camps in equal proportion and this was later known as the "No Winner and No Loser" Ministry. Mr. Karamah and Mr. Hussein Al-Ouaeni represented the Moslems and Mr. Pierre Gemayel and Mr. Raymond Edeh represented the Christians. And since the administration was accused of corruption and inefficiency; and since it was accused of being pro-Chamounite; so by reforming the administration it is thought that this would bring confidence and satisfaction to the people. Thus, all the attention was centered on reforming the Administration. President Chehab, being an objective, and scientific person, gave this reform movement a special care and priority as the pillar for future progress. So, in December 1958, the government asked the House of Parliament to delegate to it the power of issuing legislative decree to carry its intended mission. Due to the granting of power, a central committee for administrative reform was created and attached to the office of the Prime Minister. A report of Mr. Sadaka, a member of the committee, mentioned some of the important features of the proposed CSB by the CCAR:

Its authority should include matters relating to recruitment, promotion, transfer, punishment and dismissal from the service... To be able to perform its duties effectively and objectively this CSB should have strong guarantees against pressure and political interference. It should be granted in ministries that are usually given to courts...

Moreover, it proposed the establishment of four major units within this CSB: "... The Personnel Directorate, Central Inspection Directorate, Research and Guidance Directorate, and Preparation and Training Directorate. The highest authority within the CSB would be a committee composed of the four heads of these Directorates under the Chairmanship of the head of the CSB. Recruitment would be made after a competitive examination with due regard to professionalism...²⁷

The French Mandate (1920-1943) has been perhaps the most important single factor in shaping the political and administrative structure and procedure of Lebanon. Building on a long heritage of French influence, the direct impact of Mandate coming at the end of World War I reflected an image of the Third Republic.

The survey held the president Fuad Chehab's regime relatively better from administrative reform point of view.

According to the answers the reform programs were more successful during President Chehab period rather than during the other regimes. Throughout the illustration based on the questionnaire (which is in the appendix), the Chehab period was rated 48.7% as successful followed by President Frangieh with 34%, President Camille Cham'oun (20%), President Elias Sarkiss (16%), President Charles Helou (11.3%), and finally President Amine Gemayel (8%). The "NO" answers are quite revealing also from the perspective of no opinion view-point; (refer to table 4).

²⁷ Sadaka (1965), Annual Report of CSB.

Table -4-:

COMPARISON OF INTERVIEWEES' RESPONSES TO THE
ADMINISTRATIVE REFORM PROGRAMS OF VARIOUS
REGIMES.

(Based on the questionnaire distributed to the Civil Servants)

(May - 1985)

Regime	Successful Results	Unsuccessful Results	NO Answer	TOTAL
President Camille Chamoun	5 (20 %)	12 (47.3%)	8 (32.7%)	25 (100%)
President Fuad Chehab	12 (48.7%)	1 (29.3%)	6 (22%)	25 (100%)
President Charles Helou	3 (11.3%)	15 (62%)	7 (26.7%)	25 (100%)
President Suleiman Frangieh	9 (34 %)	13 (52.7%)	3 (13.3%)	25 (100%)
President Elias Sarkis	4 (16%)	12 (48%)	9 (36%)	25 (100%)
President Amine Gemayel	2 (8%)	19 (76%)	4 (16%)	25 (100%)

d. The Functions of CSB

The Legislative decree No. 114, of June 12, 1959, provided the establishment of a Civil Service Board that has the following major responsibilities:

(i) To agree and work out with the Ministers and Public agencies concerned the civil service examinations which will be given to all candidates seeking appointments in Grade III and Grade IV.

(ii) To give its opinion on the appointment of persons in Grade I and II who are from outside the "Cadre".

(iii) To submit proposals to the Council of Ministers regarding the conditions under which sickness aids could be given.

(iv) To give its opinion on matters of transferring employees from one position to another within the same or between "Cadres".

(v) To give its opinion on matters of delegating employees to work in other ministries than their original ones.

(vi) To direct the operations of the National Public Administration Institute (NPAI).

(vii) To attempt to raise the morale of the employees through inservice training.

e. Activities CSB:

The civil service board has achieved enormous success in the areas of Public staffing and pre-and post-entry training since its establishment in 1959, inspite of the relatively short period of its operation and small number of personnel working under difficult socio-political conditions.

The CSB in fact should participate the general reform. This shouldn't be difficult, because the will for reform, as expressed by President Elias Sarkis in his Inaugural Address, exists and efforts are already channeled in the direction of reform and development.²⁸

The positive impacts of CSB had shown in many areas as in the area of Duties and Responsibilities, in the area of Administrative transactions, in the area of Methods of Execution, in the area of Executive Control, in the area of Civil Service, etc...

Even to gazette or annual reports if CSB had great impact on civil servants. This is shown in the following question and table.

Some activities made by the CSB are examinations. The following tables are examples of the number of those examinations during periods of prosperity.

According to table-6- which shows the number of Civil Service examinations held by the CSB for public agencies and ministries (1959-1971), one can observe that the candidates accepted to sit for the examination in 1960 were 2060 in number while in 1971 were 3100. Also it is shown that in 1967 we have the maximum number of candidates who participated which could indicate that the 1967 year was an active year for examinations and appointments but this was not the case because only 28% were successful. In comparing the above year with 1971, one can observe that from 3100 candidates, 84% were successful participants. The same elaborator could be applied for the independent services and municipalities. But, the fact is that not all successful participants could be appointed, because there is the problem of vacancies.

²⁸•An-Nahar, Issue No. 12966, Sept. 24, 1976.

Table -6-:

NUMBER OF CIVIL SERVICE EXAMINATIONS HELD BY THE
CIVIL SERVICE BOARD FOR THE MINISTRIES AND PUBLIC
AGENCIES OF THE CENTRAL GOVERNMENT OVER SELECTED
YEARS 1959-1971

Year	No. of Examinations.	Candidates Accepted	Candidates Participated	Candidates Passed	Percentage of Successful Participants
1960	6	2060	1782	720	40%
1961	17	3189	2991	288	10%
1963	141	-	2355	2577	40%
1966	103	6650	6066	2216	36%
1967	102	8399	7439	2017	25%
1968	63	6270	4781	1205	20%
1971	33	3100	2445	2064	84%

Table -7-:

NUMBER OF CIVIL SERVICE EXAMINATIONS HELD BY THE CIVIL SERVICE BOARD FOR INDEPENDENT SERVICES AND MUNICIPALITIES DURING THE YEARS 1966-1968 AND 1971.

Year	No. of Examinations	Candidates Participated	Candidates Passed	Percentage of Successful Participants
1966	10	91	63	70%
1967	17	175	68	35%
1968	17	354	111	31%
1971	10	402	363	80%

II. The work of Central Inspection Administration(CIA)

The Central Inspection or controlling Administration, replacing its predecessor the state Inspection Board, is also located under the office of the Prime Minister, and also charged with seeing that the administrative offices perform their duties both with efficiency and according to law.²⁹ According to the legislative decree 115 dated 12 June 1959 this CIA was established. The jurisdiction of the agency extends over all divisions of the administration except the army and the judiciary. In order to assure the significance of CIA, its appointed head is an employee of the first grade who has the status of a director general. He has access to the highest. Today's President of the CIA is Mr. Hassan Rifaa't, while during Elias Sarkis period, Mr. Hisham Shaar was the head of the CIA.

a. Units and Chart of (CIA)

The administrative organization of Central Inspection includes a Central Inspection Board and there under a Secretariat, a Research and Guidance Administration, a Tenders (bidding) Administration, Administrative Inspection, Educational Inspection, Health, Social and Agricultural Inspection, Financial Inspection, Engineering Inspection, and a Commissionary Government to the General Disciplinary Board; (refer to illustration 6)

b. The Activities of CIA

The decree No. 8338 of 30 December 1961 stated that the Central Inspection Board has two members besides the Head of Central Inspection. The Board is responsible for setting inspection policies and for initiating efforts to improve

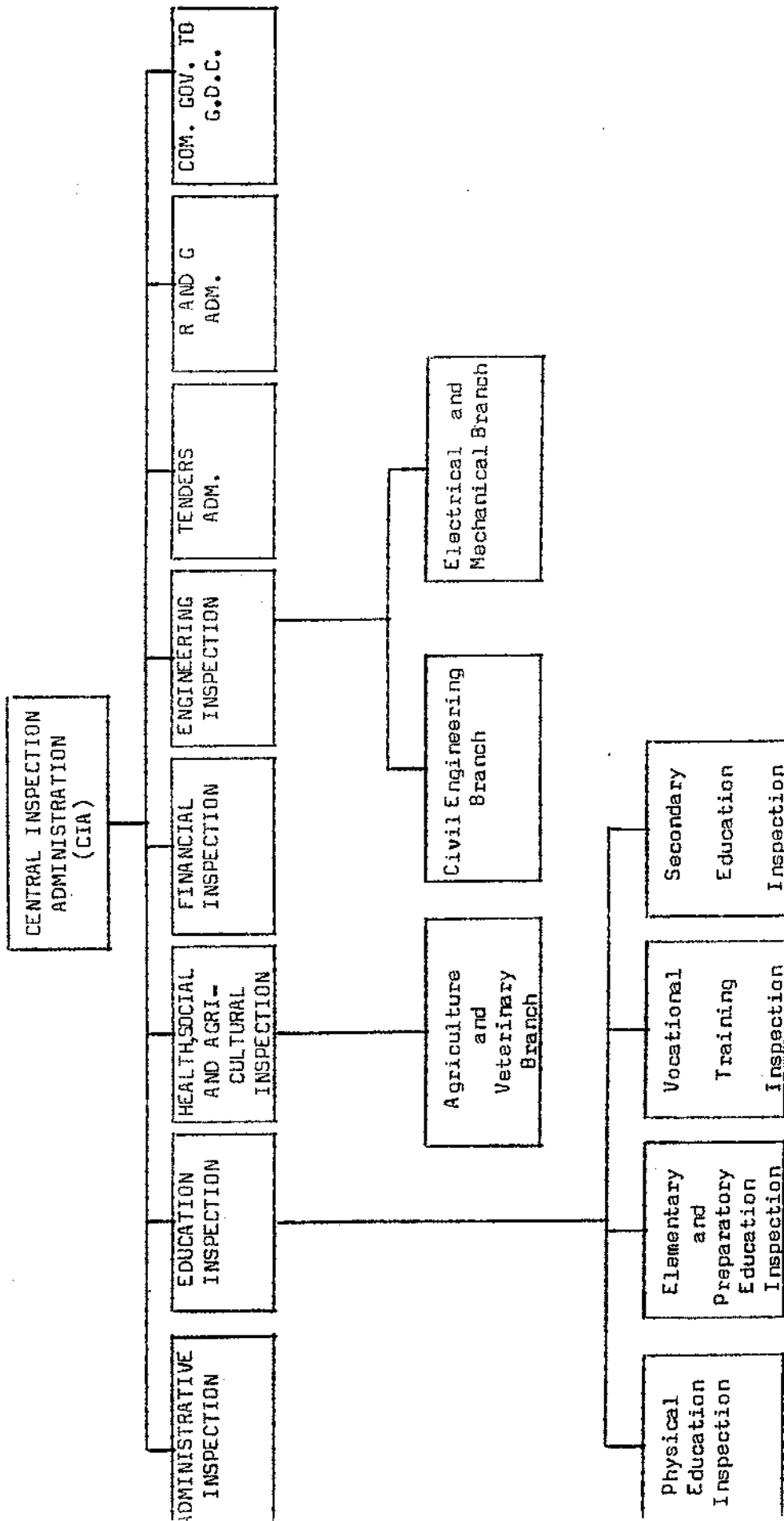
²⁹ Legislative decree year 1953, 1955 and 1959.

administrative activity generally. While the Secretariat performs the clerical duties. The Research and Guidance Administration studies and analyses administrative ways and systems. The Tenders (Bidding) Administration is a unit through which bids are invited on government contracts and through which contracts are awarded. While the Administrative Inspection serves the performance of general administrative jobs through all the administration as a whole, the Engineering department examines civil engineering, electrical engineering, tele-communication engineering or other types of engineerings. The Education department examines the administrative activities related to education, the same is for finance and health, social and agricultural each one related to its field. While the missionary government is representing the CIA in the General Disciplinary Council (GDC).³⁰

³⁰. Illustration 7.

Illus. -6- (refer to a.).

THE CENTRAL INSPECTION ADMINISTRATION CHART



Chapter 5

INFLUENCE AND IMPACT OF SECTARIANISM

This chapter will discuss the sectarian problems involved in the Lebanese Administration. It begins, by a general discussion of a background sectarianism concerning sectarian composition of the Lebanese People involving statistical information, and distribution of top posts in different years. It also involves statistical tables and illustrations, which in fact presents to the reader a general fact about the issue of sectarianism affecting the Lebanese Administration. This chapter will also involve a discussion of the present operation of sectarianism concerning the influence of politicians, and religious men on civil servants, the special role played by the information channels, the importance of sects in the Lebanese Administration, and problems that the civil servants encounter in seeking appointments. Also there is a discussion about the impact and consequences of sectarianism involving the effect of civil war, the sectarian effects on the Lebanese institutions, benefits from sectarian equilibrium, general attitudes towards sectarianism, secularism as an alternative and substitute for sectarianism.

In considering the various factors affecting the system of public employment in the Lebanese administration, sectarianism plays an important controlling role, which cannot be ignored. The article 95 of the Lebanese constitution says:

"As a provisional measure, and for the sake of justice and armity, the sects shall be equitably represented in public employment and in the composition of the Cabinet, provided such measures does not harm the general welfare of the state" This is discussed also in the chapter of Review of Literature by Farid jumblatt in 1970."

While the Civil servants law (legislative Decree no.112) dated June 12, 1959 says in its provision 96, that article 95 of the constitution should be applied.

So, the government of Lebanon became legally bound by these regulations to appoint employees on the basis of proportional representation. This policy has now been translated into the following as implied by CSB:

27.5%	Maronites.
20 %	Orthodox
6 %	Catholics.
6.5%	for other Christian sects (Armenian Orthodox, Armenian Catholic, and Protestant).
22.5%	for Moslem Sunnite
21 %	for Moslem Shiite
6.5%	for Moslem Druze

This makes up a total of 50% Christians and 50% Moslem.³¹

³¹. Information from CSB .

A. BACKGROUND OF SECTARIANISM

This section will present to the reader a general discussion about the sectarian composition of the Lebanese people, distribution of Top posts in different alternate years represented by statistical tables and illustrations.

a. The problem of sectarianism imposes restrictions paralyzing the normal role of administration under many conditions. Sectarianism also is weapon in the hands of managers as well as employees which harms the performance of effective and efficient productivity. Here in this subsection, discussions, tables and illustrations of sectarian composition would be presented.

Sectarianism is self-penetrating because once present in the people it makes its way into their customs, conventions and laws, which inturn governs their manner of life and efficiency.³²

Although sectarianism plays a role in determining the political and social life of many countries, and especially the influence is strong in Lebanon. Here, that is in Lebanon there are Moslems, Christians, and Jews have lived side by side for centuries.

Religions are also divided into several sects among the more important of which are:

- (i) Maronites.
- (ii) Latins.
- (iii) Greek Catholics.
- (iv) Greek Orthodox.
- (v) Chaldeans.
- (vi) Syrian Catholics.
- (vii) Syrian Orthodox.
- (viii) Armenian Catholics.

³² Sayegh, Favez, "Sectarianism", Beirut, Thabat Press. 1947.

- (ix) Armenian Orthodox.
- (x) Sunnites.
- (xi) Shi'a.
- (xii) Druze.
- (xiii) Protestant.
- (xiv) Jews.
- (xv) Ismaeli.
- (xvi) Alaoui.
- (xvii) Ashouri.

Besides this plurality of sects, there is the plurality of major sects; they are six: Maronites, Catholics, Greek Orthodox, Sunnites, Shi'a and Druze.

In modern Lebanon there are no precise statistics about the majority of the population. But it is known that the Moslems are more than 60% of the total population.

There is also the cultural and natural significance of sectarianism. In Lebanon Moslems look to the Islamic and Arab cultures while Christians turn to the West with its Christian values. There is a Christian belief that Lebanon is not an integral part of the Arab World, but rather a part of the Mediterranean culture.

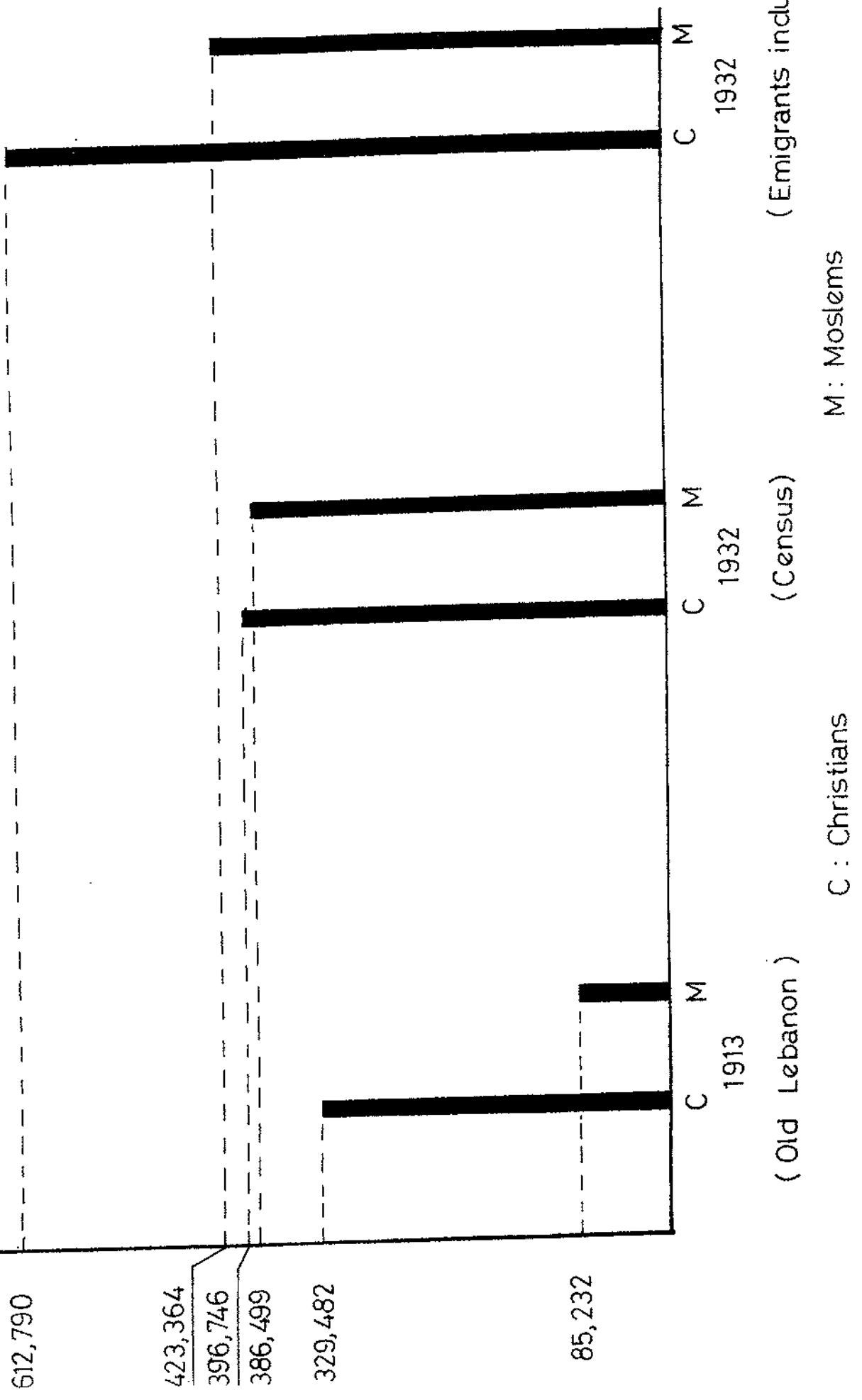
Table 7 and the illustration 7 will show to the reader the sectarian-composition of the Lebanese population in 1913, 1932 according to the census, and in 1932 with Emigrants included.

Sectarian-Composition of the Lebanese Population.³³

	<u>1913</u> <u>(Old Lebanon)</u>	<u>1932</u> <u>(Census)</u>	<u>1932</u> <u>(Emigrant included)</u>
	(%)	(%)	(%)
Maronites	242,308	227,880	351,197
Greek Orthodox	52,356	77,312	134,343
Greek Catholics	31,936	46,709	76,336
Protestants	2,815	6,869	9,800
Armenian Gregorians	67	26,102	28,072
Armenian Catholics		5,890	6,344
Jacobites.		2,723	2,820
Syrian Catholics		2,803	3,115
Nestarians		190	190
Chaldean Christians		548	573
Total Christians	<u>329,482</u> (79.4)	<u>397,026</u> (50.03)	<u>612,790</u> (58.48)
Sunnits	14,529	178,130	195,335
Shia'	23,413	155,035	165,945
Druze	47,290	53,334	62,084
Total Moslems	<u>85,232</u> (20.5)	<u>386,499</u> (48.7)	<u>423,364</u> (40.4)
Jews	<u>86</u> (0.1)	<u>3,588</u> (0.45)	<u>4,003</u> (0.38)
Divers		<u>6,393</u> (0.82)	<u>7,656</u> (0.74)
Total (Grand)	<u>414,800</u>	<u>793,506</u>	<u>1,047,813</u>

³³ *Randot, Les Institutions Politiques, pp. 28-29.; Paris Pub.

Sectarian composition of Christians and Moslems . . .



The illustration of the Sectarian composition of the Lebanese population shows to the reader that in 1913, the Christians were 329,482 in number while the Moslems were 85,232. This implies that the Christians were more than the Moslems in number by 3.86 times in 1913, of course these statistics were in old Lebanon before the 1920 where at that time the greater Lebanon was formed due to the "Sykes-Piquot" agreement.

In 1932 (Census), the Christians were 396,746 in number while the Moslems were 386,499. This implies that the Christians were more than the Moslems in number by 1.02 times in 1932. This difference in population number between Christians and Moslems implies the difference in number of posts in the Administration taken by these two religious groups. Of course, the Christians had more important administration posts than the Moslems during 1913 till 1932 and even after.

Table -8-:
Population by Sects (1956)³⁴

		%
Sunnits:-----	286,238	(20.28)
Shi'a :-----	250,655	(17.75)
Druze :-----	88,131	(6.24)
Maronites:-----	423,708	(30.02)
Greek Catholics:-----	90,788	(6.43)
Greek Orthodox :-----	148,927	(10.56)
Protestants :-----	14,365	(1.01)
Latin:-----	4,446	(0.31)
Armenian Catholics:-----	14,631	(1.036)
Armenian Orthodox :-----	63,679	(4.5)
Chaldeans:-----	1,466	(0.103)
Syrian Catholics :-----	5,699	(0.403)
Syrian Orthodox :-----	4,798	(0.339)
Jews:-----	6,692	(0.474)
Others:-----	7,193	(0.545)
<hr/>		
TOTAL:	1,411,416	(100%)
<hr/> <hr/>		

³⁴. An Nahar, Beirut, No. 6249 of 26/4/1956, (Birth and Death Registrations).

In interpreting the illustration of population by sects and the effect of each sectarian appointment in the Lebanese Administration in 1956, it is noted that at that time the Maronites were 423,708 in number which was the largest sectarian population at that time and the most important positions were taken by this sect. Then the Sunnites came in number as of 286,238. The sunnites in 1956 came in the second place concerning the posts taken in the administration; (refer to table 8).

This implies that the Maronites and Sunnites were the two major sects in Lebanon affecting the Administration in 1956 and after that until the 80s.

The table 9 of population by sects and districts in 1956, shows that the majority of Sunnites were in Beirut (76,116) in number. This allows the Sunnites to be effective than the other sects because they control the capital of the country (politically, Economically and even Socially). This means that any political group or sect that governs the capital especially Beirut, has the main and effective decisions in his hands.

The Maronites as a sectarian group were more effective in controlling politics and economy in Lebanon since they were the major group in 1956.

Population by Sects and Districts (1956).³⁵

	Beirut	Mount Lebanon	North Lebanon	South Lebanon	Beqa'a	Total.
Sunnites.	76,116	24,423	118,203	29,889	37,067	286,238
Shia'	17,062	22,716	1,337	148,446	61,044	250,655
Druze.	2,457	71,569	19	6,893	7,193	88,131
Maronites	18,101	224,921	111,917	39,509	29,260	423,708
Greek Catholics	3,617	21,520	3,864	23,147	35,630	90,788
Greek Orthodox	25,276	32,239	62,767	10,784	17,861	148,927
Protestants	5,482	3,945	1,357	2,493	1,088	14,365
Latin	2,771	963	330	265	117	4,446
Armenian Catholics	8,809	3,722	345	298	1,448	14,631
Armenian Orthodox	42,762	15,600	1,579	1,833	1,905	63,679
Chaldeans	1,178	62	29	8	189	1,466
Syrian Catholics	4,757	40	194	3	705	5,699
Syrian Orthodox	2,745	257	150	5	1,641	4,798
Jews	5,382	95	40	1,108	67	6,692
Others	215	447	6,064	206	261	7,193
T O T A L	220,849	422,193	307,695	264,716	101,063	1,411,416

³⁵ An Nahar, Beirut, no. 8249, April 26, 1956.

b. The following pages will enable to show to the reader the distribution of top posts according to sects in 1942, 1946, 1955 and the number of employees in 1942 according to sects. In fact, sectarianism is at the basis of many rational problems and controversial issues in modern Lebanon.

These problems can be divided into three categories:

- (i) Conflicts between the religious leaders on one side and the secular interests on the other.
- (ii) Conflicts between the sects and the state.
- (iii) Conflict between Christians and Moslems.

The authorities in Lebanon have been always aware of the importance of the sectarian apportionment of posts. Time after time they stated their approval of this principle and guaranteed its just application.

In the French Lebanese treaty of 1936, the following guarantees were made:

"A fair and just representation of the various element of the population in the public offices of the state." "A proportionate distribution of public utility expenditures so as to benefit all regims equally."³⁶

These promises were reaffirmed in a letter of the representation of Free France to the president of the republic declaring the independence of Lebanon in November 1941:

"The Lebanese Government will ensure an equitable allotment to the various element of the country of the high offices in the state."³⁷

³⁶. An Nahar, No. 965, Nov. 15, 1936.

³⁷. Ad Diar, Beirut, No. 36, Nov. 25, 1941.

Distribution of Top Positions Among Sects.

Year 1942	Total	Maronite	Cath.	Orth.	Sun.	Shia'	Druze
Directors	9 (50%)	3 (30%)	2 (100%)	1 (100%)	2 (66.6%)	0 (0%)	1 (50%)
Inspectors General	9 (50%)	7 (70%)	0 (0%)	0 (0%)	1 (33.4%)	0 (0%)	1 (50%)
T o t a l	18	10	2	1	3	0	2

Year 1946							
Directors General,							
Directors,	15 (48.3%)	6 (50%)	0 (0%)	3 (50%)	5 (55.6%)	0 (0%)	1 (50%)
Service Chiefs							
Muhafiz	5 (16.1%)	1 (8.4%)	1 (100%)	1 (16.6%)	1 (11.2%)	1 (50%)	1 (50%)
High Diplomatic Posts	11 (35.6%)	5 (41.6%)	0 (0%)	2 (33.3%)	3 (33.2%)	1 (50%)	0 (0%)
T O T A L	31 (100%)	12 (100%)	1 (100%)	6 (100%)	9 (100%)	1 (100%)	2 (100%)

Year 1955							
Directors General	17 (15.3%)	7 (15.5%)	1 (10%)	1 (7.69%)	5 (16.2%)	1 (25%)	2 (25%)
Directors	21 (18.9%)	11 (24.5%)	3 (30%)	2 (15.38%)	4 (12.9%)	0 (0%)	1 (12.5%)
Muhafiz	5 (4.5%)	3 (6.7%)	0 (0%)	0 (0%)	1 (3.23%)	0 (0%)	1 (12.5%)
Ambassadors & Ministers.	20 (18.01%)	5 (11.2%)	2 (20%)	3 (23.07%)	6 (19.36%)	2 (50%)	3 (37.5%)
Service Chiefs	48 (43.29%)	19 (42.1%)	4 (40%)	7 (53.86%)	15 (48.31%)	1 (25%)	1 (12.5%)
T O T A L	111 (100%)	45 (100%)	10 (100%)	13 (100%)	31 (100%)	4 (100%)	8 (100%)

38. A Moslem Organization, (1980)

39. Randot, La Institutions Politiques, p. 89, Paris Pub.40. Randot, Les Institutions Politiques, p. 89, Paris Pub.

Distribution of Top Positions Among Sects.

Year 1942	Total	Maronite	Cath.	Orth.	Sun.	Shia ¹	Druze
Directors	9 (50%)	3 (30%)	2 (100%)	1 (100%)	2 (66.6%)	0 (0%)	1 (50%)
Inspectors General	9 (50%)	7 (70%)	0 (0%)	0 (0%)	1 (33.4%)	0 (0%)	1 (50%)
T o t a l	18	10	2	1	3	0	2

Year 1946							
Directors General,							
Directors, Service Chiefs	15 (48.3%)	6 (50%)	0 (0%)	3 (50%)	5 (55.6%)	0 (0%)	1 (50%)
Muhafiz	5 (16.1%)	1 (8.4%)	1 (100%)	1 (16.6%)	1 (11.2%)	1 (50%)	1 (50%)
High Diplomatic Posts	11 (35.6%)	5 (41.6%)	0 (0%)	2 (33.3%)	3 (33.2%)	1 (50%)	0 (0%)
T O T A L	31 (100%)	12 (100%)	1 (100%)	6 (100%)	9 (100%)	1 (100%)	2 (100%)

Year 1955							
Directors General	17 (15.3%)	7 (15.5%)	1 (10%)	1 (7.69%)	5 (16.2%)	1 (25%)	2 (25%)
Directors	21 (18.9%)	11 (24.5%)	3 (30%)	2 (15.38%)	4 (12.9%)	0 (0%)	1 (12.5%)
Muhafiz	5 (4.5%)	3 (6.7%)	0 (0%)	0 (0%)	1 (3.23%)	0 (0%)	1 (12.5%)
Ambassadors & Ministers.	20 (18.01%)	5 (11.2%)	2 (20%)	3 (23.07%)	6 (19.36%)	2 (50%)	3 (37.5%)
Service Chiefs	48 (43.29%)	19 (42.1%)	4 (40%)	7 (53.86%)	15 (48.31%)	1 (25%)	1 (12.5%)
T O T A L	111 (100%)	45 (100%)	10 (100%)	13 (100%)	31 (100%)	4 (100%)	8 (100%)

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38. A Moslem Organization, (1980)

39. Randot, La Institutions Politiques, p. 89, Paris Pub.40. Randot, Les Institutions Politiques, p. 89, Paris Pub.

This table 10 illustrates the distribution of Top Positions in 1942 among directors, and inspector generals. The Maronites at that time were the pioneers in having most of these positions.

Also Table 10 illustrates the distribution of Top positions among sects in Lebanon, in 1946. These top positions include directors general, directors, service chiefs, Muhafiz and higher Diplomate. The Maronites had off that time 12 top positions, while others had to contend with the following:

Catholics:	1,	Orthodox:	6,	Sunni:	9,
Shia'	: 1,	Druze	: 2.		

The reader can observe this change of 180° among the distribution of Top Positions among sects between the year 1946 till 1981.

The Table 10 also provides the distribution of Top Position among sects in 1955 (these positions include: directors General, Directors, Muhafiz, Abassadors, Ministers, and Service Chiefs). The Top positions occupied by the different communities were as follows:

The Maronites	45 in number;	the Catholics	10;	the Orthodox	13;
the Sunni	31;	the Shia'	4;	and the Druze	8.

Comparing the distribution of Top positions in 1955 with 1946, the point can be made that the number of Catholics on top posts increased from 1(1946) to 10(1955). The number of Maronite posts have been increased from 12 (1946 to 45(1955), which is much larger compared to positions occupied by the other Islamic sects.

Table -11-, illustrates the number of employees in the various departments with the sectarian distribution in 1942, a year before the independence of the country.

This shows that 1687 out of a total of 4810 employees were Maronites. this, in effect, illustrates the base of Maronite Political power in the country.

Number of employees in the various department
with the sectarian distribution (1942) before
one year of independence. ⁴¹

Name of Department	No. of its employee	Sun.	Shii.	Druze	Maro.	Orth.	Cath.	Others
President's Office	19	1	1	1	13	1	2	-
Council of Ministers	8	2	1	-	5	-	-	-
Ministry of Interior	114	25	12	5	45	10	13	4
Gendarmerie	1506	243	220	172	555	119	176	21
Police	597	166	69	59	197	46	47	13
Ministry of Justice	391	167	34	21	147	37	35	10
Religious Tribunals	113	90	23	-	-	-	-	-
Ministry of Finance	584	124	58	13	220	61	58	50
Ministry of Public Works	218	53	7	6	91	31	18	12
Ministry of Education	552	197	70	23	119	88	40	15
Ministry of Post	430	112	22	9	187	44	41	15
Ministry of commerce	20	5	-	-	10	1	3	1
Ministry of Health	168	19	8	6	76	22	16	21
Ministry of Foreign Affairs	14	3	1	-	7	1	2	-
Ministry of Agriculture	76	13	16	10	17	10	6	4
T O T A L	4810	1160	542	325	1687	471	457	168

⁴¹ A Moslem Organization.

c. The following tables and illustrations are data collecting from non-governmental institutions.

These data will indicate the earlier distributions of Top positions according to the Lebanese Sects in 1980.

Table -12 : STATISTICAL SUMMARY FOR EMPLOYEES IN THE
LEBANESE ADMINISTRATION, 42 (FIRST GRADE ONLY) 1980

Employees of First Grade	No. of Posts or Positions	M O S L E M S				C H R I S T I A N S				Vacancies in posts or Positions
		Sunnite	Shiite	Druze	Maronite	Orthodox	Catholic	Rest of Sects		
General Administrations	71	17	12	6	19	6	6	2	3	
General Institutions	24	5	4		8		1	1	5	
Management of General Projects	12	3	2		2	2	1	1	1	
Mixt Institutions	6	3			1	1			1	
Not in the "CADRE"	15	2	5	2	4		1		1	
T O T A L	128	30	23	8	34	9	9	4	11	
Percentage(%)	100	23.4	18	6.3	26.6	7	7	3.1	8.6	
	100%	47.7 %				43.7 %				8.6%

Here Table -12-, and illustration 18 and 19 indicate a statistical summary of employees in the Lebanese Administration (First Grade only). It is shown that the First Grade Civil Servants in 1980 were as follow:

- 47.7% are Moslems distributed among the following sects:
 - 23.4% Sunnites.
 - 18 % Shii'ts.
 - 6.3 % Druzes.

- 43.7% are Christians distributed among the following sects:
 - 26.6% Maronites.
 - 7% Orthodox.
 - 7% Catholics.
 - 3.1% Rest of Christian Sects.

While 8.6% of the post were in a state of vacancy. This indicates that Moslems have more posts than Christians. In fact they are, but the main and the important political posts were occupied by the Christians; this would be detected through numbering of theses posts in tables.

A researcher can detect that even the Moslem employees most of the appointed have close relationships with the Maronite sect or politicians. This indicates the importance of the Maronite sect in choosing and appointing Moslem personalities and employees from the very beginning since the year of independence.

Of course today, the importance and the influence of Syria and some other political parties as Amal, PSP have changed this process or the norms of appointment. But, has this appointment procedure improved the process of selecting candidates? Of course not.

In 1985, it is shown that sectarianism has still a large part to play in the General Administrations of the Lebanese Government.

Table 43: The employees or functionaries of First grade in the
Mixed Institutions in the Lebanese government. (1980)⁴³

Institution	Number of Positions	MOSLEMS					CHRISTIANS			Vacancies in Positions
		Sunnite	Shiit	Druze	Maronite	Orthodox	Catholic	Rest of the sects		
Extra Investment Company	1	1								
National Bank for Industrial Develop.	1	1								
National Bank for Agricultural Devlp.	1								1	
Savings Bank	1					1				
Financing Bank	1	1								
else Lebanon	1				1					
T O T A L	6	3			1	1			1	
Percentage %	100	50			16.7	16.7			16.6	

According to Table -13-, the composition of first grade in the Lebanese government in 1980 were as follows: (in the mix-institutions).

50	Sunnite
16.7%	Maronite
16.7%	Orthodox
16.6%	Vacancies

Of course, this shows that Moslem Sunnites in 1980 had the largest number of posts in the government; but this great number in fact occupied non-executive and ineffective posts.

Table 14. The employees of the first grade in the general administrations in the Lebanese government (44, 1980).

Administration	No. of Position	M O S L E M S			C H R I S T I A N S				Vacancies of Position
		Sunrite	Shit	Druze	Maronite	Orthodox	Catholic	Rest of the sects	
Civil Service Board	3		1		1	1			
Central Inspection Board	12	4	2	2	2		1	1	
General Disciplinary Council	3	1			1	1			
Presidency of the Republic	6	1	1		2		1		1
Prime Ministry	5	2	1		1		1		
Ministry of Justice	1	1							
Ministry of foreign affairs and immigrants	1				1				
Ministry of Interior	11	3	2	1	2	1	1		1
Ministry of Finance	2			1	1				
Department of Customs	4	1	1		1	1			
Ministry of Public Work and Transportation	4	1	2		1				
Ministry of National Education	3		1	1	1				
Ministry of Health and Social Affairs	1				1				
Ministry of National Economy & Commerce	2					1		1	
Ministry of Agriculture	1	1							
Ministry of Post & Tele & Non-Tele Communication	2	1					1		
Ministry of Work	1				1				
Ministry of Information	1								1
Ministry of Water and Electric resources	2		1		1				
Ministry of Tourism	2	1			1				
Ministry of Industry and Oil	2					1	1		
Ministry of Housing & Cooperative	2			1	1				
TOTAL	71	17	12	6	19	6	6	2	3
PERCENTAGE %	100	23.9	16.8	8.5	26.8	8.5	8.5	2.8	4.2

Table 14 show, that most important and effective posts are with the Christians, mostly with the Maronites.

The important posts in 1980 as Civil service Board, Central Inspection Board, General Disciplinary Council, Presidency of the Republic, Prime Ministry, Ministry of Foreign Affairs, Ministry of Interior, Ministry of Finance, Department of customs, Ministry of Public Work and Transportation, Ministry of National Education, Ministry of Health and Social Affairs, Ministry of Work, Ministry of Water and Electric Resources, Ministry of Tourism, and Ministry of Housing and Cooperative (making 19 posts which are important in the general executive), were with the Maronites.

This shows that the important posts were with the Maronites in 1980 and it continues to be true even today in 1985.

In 1980, the Sunnites had 23.9% of all the important positions in the General Administration, but these were not as important as those occupied by Maronites in nature, power and authority.

Table -15-, shows the distribution of posts of chairmen and members of General Project Boards in the Lebanese Administration in 1980 among the main sects.

It is seen here that 25% of these posts were with Sunnites, 16.7% with the Shii't, 16.7% with the Maronites, 16.7% with the Orthodox, 8.3% with the rest of sects, 0% with the Druze, and 8.3% posts standing vacant.

Table -16- indicates the distribution among First Grade Civil Employees in the Lebanese General Administration in 1980.

Table 15- Chairmen and members of General Project Boards in the Lebanese Administration, 45 (1980)

General Projects	No. of Positions	M O S L E M S			C H R I S T I A N S					Vacancies in Positions
		Sunnite	Shiit	Druze	Maronite	Orthodox	Catholic	Rest of Sects		
Board of executing The Construction Projects	3	1	1			1				
Board of executing The great projects for the city of Beirut	3	1	1					1		
The Green Project	3	1			1	1				
Radio Orient	3				1		1			1
T o t a l	12	3	2		2	2	1	1		1
Percentage (%)	100	25	16.7		16.7	16.7	8.3	8.3		8.3

Table 1A: The Employees or Functionaries of First Grade in
The General Institutions in the Lebanese Administration. 46 (1980)

General Institutions	No. of Post or Positions	Moslems			Christians				Vacancies in Posts or Positions
		Sunnite	Shii't	Druze	Maronite	Orthodox	Catholic	Rest of Sects	
Bank of Lebanon	4	1	1		1			1	
Lebanese University	1						1		
Board of Development and Construction	1	1							
Center for Educational Research and Development	1	1							1
Lebanese Electrical Service	1	1							
Water Service of Beirut	1				1				
Board of Executing the Great Projects for the City of Beirut	1	1							
Board for executing the Constructional projects	1				1				
National Service for Litani River	1				1				
National Social Security Treasury	1		1						
Service of Railroads and common transportation	1								1
Office of Animal Production	1	1							
Service of Agricultural Scientific Researches	1				1				
Office of the Lebanese Fruits	1				1				
Service of Social Development	1		1						
National Board for Scientific researches	1								1
Office and Recruiting and appointments	1				1				
National Institution For Archives	1		1						
International Lebanese Exhibition in Tripoli	1								1
Department of the Establishments of Radio Orient	1								1
Cooperative for the Employees of the Government	1		1						
TOTAL	24	5	4		8		1	1	5
Percentage (%)	100	20.8	16.7		33.3		4.2	4.2	20.8

Table 47: Employees of First Grade Not in the precedent CADRES shown the tables before; (In the Lebanese Government). 47(1980)

Institution	No. of Posts or Positions	M O S L E M S				C H R I S T I A N S			Vacancies in posts or Positions
		Sunnite	Shiit	Druze	Maronite	Orthodox	Catholic	Rest of Sects	
Member of Chamber of Deputies	6		3	1	1		1		
Higher Islamic Juridical Board or Council	1		1						
The "IFTA'A"	1	1							
sectarian Druze Board or Council	1			1					
Youth Board	1		1						
National Board for touristic development	1				1				
Stock Exchange Market of Beirut	1				1				
U N E S C O	3	1			1			1	
T O T A L	15	2	5	2	4		1	1	
PERCENTAGE (%)	100	13.3	33.3	13.3	26.7		6.7	6.7	

Here Table -17- indicates the distribution of First Grade employees among different sects not covered under the "Cadres" shown in the earlier tables.

B. PRESENT OPERATION OF SECTARIANISM

This section discusses the effect of politicians and religions own in enhancing the feeling of sectarianism, the negative effect played by the information drawwa in inforing section belongigness, the importance of the sect for the civil servant, and the factors that could influence the manners of appointments in the Lebanese Administration.

a. Lebanese employees are constantly subjected to pressures, especially from the politicians in power who in a way increases the feeling of sectarianism in the Administration. Statistics based on the following table would show that 62.5% of the answers implied that the political and religious men played an extremely important role in increasing and enforcing the feeling of sectarianism, while 37.5% of the answers implied a very important role. It is observed from these statistical data that most of the civil servants agree that the political and religious men effected the feeling of sectarianism, (refer to table 18).

Table -18-:

The role of political and religious persons

Based on the question: "Have the Political and Religious men played a special role in increasing and enforcing the feeling of 'Sectarianism belongingness", the following data had been set (May 1985):

Extreme Important Role	10 (62.5%)
Very Important Role	6 (37.5%)
Important Role	0 (0%)
Little Role	0 (0%)
No Role	0 (0%)
TOTAL	16 (100%)

In fact, intervention in the affairs of the administration, known as "wasta" -"Nopotism"-, is a strong informal organizational device. Employees in general resort to "wasta" for attaining personal benefits as for example a promotion. The use of "wasta" generates, in most instances, an extension of meddling in the administration which is not professionally acceptable or welcomed by the majority of employees. The "wasta" also is normally sought to circumvent formalities, thus damaging professional standards and inflicting personal hardships on certain employees.

b. Before 1943 and after the independence, the Lebanese newspapers subjected to political pressures always making Sectarian propaganda for certain issue known to the people. This is an example of information channels which had a great effect on Sectarian belongingness.

Table-19-:

The special role played by the information channels in increasing and enforcing the "Sectarianism belongingness" (May 1985).

Based on the question: "Have the information channels played a special role in increasing and enforcing the 'Sectarian belongingness'?", the following data had been computed (May 1985):

Extremely important role	6 (37.5%)
Very important role	6 (37.5%)
Important role	2 (12.5%)
Little role	2 (12.5%)
No role	0 (0%)
T O T A L :	16 (100%)

According to table -19-, the information channels played a special role in increasing and enforcing the sectarian belongingness. This is shown in most newspapers before 1975.

Of course the answers agreed that there is role but this role had some variations which are reflected in the answers.

37.5% of the civil servants answered that the information channels played an extremely important role, 37.5% of the employees as "a very important role, 12.5% as "important role", while 12.5% of the employees agreed that there was a little role for these information channels in increasing and enforcing the sectarian belongingness.

c. The following is the attitude of civil servants towards his own sects. The following results show that the sect plays an important role in determining the attitude of the civil servants.

So, based on the question: "What significance or importance do you have for your sect or religion?", A statistical table (20) is established (May 1985):

This table -20- shows that 50% of employees will have moderate or medium consideration towards their sects, while 25% of the employees considered their sects or religions of very great significance, 12.5% respondents considered their sects of only great importance. The rest that is the 12.5% employees are more educated than the other. These 12.5% of "No importance" towards sects maybe more objective and scientific in their outlook.

Table -20-

Consideration or importance of the sect or religion

Great Importance	2 (12.5%)
Very Great Importance	4 (25%)
Medium Importance	8 (50%)
No Importance	2 (12.5%)
No Opinion	0 (0%)
T O T A L	16 (100%)

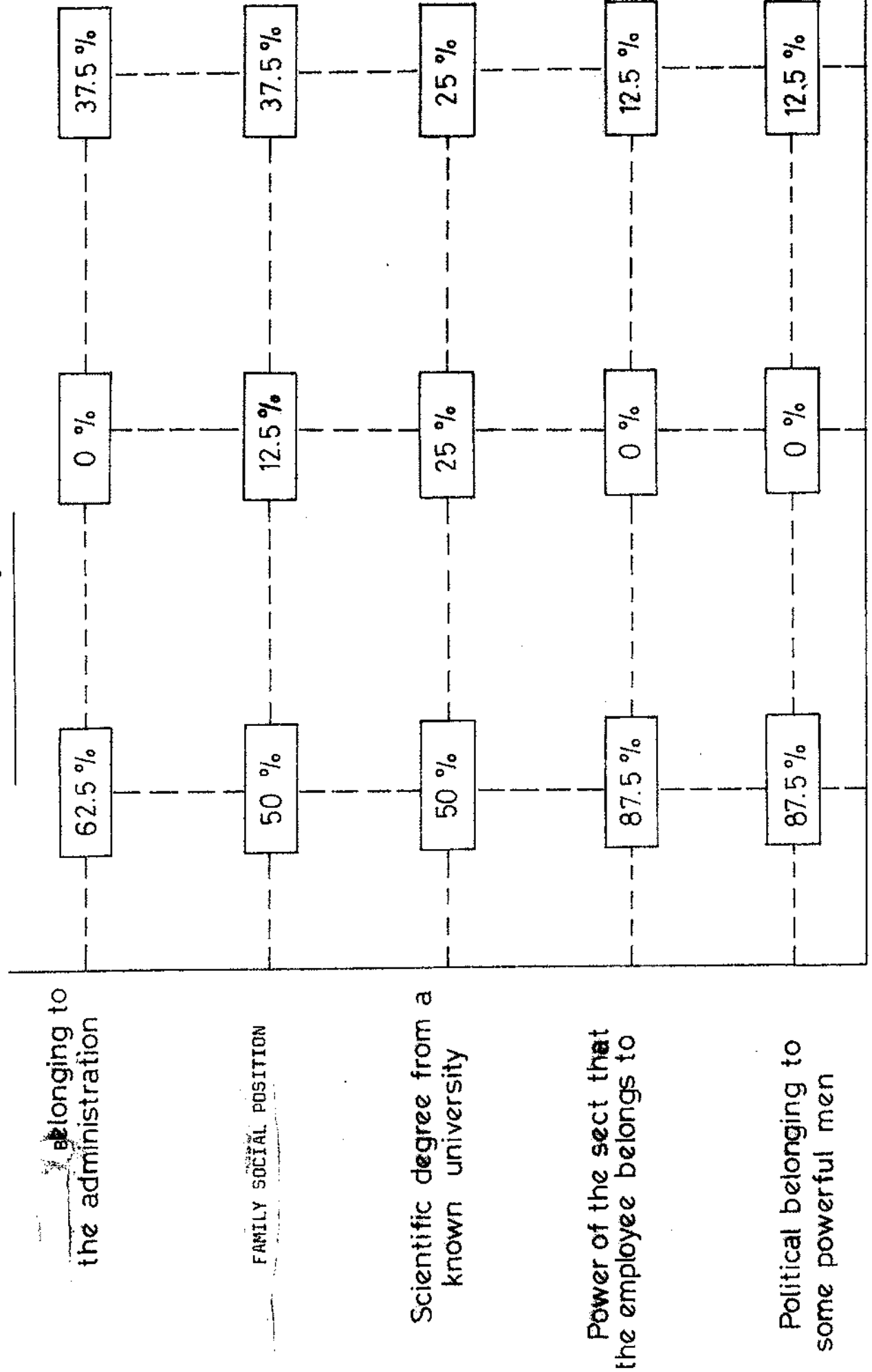
d. In fact there are many factors that affect the appointment of the civil servants in the Lebanese Administration. The following are the factors that the civil servants consider for the case of appointment.

"What are the considerations that administration will be facing in the appointment of employees for higher positions?", The following illustration is constructed.

The illustration 8, indicates the factors that the Civil Servants would be encountering in seeking an appointment with Lebanese Administration.

This of course indicates how sectarianism and patronage of powerful men (political or religious) play a part in the appointments in the Lebanese Administration.

The considerations that will be facing the appointment of higher civil servants (May 1985)



- Let us make a test of significance showing what is the item of that could be most held into consideration through the process of appointment.

Standard deviation of the answers: } Standard deviation of "YES": $S_1 = 4.996$
Standard deviation of "NO ": $S_2 = 1.6$

Standard errors are } for answer "YES" : $6\bar{X}_1 = 0.68$
for answer "NO " : $6\bar{X}_2 = 0.66$

We'll have to use 99% confidence level = 2.5766.

The results:

For sample 1 (Yes-answer):

$$2.576 \times 0.68 = 1.75168$$

$$\Rightarrow \bar{X}_1 \pm Z 6\bar{X}_1 = 10.8 \pm 1.75168$$

For sample 2 (NO-answer):

$$2.576 \times 0.66 = 1.70016$$

$$\Rightarrow \bar{X}_2 \pm Z 6\bar{X}_2 = 1.2 \pm 1.70016$$

= 2.9 and -0.5 rounded

"YES" answer is more adequate for the following items that fall near 12.56 and 9.05 rounded.

- Belonging to the Administration
- The power of the sect.
- Political belongingness.

"NO" answer is more adequate for the following items:

- Families social position
- Scientific degree.

Now let us compute the F-ratio as a final step in the application of the analysis of variance.

$$S_1^2 = \text{variance among the means} = 230.4.$$

$$S_2^2 = \text{variance within the data} = 17.2$$

$$F - \text{ratio} = \frac{S_1^2}{S_2^2} = \underline{\underline{13.39}}$$

$$F_{0.99} \text{ at } 1 \text{ and } 8 \text{ D.F.} = 11.26$$

$$F_{0.95} \text{ at } 1 \text{ and } 8 \text{ D.F.} = 5.32$$

According to F. Tables in the appendix.

F-ratio = 13.39 is greater than $F_{0.99} = 11.26$ and greater than $F_{0.95} = 5.32$ also.

So, the hypothesis here that the difference among the averages of the elements of the problem is zero is rejected.

The difference here in our hypothesis is significant concerning the difference between the answers for the problems of appointments.

C. IMPACTS AND CONSEQUENCES

There are several impacts and consequences of Sectarianism. Civil War is one of the causes that enforced to sectarianism in the Lebanese Administration. This section will discuss the sectarian effects on the Lebanese Institutions involving a statistical analysis. This section also presents to the reader a statistical table of sects benefiting from sectarian equilibrium.

a. The civil war from 1975 till today had effected and still the administration in many ways. The orientation towards sectarianism in the administration is increasing. This is shown through the attitudes of civil servants in the following table(21).

According to table -21-, most of the civil servants agree that the civil war produced a sectarian orientation in the administration. In fact 87.5% of the civil servants agreed on the above in all respect, while 12.5% agreed moderately.

Table -21-:

A sectarian orientation in the Administration
due to the Civil War (1985)

Based on the question: "Has the Civil War produced a sectarian orientation in the administration?", the following data had been computed (May 1985):

Agree in all respect with the question	14(87.5%)
Agree	0(0%)
Agree Moderately	2(12.5%)
No agreement	0(0%)
No Opinion	0(0%)
T O T A L	16(100%)

b. Sectarianism affects the Lebanese Institutions negatively. This will be shown in the table (22). In fact this sectarian factor would enable these institutions from performing their activities in a positive manner.

Concerning the constitutional institution, 62.% of the civil servants agreed that the sectarianism has caused damage. Of course the answer concerning this damage varied from very great to simple.

Concerning the sectarianism in Military the answer is in affirmative by 75%. This implies, in pure and simple terms the division of the army on sectarian line. The loyalty of the each division of the army tends to be towards its own sect.

The Judicial system by no means, is free from the sectarian biases. 62.5 p.c of respondents agreed in varying degrees to the question. This shows the corruption among judges and their involvement in aiding their own sect and the persons belonging to their sects (of course not all of them, a small part of these judges remained impartial). Relating to the Administrative Institutions the answer was not different in any way. Again, approximately 75% agreed to the fact that sectarianism was affecting the country adversely. This highlights the need for a reform in the Educational Institution. 87.5% agreed that the application of sectarianism has caused a great damage to educational system.

Concerning the Personal Status (Identities) Directorate 87.5% of the civil servants agreed that the application of sectarianism is causing damages (in different degrees).

Let us check this hypothesis "The application of political sectarianism affects the institutions of the government and the National Agreement" through

the use of Chi-square calculation and analysis: This is used to compare the observed statistical distribution with a theoretical statistical distribution. It is used here to show the influence of sectarianism and the statistical significance level of this influence; (refer to table 23 for the computations.

Table 2. The Application of Political Sectarianism Affects the Institutions (May 1985) in the Government.

Based on the question "Does the application of political sectarianism affects the institutions of the government and the National Agreement?"

The following statistics (May 1985) have been mentioned.

Item mentioned in the questionnaire.	The Constitutional Institution	The Military Institution	The Judicial Institution	The Administrative Institution	The Educational Institution Organization	The Personal Identities	TOTAL
Very great damage	6 (37.5%)	12 (75%)	10 (62.5%)	8 (50%)	14 (87.5%)	12 (75%)	16 (100%)
Great Damage	2 (12.5%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	16 (100%)
Simple Damage	2 (12.5%)	0 (0%)	0 (0%)	4 (25%)	0 (0%)	2 (12.5%)	16 (100%)
No damage at all	4 (25%)	2 (12.5%)	4 (25%)	0 (0%)	0 (0%)	0 (0%)	16 (100%)
No opinion	2 (12.5%)	2 (12.5%)	2 (12.5%)	4 (25%)	2 (12.5%)	2 (12.5%)	16 (100%)

Note: The sample is 16 persons, but the person could have many answers concerning this question.

So, here the percentage is based on the number of items checked by each person in the questionnaire.

Table -23-: Computations table for χ^2 (Chi-square) statistical always is for the effect of sectarianism on the Lebanese Justifications.

	The Const.	Nil.	Jud.	Adm.	Educ.	Parl.	Total answers from 16 samples	Proportion of totals	Const.	Nil.	Jud.	Adm.	Educ.	Parl.	Total from
Very great damage	6	12	10	8	14	12	62	0.645 833333	10.33	10.33	10.33	10.33	10.33	10.33	
Great Damage	2	0	0	0	0	0	2	0.020 833333	0.33	0.33	0.33	0.33	0.33	0.33	
Sample Damage	4	0	0	4	0	2	10	0.005 333333	1.33	1.33	1.33	1.33	1.33	1.33	
No damage at all	2	2	4	0	0	0	10	0.104 166666	1.67	1.67	1.67	1.67	1.67	1.67	
No opinion	2	2	2	4	2	2	14	0.145 833333	2.34	2.34	2.34	2.64	2.34	2.34	
	16	16	16	16	16	16	96 answers	1.000000	16	16	16	16	16	16	96

Notice: To calculate the theoretical data, the following is an example for the constitutions
 $16 \times 0.64583333 = 10.33$ and etc...

D.F. = degree of freedom = $(r-1) (c-1)$

n = number of rows

c = number of columns

→ D.F. = $(5-1) (6-1) = 20$

This number of degrees of freedom must be used in ascertaining the value of Chi-square from the theoretical distribution in statistical table made for this purpose for the given level of significance.

Referring to statistical tables for a 99 percent probability of accuracy, the theoretical value of the Chi-square is: 37.566

And as a general rule, when the computed value of Chi-square from the original problem is less than the theoretical Chi-square value at the selected level of significance; the original hypothesis is accepted.

So, here

$$\chi^2 = 37.30403345$$

$$\chi^2_{0.99} = 37.566$$

So, our hypothesis that "the application of political sectarianism affects the institutions of the government and the National Agreement" is accepted at the 99% level where $\chi^2 = 37.30403345$ is less than $\chi^2_{0.99} = 37.566$.

This shows that the following institutions would be influenced in order of influenced institution:

- . Educational Institutions
- . Military Institutions
- . Personal Identities
- . Administrative Institutions
- . Judicial Institution
- . Constitutional Institution.

c. The following table (24) shows the attitude of civil servants towards the sects that are benefiting from sectarianism, it is shown that the Maronite sect is having great benefit from sectarian with (100%).

The following indicates to the reader the difference between the sects benefiting from the sectarianism equilibrium.

Table -24-: Sects benefitting from the Sectarianism equilibrium

Items mentioned in the questionnaire	Maronites	Orthodox	Catholic	Maronites	Sunnite	Shiit	Druze
Very great benefit	16 (100%)	0 (0%)	4 (25%)	0 (0%)	4 (25%)	4 (25%)	2 (12.5%)
Great Benefit	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
Medium benefit	0 (0%)	14(87.5%)	12(75%)	14(87.5%)	12(75%)	10(62.5%)	12(75%)
No Opinion	0 (0%)	2 (12.5%)	0 (0%)	2 (12.5%)	0 (0%)	2 (12.5%)	2 (12.5%)
T O T A L	16 (100%)	16(100%)	16(100%)	16(100%)	16(100%)	16(100%)	16(100%)

Based on the questions: "Which is in your opinion the sects that are benefitting from the sectarian equilibrium?" The following statistics are found (May 1985); (refer to table 24).

We can note that the sample is 16 persons, each person answered many item. So, the percentage here is based on the number of items checked by each person in the questionnaires.

D. ATTITUDES TOWARDS SECTARIANISM AND SUBSTITUTES.

This section will discuss the possible implementation of secularism according to the answers of the civil servants, and also a discussion would be presented about the attitude of the employees in the public sector. Substitutes would be considered if sectarianism would be abolished, that is what are the main factors think must be taken into consideration in the process of promotion of the civil servant if sectarianism is cancelled. This is will be discussed in this section.

a. Secularism is one of the best remedy for the Lebanese Administration. The following table and illustration are showing to the reader the attitude of civil servants towards implementing secularism in nearly all the institutions in the government.

Most of the employees nearly 87.5 p.c. in responding to the question in table -28- agreed that the secular behavior of all the institutions could be an alternative to sectarian policy relatively pursued by the various government agencies and institutions at present.

37.5% of the employees agreed in all aspects, 25% agreed, and also 25% agreed moderately, showing a great deal of agreement on the question, while 12.5% of these civil servants had no opinion.

This shows that it is even the opinion of civil servants to implement secularism through the Lebanese Administration and eliminate the sectarianism.

Table -25-Implementing secularism in all the Institutions in the
Government (May 1985)

So, based on the question 53 in the questionnaire: "Is the secular orientation a right alternative to adopt in the administrative structure", (May 1985) in table (25).

Agree with all aspects	6 (37.5%)
Agree	4 (25%)
Agree moderately	4 (25%)
No agreement	0 (0%)
No opinion	2 (12.5%)
Total	16 (100%)

b. Attitude of the civil servant in the public sector is very important, many factors could influence the employee in the Administration. This is very important to know to orient positively this civil servant.

Here the table 26, is a statistical table showing the attitude of the civil servant in the public sector.

The question concerning sense of ownership to his job is very high. Approximately 62.5% of respondents answered in affirmative while the question of "No feeling towards the country but towards the sect or the family" showed a response of 62.5%

This shows that the civil servant in the Lebanese government is loyal mainly to his sect and family: This is a historical problem. The country is suffering from this since the beginning of the independence.

The question concerning no responsibility towards the job has an agreement of 50%, while the question about "No direction from Leadership in certain positions" has 75% of agreements (of course with different degrees of agreements). The question pertaining to "employees being individualistic and not willing to cooperate with his friends in the same grade" has approximately 62.5% of agreements (different degrees). This shows a lack of coordination and cooperation among civil servants.

The question with respect to "hiding behind the law for protection and out to secure his own interests" has 50% of agreements.

On the other hand, the question "Using his own sect, political power and some family friends and even wealth the employees tend to exercise effective control" has an agreement of 50%.

The question "He is not caring about the job; he has other activities" has an agreement of 62.5%. Finally, the question "To follow his own superior to get a marginal authority" has 62.5% of agreements.

This means that the civil servant must be oriented towards better maximization of production out let aside the negative factors stated before or in table (26) because these factors prevent him from better performance in his job.

Table -26-: Attitude of the employee in the public sector.
 Based on the following questions: "What is your opinion towards sayings about the employee in the Public Sector? So, the following statistical table has been established: (MAY 1985).

	Owner to his job (since of ownership to his job).	No feelings towards the country and only feeling toward the Sect or the family.	Escape from Responsibility	Loss of leadership in certain positions.	He is individualistic and he is not willing to cooperate with his friends in the same grade.	He had been hidden always behind the law of protection of the employees to secure his own interests.	Using his own sect, political power and some family friends and even wealth to set obstacles in front of any effective control.	He is not caring about the job; he has other activities.	To follow his own superior to get a marginal authority.	
Agree with all respect	8 (50%)	4 (25%)	4 (25%)	2 (12.5%)	4 (25%)	4 (25%)	6 (37.5%)	4 (25%)	4 (25%)	40
A G R E E	0 (0%)	4 (25%)	2 (12.5%)	6 (37.5%)	2 (12.5%)	4 (25%)	2 (12.5%)	4 (25%)	6 (37.5%)	30
Agree Moderately	2 (12.5%)	2 (12.5%)	2 (12.5%)	4 (25%)	4 (25%)	0 (0%)	0 (0%)	2 (12.5%)	0 (0%)	16
No Agreement	4 (25%)	4 (25%)	4 (25%)	2 (12.5%)	4 (25%)	4 (25%)	8 (50%)	6 (37.5%)	4 (25%)	40
No Opinion	0 (0%)	2 (12.5%)	2 (12.5%)	2 (12.5%)	0 (0%)	2 (12.5%)	0 (0%)	0 (0%)	2 (12.5%)	10
Without agreement with all respect	2 (12.5%)	0 (0%)	2 (12.5%)	0 (0%)	2 (12.5%)	2 (12.5%)	0 (0%)	0 (0%)	0 (0%)	8
T O T A L	16 (100%)	16 (100%)	16 (100%)	16 (100%)	16 (100%)	16 (100%)	16 (100%)	16 (100%)	16 (100%)	144

c. It is important to know the factors that would be considered through the process of promotion if sectarianism cancelled in the future from the civil servants themselves. This would put in front of the reader or researcher the alternative or substitutes to sectarianism.

In this table, 27, the factor of qualification received highest degree of approval from the respondents followed by the factor of productivity (27.7%) and the factor of discipline (27.7%). Factor of seniority on the job received lowest rating of 11.27%.

This shows the importance of qualifications in job promotion.

The recent statistics on the first grade employees in the General Administration who are not in the CADRE in the Lebanese Administration show the effect of sectarianism on the number and the distribution of the first grade employees on the posts. But these statistics will not include the foreign affairs, the judicial and military wings of the Administration.

Table -27-Factors to be considered in upgrading

	Answers	Percentage
Discipline.	(10)	27.7%
Seniority.	(4)	11.2%
Qualifications.	(12)	33.33%
Productivity.	(10)	27.7%

(36) answers by 16 persons.

This table is based on the question: "If in the work, sectarianism were cancelled, what other factors would you consider at the time of promotion?" (May 1985).

Chapter 6

WEAKNESSES AND REFORMS

Several major weaknesses enformed the Administration in Lebanon. The bureaucratic behavior of the Civil Servants is influenced by the conceptions, or rather the misconceptions, held by Lebanese citizens and officials regarding the role of the public post. The attitudes of civil servants toward weaknesses and civil service reforms would be shown in the following few pages through an analysis of some questions.

A. An Analysis of Some Responses of Governmental Employees.

a. Weaknesses: There are many weaknesses in the Lebanese Administration; but here it is important to analyse the responses of the civil servants concerting objectivity and elements of weaknesses in the administration.

(1) Objectivity in Job Management: The objectivity in Job Management in the Lebanese Administration could be shown through the following table established on the question: "Is the Lebanese Administrative Organization or Structure is the same as it was described to be?"

Table -28-1

The Description of the Lebanese Administration in
Structural terms of Job Management

Extreme degree of Objectivity	0 (0%)
Great Objectivity	0 (0%)
Moderate Objectivity	6 (37.5%)
No Objectivity	10 (62.5%)
	16 persons

In fact table -28-, indicates that the structure of the Lebanese Administration with respect to job management is relatively devoid of objectivity.

This shows that the process of job administration pertaining to appointment, civil activities in the administration have no objectivity (mainly of 62.5% as percentage of no objectivity).

This is shown through the appointments made without referring to the productivity of the man appointed. The job management factor in the appointment is not an efficient factor to determine the productivity of the civil servant. The only and main factor is political or what we call political-sectarianism. So, there objectivity is not shown and there is no objective linkage between appointment and job management of the civil servant.

(ii) Elements of weakness in Job Administration

Concerning the elements of weaknesses they are many and, based on the question: "What are the weaknesses in the job administration on the government?"

The following statistical results have been established.

It is important to notice that

Some of the factors here are related to the subjects discussed by Pigors and Myers (1981) in the chapter of Review of Literature of this thesis.

Table 29, indicates the elements of weaknesses in the work of the government. These weaknesses could be eliminated by undertaking substantive reform of the system.

Table -29-:Weaknesses in the Governmental Work

I T E M		T O T A L
Lack of feelings for employee in the public service	16(12.5%)	(80 answers) 16 (100%)
Absenteeism and lack of control	16(7.5%)	(80 answers) 16 (100%)
Conflict of work specifications	14(17.5%)	(80 answers) 16 (100%)
Lack of clarity in the responsibilities & Specifications	10(12.5%)	(80 answers) 16 (100%)
No Movement in some departments of some ministries	12(15%)	(80 answers) 16 (100%)
NO ANSWERS	28(35%)	(80 answers) 16 (100%)
T O T A L	80 (100%)	

b. Job Reform

(1) Factors of Job Reform: In fact there are many factors of job reform; and based on the question in the questionnaire, "What can be the factors or the means for job reforms in the Administration?", the following statistical results have been established.

Here this table -30-, indicates the means of the reform in the administration. This indicates an urgent need of implementing a reform leading to the cancellation of sectarianism and improving the job administration in the country.

Table -30-:The factors or means of a reform in the Administration.

		TOTAL
Through the law.	4 (5%)	(80 answers) 16 (100%)
Better Organization and use of technology	12 (15%)	(80 answers) 16 (100%)
No Limitation of the Administration	8 (10%)	(80 answers) 16 (100%)
Reform of the Political Structure in Lebanon	14 (17.5%)	(80 answers) 16 (100%)
Secular Authority and proper direction.	16 (20%)	(80 answers) 16 (100%)
No Opinion	26 (32.5%)	(80 answers) 16 (100%)
T O T A L	80 (100%)	

(ii) Obstacles to job reforms as viewed by civil servants

The obstacles to job reforms could be stated based on the question No. 48 in the questionnaire:

"What are the specific obstacles in any attempt to improve the system of job administration.

Here the table 31, indicates the job reforms as viewed by respondents in the country.

This shows that the main obstacle is the lack of any attempt to reform the system on any substantive or non substantive basis.

Table -31-:The Lebanese Administration Obstacles

		TOTAL
No Planning and Lack of Forecasting	6 (12.5%)	(48 answers) 16 (100%)
Lack of any attempt to reform the system.	10(20.83%)	(48 answers) 16 (100%)
Government Attitude towards the reform	8 (16.66%)	(48 answers) 16 (100%)
No Opinion	24(50.02%)	(48 answers) 16 (100%)
T O T A L	48(100%)	

(iii) Reform from bottom to top

The reform from bottom to top is needed urgently and 100% by all the civil servants, this is shown based on the questionnaire: "Does the Lebanese Administration need a reform from bottom to the top?" (Structure)?" (table 32).

Table-32-:The Reform from bottom to the top.

	YES	NO	TOTAL
Does the Lebanese Administration need a reform from bottom to top?	16(100%)	0(0%)	16(100%)

B. DEFICIENCIES IN THE ADMINISTRATION OF CIVIL SERVICE:**a. Formalism or cumbersome:**

The government gradually recognized the need for a central personnel agency which would help to overcome the flaws and weaknesses of the existing practices. The earliest attempt to establish such an agency dates to February 18, 1942, when a Directorate of Personnel was established and was attached to the office of the President.⁴⁸

The main functions of this Directorate were:

1. To maintain personnel files of all civil servants.
2. To give an opinion in all cases involving the appointment, transfer, promotion, dismissal, or retirement of civil servants.

Unfortunately, this Directorate was not taken seriously and did not really come into existence except on paper.

It was not until 1959, that the government took some decisive steps in that respect. In that year, the reform movement helped to focus attention

⁴⁸Decree No. 240, dated February 18, 1942.

on the many flaws and weaknesses of the existing personnel system. The studies conducted by some of the reform committees had revealed and pinpointed many personnel problems which needed immediate attention. Citing a few examples will help to give an idea of the existing situation at the time.⁴⁹

An important problem revealed was almost the complete lack of any training facilities for government employees. Aside, a very few employees were ever sent to foreign countries for further study and training. The Lebanese government had very little to offer in the form of in-service training for employees who badly needed it. Even in the case of employees who were sent abroad for training, the government never bothered to work out adequate programs of study for them or to make sure that they were receiving training relevant to their work.

Closely related to this aspect of administration is the problem of the very complex and cumbersome work methods and procedures which result in excessive and frustrating delays in the transaction of official business.

Citizens often have to wait for weeks and even months before completing a simple and routine transaction. The author was personally told by one Director General that he knew of a few transactions which required over one hundred signatures before completion. Although these are definitely an exception, they are nevertheless indicative of the type of procedures with which the administration is affected.

It is often claimed that such excessive formalism is intended as a safeguard against arbitrary actions and abuses by civil servants. Although this might be the case in several instances, there are many more instances when it is the result of useless and outmoded procedures. Simplification

⁴⁹ *As reported by the Civil Service Council in a statement published in al-Jarida, No. 2681, September 16, 1961.

of procedures in Lebanon will be in the public interest even if it is done with the risk of violations and abuses. One of the most important features of any modern administration is a proper balance between safeguards and administrative action. In Lebanon, the balance is decidedly tilted in favor of controls and safeguards.

b. Concentration of authority:

Another equally important problem of the Lebanese Administration is the over-concentration of authority in the higher echelons of the service. This is a carry-over from the mandate period when the decision-making authority, even on small and minor matters, was reserved to a small number of top French Officials. This practice has continued during the independence period, despite some attempts at deconcentration which were of very limited success. There is no doubt that the reluctance to delegate authority is the result of many factors, some of which can be traced to social values and customs. But despite this, some measure of deconcentration can be effected and can result in the speeding up of official transactions which, in many cases, have to be finalized by top officials or even Ministers. The delegation of authority will also help to encourage a spirit of initiative in civil servants and sense of enthusiasm and participation which is presently lacking.

c. Classification:

Another important deficiency of the Lebanese civil service lies in the fields of an inadequate position classification plan. In Lebanon, the government is still unaware of the significance of such a tool in providing a sound basis for personnel administration, and especially for a sound pay policy. With such a lack of awareness and understanding on the part of the government

it is very unlikely that any steps will be taken in the near future to improve this situation. Those concerned with the problems of administration in Lebanon can contribute by impressing upon the government the seriousness of this gap and the need to devise a proper classification plan as soon as possible.

d. Low Salaries:

A closely related problem is that of the remuneration of civil servants in Lebanon. This problem has two aspects: the low rates paid to civil servants compared to rates outside the service, and the internal differences which exist within the service itself.

The problem of low salaries has, in turn, partly contributed to another serious problem; namely, the low standards of integrity and morality in the public service. Government employees have been forced into bribery and corruption to compensate for the meager salaries they receive. Even some of the foreign experts who have spent relatively short periods of time in Lebanon have emphasized this problem. This widespread corruption and bribery has aroused so much popular complaint and resentment that it led to a general strike which brought the down-fall of President El-Khoury in 1952.

The Minister of Interior, Mr. Kamal Jumlat, had expressed his dissatisfaction with the corrupt practices prevailing in the public service in 1972.

It is true that a partial explanation of such a situation lies in the existing values and ethical standards of Lebanese society as a whole, but, nevertheless, an amelioration of the situation can be realized through two measures. The first, as we have mentioned above is to improve the level of compensation in the civil service in order to insure a decent standard of living and minimize temptations. Once this has been done, it should be

followed by a strengthening of the disciplinary system so that stringent and prompt measures will be taken to punish all offenders. The government should also see to it that criminal penalties are enforced on civil servants who engage in such corrupt practices.

This is by no means an exhaustive list of the ills which afflict the Lebanese civil service, but merely an enumeration of the more pressing technical problems for which a total or partial solution is possible within the existing social and cultural setting. A number of equally, or possibly more important problems can be singled out; such as, sectarianism, or the democratization of the civil service which also should be solved but which cannot be dealt with effectively without affecting certain basic changes in the social and cultural patterns. It should always be kept in mind that a basic and fundamental transformation of the administrative system can only come as a part of a more general and comprehensive transformation in the economic, social and political spheres. "The only solutions that possibly can be satisfactory are comprehensive solutions resulting from the adequate organization of public life as a whole and of the state structure."⁵⁰

Finally, due stress should be made of one very important consideration in connection with administrative change and improvement in Lebanon. During the past two decades the concept of and belief in freedom suffered several serious setbacks throughout the Middle East. The drift to military and authoritarian regimes in this part of the world was, in several instances, justified by the corruption and ineffectiveness of existing governmental and administrative institutions which could not serve the growing needs of the

⁵⁰ Georges Fischer. "Reflections on the Civil Service in the New States." a paper presented to an international seminar on Representative Government and Public Liberties in the New States, Rhodes, Greece, October 6-13, 1958, pp. 3-4.

new nations. Unfortunately there was much truth in these justifications, and this has given support to a growing myth among the people of the Middle East that democracy and efficiency are incompatible. Lebanon, which is one of the few outposts of democracy in this part of the world, can render a significant service by helping to dispel this myth. If Lebanon can succeed in maintaining its democratic institutions and developing an efficient administrative machinery, it would fulfill a most important mission, not only for itself but for the whole Middle East.

e. Corruption:-

. The causes of corruption:

Corruption in the public services is a complex phenomenon. Sociological, economic, administrative and legal factors are responsible for it

(i) Sociological: Corruption is a consequence of the way of life of acquisitive society where people are judged by what they have rather than by what they are. There inevitably results a scramble for the acquisition of glittering prizes, irrespective of the means adopted. What is required is a shift in values.

(ii) Economic: Apart from the sociological bases, corruption has its economic moorings. Corruption therefore, in the higher ranks of the ladder was brought to the minimum. Now corruption may cater either to the luxuries or to the necessities of the public functionary. The type which caters to luxuries is found in the higher official hierarchy.

However, it is a patent fact that in a large number of cases, the anti-social inducements feed the basic needs of the functionary in the lower strata of official hierarchy. This is an unpleasant but a stern fact which must be recognized if the problem is to be tackled with any chance of success. The

rising of the price level to more than fourfold the pre-war level, without any comparable increase in the emoluments, is putting a severe, even an unbearable strain on the integrity of the lower strata of officialdom. Unhappily, preventive checks to population have hardly begun to operate in this category or the population.

Therefore, if we are anxious to improve the professional standards of administrative personnel, we must be prepared to pay its concomitant price, namely, to foot the increased bill for the purpose of paying them, especially the lower strata, adequate salaries.

(iii) Administrative: Inefficient administration and corruption go hand in hand. The corrupt officer himself may be very efficient but he fishes in the inefficient and slow processes of the government around him. In fact the majority of corrupt inducements aim not so much to alter administrative decisions in their favour as to expedite them. The motive is primarily to secure release from a protracted involvement or to procure benefits within a reasonable span of time so that the utility of the decision is not altogether lost to the beneficiary.

(iv) Juristic: Finally, there is the juristic aspect of corruption. It may be taken as axiomatic that the greater the gap between public opinion and legislation the greater will be infractions of law and hence resorts to corruption.

f. Lack of Training: This was due to the unavailability of the persons qualified to perform or to teach the methods of training and also due to the negligence of the government throughout the years. Added to the above that funds were not available to the training processes due to some political and sectarian interventions.

C. Methods of reforms in the Lebanese Administration:

I- Methods of Reform as viewed by some foreign expert in the field of public administration:

- a. Training by Culbertson.
- b. Training by Kesper.

It is clear that there is a desperate need for the improvement of the quality of Lebanese government personnel. The solution to such serious problems obviously lies in a vigorous and comprehensive job management program which would raise the level of efficiency and motivation of existing employees and prepare a sufficient number of properly qualified candidates, sorely needed in a fast-growing bureaucracy. The various foreign and local experts who have been called upon to study the Lebanese administration have invariably urged the government to establish an institute which would assume responsibility for pre-entry and post-entry training for civil servants. Mr. R. Culbertson⁵¹, one of the foreign experts who conducted a comprehensive study of the Lebanese Civil Service, wrote in his final report.

The need for a concerted and aggressive program of technical training for civil servants has been thoroughly documented by each of the Ministers and Directors General who helped prepare this report. These officials can describe in great detail their constantly felt need for personnel who are more fully trained in the technical aspects of their jobs. Employees themselves desire training that has not been available up to now in order to equip them better to meet the full requirements of good technical performance. Government is a complex business. It contains many specialized fields, for many of which training is not available prior to entering public service. It is the responsibility of government to complete the training of employees necessary to give them full technical qualification.

Culbertson goes on to recommend the establishment of a Training Service which would be responsible for:

⁵¹ R. Culbertson (1952), Report study on CSB in Lebanon.

1. Assisting each of the several Ministries to establish own internal training program.
2. Developing a program of training for jobs in fields common to more than one Ministry.
3. Securing the cooperation and use of the resources of established educational institutions in Lebanon
4. Developing, in cooperation with the Ministries, a program of sending selected key officials abroad for advanced study.

A similar opinion was later expressed by Mr. Kasper,⁵² another foreign expert, in his final report.

The efforts of these experts who were specifically recruited to study the Lebanese civil service and suggest ways for its improvements have significantly contributed to a growing awareness on the part of the government of the need for training.

II- Methods of Improving Job Management:

Based on the questionnaires given to the Civil Servants and other types of employees and oral interviews made with high grades employees, I discovered organizational problems as conflicting functions and units etc... and operational problems that must be solved through different reforms; added that there are other types of problems as the main one: the sectarianism. But let us concern ourselves here to methods that could be implemented in the Lebanese Administration to improve it towards better quality of personnel and of course better productivity.

⁵². Kasper (1954), The Final Report of the Study in the Lebanese Administration.

The problems could be broadly classified into:

- (a) Job Selection and Training.
- (b) Job Evaluation.
- (c) Job Pricing.
- (d) Communication.
- (e) Control and Maintenance.

- (a) Job selection and training could include job analysis, job grading, and fringe benefits.
- (b) Job Evaluation could involve Job Description, and Incentive or Merite plans.
- (c) Job Pricing is one only item concerning the translation of relative job worth into money values.
- (d) Communications could be only one item also.
- (e) Control and maintenance is an item involving administrative procedures and the item of cooperative participation or making unions.

These above methods of improving job management are described in the following table.

The techniques that could be used as Matters of Reforms in the Administration are: Job analysis, job description, job evaluation, job grading, job pricing, incentive or merit plans, fringe benefits, communications, administrative procedures and practices, union participation, and controls.

The objectives of these techniques could be stated as follows:

Job Analysis	Objective of Technique
(i) Job Analysis	To determine job facts as a necessary step in job evaluation (as well as in employment management development, organizational studies; and general supervision).
(ii) Job Description	To record job facts.
(iii) Job Evaluation	To determine relative job worth.
(iv) Job Grading	To administer pay scales effectively
(v) Job Pricing	To translate relative job worth
(vi) Incentive or Merit Plans.	To reward employees for higher production and better job performance.
(vii) Fringe benefits	To provide economic security and "extra compensation" and to correct, control, or compensate employees for undesirable conditions of work.
(viii) Communications	To give supervisors the information they need to know in order to carry out the program and gain acceptance of the program.
(ix) Administrative procedure and practices.	To resolve individual problems, keep the program current and operating efficiently, and provide general guidance to managers.
(x) Cooperative participation or making new Union for functionaries in the government.	To meet the requirements of collective bargaining.
(xi) Controls	To insure reasonably consistent and correct application of the wage and salary program.

As an information no kinds of job analysis exist in the Lebanese Administration. This is why this is new to the Administration.

Other Methods of Reforms that I suggest to apply is that the principle that techniques should be geared to needs suggests a basic approach to pay problems which is equally applicable to those problems faced by individual managers and to those which affect the administration as a whole. This basic approach of this matter of reform involves:

- (i) Identifying the needs.
- (ii) Determining Objectives.
- (iii) Developing programs.
- (iv) Planning and executing the programs.

As an another matter of reform, each individual employee or manager is required to exercise considerable care in carrying out his function. Each problem faced by the functionary is, of course, somewhat unique, and employee's actions must be geared to the individual case at hand. Experience in the past indicates that the manager or supervisor should consider as new matter of reform each of the following basic questions when confronted by a question which involves interpretation or application of administration pay policies:⁵³

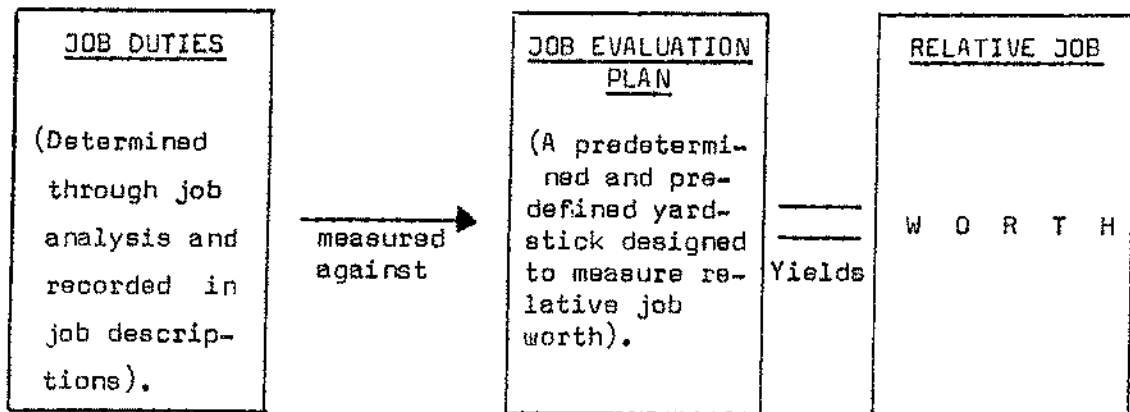
- (i) What are the administration policies?
- (ii) Do I know the important facts and circumstances necessary to answer this question?
- (iii) How did I previously handle a similar or related problem?
- (iv) Should I discuss this question with the wage and salary staff or the ministry of finance in order to gain a better understanding of administration policy, to benefit by their broader experience, or to see how similar questions have been handled in other units of the administration?
- (v) Should I consult with my immediate supervisor before reaching a decision?
- (vi) Is the governmental cooperative involved; and, if so, should I discuss the matter with the governmental cooperative?

⁵³ Mc Farland, 1979, Management: Foundations and Practices.

- (vii) Should I tell my other subordinates about the decision?
- (viii) How am I going to explain my decision to the employee or employees who raised the question in the first place? (that is to subordinates).

Another Matter of Reform is, how to evaluate a job in the administration. The following approach could be introduced in the Lebanese Administration as an Matter of Reform. This is shown in the following illustration. 9.⁵⁴

Illustration 9: A New Formula in the Lebanese Administration
For the Job Evaluation:



Of course, a job evaluation must be the responsibility of the supervisor and in turn the Central Inspection Administration (CIA). The Central Service Board (CSB) must have the job of establishing new job description and distributed them to the departments, and employees.

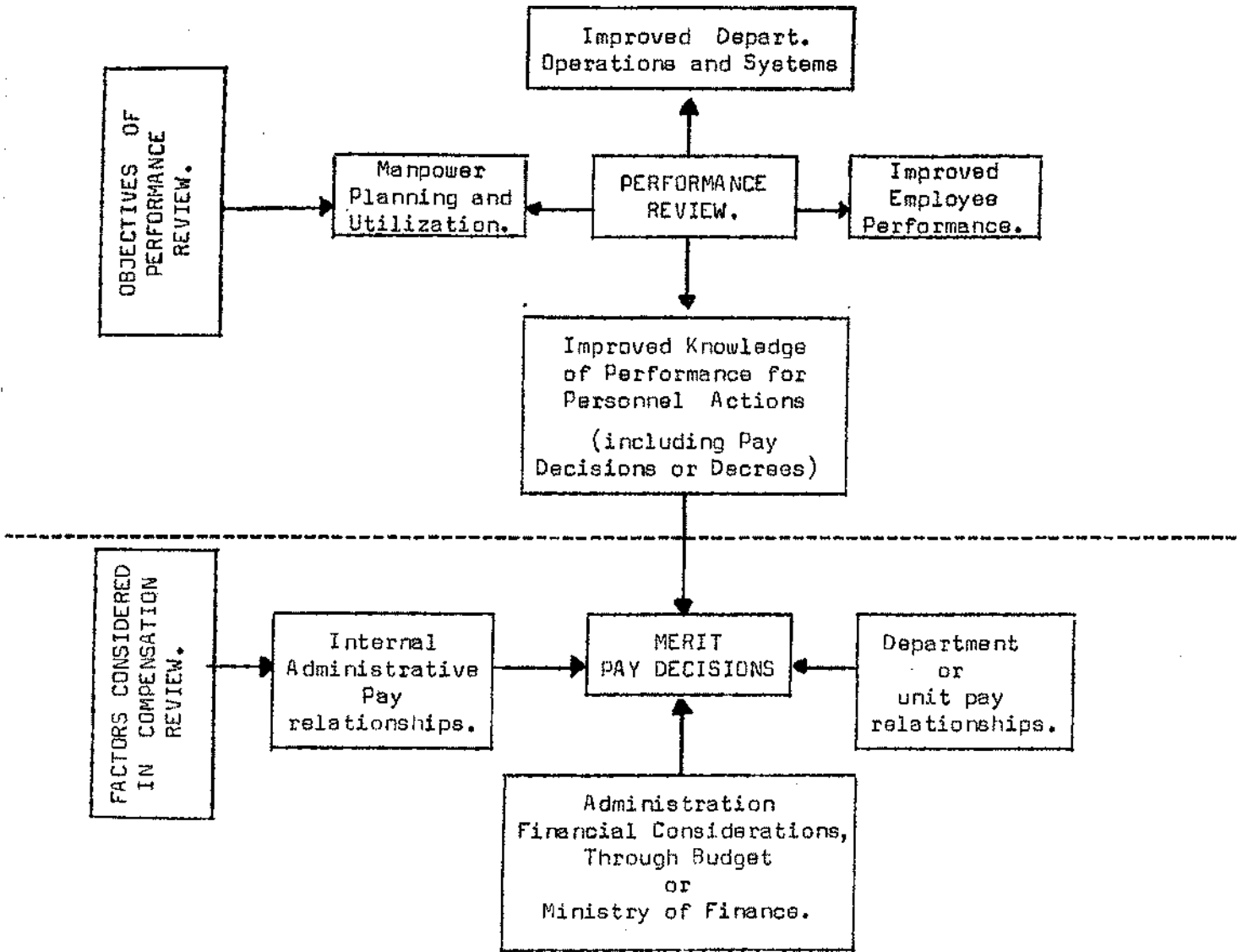
Also it is important that the CSB with the cooperation of the CIA have to introduce as an Matter of Reform a new Merit Rating aspect in the Lebanese Administration.

⁵⁴ Delta E. Mc Farland (1979), Management: Foundations and Practices.

This appraisal, or performance-review, process is a management technique which is designed to crystallize the functionary's knowledge of subordinate performance and improve his judgement of it.

The following illustration 9 could be implemented by the CSB and CIA in cooperation with the administration. And this illustration 9 attempts to show the proper relationship between performance review, and compensation in a merit rating approach. The performance review obtained through appraisal of individual performance is the cornerstone of management actions designed to utilize more fully the functionary resources of the administration.

Illus. 9 : Relationship between Performance Review and Compensation Review.⁵⁵



⁵⁵ Edward E. Lawler III (1980), Organizational Assessment.

Another method of reform is the appointment for life which has the advantage over appointment for a fixed or an indetermined period, that it offers more certainty of continuity in administrations and allows more profitable use to be made of the experience acquired by officials. These advantages of the practice of life-appointment should not be over-estimated for they can be equally well ensured by appointing for a fixed period.

Another method of reform is to use the electorate in the process of appointment. In fact, recruitment by the electorate is undoubtedly the most democratic method of recruiting. The system is however not compatible with a permanent and stable administration and is ill-adapted to the needs of a modern society.

The aims of these two following methods of forming the official relation are quite different. The method of appointment aims at administrative harmony and efficiency. The method of election endeavors to insure that popular control over the administration which is one of the fundamental principles of popular government. In order, however, that such a popular control may be exercised, the people must be in a position to judge intelligently the merits of the respective candidates for office. The people are undoubtedly in such a position in the rural districts, where the feeling of neighborhood is strong. Here they know the merits of the candidates who present themselves for office and are able to make a wise choice.

Another aspect which could be a method of reform is to appoint women in the first grade or in the first level managers. Subjective factors also play an important part in what first-level managers attempt to do and can accomplish with cooperation from subordinates. Thus special attention, and extra follow-up, is needed if the sex of a newly appointed manager is such

that in appropriate behavior from colleagues or subordinates may be expected. Any new supervisor, or manager, will probably need to overcome some degree of resistance in the process of establishing harmonious and productive work relationships with colleagues and subordinates. But "she" that is "the woman" may expect to encounter some difficulties that do not exist for "him" that is "the man". On the whole, experience with female supervisors has been favorable. And as more women occupy administrative positions in Lebanon, the situation should become even better. But Lebanese wise woman will take extra precautions.⁵⁶ For instance, she will take care to:

- (i) Act neither aggressively nor timidly.
- (ii) Become acquainted as soon as possible, in the course of daily work, with each subordinate and colleague as a unique individual.
- (iii) Refrain from consorting with fellow workers of the opposite sex outside of working hours (at least until round relationships have been established) and especially in our oriental society where freedom is not given fully to women in general.
- (iv) Do her full share in building supportive and productive relationships between herself and all those with whom she interacts at work.
- (v) Avoid behavior that reinforces stereotypes about women, that is, betraying emotional stress in an emergency and being overtly subjective about criticism.
- (vi) Keep a close watch on her words and body language (ensuring that she sends out no signals that could reasonably be interpreted as sexual invitations).

These above considerations could be matters of reforms for the characteristics that the Lebanese woman must follow to stabilize her position in the administration and then to be respected by most men which is still not the case in our country.

⁵⁶•Roslyn Bremer, "When the Supervisor is a Woman", Supervisory Management, Vol. 18, No.7, pp. 16-22, July 1973.

Employee attitude surveys could be introduced or implemented in the Lebanese Administration as a Matter of reform. Attitude or opinion surveys have often been used by managers to find out what is on the worker's mind.

Written questionnaires, as a means of obtaining information on employee attitudes, may appeal particularly to those managers who feel that they lack other means of finding out what is on their employees' minds. Assumptions which underlie the use of written questionnaires are that words can be taken at their face value, and that answers written by employees, on a form prepared for mass distribution, accurately correspond to what individual writers actually feel and think. An obvious advantage of the written questionnaire method over interviewing is that it is less expensive, in time and therefore in money, it requires fewer trained functionnaires, and it is not subject to such drawbacks as personal bias of the interviewer.⁵⁷

There is also some evidence that when functionnaires are surveyed on their job locations, they tend to respond more favorably about the administration than when surveyed off-the-job.⁵⁸

In fact it is advisable to implement Likert's chart. Likert has compared what shows up in attitude surveys with what is disclosed by a fever chart.⁵⁹

⁵⁷ Karlene H. Roberts and Frederick Savage, "Twenty Questions: Utilizing job satisfaction Measures," California Management Review, Vol.15, No.3, pp. 82-90, Spring 1973.

⁵⁸ John R. Henrichs and Robert D. Gatewood, "Differences in Opinion-Survey Response Patterns as a Function of Different Methods of Survey Administration", Journal of Applied Psychology, Vol.51, pp. 497-502, December 1967.

⁵⁹ Rensis Likert, The Human Organization: Its Management and Value; Mc Graw-Hill Company, New York, 1967, pp. 132-135.

All that can be detected is a fluctuation in a symptom. Nothing is revealed about underlying causes of good or ill health. Therefore, even if high level managers or managers try to follow up on results indicated by such surveys, action is unlikely either to reveal the causes of low morale or to have a positive effect on productivity in the work. The Likert method of measuring employee attitudes could be implemented as a Matter of Reform in the Lebanese Administration. This method implements the central aim of participative administration.

Likert Notes:

"Accurate data are not obtained by merely asking people what they think or how they feel. It takes at least as much sophistication and competence to set up measurements to obtain correct data concerning the causal and intervening variables as is required for accurate accounting. The interpretation of the data and of their use for diagnoses and analyses requires a still greater degree of competence."⁶⁰

A format of employee attitude profile could be used in the Lebanese Administration through the CSB and even the different departments or units. This could be suggested as follows:

⁶⁰. Likert, The Human Organization, pp. 144-145.

**Illus.10: Suggested Lebanese Administration Format
for Rating Employees.**

LEBANESE ADMINISTRATION 61 CSB					
Department, this year _____ Dept., last year _____					
Name:					
The hours of work here over or:	Very Low	Low	Average	High	Very High
I'm paid fairly compared with other functionaries..					
My supervisor has always been fair in his dealing with me.....					
I have confidence in the fairness and honesty of management.....					
I work in a friendly environment.....					
I know how my job fits in with other work in this administration.....					
My supervisor welcomes our ideas even when they differ from his own.....					
I'm proud to work for my supervisor.....					
Favoritism is a problem in my area.....					
I have very few complaints about colleagues, facilities.....					

⁶¹ Frank J. Smith and Lyman W. Porter, "What do executives really think about their organizations," Organizational Dynamics, Vol.6 No.2, pp. 68-79, Autumn 1977.

The choice of the Survey technique as a means of assessing administrative health represented an implicit acknowledgement that "information obtained from surveys at the hourly employee level had served a valuable diagnostic function and had helped to minimize problems by identifying them early. (Also sometimes used for functionaries for grades I, II, and even III and IV). It was felt that a similar approach for executives might yield even more useful data. Executives usually have both greater control over work outcomes than do lower level employees and greater access to information. The comments and reactions of executives are therefore likely to be even more predictive of their actual job behavior and to more accurately identify incipient administrative problems.⁶²

It is important to state another matter of reform in selecting job factors which could be implemented by the CSB in the Lebanese Administration. Job evaluation plans differ in the nature and number of job factors they use. The management committee, with staff advice, may make its own selection, or CSB. The Job factors could be grouped under headings such as skill, effort, responsibility, and job conditions, when hourly rated jobs are involved. A somewhat different set of factors is often used for evaluating salaried jobs, that is, education, experience, complexity of duties, monetary responsibility, contacts, working conditions and type and extent of supervision.

⁶² Frank J. Smith and Lyman W. Porter, "What Do Executives Really think about their Organizations?" Organizational Dynamics, Vol. 6, No. 2, pp. 68-79, Autumn 1977.

Another subject which could influence the improvement of the administration is to introduce a method of reform including, using of computers.

Computers have some distinct advantages that all the CSB must implement it in the Lebanese Administration:

Computers can help in a major way in meeting the requirements of the Lebanese Administration. The solution of these requirements necessitates: reliability large capacity, rapid and inexpensive computation, proper means of communication, proper transducers for controls, adequate and applicable mathematics, and correct mathematical models for our processes in the administration. Computers are either providing these or, as a research or engineering tool, making it possible to determine them.

It is clear that after implementing computers in the Lebanese Administration as a matter of reform that there will be a readjustment of functionary needs. There will be less need for unskilled labor or workers; however, much of the unskilled employees can be trained for positions requiring skilled workers, such as maintenance and repair, programming, and operations, to name a few, of course for the computers themselves. I believe that the transition will proceed smoothly, if we keep people informed.

Computer hardware can be located centrally in the CSB or in the CIA, or widely dispersed among administrative units, departments, directorates, or councils.

It is important to introduce a "performance Rating Format", Normally the form is completed by the immediate supervisor (superior) of the man being rated or by the Department that the man is in. But it is very effective that the Civil Service Board makes this form.

To use a Job Description as a matter of reform in the Lebanese Government could be very effective in the manner that a civil servant should not work outside his classification. So, each job in the government must be described, that is, a list must be compiled of its duties and responsibilities as shown in the next page. This job Description format could be implemented by CSB in all units and departments of the Administration towards better performance of the civil servant.

Of course the system that CSB gets the information about the format could be the flow of information from questionnaires distributed to the employees and processed through the computer.

It is important now to introduce in the Lebanese Administration a device to provide guidance to management in selecting managers or civil servants for promotions or salary increases, they could be used as a coaching device to help men on all levels of management in the government to improve their performance.

An effective performance - appraisal program provides the administration with a rational basis for determining who should be promoted or receive salary increases.

In fact, appraisals are useful in helping the administration to make an evaluation of the over-all effectiveness of its program for management development and selection. In fact no appraisal system in the Lebanese administration.

Chapter 7

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

A. SUMMARY

This research project contains seven chapters; the first one describes through the introduction the subject matter, giving a statement of the problem, what issues that could be discussed; also there is a statement of the purpose which is to improve the administration and the job management in this administration; another section in the chapter of Introduction is the performance objectives which discusses the achieving scientific methods to reform the administration. Chapter 2 is a review of literature: Some books or articles chosen and discussed through this chapter. In this chapter the subjects discussed are sectarianism, job management in general, centralization, personnel qualifications, political interference, job description, laws of the civil servants, managerial goals, administrative dynamics, women personnel, managerial requirement, employee complaints, job analysis, job descriptions, tasks, responsibilities, top middle management, managerial environment, and managerial attitudes and performance.

Chapter 3: discusses the methodology adopted in this thesis. While chapter 4 discusses the centralized administration in Lebanon including the system of civil servants grades, the administrative cadre, the structure of the central government, administration and its units, the structure of an independent service or public utility, the employees, the duration of a civil servant, the job of the civil servant, the authority and the superiors, appointments, duties, salaries, promotions, vacations, transfer, delegation, the outs of "Cadres", disciplinary action, the

end of services of the civil servant, the temporary functionaries, the contracts, the civil service board, historical backgrounds of the CSB, reform programs, the Central Inspection Administration, administrative responsibilities and rights, and organizational charts and analysis of some important administrative units.

Concerning chapter 5, it is a chapter discussing the problems and the new data from the questionnaires and interviews about sectarianism. Some statistical tests are there to show the significance of some statements using Chi-square, T-test, F-ratio test, etc... The new data in this chapter are tabulated and discussed deeply. All the problems weaknesses and manners of reforms encountered are discussed in chapter 6 through statistical procedures and descriptions. Also this chapter contains some suggestions as methods of innovations based on the questionnaires and interviews processed by the author of this research project.

Chapter 7 includes, a conclusion of the research project, recommendations based on the study through the project and a summary of the chapters.

B. CONCLUSIONS

The transition from dependence to independence is a basic and fundamental change which entails a change in the needs and objectives of the nation and which inevitably requires a re-examination of the existing institutions of government and administration in order to re-orient them to the new goals and objectives of a young and developing nation. For some time Lebanon seemed to be unaware of the significance of this basic and fundamental change and of the need to reform its administration and prepare it for the new tasks and responsibilities thrown upon it. This, for sure, is not an uncommon failure in newly independent countries. For it is well known that in Lebanon, as well as in other countries which have been through a similar stage of development, the struggle for independence unavoidably developed into an all pervasive end in itself, to which all efforts were devoted and, compared to which all other considerations seemed to be matters of trivia. This neglect of the administrative aspect of government carried over through the early years of independence when the country was still beset by a multitude of foreign and domestic issues which took precedence over administrative problems and diverted attention from them. Once this stage was over, Lebanon started to turn its attention to the all-important objective of economic and social development and of catching up with the rest of the more advanced countries. It is precisely at this stage that the deficiencies of the Lebanese administration were highlighted and the need for its improvement became so urgent. It was clearly realized that the inherited administrative machinery, which might have been doing

a satisfactory job during the mandate period, was not properly equipped to deal effectively with the new problems of this vigorous nation. It was evident that all attempts at social and economic development would be futile without the essential prerequisite of a modernized, technical, and in 1952, as a result of growing popular resentment and dissatisfaction with the widespread corruption and inefficiency of the government service, a general strike led to the resignation of President Bechara el-Khoury. His successor, President Camille Chamoun naturally showed more concern with administrative problems and sponsored few abortive attempts at reform of the public service. But these were superficial and unsuccessful attempts which did not result in over-all significant changes in the administrative machinery. The Lebanese government, although aware of the need for administrative reform was not, however, aware of the proper approaches and methods to be used in bringing about the desired changes. These unsuccessful attempts, however, served a very important purpose by intensifying the existing awareness of the need for reform and throwing some light on the kind of problems faced and the ineffectiveness of methods and techniques used in coping with them.

This growing awareness for reform finally culminated in the 1958 reform movement which was probably the most ambitious and serious attempt at administrative improvement in the history of Lebanon. The crisis of 1958, which among other things was the result of the poor and ineffective administrative system, revealed a pressing need for basic and fundamental changes in this system. Also, the new President, General Fouad Chehab, felt the urgent need for building the state on sounder and more scientific foundations as was expressed in his first speech before parliament. He was dedicated to a program of social and economic reform and was fully aware that his efforts in this respect are bound to fail without an effective and modern administrative machinery. It is significant that in practically all his speeches since he

took over as President of the Republic, General Chehab has emphasized the need for re-organizing the state and the public service along sounder and more scientific lines. His thinking about his mission in this respect is best illustrated by his saying that the previous regimes in Lebanon were concerned and dedicated to building the "independence of the state", while he is dedicated to building the "state of independence."

In fact, Lebanese administration has suffered from excessive and frustrating delays in the dispatch of official business. This is basically the result of complicated, lengthy and out-moded procedures which are used by the government and which have aroused widespread resentment and criticism.

We have seen how the Lebanese Government gradually over a period of time developed an awareness of the need for and the problems of administrative reform.

And finally one must raise the question of the effect of the wider administrative environment, particularly the role of the Ministers, Deputies and spokesmen for the major interest groups. In the past they have frequently regarded the administration as an area of patronage and a means through which they could intervene for personal or political purposes. Most of the fundamental principles of administration and administrative regulations were frequently violated by political figures making effective administrative procedures erratic if not impossible, and making exceedingly difficult the occasional feeble effort to improve the system. The Ministers and Deputies intervened with immunity, and the resulting administrative irregularities were accepted as normal and went unheeded.

These irregularities will now come under the scrutiny of autonomous and independent personnel and inspection agencies which may find themselves in conflict with older and long-established customs on the part of the politicians.

C. RECOMMENDATIONS

The recommendations for improving the administration through a legal reform could be grouped into six groups or classifications:

- (i) Recruitment - Selection.
- (ii) Training.
- (iii) Compensation - Disciplinary acts.
- (iv) Maintenance.
- (v) Retention.
- (vi) Separation.

- (i)
 - . Adopting sound policies of transfer and transferring employees on a more regular basis.
 - . Considering the factor of good character and discipline in the selection of government employees.
 - . Choosing well-qualified elements for positions of first grade.
 - . Competition or examination with scripts anonymously marked: There are in recruiting matters the touch stones of democracy. True democracy in Lebanon must consist in letting every "young" man or woman enter any competition if he or she is capable of being successful.
 - . Giving the new employees psychotechnic tests of intelligence, and use this factor in the process of appointment.
 - . Establishing an Assessment Center for better selection of people for lower and middle grades.
 - . Use the appointment for life sometimes in certain position because this could offer more certainty of continuity in the administration and allows more profitable use to be made of the experience acquired by officials.
 - . Use the recruitment by the electorate which could be the most democratic method of recruiting. This method implies a popular control over the administration.
 - . Appointing women in the first grade.
 - . Appointment "technocrate" as ministers.
 - . Injecting new blood into the administration, and especially through appointment of newly qualified young persons.

- Technicians must form the backbone of the Lebanese administration of tomorrow. The functions which the modern state has to fulfil are so many and so various that it is becoming impossible for non-specialized civil servants to accomplish the tasks entrusted to them, however good they are as administrators and however long their experience.
It is becoming essential to build up a body of technicians and specialists within the various organisms of the State.
- The individual should be free to accept or refuse an office to which he is appointed, not because the service of the state is to be based on contract, but because direct compulsion cannot properly be applied to intellectual service and indirect compulsion is difficult and imperfect in its effects. Individual freedom is the normal source of all useful activity. No citizen can be compelled to make greater sacrifices to the State than another. This principle is recognised in almost all modern States, republics as well as monarchies.
- Those candidates who have a university qualification of any sort and have passed a recruiting examination could for better improvement of training undergo three training periods:

- a collective period of three months in a training center set up for this purpose;
- a departmental period of seven months in the department to which they will be allocated;
- a period of two months in another department.

The collective period aims to provide:

1. an elementary knowledge, which the candidate may lack, of the disciplines considered important for administrative activities;
2. a deeper understanding of the structure and role of the State and the administration in a changing society;
3. some idea of the important political, economic and social realities and trends which condition any administrative activity;
4. acquisition of the techniques of administration and communication;
5. sensitivity to internal and external human relations.

... During the departmental period, trainees get to know the duties and the milieu to which they will be allocated.

Further, they learn to see them within the structural framework of the department and within the functional framework of the duties they will be charged with after appointment.

- (ii) . Launching intensive programs of both pre-and post-entry training could also help to change the system of interpersonal communication in the administration as well as its authoritarian image to a more egalitarian one. More research could be done in the field of training to grasp more about this subject.
- (iii) . Take severe disciplinary actions against the corrupted person in the administration.
 - . Rewarding competent civil servants.
 - . In pay problems, the needs must be identified, the objectives must be determined, the programs must be developed, and the programs must be planned and executed.
 - . Giving exams. for the First Grade Civil Servants as a factor for appointment, of course also considering their morals and degrees.
 - . Adaptation of Appraisal worksheet or formats by the CSB in all the administration.
- (iv) . Improving salaries and living conditions.
 - . Abolishing sectarianism in the Administrative System.
 - . Eliminating political meddling and pressures in the administration.
 - . Revising and changing some of the laws and regulations governing the civil service.
 - . Reorganizing the entire structure of the Lebanese Administration on a sound basis.
 - . Introduction the use of computers in filing, administrative activities.
 - . The government should institute a new job classification plan, which, among other advantages, should allow for a greater degree of job advancement opportunities.
 - . The government should initiate strong measures to diminishmal practices and should solicit the cooperation of the legislative body and citizens in exercising self-discipline and control.
 - . The government should revise its job classification plan and work out a manual of job descriptions. This would undoubtedly contribute toward realizing fair treatment and improving moral in the Lebanese Civil Service.
 - . Improving working conditions should be given priority attention by the government for the kind of beneficial impact that can easily be generated among civil servants and citizens.
 - . Forecast the future personnel needs of all units in the administration.

- . Using employee attitude surveys could aid the supervisor to obtain more information about his subordinates.
 - . Establishing job factors as skill, effort, responsibility, and job conditions.
 - . Application and implementing laicity in the administration as a first step towards cancelling of Sectarianism.
 - . Using same techniques as job analysis, job description, job evaluation, job grading, job pricing, incentive or merit plans, fringe benefits, communications, administrative procedures and practices, union participation, and controls, to improve the administrative activities.
 - . Emphasizing the article 15 but in cancelling the case of being a member of beneficence associations.
 - . Improving civic responsibility through education as a stepping stone toward realizing administrative reforms.
 - . Realizing political reform, especially through prohibiting members of the legislature from being members.
 - . Establishing a new scientific, independent, and specialized committee from honest men (from outside and inside the administration) to be in charge of administrative reform programs.
 - . Increasing the number of civil servants in certain departments of directorates where the pressures of work are great.
 - . Young officials need to make headway, and our Administration needs youth.
 - . Determining the number of personnel need in the various departments and preparing manning tables for them.
- (v) . It is important both for the good organization of the public service and for the behaviour of its officials that the civil service pay structure should be clear, understood by all concerned, and based solely on the abilities of officials, on the difficulty of their duties and the responsibilities they carry.

Generally speaking, these salary problems should be dealt with openly in order to avoid any unease among civil servants and any suspicion about the legitimacy of particular incentives. The State should not be reticent about the salaries it pays its officials, nor should it hesitate to extend the range of salaries in so far as this is justified by the difficulty of the work expected, by the knowledge required, the responsibility to be borne or by the needs of recruitment. Where salaries are concerned, secrecy, inequality and inadequacy cause disaffection in the public service, and so do great harm to the State.

- . The civil servant owes strict obedience. If he disagrees with a decision he is not entitled to oppose it through inaction or to twist it in a way not intended by those who made it. This rule may cause grave problems of conscience. It may happen that some measure clashes so violently with our deepest political convictions that an inner voice, the voice of conscience, for bids us to execute it. In such a situation

I can see only one way out: that of resignation. But that is a very serious step, which may have important moral and material consequences; It should therefore not be taken except after serious consideration. In the end, the civil servant must in each case decide what path to follow in accordance with his judgment and conscience.

- Establishing a civil servants union which could have as a general goal: helping the employees to be the right track to get their demands as higher salaries, good work conditions etc... similarly to those working in an industry.
 - The government should work out a positive incentive plan by trying to place officials where they are best suited, giving merit raises, promoting competent elements to higher positions, and delegating authority.
- (vi) • Minimizing the role of Ministers in taking decisions contrary to the laws and regulations enforced.
- It is recommended to classify the Civil Servants in Lebanon in the following four kinds:
 - a) Permanent civil servants, who are appointed for life and perform duties connected with the exercising of sovereign power;
 - b) Civil servants on probation, who are employed for a probationary period with a view to their being later appointed as permanent civil servants, a status which they acquire at the end of six years of probationary service if they fulfil all the required conditions. This status is usually granted at the end of this period of training;
 - c) Temporary civil servants, who are either persons doing their initial service or agents provisionally performing the duties of a civil servant as is the case, for example, with the Referendare.
 - d) Officials appointed, in conformity with legal provisions, to perform certain duties for periods specified by law. Into this category come the high-ranking officials of the autonomous administrations, professional burgomasters, heads of municipal services and assistant burgomasters.

There could be additional category which consists of political officials. These are the holders of posts which the laws relating to the civil service call "political posts" in which it is necessary that the person concerned should be in constant agreement with the views and political objectives of the government.

- . A clear distinction must be made between political posts and career service posts, generally known as civil service posts. Political control of government institutions is obviously not only to be recommended, but necessary, indispensable even. However political posts, or more precisely those posts which are to be filled by persons chosen on political grounds, should be restricted in number to the minimum necessary to ensure democratic or political control of government administration.

It follows that the career system should be extended to all administrative posts, with the exception of some political posts, e.g. ministerial posts and very restricted number of confidential assistants in key positions.

These are some of the recommendations that must be applied to improve this administration towards better performance, but the main recommendations are to cancel sectarianism and interventions of some powerful men, and introduce the kinds of technologies that are implemented desperately needed to improve the working environment of civil employees in the country.

A P P E N D I X E S

APPENDIX I.Questionnaire I.

To be filled out by non-graduates
(Grade III employees) of the Pre-Entry
Training Sessions for the High Grade at
the National Institute of Public Adminis-
tration and Development of the Civil Board
in the Republic of Lebanon.

I. PERSONAL DATA

(Name of the interviewee should not be mentioned)

1. Age: _____

2. Sex: Male () Female ()

3. Marital Status: Single () Married ()

4. Religion _____

5. Education:

Name of the Degree	Date Received	Name of the Institution
_____	_____	_____
_____	_____	_____
_____	_____	_____

6. Foreign language proficiency:

	Speak Fluently	Write Fluently
(A) French	()	()
(B) English	()	()
(C) Other languages.....	()	()

7. Title of your present position and the date of your entry to it:

BEIRUT UNIVERSITY COLLEGEAPPENDIX INo.

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B.U.CQUESTIONNAIRE IBEIRUT-LEBANONStudy of the Status of the Lebanese Administration

To the employee in the Lebanese Administration; to be filled out by non-graduates (Grade III employees) of the Pre-Entry Training Sessions for the High Grade at the National Institute of Public Administration and Development of the Civil Service Board in the Republic of Lebanon.

This is a questionnaire about the administration in Lebanon. We urge you to answer this questionnaire, which is based upon scientific and objective basis.

And Thanks

The researcher

Mu'nis Hassan Ramadan

Notice: If you donot want please feel free not to mention your name or by any means indicating your identity.

II. BACKGROUND INFORMATION PRIOR TO THE PERIOD OF ASSUMING
A POST IN GRADE III

8. What jobs did you hold before you assumed a post in Grade III?

(A) In the public sector: _____

(B) In the private sector: _____

9. Did either of your parents hold a government post?

YES () NO ()

10. How were you appointed to Grade III?

(A) On the basis of a civil service examination before the establishment of the Civil Service Board in 1959. ()

(B) On the basis of a civil service examination administered by the Civil Service Board after 1959. ()

(C) On the basis of an academic degree and experience alone. ()

(D) Other (state) ()

(Please answer Questions 11-16 if you were appointed on the basis of a civil service examination administered by the Civil Service Board after 1959).

11. Which one of the following qualifications did you meet when you took the civil service examination for Grade III?

(A) University degree alone ()

(B) A minimum of ten years of government service in Grade IV without holding a university degree. ()

(C) University degree plus a minimum of ten years of government service in Grade IV ()

(D) University degree plus government service less than ten years. ()

(E) Other (state) ()

12. How would you evaluate the written examination that you took for appointment in a position in Grade III in terms of testing the applicant's potential for success in the performance of a public administration job?

GOOD () FAIR () POOR ()

(Any further comments?)

13. How would you evaluate the oral examination that you took for appointment to a position in Grade III in terms of appraising the personality of the applicant?

GOOD () FAIR () POOR ()

(Any further comments?)

14. Did you hold any reservations about the objectivity of your examining board for recruitment of candidates of Grade III before the results were declared? ()

YES () NO ()

15. Did you change your opinion after the results were declared?

YES () NO ()

16. Did you think that your rank on the eligibility list would still have qualified you to be appointed to a position in Grade III had the principle of proportional sectarianism not been applied?

YES () NO ()

III. INFORMATION ABOUT POST-ENTRY TRAINING SESSIONS AND THEIR IMPACT.

(Please answer Question 17-24 if you were a participant in any of Public Administration and Development of the Civil Service Board).

17. What is the name of the post-entry training session in which you participated (with date) ?

18. Did you participate in the Post-entry training session on the basis of your own initiative?

YES () NO ()

19. Would you have participated in the post-entry training session if it had not been for promotion and advancement purpose?

YES () NO ()

20. Have you personally benefited from your participation in the post-entry training session?

YES () NO ()

21. Have you found that the subject matter of the training session is completely new to you?

YES () NO ()

22. Did you find the methods of training used adequate?

YES () NO ()

23. Did you find the duration of the session short?

YES () NO ()

24. Would you recommend such a post-entry training session to a colleague in your public organization?

YES () NO ()

25. Would you recommend to the concerned officials the necessity of continuing such post-entry training sessions to employees in Grade III?

YES () NO ()

(n.b. Questions 26-35 are left blank here for the purpose of coordination with another questionnaire).

IV. INFORMATION ABOUT JOB DESCRIPTIONS OF POSITIONS IN GRADE III

26. List briefly the major duties and responsibilities of your present job: _____

27. Indicate one of the following equations that most approximates the relationship between the administrative and technical functions of your job:

- (A) Administrative work 90% plus technical work 10% ()
- (B) Administrative work 75% plus technical work 25% ()
- (C) Administrative work 50% plus technical work 50% ()
- (D) Administrative work 25% plus technical work 75% ()
- (E) Administrative work 10% plus technical work 90% ()

V. INFORMATION ABOUT THE LEBANESE ADMINISTRATION AND THE PROSPECTS OF REFORM

(Please feel free to give any additional comments in answering the following questions)

28. Do you feel that your work is compatible with your area of specialization and personal interest?

YES () NO ()

29. Is there a job description formally defining the duties and responsibilities of your job?

YES () NO ()

30. Do the laws and regulations grant you full decision-making authority on some administrative matters?

YES () NO ()

31. Do your superiors delegate authority to you on certain administrative matters?

YES () NO ()

32. Do you find the laws and regulations that govern the work of your administrative unit provide a certain degree of discretionary authority in decision-making?

YES () NO ()

33. Do you see a pressing need to simplify procedures in your administrative unit?

YES () NO ()

34. Do your superiors appreciate your efforts and devotion to work?

YES () NO ()

35. Do your superiors hold regular conferences with you to discuss work in your administrative unit?

YES () NO ()

36. Do you participate in the preparation of the budget of your public organization?

YES ()

NO ()

37. Do you think that the work conditions and facilities in your administrative unit are adequate?

YES ()

NO ()

38. Do you have a sufficient number of employees to discharge the functions of your administrative unit?

YES ()

NO ()

39. Do you feel that your scope of supervision is too large?

YES ()

NO ()

40. Do you feel that coordination and control in your administrative unit is effective?

YES ()

NO ()

41. Are there job descriptions formally defining the duties and responsibilities of your subordinates?

YES ()

NO ()

42. Do you feel fully satisfied with the over-all performance of your administrative unit?

YES ()

NO ()

43. Would you leave your job if you were given a chance to work in a similar post in the private sector?

YES ()

NO ()

44. Would you advise your son or daughter to work for the government?

YES ()

NO ()

45. Do you hold responsible for bribery:

- | | YES | NO |
|---------------------------------------|-----|-----|
| (A) Citizens | () | () |
| (B) Civil servants receiving bribery | () | () |
| (C) Administrative supervisors | () | () |
| (D) Central Inspection Board | () | () |
| (E) Low public salaries and wages | () | () |
| (F) Ineffective disciplinary measures | () | () |

46. Do you believe that:

- | | YES | NO |
|---|-----|-----|
| (A) Sectarianism should be completely abolished from the political system | () | () |
| (B) Sectarianism should be completely abolished from the public administration system | () | () |
| (C) Sectarianism should be abolished from public employment except for the sectarianism of individual high-ranking administrative posts | () | () |
| (D) Sectarianism should be retained in public employment but abolished from individual positions | () | () |
| (E) Sectarianism should be retained in permanent public appointments and abolished in the temporary ones | () | () |
| (F) Sectarianism will be very difficult to abolish from the political system | () | () |
| (G) Sectarianism will be very difficult to abolish from the administrative system | () | () |

47. Do you usually read any of the following reports and documents?

- | | YES | NO |
|--|-----|-----|
| (A) Annual Reports of the Civil Service Board | () | () |
| (B) Annual Reports of the Central Inspection Board | () | () |
| (C) Annual Reports of the Bureau of Accounts | () | () |
| (D) Lebanon's Six-Year Long-Term Plan | () | () |
| (E) Annual Public Budgets | () | () |

48. Do you think that the attempts at administrative reform in each of the following regimes were successful in achieving their objectives?

	YES	NO
(A) During the regime of President Camille Chamoun	()	()
(B) During the regime of President Fuad Chehab	()	()
(C) During the regime of President Charles Halou	()	()
(D) During the regime of President Suleim Franjieh	()	()
(E) During the regime of President Elias Sarkis	()	()
(F) During the regime of President Amine Gemail	()	()

49. Are you optimistic about the prospects of realizing administrative reform in Lebanon in the near future?

YES () NO ()

50. What suggestions do you have for reforming the administration in Lebanon?

BEIRUT UNIVERSITY COLLEGEAPPENDIX IINo.

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B.U.C.QUESTIONNAIRE IIBEIRUT, LEBANONStudy of the Status of the Lebanese Administration

To the Employee in the Lebanese Administration:

This is a questionnaire around the administration in Lebanon; we urge you to answer this questionnaire, which is based upon scientific and objective basis and this questionnaire is far away of the newspapers and other informatic means.

And Thanks

The researcher

Mu'nis Hassan Ramadan

Notice: If you donot want your name to be mentioned, please indicate. All the information provided are going to be kept confidential.

APPENDIX II.Questionnaire II.

This questionnaire could be filled out by any type of employee in the Lebanese Administration.

No.

Put (X) in form of the answer adequately:

1. Personal Status

Bachelor Married Other

2. Sex.

Male Female

3. a) Is your wife working ?

Yes NO b) In the public sector c) In the private sector

4. Age:

25-29 30-34 35-39 40-44 45-49 50-54 55-59 above 60

5. The type of appointment:

(i) Through an exam in the civil board after 1959 (ii) Without the means of the civil board before 1959

6. What are the categories that you were categorized in them before your actual category:

- (i) 4th category
 (ii) 3rd category
 (iii) 2nd category

If you are a first category employee; did you reach this category through the employment over the years:

Yes No

7. Date of beginning your employment for the first time:

- (i) before 1953
 (ii) 1953 - 1956
 (iii) 1957 - 1961
 1961 - 1964
 1965 - 1968
 1969 - 1971
 1972 - 1973
 1973 and after

8. Have you attended the quick preparatory term?

Yes year:.....

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9. Have you been working in the private sector?

Yes No

10. Where did you get your secondary education?

- (i) Private school or Religious school
 (ii) Official school Non-religious school

11. Your university education?

- | | | | |
|-----------------------------|--------------------------|---------------------------------|--------------------------|
| (i) Lebanese University | <input type="checkbox"/> | (ii) B.A.U. | <input type="checkbox"/> |
| (iii) St. Joseph University | <input type="checkbox"/> | (iv) A.U.B. | <input type="checkbox"/> |
| (v) B. U.C. | <input type="checkbox"/> | (vi) European Universities | <input type="checkbox"/> |
| (vii) American Universities | <input type="checkbox"/> | (viii) Arab Universities | <input type="checkbox"/> |
| (ix) Other Universities | <input type="checkbox"/> | (x) Science Application College | <input type="checkbox"/> |

12. The level of your degree and the date of getting this degree:

- | | | | | | | |
|-------------------------------|--------------------------|------------|----------------------|----------------------|----------------------|----------------------|
| (i) Ph.D | <input type="checkbox"/> | year:..... | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| (ii) Doctor(3rd cycle) | <input type="checkbox"/> | year:..... | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| (iii) Master | <input type="checkbox"/> | year:..... | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| (iv) BS or BA or BBA | <input type="checkbox"/> | year:..... | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| (v) Diplome(Application study | <input type="checkbox"/> | year:..... | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |
| (vi) Secondary level & under | <input type="checkbox"/> | year:..... | <input type="text"/> | <input type="text"/> | <input type="text"/> | <input type="text"/> |

13. The Scientific specialization:

- (i) Law or Political Science
- (ii) Art and Sociology
- (iii) Human and Administrative Sciences
- (iv) History, geography, archeology, geology
- (v) Trade, Economy, Money, Business
- (vi) Application Sciences
- (vii) Medicine
- (viii) Engineering
- (ix) Pharmacology
- (x) No specialization

- What is the work of your father when you entered your job for the first time. (put (X) in front of the adequate answer):

- (i) Medicine (ii) Law (council..) (iii) Teacher-Professor
(iv) Technician (v) High or Top administrative positions
(vii) Any services (viii) Agriculture (ix) Industry
(x) Trade
(xi) Professionalist and application jobs
(xii) None known professions
(xiii) In the "Cadre"
(xiv) Military
(xv) Without work
(xvi) Other

In these types of questions put (X) in front of the answer that see it adequately:

Leave it blank

1) Did you have some confidence to your sect or religion?

- (i) great importance
 (ii) very great importance
 (iii) Medium importance
 (iv) No importance
 (v) No opinion

1

2) How did you describe the political sectarianism?

- (i) Extreme of positiveness
 (ii) great positiveness
 (iii) fair positiveness
 (iv) without positiveness
 (v) No opinion

2

3) Does the application of political secterianism after the institutions of the government? (The National agreement).

(i) The constitutional Institution

- (a) ver great damage (b) great damage
 (c) simple damage (d) No damage at all
 (e) No opinion

3

(ii) The Military Institution

- (a) very great damage (b) great damage
 (c) simple damage (d) No damage at all
 (e) No opinion

(iii) The Judicial Institution

- (a) very great damage (b) great damage
 (c) simple damage (d) No damage at all
 (e) No opinion

(iv) The administrative Institution.

- (a) very great damage (b) great damage
 (c) simple damage (d) No damage at all
 (e) No opinion

(v) The education Institution

- (a) very great damage (b) great damage
 (c) simple damage (d) No damage at all
 (e) No opinion

(vi) The Personal identities organization.

- (a) very great damage (b) great damage
 (c) simple damage (d) No damage at all
 (e) No opinion

4. Did you propose the cancelling of secterianism from the institutions of the government?

4

(i) The constitutional Institution

- (a) Quite cancelation (b) Partial cancelation
 (c) No cancelation (d) No opinion

(ii) The military institution

- (a) Quite cancelation (b) Partial cancelation
 (c) No cancelation (d) No opinion

(iii) The Judicial Institution

- (a) Quite cancelation (b) Partial cancelation
 (c) No cancelation (d) No opinion

(iv) The Administrative Institution.

- (a) Quite cancelation (b) Partial cancelation
 (c) No cancelation (d) No Opinion

Leave it blank

(v) The Education Institution

- (a) Quite cancelation (b) Partial cancelation
 (c) No cancelation (d) No Opinion

(vi) The Personal Identities Organization

- (a) Quite cancelation (b) Partial cancelation
 (c) No cancelation (d) No Opinion

5. Do you believe that the actual equilibrium in sectarianism applied today will give the justice between the number of sects?

Yes No

6. If No, What are in your opinion the sects that benefit from this equilibrium ?

(i) The Maronite Sect.

- (a) very great benefit (b) great benefit
 (c) Medium benefit (d) No opinion

(ii) The Orthodox Sect

- (a) Very great benefit (b) great benefit
 (c) Medium benefit (d) No opinion

(iii) The Catholic Sect.

- (a) very great benefit (b) great benefit
 (c) Medium benefit (d) No opinion

(iv) The Minorities

- (a) Very great benefit (b) great benefit
 (c) Medium benefit (d) No opinion

(v) The Sunnite Sect.

- (a) very great benefit (b) great benefit
 (c) Medium benefit (d) No opinion

(vi) The Shiit Sect.

- (a) Very great benefit (b) Great benefit
 (c) Medium benefit (d) No opinion

(vii) The Druze Sect.

- (a) Very great benefit (b) Great benefit
 (c) Medium benefit (d) No opinion

7. To what concept the political sectarianism is near to:

- (i) religious ideology (ii) Political basis
 (iii) Ideals (iv) Ideology
 (v) Organization reproduction of social and political powers.

8. Is the political sectarianism applied due to:

- (i) Necessesity : Yes No
 (ii) Agreement : Yes No
 (iii) Forcing : Yes No
 (iv) Medium solution: Yes No

9. In what stage of the general job or working the employee would feel of the pressure of political sectarianism?

- (i) At the time of appointment
 (ii) At time of up grading
 (iii) At time of mutations
 (iv) At time of position distribution

10. If in the work, Sectarierism had been canceled what are the factors that could be considered at time of upgrading:

- (i) Disciplinary aspects
 (ii) Oldest in work
 (iii) Degrees
 (iv) Productivity

11. There are some employees benefiting from their own sects throughout the employment positions. Are these employees benefiting:

11

Throughout their jobs to serve their own sects?

Yes No

12. Is the application of Political sectorianism an obstacle in front the progress of the administration?

12

- (i) very great obstacle (ii) great obstacle
- (iii) Medium Obstacle (iv) No obstacle at all
- (v) No opinion

13. Are you optimistic to overstep the political sectorianism and reaching the concept of Nation instead of Sect ?

13

- (i) Very optimistic (ii) Optimistic
- (iii) Medium Optimistic (iv) None optimistic
- (v) No Opinion

14. What are the causes for choosing the employment in the government?

14

- (i) For General Servicing (ii) Social Security
- (iii) Academic Orientation (iv) Familial heritage
- (v) Social Position

15. Is there some agreement between yourself and your work?

15

- (i) Your Scientific degrees : Yes No
- (ii) Your psychological personality: Yes No
- (iii) Ambition : Yes No

16. How do you describe your own job?

- (i) desiring, essential job in my life.
- (ii) sometimes good
- (iii) Monotonous work
- (iv) No affection towards my work

16

17. For your salary is there?

- (i) great agreement between value and the kind of work and responsibility
- (ii) agreement between value and the kind of work and responsibility
- (iii) Medium agreement between value, the kind of work and responsibility
- (iv) No agreement between value, the kind of work and responsibility

17

18. To what category in the work or to what position you have in mind to reach ?

- Category 2 Category 1
- Foreign relations(ambassador etc..)
- Judicial employees
- Muhafez
- Professor (University)
- Prefer to be in my category

18

19. If you are ambitious, what are the factors that aid you towards ambition?

- (i) Personal efficiency (ii) Belonging to a sect
- (iii) Political Affection (iv) Social status
- (v) Familial Belonging

19

Leave it blank

20. How you measure success in the work?

- (i) Upgrading in your grades
- (ii) More power (moral power) made by the position
- (iii) More feeling to self-satisfaction
- (iv) More Responsibility
- (v) More wealth

20

21. If you are not in the public sector, what would you work?

In:

- (i) Higher Education (ii) Scientific Research
- (iii) Commerce (iv) Free profession
- (v) Politics (vi) Religious man
- (vii) Employee in the private sector
- (viii) Military work

21

22. To (Doctors, Pharm., Engineer ...).

- (i) Do you object to work at the same time as free profession in the general work at the government?

Yes No

22

- (ii) Which is the main work in your life?

a) Your work in the government b) Free profession

23. What is your opinion towards sayings about the employee in the public sector?

23

- (i) Owner to his job;
- (a) Agree with all respect (b) Agree
- (c) Agree moderately (d) No agreements
- (e) No opinion
- (f) Without agreement with all respect

Leave it blank

(ii) No feeling towards the country and only feeling towards the sect or the family:

- (a) Agree with all respect (b) Agree
 (c) Agree moderately (d) No agreement
 (e) No opinion
 (f) Without agreement with all respect

(iii) Escape from Responsibility:

- (a) Agree with all respect (b) Agree
 (c) Agree moderately (d) No agreement
 (e) No opinion
 (f) Without agreement with all respect

(iv) Loss of leadership in certain positions:

- (a) Agree with all respect (b) Agree
 (c) Agree moderately (d) No agreement
 (e) No opinion
 (f) Without agreement with all respect

(v) He is individualistic and he is not willing to coope with his friends in the same grade.

- (a) Agree with all respect (b) Agree
 (c) Agree moderately (d) No agreement
 (e) No opinion
 (f) Without agreement with all respect

(vi) He had been hidden always behind the law of protection of the employees to secure his own

- (a) Agree with all respect (b) Agree
 (c) Agree moderately
 (f) Without agreement with all respect

(vii) Using his own sect, political power and some family friends and even wealth to set obstacles in front any effective control.

- (a) Agree with all respect (b) Agree
 (c) Agree moderately (d) No agreement
 (e) No opinion
 (f) Without agreement with all respect

(viii) He is not caring about the job; he has other activities:

- (a) Agree with all respect (b) Agree
 (c) Agree moderately (d) No agreement
 (e) No opinion
 (f) Without agreement with all respect

(ix) To follow his own superior to get a marginal authority:

- (a) Agree with all respect (b) Agree
 (c) Agree moderately (d) Do no agree
 (e) No opinion
 (f) Without agreement with all respect

24. Are you considering the following items obstacles in front of daily work?

(i) More and more administrative affairs without finishing them:

Yes No

(ii) Too much talking from the concerned persons to the employees:

Yes No

Leave it blank

(iii) You can't know what to do if you want to communicate a negative decision to the person concerned:

Yes No

(iv) You are under pressure because there is a high position talking you about the affair or the matter.

Yes No

25. Have you lost one friend in the same category as yours because you applied the law according to the public interest?

Yes No

26. It is known that the work in the government is to serve the laws and not as to serve the goals for which these laws have been established:

- (a) Agree with all respect (b) Agree
 (c) Agree moderately (d) No agreement
 (e) No opinion
 (f) Without agreement with all respect

27. How do you consider your opinion about the article 15 of the legislative decree numbered 112- laws of the employees?

- (i) Extreme degrees of acceptance
 (ii) Great acceptance (iii) Moderate acceptance
 (iv) No acceptance (v) No opinion

28. How do you consider your position towards the control according to grades in sector that you are in ?

- (i) Extreme degrees of advantage
 (ii) Great advantage (iii) Moderate advantage
 (iv) Disadvantage (v) No opinion

Leave it blank

29. How is the relationship between you and your superiors?

- (i) Extreme degrees of protocol
 (ii) Protocol (iii) Moderate Protocol
 (iv) No Protocol aspect

30. Have you any affection towards your colleagues in the same grades or upper or down to your grade?:

- (i) With colleagues of upper grade:
 Yes No
 (ii) With colleagues of same grade:
 Yes No
 (iii) With colleagues of lower grade:
 Yes No

31. Have you a kind of security towards the group of employees that you are working with?

- (i) Very great security (ii) Great security
 (iii) Moderate security (iv) No Security

32. How is your relationship between you and the work group you are in ?

- (i) Confidence and cooperation throughout the work
 (ii) Friendly outside work
 (iii) Doubtful because of competition
 (iv) Careless and get more adequate discipline
 (v) Escape as you can from the level of the grade and the moral of the position

Leave it blank

33. If a work group did know a group of employees in the administrative unit, is this knowing applies to:

- (i) All individuals of the unit: Yes No
- (ii) To all grade of the unit : Yes No
- (iii) To all employees of the same harmonious work and specialization: Yes No
- (iv) To all the group of employees in each service alone: Yes No
- (v) To all the group of employees in each department alone: Yes No

34. Is these a chosen (typical-Top) administrative line or group?

Yes No

35. If YES:

- (i) How do you describe this chosen administrative group in the Lebanese Administration?:
- (a) Dynamic in the administration
- (b) Higher training and specialization
- (c) Isolation and not moving
- (ii) What is the role of this chosen administrative line or group in the Lebanese Administration?:
- (a) Proposals of new reform projects and innovations in the administration
- (b) Giving the administrative organization new scientific and modern face.
- (c) Give the Leadership a humanistic and a moral face

36. What are the considerations that will be facing the appointment of higher employees:

(i) Precedent belonging to the Administrations:

Yes

No

(ii) Social family position:

Yes

No

(iii) Scientific Degree from a known university:

Yes

No

(iv) The Power of the Sect that the employee belongs to:

Yes

No

(v) Political Belonging to some powerful men as religious or political and economical,

Yes

No

37. Did you consider that the maning of the employee as "President" ((Raise)) would lead that this employee is a leader?:

Yes

No

38. If yes, what are the basic of leadership?:

(i) Science

(ii) Straight and Strength

(iii) Understanding

(iv) Honesty

(v) Devoting for work

(vi) To be truthful with yourself and others

39. Did you know yourself from the descriptions of the leader (under):

- (i) Tolerate discussion and negotiation
- (ii) Facilitate discussion
- (iii) Doing strengthfull control from near
- (iv) Refer to ordere always
- (v) Confront alone the responsibility when he has to take important and sensible decisions.

Leave it blank

40. Do you agree to let youerself down and open the door for other individual to come up?:

- (i) Agree with all respect (ii) Agree
- (iii) Agree moderately (iv) No agree
- (v) No opinion
- (vi) Without agreement with all respect

41. Which is the best for the sake of continuous work in your administration or department ?

- (i) Very straight forward organization and control throughout the work
- (ii) The feeling of responsibility of the Employee

42. Are you always giving the thanks and appraisals to your employees?

- (i) Mostly (ii) Often
- (iii) Rarely (iv) No importance for this

43. Are you with your employees a work group described as:

- (i) Extreme degrees of harmoniously
- (ii) Great harmoniously
- (iii) Moderate harmoniously
- (iv) No harmoniously

44. Do you agree to make new systems or ways for modern human relationships in your administrative unit?:

- (i) Great acceptance (ii) Acceptance
- (iii) Moderate Acceptance (iv) No importance for this

45. Is the Lebanese Administration organization described to be?:

- (i) Extreme degrees of objectivity
- (ii) Great objectivity
- (iii) Moderate objectivity
- (iv) No objectivity

46. Does the Lebanese Administration need a reform from root to top? (Structure)?

Yes No

47. If yes, what are the factors of this reform?:

- (i) Through the law
- (ii) New systems or ways of modern organization and developed technology
- (iii) No limitation of the administration
- (iv) Rooted-Reform of the political structure in Lebanon
- (v) Put away the political authority from the administration

48. What are the Lebanese Administration Obstacles ?

- (i) No planning and No Future forecasting
- (ii) Absence of serious trials for reforming
- (iii) Federal Administrations are preventing the Reform.

49. What are the weaknesses in the work in the government:?

- (i) No feeling for employee for the public service
- (ii) No continuous control, and absenteeism of a modern organization for the Administration
- (iii) Conflict of specifications of the work
- (iv) No specificity and clearness of all the responsibility and specification of the job
- (v) No movement in some departments of some ministries

50. How do you describe your position towards the following Administrative authorities?

- Civil Board Council
- Centralized control Administration

- (i) Extreme degrees of advantage
- (ii) Great advantage
- (iii) Moderate advantage
- (iv) No advantage
- (v) No opinion

51. Is the National Administrative Council feeding the needs of the Administration?:

Yes No

52. What do you propose to increase the efficiency of the National Administrative Council?:

- (i) Develop its administrative structure
- (ii) Develop its humanistic structures
- (iii) Open the way in front the expert, specialized employees to enter this council outside the examination way
- (iv) Develop the training and program systems or ways

53. Is the laicity of all the institutions in the government is the right alternative instead of sectarianism, in a certain social structure?:

- (i) Agree with all respect (ii) Agree
- (iii) Agree moderately (iv) No agree
- (v) No opinion (vi) without agreement with all respect

54. Are these many civilizations in Lebanon ?

- (i) Agree with all respect (ii) Agree
- (iii) Agree moderately (iv) No agree
- (v) No opinion
- (vi) Without agreement with all respect

55. Have the informatic means played a special role in increasing and enforcing the sectarianism belonging ?

- (i) Extreme important role (ii) Very Important role
- (iii) Important role (iv) Little role
- (v) No role

56. Have the political and Religious men played a special role in increasing and enforcing the feeling of Secterianism belonging?

- (i) Extreme important role (ii) Very important role
 (iii) Important role (iv) Little role
 (v) No role

57. Has the Civil War produced a sectarianist generation?

- (i) Agree with all respect (ii) Agree
 (iii) Agree moderately (iv) No agreement
 (v) No opinion
 (vi) Without agreement with all respect

58. In case of canceling the article 15 of the legislative decree 112, do you desire to go and join the following institutions:

- (i) Political parties: Yes No
 (ii) Syndicate Organizations: Yes No
 (iii) Different Associations: Yes No

59. What is your opinion in the law of employees numbered 149:

- (i) Excellent (ii) Very good (iii) Good
 (iv) Fair (v) under fair (vi) Not good

Notice: Please answer with care to all questions because they are real and painful fact of the employees in the Lebanese Administration. And Thanks.

GLOSSARY: (could be used instead of some English Words).

- (i) We used in this research the words: "Employee", "Officer", "Functionary", "Civil Servant" having the same meaning, an assumption taken to facilitate the writings and references.
- (ii) "Al-Baladiyyah" : Municipality.
- (iii) "Tarqiy'at" : A merit raise.
- (iv) "Tadaruj" : Automatic pay raise.
- (v) "Fi'at" : Grades
- (vi) "Rutab" : Categories of grades.
- (vii) "darajat" : Ranks.
- (viii) "Tarfi" : Job Advancement.
- (ix) "Conseil d'Etat": Council of State. (مجلس شورى الدولة)
- (x) "Harsum" : Executive Decree.
- (xi) "Wasta" : Political Influence.
- (xii) "Rashwa" : Bribery

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