



UN Resident  
Coordinator  
System  
in Lebanon

# UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK L E B A N O N

A platform for  
collaborative action  
2002-2006

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UN Resident Coordinator System in Lebanon

UNITED NATIONS  
DEVELOPMENT ASSISTANCE FRAMEWORK  
LEBANON

**A platform for collaborative action**

**Beirut, December 2001**

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## FOREWORD

On behalf of the UN Country Team, I am pleased to introduce the United Nations Development Assistance Framework (UNDAF) for Lebanon covering the period 2002-2006. The UNDAF is the result of a truly collaborative effort of the UN Country Team – undertaken in cooperation with government and other national counterparts along with several donor partners.

The UNDAF for Lebanon relates to development action, beyond assistance; in other words, it is a development cooperation framework. The UNDAF reflects ambitious aspirations that need to be translated into realistic initiatives to be spearheaded by UN organizations. Truly successful outcomes of development cooperation by the UN System will in fact depend on enhanced strategic partnerships. In the first place, this implies sustaining and strengthening the process of dialogue and interaction between the Government and the UN System. It also implies increasingly associating civil society and the private sector as full partners of development cooperation. Furthermore, successful UN System development cooperation will depend on more integrated donor approaches and initiatives. Indeed, coordination with donors should mitigate the funding constraint, which affects what it is feasible to achieve.

The challenge embodied in the UNDAF for the UN Country Team lies in the potential achievement of increased impact on human development in the country, in making a greater and more positive contribution towards a better life for all the people of Lebanon. It is a challenge that the UN Country Team has thoughtfully articulated and is determined to meet.

Yves de San  
UN Resident Coordinator

Beirut, December 2001

## UN COMMITMENT

The United Nations System is committed to bring greater coherence to cooperation programmes and to make increased impact at the national level. The United Nations Development Assistance Framework for Lebanon has been formulated in close cooperation with the Government and in consultation with civil society and other development partners. We, the United Nations Country Team\* directly involved in the United Nations Development Assistance Framework for Lebanon, commit ourselves to enhance the performance and impact of the UN System by providing an inclusive, common response to people-centered development in Lebanon.

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FAO Representative

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Dr. Habib M. Latiri  
WHO Representative

Yves de San  
UN Resident Coordinator  
UNDP Resident Representative  
UNFPA Representative

\* As of January 2002

## ACRONYMS

CAS	Central Administration for Statistics
CCA	Common Country Assessment
CDR	Council for Development and Reconstruction
CEDAW	Convention for the Elimination of all forms of Discrimination Against Women
CICP	Centre for International Crime Prevention
CRC	Convention on the Rights of the Child
ECOSOC	Economic and Social Council
EFA	Education For All
FAO	Food and Agriculture Organization
FWCW	The United Nations Fourth World Conference on Women
GDI	Gross Domestic Index
GDP	Gross Domestic Product
GNP	Gross National Product
HDI	Human Development Index
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICPD	International Conference on Population and Development
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
ITC	International Trade Centre
NGOs	Non-governmental organizations
ODA	Official Development Assistance
OPRSGSL	Office of the Personal Representative of the Secretary-General for South Lebanon
SMEs	Small and medium enterprises
UN	United Nations
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Scientific and Cultural Organization
UNESCSWA	United Nations Economic and Social Commission for Western Asia
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNIC	United Nations Information Centre
UNICEF	United Nations Children's Fund
UNICRI	United Nations International Crime Research Institute
UNIDO	United Nations Industrial Organization
UNIFEM	United Nations Development Fund for Women
UNODCCP	United Nations Office for Drug Control and Crime Protection
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency
UNSC	United Nations Security Council
WB	World Bank
WHO	World Health Organization
WSC	The World Summit for Children
WSSD	World Summit For Social Development
WTO	World Trade Organization

## EXECUTIVE SUMMARY

The United Nations Development Assistance Framework (UNDAF) is the planning framework for UN System development operations at the national level. The UNDAF is intended to bring about greater effectiveness and efficiency of UN operations in the country through the achievement of goal-oriented collaboration, increased coherence and improved focus. It lays the basis for cooperation among UN organizations, government and other development partners through the adoption of a set of complementary programmes and projects.

The UNDAF is based on a common understanding by the UN System of the causes of the development problems and the challenges, on the one hand, and of the needs, priorities and opportunities of the country, on the other. There have been remarkable achievements in the decade following the end of the war in 1990. Overall, the stakeholders of development, in both the public and civil society sectors and at different levels, deserve credit for the progress in the country's recovery in the face of exceptional challenges. Though, the achievements have come at a cost, witness the escalating public debt and the faltering growth performance.

The achievement of sustained high rates of growth is an imperative to be combined with the pursuit of human development, whose past achievements have served the country remarkably well. National commitment to strengthen empowerment, equity and sustainability will leverage economic growth and will enhance the mutually reinforcing links between human development and economic development.

Weaknesses in the development performance of the nineties can be ascribed largely to governance issues. The Government has increased efforts to address the challenges of governance. Major governance issues have been the continued search for peace and political stability, democracy in action, insufficient transparency and accountability, and marginal participation of women at the political decision-making level. Major obstacles to move and influence the reform process have been inertia and resistance to reform. A real challenge lies in working to empirically diagnose, identify and address governance failures at the national, sub-national and corporate levels and in understanding the key linkages between them. Another serious challenge is the establishment of strong countervailing forces that can induce change and reinforce social stability at the national level.

Serious disparities among regions and social groups are another core issue. Relative poverty as manifested in unsatisfied basic needs prevails particularly in remote rural areas and densely populated urban poverty pockets, and affects especially vulnerable population groups such as small-scale farmers, petty traders and the elderly. These disparities also reflect important economic distortions and longstanding structural problems of management of the economy and of social organization. Most important to the solution of disparities is to translate access to public services and jobs into acquired rights to which all citizens are entitled by law, which in the wider context implies meeting the challenges of structural reforms, balanced development and decentralization.

The Government recognized the issue of disparity reduction as an important challenge in the Five-Year Development Plan (2000-2004). The plan aims to promote competitive advantage in the private sector with a view to strengthening its central role in leading the economy, and to upgrade the level of provision of public facilities and services throughout all regions. It also reveals a shift in approach towards a better public-private sector balance and an emerging recognition of the issues of governance. Conceived as a work in progress, the plan aims to redefine national priorities and to give increased prominence to sustainability and balanced development.

The UNDAF is built around common goals, objectives and strategies of cooperation supported by a common resources framework and a common approach to follow-up. It builds on ongoing national efforts and planned initiatives. Whereas the achievement of the goals will be the result of the combined efforts of different development actors, the achievement of the objectives will be the outcome of collaborative action of the UN System – in terms of advocacy, programme/project planning, implementation, follow-up, and resource mobilization. The UNDAF will model approaches to suit the requirements of each UNDAF objective using in preference the programme approach and national execution.

The UNDAF consists of UN System development action towards two interrelated goals, reflecting the above-identified challenges, integrating into national priorities, and taking account of the global development agenda and the comparative strengths of the UN System. The UNDAF responds to national priorities and needs as they emanate from key policy documents, including the preamble of the Constitution, the Document of National Understanding (1989), key statements by the President of the Republic, the Government statement, Lebanon's ratification of international conventions and treaties, and the Five-Year Development Plan.

**The first goal** aims to achieve enhanced national decision-making capacity for (human) development through the establishment of modern institutions that can rally the energy and initiative of civil society for the strategic vision of national development, effectively support private sector development and judiciously meet the basic needs and aspirations of the less privileged. This goal implies a large undertaking of implementing legislative and institutional reforms, of securing a competent human resource base, and of acquiring reliable decision-making tools.

The achievement of the first goal will involve action in four directions. The *first* objective seeks to promote national commitment to a strategic development vision and its implementation. It includes support to strengthen the technical capability for planning. The *second* objective endeavors to strengthen the rule of law for increased transparency and accountability. This will include collaborative action in support of legislative development and on judicial and penal reform. The *third* objective strives to promote government effectiveness in three dimensions, namely civil service reform for policy-making and management capacity improvement; readiness for globalization; and, aid coordination and management support. This will include the implementation of reform in the executive branch of government with a view to modernizing structures, systems and legal and regulatory frameworks, simplifying procedures, reducing bureaucracy, upgrading the human resources base, and improving the use and effectiveness of financial resources. The *fourth* objective is to expand access to and encourage use of socio-economic data and information for policy-making and programme management in support of human development.

**The second goal** is to achieve the implementation of a rights-based approach to development. This goal aims to achieve increased equity with a special focus on poverty alleviation and sustainable livelihoods through the reduction of disparities between regions and groups. UN System collaborative action encompasses the following operational objectives. The *first* objective is to assess and monitor the discrepancies between the national law and international conventions and agreements at UN global conferences. The *second* objective seeks to clarify the core content of basic human rights packages, namely health including reproductive health, education, employment and environment. The *third* objective is to improve the efficiency in resource allocation and administration for human development, including particularly through bringing about decentralization. The *fourth* objective is to improve democratic and participatory processes at all stages and all levels, including empowerment of the disadvantaged groups. The *fifth* objective is to foster equity and equality through legislative change, policy initiatives and action plans for disparity reduction.



National ownership is the hallmark of cooperation strategies underlying the UNDAF, which is the outcome of joint efforts between the UN System and the Government, in association with other stakeholders of development. The further development of strategic partnerships with leaders in different fields, particularly with the principal national counterpart, the Council for Development and Reconstruction, is at the heart of the cooperation strategies.

UN System development cooperation will put to good advantage lessons learned, notably that successful UN System action depends on generating value added, and this commensurate with the time taken to achieve it. Special attention will be paid to approaches and models of partnership and collaborative action. Particular consideration will be given to enhance aid coordination and to ensure effective mobilization of resources. There will be a sustained drive to maintain focus of action. There will also be a shift to upstream action that will be validated by innovative field-level activities; the latter will be scaled up and replicated whenever successful. The emphasis of recent years on capacity development will be maintained. There will be great care to promote demand-driven models of cooperation. Networking and transfer of experience will be heavily promoted and relied on. Empowerment and participation will ensure that individual potential and social capital are developed to their best advantage.

The UN Country Team provides the management structure for UNDAF implementation, supported by the Office of the UN Resident Coordinator. Mechanisms for inter-agency collaboration will comprise two main inter-agency working groups on capacity development for national decision-making and on rights-based development. Their work will be complemented by theme groups and task forces, which will build on the present structures and systems in place. UN System collaboration will be undertaken jointly with CDR and in consultation with other key institutions in government and will reach out and associate lead organizations of civil society.

With respect to follow-up and review, the UN Country Team has already ensured that the country cooperation programmes of individual UN organizations for the 2002-2006 period reflect the lines of action of the UNDAF consistent with the main priorities of the national plans and programmes. The UNDAF will also be a platform for advocacy and policy dialogue on the United Nations objectives and global initiatives, including and in particular follow-up to the Millennium Declaration, and as well on the UN System objectives and action in the country. There will be close monitoring of UNDAF implementation to ensure continued relevance and effectiveness through management reviews within the context of the annual reporting of the UN Resident Coordinator System and as well stakeholder reviews. UNDAF implementation will be measured through a number of verifiable indicators of success, which are to be further refined and articulated.

The UN System is a small, yet strategic player in development cooperation in the country. Limited financial resources will be used strategically and, as much as possible, in a catalytic manner. Agile positioning will ensure that the UN System strengthens its role of promoter, lead support and facilitator in the core areas of UNDAF. The UN System will also continue to explore untreaded ground and difficult and complex thematic areas.

Resource availability for the 2002-2006 programme period is estimated at US\$ 45 million (*indicative*), of which about US\$ 19.5 million from regular budgets. This figure is consistent with the stated goals and objectives of UNDAF, provided a judicious balance will be maintained between the increased emphasis on upstream action and field-level activities. The important effort required for resource mobilization is in line with that of recent years. Resource mobilization will endeavour to increasingly diversify funding sources, with a focus on donors and the private sector within national partnership arrangements for human development, while building on strong support from the government. The resource mobilization strategy will be supported by a creative information and communication programme, built around the image of a coherent and focused UN System committed and responding to the priority needs of the country and people of Lebanon.

# 1. RATIONALE

The UN Development Assistance Framework (UNDAF) is the centerpiece of the UN Reform Initiative of the Secretary-General launched in 1997. At the national level, the UN Reform Initiative seeks to reposition the UN System through bringing about a stronger sense of unity, coherence and purpose among programmes and projects of UN agencies, so as to make wider and deeper impact – a greater difference in the development and well being of the people of Lebanon. The initiative is based on the promotion of a collaborative programming process (reinforced by the establishment of common premises and services).

The UNDAF has been developed as a framework for UN development assistance to the development programmes of the Government of Lebanon. It is intended to increase the effectiveness and efficiency of UN operations in the country by bringing about greater synergy of action through improved focus and results orientation. The development of UNDAF is also meant to forge strategic partnerships and to promote public action for achieving key human development goals. The UNDAF is further expected to create improved opportunities for securing increased resources in support of national needs and priorities.

## What is the UNDAF?

According to the Guidelines,

“The UNDAF is the planning framework for the development operations of the UN System at country level. It consists of common objectives and strategies of cooperation, a programme resources framework and proposals for follow-up, monitoring and evaluation.

The UNDAF lays the foundation for cooperation among the UN System, government and other development partners through the preparation of a complementary set of programmes and projects. As a consequence, it enables the UN System to achieve the “goal-oriented collaboration, coherence and mutual reinforcement” called for by the UN Secretary-General and endorsed by the UN General Assembly (GA) in resolution 53/192.”

UNDAF Guidelines, 1999

The UNDAF is grounded in the findings of the Common Country Assessment (CCA), a UN System common review and analysis of the national development situation. The CCA generated a common understanding of the causes of the development problems and challenges and of the needs and priorities of the country. A CCA was first undertaken in 1998 and updated and revised in 2000. In parallel to the CCA, a monitoring and review system for follow-up of UN global conferences at the national level was established.<sup>1</sup>

Coordinated UN action is particularly important as human development is accelerated when UN organizations – along with the Government and civil society – concentrate their resources, both human and financial, as well as their efforts towards the achievement of a set of clearly defined goals. Such collaborative action will also improve significantly the effectiveness of development strategies and public action.

The presence of United Nations organizations in the country is important and dates back some fifty years ago. Organizations of the UN System with offices in the country today include Food and Agriculture Organization (FAO), International Labour Organization (ILO), United Nations Development Programme (UNDP), United Nations Economic and Social Commission for Western Asia (UNESCWA), United Nations Population Fund (UNFPA), United Nations High Commissioner for Refugees (UNHCR), United Nations Information Centre (UNIC), United Nations Children’s Fund (UNICEF), United Nations Industrial Development Organization (UNIDO), United Nations Office for Drug Control and Crime

<sup>1</sup> <http://www.un.org.lb/undbase/conf/index.html>

Prevention (UNODCCP), United Nations Volunteers (UNV), World Health Organization (WHO), and World Bank. The World Bank established a country office in January 2000. The World Bank works in partnership with the UN System; it has supported the UNDAF and intends to be associated to future initiatives for UN System collaborative action. The International Centre for Human Sciences (UNESCO), sponsored by UNESCO and the Government of Lebanon, was established in Jbeil in 1998. In August 2000, the Secretary-General appointed a Personal Representative for South Lebanon to support full implementation of resolution 425; one of his main tasks is to promote and support demining activities (the Office of the Personal Representative is located in Beirut). A number of non-resident UN organizations contribute to the development process, among others International Fund for Agricultural Development (IFAD), International Civil Aviation Organization (ICAO), United Nations Development Fund for Women (UNIFEM), United Nations Office for Project Services (UNOPS), International Atomic Energy (IAEA). In parallel, the UN Relief and Works Agency (UNRWA) provides relief and humanitarian assistance to Palestinian refugees in the country.

Net official development assistance (ODA) received by Lebanon in 1999 was US\$ 140 million or roughly 1 percent of GDP. Net ODA per capita to Lebanon was about US\$ 35 in 1999. The financial contribution of the UN System to the development of Lebanon has been very small in absolute terms, particularly when gauged against the needs following the fifteen years of war. Disbursements made by the UN System amounted to only US\$ 11.4 million in 1999 or 8.1 percent of ODA and 5.5 percent of total external assistance –the lowest level of the 1990s and more than one-third below that of the mid-1990s. The focus of UN System assistance in the past decade was on the provision of humanitarian and urgent rehabilitation assistance, support for preparation and initiation of reform initiatives and meeting basic needs, all of which were national priorities (see also Annex I).

UN System development cooperation in the past decade produced results well beyond the limited financial resources made available by each one of the UN organizations. The added value generated by common work – the *raison d'être* for UN System action – was made possible by linking Lebanese talent with external management and technical expertise.

Moreover, the contribution of the UN System to Lebanon should not be measured only in terms of financial resources, but also in terms of promotion and facilitation of development ideas, initiatives and action. The UN System and government counterparts have developed innovative programmes in the past years. Action research projects in critical areas of human development have been supported. The work of NGOs has been supported by the UN System to highlight areas of public concern and neglect and to better meet local and community needs. Lessons learned are documented, analyzed and shared. Importantly, the UN System has worked closely with the Government in dealing with emergency situations and rehabilitation caused by the war and the effects of violence in southern Lebanon.

The long history of cooperation and the large presence augur well for a coordinated effort of UN organizations in close partnership with Government and civil society to maximize the impact of development cooperation of the UN System in Lebanon. The UNDAF seeks to position the UN System in a strategic manner so as to support in an effective and efficient manner national efforts addressing core issues and key challenges.

## 2. DEVELOPMENT CHALLENGES

### General

Lebanon struggled in the past decade with the consequences of a protracted period of war and instability that destroyed the country's infrastructure and economy and dislocated its institutions and society. The Taef agreement of 1989, an arrangement negotiated to accommodate a new power balance, swiftly led to political reform and reestablishment of national authority over the territory except the southernmost part of the country, which was occupied by Israel since 1978. It ushered in an era of emergency rehabilitation and the reactivation of the economy, the growth of which peaked in 1995. Reconstruction consisted mainly of basic physical and public services infrastructure and started in the most damaged areas of Beirut and its agglomeration. Institutional reform and development remained a distant secondary consideration in the nineties.

At the turn of the millennium, the country remained in the grip of a political situation, regional and global, that has negatively affected business confidence and has placed certain barriers in the path of sustainable economic growth and human development. Lebanon remained in the grip of the deep regional crisis. South Lebanon was finally recovered from occupation in the spring of 2000 – thereby creating expectations that are yet to be fully achieved. The UN Secretary-General certified in June 2000 (S/2000/590) that Israel had withdrawn its forces from the region in compliance with Resolution 425, notwithstanding the protestations of Lebanon and Syria to the contrary. Subsequently, the United Nations has called on the Government to deploy forces in sufficient number to restore peace and security as a critical step in laying the necessary foundation for development in the region. Also, thousands of mines and unexploded ordinance are to be removed urgently. Demining is an entry point to development and of direct relevance to development assistance in South Lebanon. The Personal Representative of the UN Secretary-General for South Lebanon and the UN System actively support demining efforts.

### Recovery

At the end of the war in 1990, the development situation represented by the human development index (HDI) clearly showed the effects of the economic decline, which occurred in the decade following the year 1982. The HDI registered its lowest level in 1989 (0.561). The robust economic recovery of the first half of the decade resulted in recapturing some ground. In 1999, the last year for which the index is available, the HDI stood at 0.758, a level corresponding to the upper middle of the medium human development group. This level compared favourably with that of neighbouring countries, except Cyprus that ranks near the top of the high human development group of developing countries. The gender development index (GDI) has roughly followed the trend of the HDI in the nineties.

The social dimension resisted better the effects of war than the economic performance. The three social components of the HDI (life expectancy, adult literacy, and gross school enrolment) were still at a comparatively high level at the end of the war (see also Annex II CCA Indicator Framework). The situation in these respects was generally better than that of neighbouring countries and of Arab countries in general – and even compared favourably with countries at the top of the medium human development group.

The second half of the nineties witnessed steady deceleration of growth leading to stagnation and recession in 1999 and 2000, respectively, largely the consequence of continued excessive public deficits and escalating public debt. Total public debt stood at LL 37,700 billion at the end of 2000, representing 151 percent of GDP (the plan target was 127 percent). This level of debt has seriously complicated efforts to overcome the economic recession as it puts limits on government spending including public investment. Net public debt-to-GDP stood at 141.2 percent at the end of 2000, compared to 120.5 percent at the

end of 1999 and 105.9 percent at the end of 1998. Domestic debt represented 70 percent of net public debt at the end of 2000, compared to 72 percent at the end of 1999 and 75 percent in 1998. Domestic debt was held 75 percent by local banks and 25 percent private (unchanged from end 1999). However, modest signs of recovery have appeared in 2001.

To deal with the increased macro-economic challenges, a Five-Year Fiscal Adjustment Plan (1999-2003) was adopted by the Government in July 1999 to sustain macro-economic stability and to reestablish investors' confidence – the bedrock of the country's recovery process has been monetary stability (achieved in 1993). The approach adopted by the Government combines modernization of the fiscal system, privatization, reduction of interest rates and administrative reform aimed at increasing productivity in the public sector and reducing unemployment at the national level. Whereas the strategy represented an important positive step, it could not in and of itself resolve the problems and correct the economic imbalances, which require difficult but essential policies of public sector reform and of economic stimulation to achieve increased output and productivity. At the end of 2000, the Government took a number of enabling measures towards reactivating the economy and meeting the challenges of globalization.

The achievement of sustained high rates of growth is essential for Lebanon to regain the lost ground. However, the strategic objective of high economic growth should not detract from preserving the social achievements of the past, which have served the country remarkably well – and from further improving the social dimension of human development. To fully meet the basic needs of all the population is as well an essential dimension of national development strategy and policies. Successful development of the country in the longer term hinges on strengthening the human base and expanding opportunities to fully realize the human potential. It is important to observe here the weak linkages between population and social and economic development (including environment), which are poorly understood (population could be better integrated in the planning and implementation process).

The combined effect of national commitment and action towards equity, sustainability and empowerment will be a powerful lever for economic growth, and will confirm the strong links that exist between human development and economic development and vice versa.<sup>2</sup> The creation of opportunities for the new generations must be read within this overall framework.

### **Governance (capacity development): issues and challenges**

Weaknesses in the development performance of the nineties can be ascribed largely to governance issues. Governance challenges include the continued search for peace and political stability, the still insufficient level of democracy in action, insufficient transparency and accountability, and the absence of strong countervailing forces. Gender participation at decision-making level reflects a poor state (at each of the political, administrative and economic levels), particularly taking into account the comparatively high levels of female enrolment and graduates at the secondary and tertiary levels. The real challenge lies in working to empirically diagnose, identify and address governance failures at the national, sub-national and corporate levels, and in understanding the key linkages between them. Information and data hold an enormous potential to identify policy priorities, empower stakeholders, and build political consensus for concerted and informed action to improve governance.

The **rule of law** in its different components – constitutional, legal, judicial and penal – and the respect for human rights are of essence for good governance and democracy. Salient achievements were the constitutional amendment to rebalance power in the early nineties, Parliament action to modernize and update the body of law through the establishment of a specialized committee several years ago, and ensuing action for legislative modernization. Pivotal – and major challenges – are political reform to eliminate or absorb sectarianism, the

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<sup>2</sup> See, UNDP, 1996 Human Development Report, New York. Also see, Terry McKinley, Economic Policies and Poverty Reduction: Macroeconomics, Restructuring and Redistribution, Bureau for Development Policy/UNDP, March 2001 (draft), 18p.

presence of an efficient, independent judiciary based on integrity and the enforcement of the law in a comprehensive and fair manner.

Government ability to increase transparency and accountability, to increase the relevance and efficiency of the public sector, and to combat poverty and achieve sustainable development has been at issue in the past years. This situation has affected private sector development and thus the functioning of the economy.

With respect to **transparency and accountability**, the Government has taken a number of initiatives in the recent past, namely towards improved information management of budgetary systems, the preparation of a new general procurement law, and audit and reporting according to international standards. Moreover, the Government established in 2000 a National Integrity Steering Committee entrusted with helping to devise a strategy and action plan for fighting corruption.

Of no less importance is **government effectiveness**, i.e. a public administration capable of efficiently discharging its essential functions, among which responding in an efficient manner to the needs of the citizens and promoting in an equally efficient manner private sector development. The Government has made many efforts to enhance performance, but these efforts have produced few sustainable improvements and made little impact so far. Main factors underlying the situation are the remaining outdated legal framework of the public sector. However, updating a large number of laws has been a continuous process by the Parliamentary committee for updating laws and the Ministry of Justice committee for reviewing laws.

Following the end of the war, the importance of the public sector grew steadily as national security and authority were reestablished, as reconstruction of basic and public services infrastructure was rehabilitated and developed, and as public services were reactivated. A paradoxical situation developed in the public administration whereby the established posts in the civil service became largely understaffed (due to the long and continuing ban on recruitment), on the one hand, and the public sector as a whole became overstaffed and ineffective (due to recruitment of contractual employees, daily workers and other forms of employment), on the other. The result of this situation has been the inability to meet the new role of government in the third millennium.

The politicization of some key positions within the civil service lowered to some extent the capacity of the public structures. The weak capability and poor motivation of civil servants and the related inadequate compensation affect efficiency, transparency and accountability. Important aspects to improve the human resource base of government are wage policy, quality of education, performance evaluation, training budgets, job classification and employment. The spread of technology and its consequent demand for skills is an important consideration when assessing the economic and human development prospects of the country.

The implementation of the **national administrative rehabilitation programme** (initiated in the mid-1990s) has been less than expected, particularly as political commitment was lacking. Activities focused essentially on the modernization and simplification of work methods and the introduction of modern office and information technology packages along with staff training on office productivity tools. In recent years, there has been an increasing shift in priorities towards **administrative reform and development**. The latter became a matter of urgency, particularly so as to preserve the benefits of reconstruction.

A far-reaching programme of administrative reform requires strengthening in a major way of the oversight and control functions of government and privatization of public infrastructure and services within a well-defined framework and properly developed mechanisms. Considerable preparatory work for administrative reform has been completed, including with respect to the revision of organizational mandate and structure of government institutions and the revision of human resources management systems and frameworks. One notable example relates to the preparation of a consolidated salary scale for public servants,

approved for implementation in 1998. A series of reform initiatives were taken in 2000. The number of ministries was reduced from 32 to 24 by merging the concerned entities and bringing them under one authority. The decision to merge two reconstruction public authorities with the CDR was taken and is under implementation.

A crucial issue concerns the **role and functions of government** in a democratic setting and within the context of the requirements – and opportunities – of a globalizing world. Much work has been completed to prepare, and evaluate and consider alternatives, for the institutional development of basic public services (electricity, telephone, water supply and transport), including options for the introduction of private sector management and full privatization. The decree law on privatization of 9 May 2000 organizes the procedure of privatization, which was initiated through the establishment of a High Council for Privatization. As the impact of privatization on fiscal adjustment will be important, it must take place on sound legal and technical foundations. Moreover, the Government has an important responsibility to objectively evaluate the economic and social dimensions of restructuring and privatization to arrive at a clear understanding of the social costs and benefits.

Another aspect of government effectiveness concerns **aid coordination and management**. The country has fallen short of disbursing the aid it received from international donors due to low absorptive capacity and constraints facing coordination among public entities, in addition to cumbersome donor procedures and requirements. The achievement of increased aid effectiveness is an important challenge. Support for the emergence and development of demand-driven models of cooperation, particularly throughout civil society, would liberate an important development potential.

The **private sector** plays a dynamic and dominant role in the economy and in furthering development in general. The continued development of a strong, modern private sector is essential to face the important challenges of globalization. To realize the potential of the country's free market system, there is a need to encourage and develop **competitiveness** in the private sector. Outdated laws, over-regulation and high cost of utilities are issues to be addressed. The reinforcement of an environment conducive for private sector development, job creation and wealth generation is a key challenge and an important government priority. This will require further strengthening of the regulatory framework for private sector development and of socially responsible economic policies.

Increased efforts are required for Lebanon to integrate processes of **globalization**. Lebanon participated in the Euro-Mediterranean conference in Barcelona in 1995. However, the association agreement between Lebanon and the European Union is still to be concluded, pending the negotiation of a few outstanding issues. Implementation of the agreement will be challenging due to the structural imbalances between the European Union and the countries of the southern and eastern Mediterranean. However, in a medium to long-term perspective Lebanon expects to largely benefit from the association and partnership with the European Union, particularly if the European Union would support the structural adjustments needed to increase the competitiveness of the productive sectors.

Lebanon gained observer status at the World Trade Organization (WTO) in April 1999 and has since initiated preparations for the country's accession (an action master plan was completed at the end of 2000, including timetable for policy changes, modification of existing laws – up to 30 laws are to be revised and modernized, additional WTO requirements, and information, training and education programmes for both the public and private sectors).

**Empowerment and voice** is an important subject in the development of the country's democratic system. Parliamentary life was reactivated in 1992 and since elections were held for Parliament in 1996 and 2000. A major achievement of the Government was the municipal elections held in 1998 for the first time in 35 years. An estimated 55 percent of eligible voters participated in these elections, thereby strengthening the democratic process and providing the basis for the reactivation of socio-economic and community life at the local level. However, the weak capacity and facilities of elected municipalities to plan and

implement change at the local level reduce their ability to effectively mobilize and implement major initiatives. Representation of women in Parliament (three out of 128 members) and in local government is marginal; women only have a marginal role in political decision-making.

Excessive centralization explains the weak capacity of municipal councils. The implementation of decentralization is a major development challenge. To bring about effective decentralization would stimulate local and regional participation and decision-making, thereby improving accountability and legitimacy of government. It would also open up new opportunities for the younger generations in promoting local level development, community development and local environmental action.

Empowering individuals, groups and communities and enabling their participation towards constructive interaction between government and civil society are a critical component of long-term peace building and development. The Lebanese law recognizes the right of freedom of expression, association and assembly, provided that laws are duly respected and no abuses of these rights are made to jeopardize post-war stability and national interest.

On the whole, civil society action, particularly NGOs – characterized by an important proportion of volunteering - has focused on awareness raising, services delivery and local level development. The different components of civil society are still challenged to make the qualitative leap to lobbying and acting as pressure group, and to active participation in national policy making. The shaping of strong countervailing forces in civil society to bring about change and development constitutes a basic challenge.

In an effort to involve civil society more in national dialogue and in policy-making, the Government created in 1998 the Economic and Social Council (ECOSOC), representing different components of civil society, to advise the Government on economic and social issues. The Government finally appointed the 72 members of the Council early in 2000. The Council, as a mechanism of national dialogue, aims to build consensus around solutions to issues with a view to promoting national decision-making. The Council could be instrumental in the promotion of a new social contract as basis for re-launching economic recovery.

The relationship between the government and the NGOs needs to be assessed to improve the coordination and dialogue for better outcomes. Several achievements have been recorded in government-NGO cooperation, namely in the health and social sectors. The Ministry of Social Affairs involves the NGOs, both in policy-making through participation in national committees (population, children's rights, disabled) and in the delivery of services. Coordination between the government and the private sector was constrained in the past few years because of splintering of the labour movement and related organizational difficulties.

## **Poverty, wealth and well-being: issues and challenges**

Important **surveys and studies** that form the basis for evaluating living conditions and for measuring the extent and distribution of poverty were undertaken in the second half of the 1990s. Notwithstanding initiatives and progress to combat poverty, the country still lacks a **comprehensive strategy for poverty eradication**. A social development and poverty eradication policy would require stimulating employment-creating investments; promoting regional development in deprived areas; improving the coverage and quality of primary social services; and, building a social safety net.

**Income.** In 1997, the average per capita income and the average household income stood at LL 328,000 per month (or US\$ 213)<sup>3</sup> and LL. 1,540,000 per month (or US\$ 1,000), respectively. The average number of persons per household was 4.8 (1997 Survey of Living Conditions, Central Administration of Statistics). Regional disparities in per capita income ranged from LL 229,000 per month in North Lebanon and LL 248,000 per month in Nabatiyeh to LL 481,000 per month in Beirut.

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<sup>3</sup> At the average exchange rate of LL 1,539 per US\$.



Median per capita income was LL 202,000 per month in 1997, meaning that half the population had an income below that level; together they disposed of only 20.8 percent of total income. At the lower end of the scale, i.e. persons with an income less than LL 160,000 represented 38.9 percent of the population and accounted for only 13.4 percent of total income. On the other hand, 14.1 percent of the population had a monthly income higher than LL 480,000 and accounted for 42.7 percent of total income. The distribution of income, measured by the Gini coefficient, was 0.435 in 1997 (0.40 and above is indicative of important inequalities).

According to the 1997 survey of living conditions of households undertaken by the Central Administration for Statistics, 37.1 percent of households were of the opinion that their income was not satisfactory, with above average reported in North Lebanon and South Lebanon. Expenditures exceed earnings particularly among low and middle-income groups; 60 percent of households in the revenue bracket of LL 60,000 to 100,000 reported that they were obliged to borrow (compared to 30 percent of all households).

**Human poverty** reveals a rather satisfactory situation as only a relatively small percentage of the population lack the essential human capabilities to seize opportunities and realize their potential. The Human Poverty Index, HPI-1, was 10.2 percent in 1999; Lebanon ranked 11th out of 90 developing countries surveyed, compared to Jordan rank 7, Syria rank 34, and Egypt rank 50.

**Absolute poverty**, defined in the Lebanese context as US\$ 1.3/day, stood at 6.3 percent in 1997, a relatively low incidence. The population below a suggested national poverty line of US\$ 2.2/day in 1997 accounted for 17.6 percent of total. The poor were mainly farmers and workers in agriculture and fishing; operators and drivers of heavy vehicles, equipment and cranes; unskilled workers and employees in sales and services; vendors and sales assistants and construction workers.

Poverty in Lebanon is mainly associated to **relative poverty**, whereby households cannot satisfy the basic needs of health, education, etc. Relative poverty in the country is largely an income-related phenomenon.

It is important to note, though, that poverty is commonly related with population growth, specifically high fertility in some regions due to serious disparities. It is also noted that poverty relates to, and increases with, household size. Poverty has a direct effect on the reproductive health of women. Poverty eradication policy and strategy must fully include population concerns with the ultimate goal of improving the quality of life and the status of women.

The country's socio-political structure of is another main cause of the still prevailing regional imbalances and inequality that have caused massive urbanization and with it escalating environmental problems and urban poverty.

**Resource degradation and pollution** in terms of disposal of household waste and dangerous and toxic waste, disposal of wastewater, air pollution, forest fires and deforestation, combustion of different fuels, quarrying, etc., are major issues. NGOs and media have succeeded in raising awareness about an aggravating situation affecting in particular the country's main urbanized areas (more than 15 percent of the population). Urban management and land use management are two other key issues that need urgent and close attention.

Lebanon ratified the main international conventions adopted at and since the Earth Summit in 1992 and started work to define how the country will meet its international obligations under these conventions. A sustainable development strategy is required to prioritize the conservation of natural resources and to address management issues. The principal challenges relate to further developing the legal and regulatory framework and its enforcement, and strengthening of environmental management, including addressing in an adequate manner the national implications of global environmental issues. In the latter

respect, the extensive initial activities, promoted and led by the UN System in cooperation with national stakeholders, are to be further developed.

**Disaggregated data** reveal serious disparities among regions and social groups. More than 35 percent of households suffered from a low-level of **satisfaction of basic needs** in 1997, with distortions in access to basic social services among regions and in the quality of services in densely populated areas and in remote rural areas. This incidence has tended to increase in the past few years because of the difficult economic conditions.

The inability to satisfy basic needs is substantially higher in rural areas, especially in North Lebanon (44 percent, particularly Akkar) and in South Lebanon (notably 51 percent in Nabatiyeh Mohafazat). Deprivation, specifically in terms of education and health insurance, is twice as important in the regions other than Beirut and Mount Lebanon. Urban poor are more deprived in terms of housing and suffer from crowding (35 percent) and lack of access to potable water (31.7 percent).

A large part of the resident population does not have any form of **social security**. More than 45 percent of the population did not have health insurance in 2000 (MICS 2 Survey, 2000). The overwhelming majority of those without health insurance are the poor who do not qualify to enter the national social security scheme and cannot afford available private schemes. The public services available to them are only at the level of meeting certain needs and do not represent a social safety net.

Important achievements in **public health** in recent years include vaccination against infectious diseases, family planning and HIV/AIDS awareness, and relatively favourable indicators of maternal and child health. However, the latter national averages conceal important regional and social disparities. For instance, under-five mortality in 2000 varied from a low 23 per thousand in the Mohafazat of Mount Lebanon to 58 per thousand in the Mohafazat of the Bekaa. Regional differences in public health also exist with respect to accessibility and availability of adapted health services, preventive programmes and basic services such as water supply, adequate sewage and waste disposal system. The Ministry of Public Health provides medical care services to uninsured persons; still, 21 percent of household expenditures goes to health care.

With respect to **education**, enrolment rates are relatively high for both sexes, and the gender gap in this respect has been closed. At the primary level, the enrolment rate is very high (net enrolment was 98.3 percent in 2000, MICS 2 Survey, 2000), but there are problems of access to education in the different regions and among the social classes. An important achievement was the approval of the law on free and compulsory primary education in 1998, which was the subject of advocacy on appropriate strategies for implementation of the law and initial supporting measures. The law remains to be amended to extend basic education (until 15 years of age) and a programme needs to be developed to improve the quality of education in the public sector.

It is important to note that girls enroll in schools and universities in greater numbers and enter new fields and new specialties. Illiteracy rates have fallen considerably and are the lowest in the region (adult illiteracy was 11.6 percent in 2000). They have become near marginal for the younger age groups; but there are still gender disparities in that illiteracy rates are 7.7 percent among men and 15.4 percent among women.

While enrolment rates increased between 1970 and 1996 in both rural and urban areas, this occurred at different rates. Progress in enrolment was greater in the more urbanized areas. The widening rural-urban gap is evident from the comparison of the main urban area (Beirut) with the most rural districts, such as Akkar in North Lebanon. The gross enrolment rate for the age group 6-24 years was 75 percent in Beirut and only 57 percent in Akkar in 1996.

A good deal of work still needs to be done, particularly in terms of improving regional coverage of, and accessibility to, vocational, secondary and higher education and in terms of restructuring the education system so that it could produce more easily employable graduates. Quality education is still largely concentrated in urban areas, particularly Beirut,

and largely in the domain of private education institutions, particularly in the scientific field. The latter prompts many parents to use private education in spite of the heavy burden this choice places on their income and living conditions. Improving the quality of education in public schools and changing the outlook of parents towards public education would reduce considerably the burden of education on families.

Vocational and technical training is still short of the mark considering the immediate and large need for trained manpower. The lack of relevance of education to labour market demand is one important reason why the unemployment rate of youth (22 percent in 1997) is several times that of the rest of the labour force (4 percent) and why the period of job search for first entrants into the labour force is unduly long (Lebanon: Central Administration of Statistics, Survey of Household Living Conditions, 1998). It explains why youth are disproportionately affected by international migration, becoming more of the brain-drain type because of their higher education status.

Accessibility to education and its relevance to market demand are essential elements in the integration of youth in society and the elimination of barriers for their full participation in the economic, social and public life of the country. This participation is one of the principal components of human development and of a sustainable process of economic growth.

Access to **information and knowledge** – a critical factor in the creation of future wealth – requires close attention of national policy makers. The important efforts to narrow the digital divide between Lebanon and western countries need to be complemented by a national approach that will aim towards e-literacy and Internet access for everyone.

**Unemployment** among the labour force was quite high at over 8 percent in 1996 (Lebanon: Ministry of Social Affairs and UNFPA, Population and Housing Database, 1996), even though studies undertaken around that time gave much higher figures. Action towards the creation and development of an efficient labour market would require the organization of counseling and the establishment of an efficient network of labour information and employment agencies.

There is an important distortion between **public spending on social services and on basic social services**. In 1998, up to 20 percent of GDP was spent on social services, but significantly less on basic social services, only 2.6 percent of GDP (2.3 percent on basic education and 0.3 percent on basic health), (Ministry of Finance, 20:20 Initiative). This suggests serious weakness in the management and administration of public resources and a weakness in targeting and monitoring. The efficiency and equity provisions of public spending on social services remain a controversial issue, however.

There is also a distortion between public spending on social services and the quality of public services. This implies the further need to improve the administration of public resources to improve monitoring and targeting of beneficiaries and optimizing the resource balance. Moreover, as already observed, decentralization is lacking or very weak.

The solution for reducing disparities among regions and social groups lies in meeting challenges of structural reforms, balanced development and decentralization. Most important to their solution is that access to public services is yet to be translated into acquired rights to which all citizens are entitled by law.

The country's **human rights** record with respect to ratification is admirable, at first glance. In addition to the Universal Declaration of Human Rights, which was incorporated into the preamble of the Constitution, five of the main human rights conventions were ratified. However, a number of significant reservations were made by the Government on two ratified human rights conventions, including the Convention for the Elimination of all forms of Discrimination Against Women (CEDAW). Some gender disparities in protection and rights still exist in labour laws.

The Government set up a number of mechanisms for **follow-up on global conferences and conventions**. For instance, the Higher Council for Children and the National

Commission for Lebanese Women were designated to report on the Convention on the Rights of the Child (CRC) and CEDAW, respectively. In 1997, the Government established an Inter-Ministerial Committee for Coordination and Follow-up on Global Conferences and Sustainable Development. Yet, a number of challenges need to be overcome in this connection. *First*, the country still lacks for most of the global conferences follow-up national plans of action, which affects the momentum and renders the process of measuring progress difficult. *Second*, the absence of an agreed list of indicators to monitor the implementation of both the conventions and the conferences. Some indicators were internationally defined and others were tailored to the specific country situation, yet they are not officially adopted by the Government. *Third*, there has been a low level of participation by stakeholders, both governmental and non-governmental, in the preparation of progress reports on international conventions and global conferences. In many cases, the reports were prepared by consultants (individuals or firms) and participation of the stakeholders was merely a matter of comments on these reports.

### **National development plan**

Since the end of the war, Lebanon has relied on indicative public investment programmes. However, the Government adopted a comprehensive Five-Year Development Plan (FYDP) in May 2000 (under review by the present Government) aimed to promote competitive advantage of the private sector with a view to strengthening its central role in leading the economy, and to upgrade the level of provision of public facilities and services throughout all regions. The moment is opportune for Lebanon to adopt a development strategy that meets the requirements for the country to integrate the economy of the third millennium. Moreover, the Government recognized the reduction of disparities as an important building block of this development strategy.

The FYDP reveals a shift in approach towards a better public/private sector balance (including focus on the linkages between overall economic performance and competitiveness at the micro level) and an emerging recognition of the issues of governance. With respect to the latter, the plan is full of references, explicit and implicit, to the need for capacity building and institutional development, ranging from the establishment of legal and regulatory frameworks to sectoral and administrative reforms. Notwithstanding the crucial importance of this challenge, it remains an open question as to how these will be met. The plan implicitly recognizes that it is a work in progress aimed at reassessing and redefining national priorities and giving increased prominence to sustainability and balanced development, employment and social dimensions, environment, and support for the development of the productive sectors.

With respect to development, government action has been narrowly limited to investment within broad thematic targets. Much would be gained in extending and relating government action to well-defined sector plans and to spatial plans that outline the regional dimensions. In the latter respect, there has not been a coherent approach to the preparation of sector plans by line ministries (with clear objectives, targets, strategy, policies and programmes, of both investment and capacity development). There were a number of *ad hoc* attempts in recent years by different line ministries and public agencies (the scope and depth limited by weak capacity). To develop the important relationship between sectoral plans and the national plan would contribute to substantiate the development dimension. The latter could benefit considerably of putting to good use national follow-up on the global UN conferences.

Great efforts were made by the government in the past decade to build baseline data in a number of areas. A large number of surveys were undertaken, with support of the UN System, by the Central Administration for Statistics, the Ministry of Social Affairs, the Center for Education Research and development and other public and private entities. Among others, these statistical data have enabled Lebanon to report on progress made with respect to international conventions and follow-up to global conferences and to identify priorities for development programmes. The national population policy approved by the Council of

Ministers specifies the need for implementing a statistical programme in the near future, which the UN System will assist in implementing.

The public investment programmes, together with sectoral plans and basic policy documents and statements, have provided the national framework for UN organizations (and other multilateral and bilateral partners) to identify areas of collaboration and programme assistance. The identification and selection of focus areas for UN System development cooperation has taken due account of the comparative advantages of different development partners. For instance, assistance for macro-economic management will be mainly provided by the IMF and World Bank group. Investment project design and management support will be mainly provided by international and multilateral funds and banks and the European Union. Community-based development will be mainly provided by NGOs through financing from USAID, international and regional funds and other bilateral donors and the European Union.

The national development plan, the Taef Agreement and subsequent constitutional amendment, the Government policy statements and basic policy statements by national decision-makers all confer priority and importance upon the rule of law and improved governance, on the one hand, and on the promotion of equity and more generally of human development, on the other. With respect to the latter, the challenges of balanced development and of education in particular are emphasized.

### 3. GOALS AND OBJECTIVES

The two strategic goals are closely interrelated. The achievement of one goal depends on the achievement of the objectives spelled out under the other goal and vice versa. Moreover, there are a few objectives that are common to both goals, including data development and use, and democratic and participatory processes. These objectives must thus be read as relevant and relating to both strategic goals.

At the end of the present section, a log frame for UNDAF has been included showing strategic goals and objectives, objectively verifiable indicators,<sup>1</sup> means of verification and external factors/assumptions.

#### Goal 1: Enhanced National Decision-Making Capacity

##### Overall Goal

The practice of good governance will invigorate development performance and will transform development performance qualitatively.

##### Governance

“Governance is the exercise of authority and consensus building in pursuit of a society’s present and future welfare and derived from the interests of the citizens. It is the way a society organizes itself to make and implement decisions – achieving mutual understanding, agreement and action. It comprises the mechanisms and processes for citizens and groups to articulate their interests, mediate their differences and exercise their legal rights and obligations. It is the rules, institutions and practices that set limits and provide incentives for individuals, organizations and firms. Governance, including its social, political and economic dimensions, operates at every level of human enterprise, be it the household, village, municipality, nation, region or globe”.<sup>2</sup>

The overall goal is to achieve adequate, enhanced capacity for national decision making for human development. This will involve bringing about modern institutions that can effectively support private sector development and rally the energy and initiative of civil society for the strategic vision for national development. The achievement of the goal will thus involve reshaping and strengthening structures and systems, development of human resources and of decision-making tools, and judicious management of resources. Effective and efficient management of national development requires a large undertaking of implementing legislative and institutional reforms, of securing a competent human resource base, and of acquiring reliable decision-making tools.

<sup>1</sup> Further work remains to be done to refine and articulate representative objectively verifiable indicators on different aspects of governance (see also Logical Framework below). See, for instance, Daniel Kauffman, Aart Kraay and Pablo Zoido-Lobatin, Aggregating Governance Indicators, World Bank Policy Research Working Paper, no. 2195 (Washington), [www.worldbank.org/wbi/governance/](http://www.worldbank.org/wbi/governance/).

<sup>2</sup> Working consensus definition of governance (draft), approved on behalf of the Administrative Committee on Coordination (ACC) by the Consultative Committee on Programme and Operational Questions (CCPQ) at its 17<sup>th</sup> Session, New York, 20-22 September 2000.

**ENHANCED NATIONAL DECISION-MAKING CAPACITY**

**Objectives**

- To promote national commitment to a strategic development vision and its implementation
- To strengthen the rule of law for increased transparency and accountability
- To promote government effectiveness
  - *Civil service reform: policy making and management capacity*
  - *Readiness for globalization*
  - *Aid coordination and management support for increased aid effectiveness*
- To expand access to and encourage use of gender-sensitive socio-economic data and information for policy making and programme management in support of human development

**Objectives**

**1. To promote national commitment to a strategic development vision and its implementation**

Globalization and the advent of the digital economy offer Lebanon a unique opportunity to nurture and shape a knowledge-based and technology-intensive economy. Lebanon does have the basic assets that are human talent and exposure to global economic development and information and communication technology (ICT) development. The restoration of rapid economic growth and, through growth, the achievement of economic equilibrium will require action to put in place other essential components. These include first a legislative and regulatory framework conducive to private sector activity and rendering private sector interaction with the Arab and global economies both smooth and rapid and, hence, cost effective. It will also require, among others, considerable investment in information technology, continued expenditure on basic infrastructure, human capital and the environment, a new civil service culture, and enhanced democratic practice.

A strategic vision that defines national priorities, outlines a strategy and determines policy directions is critical to overcome the national development challenges and to bring about improved coordination and stronger programming, including monitoring and evaluation. The vision will take into due account the perspective of national peace building and the related strategic dimension of regional development. The vision must provide policy orientation at the highest decision-making level (Council of Ministers and Parliament) and must constitute the basis for the formulation of sector policy frameworks and plans of action. Such coherent, overarching framework must guide and channel development efforts.

A strategic vision for national development implies and can help bring about a broad consensus on the role of the state vis-à-vis citizens, the private sector and civil society. In this connection, political commitment to change and the will to implement the change process in a gender-sensitive and participatory manner are important. It is equally important that the proposed vision be shared and owned by all members and institutions in society, through full participation of stakeholders in the formulation of the vision, the targets and sector strategies.

The UN System will undertake development initiatives in support of the achievement of a strategic national development vision as a framework for long-term action, with involvement of civil society and the private sector and including:

- Advocacy and support for platform/forum for national dialogue and consensus building around a proposed vision, grounded in peace building and regional cooperation and aiming to capture the potential of human talent and technology.

- Strategic planning support, including linkages between population and development and inclusion of population in the planning process and as well gender mainstreaming in development. Formulation and/or management support for implementation of key thematic/sector strategies and plans, ranging from mine action development and management to the advancement of women.

## **2. To strengthen the rule of law for increased transparency and accountability**

The rule of law implies continued efforts to strengthen legislative empowerment and lawmaking and enforcement, judicial and penal systems, control institutions and information systems for budgetary management. Judicial reform requires strengthening of the independence of justice and ensuring universal access and efficiency.

Legislative empowerment aims at supporting the further development of a national legislature able to effectively represent the interests of the community, propose and deliberate legislation and oversee the operations of government. One specific area of focus is the support for Parliament as a key national forum for policy debate and development and for representing the views of the members of the community.

The strengthening and modernization of the justice sector is a very high priority of the Government – and a pressing demand of civil society – with a view to upholding the rule of law and meeting new challenges. The formulation and implementation of a framework and priority programme for judiciary reform would provide a tremendous boost to the achievement of recovery from the economic crisis. A specific area of focus would be support for coherent national action against corruption, collusion and nepotism. A window of opportunity is the promotion of transparency through technology-driven approaches that can provide quick wins in the fight against corruption.

Further development of rehabilitation and integration into society of juvenile delinquents can build on the initial action of recent years, undertaken with UN System support, and draw on comparative experience in other countries.

UN System development initiatives will focus in particular on:

- Strengthening parliamentary structures and processes, including the research capacity of Parliament, the information dissemination mechanisms covering parliamentary activities, code of ethics, responsiveness to public demand for modernization of laws, systematic review of laws on principle of gender sensitivity, the role of women in Parliament, and Parliament-civil society dialogue and interaction.
- National framework for strengthening of the judicial system: reform strategy formulation and capacity building programme, including development of legal aid and recourse mechanisms.
- Crime prevention strategy, policy and action focusing on juvenile delinquents' issues.
- National strategy and plan of action to combat corruption.

## **3. To promote government effectiveness**

**Civil service reform: policymaking and management capacity.** Efforts have been intensified to address institutional deficiencies, to accelerate administrative reform, and to develop legal and regulatory frameworks with a view to better positioning the country in the regional and global contexts. Moreover, the Government is challenged by the extraordinary developments in information and communication technology and must radically transform itself to meet the support requirements for private sector development and the steep expectations of citizens and civil society, and to prevent and/or to deal with the downside effects that an increasingly competitive world brings about.

The effectiveness of these efforts is constrained by different factors and notably weak decision-making and absorptive capacity, both in the public and private sectors. The efforts



made to increase transparency and accountability with respect to the management of the state are to be extended to institutional reform and development.

Improved services to citizens and other clients of government, particularly the private sector, with simplified procedures and capacity to deliver timely support and competitive services, call for enhancing management capacity and improving efficiency measures. Support is required to showcase modern systems, notably through ICT as enabler of efficient government support to improve the quality of services to citizens and businesses.

UN System development initiatives will focus on providing support to:

- Formulation and monitoring of an institutional development strategy and plan of action (governance roadmap) to promote efficiency, transparency and accountability with a view to sustaining and strengthening public administration structures and systems.
- Programme development to enhance professionalism in the public sector through critical skills development in key priority areas, including policy advice, management development, resource management, performance management (results-based management, monitoring and evaluation) and gender mainstreaming.
- Simplification of processes and procedures of government transactions, including and in priority the use of information technology for strengthening the relationship between government and the governed and leading to full e-government in the medium term.

**Readiness for globalization.** Notwithstanding the free market system, the enabling environment for private sector development is in urgent need of strengthening with a view to improving competitiveness and preparedness for globalization through, among others, increased priority to the achievement of full employment, a wholesome effort to raise productivity of SMEs and strengthening of the capabilities and skills of the poor. This is particularly so as the country prepares to enter the Euromed agreement and to access to WTO. Capabilities in government and the private sector are also to be strengthened to negotiate trade agreements and to enlarge partnerships in the Arab world.

The past piecemeal efforts of support for private sector development are in the process of being consolidated and expanded to establish and better enforce the rule of law, to establish regulatory frameworks that rapidly can begin to ease inefficiencies, to reduce pollution and improve unsafe practices, etc., and as well to address in a more forceful manner the fiscal problem including through an accelerated process of privatization to reduce public sector expenditures, and at the same time increase public sector productivity.

Government has increased efforts to cope with the effects of globalization as the country prepares to better capture global opportunities in trade and capital and knowledge flows and to overcome the resource squeeze from the shrinking fiscal autonomy of the state. To guard against the resource squeeze, the Government is engaged in realigning and modernizing the fiscal resource base through simplification of tax laws, rationalization and restructuring of expenditures, introduction of VAT, and improving tax collection.

The achievement of enhanced trade and increased growth will in the medium term (once significant benefits have been accrued) pose a challenge of government commitment to poverty reduction through the development of rural areas and redistributive income policies (improved social protection). The achievement of increased tourism and attracting foreign direct investment will be better served by the country adapting and enforcing appropriate environmental standards (requiring a range of measures from legal frameworks to effective enforcement). Capturing opportunities of the new economy will require, among other, the formulation and implementation of a technology policy.

Sustained and major efforts are required towards further improving the education of people and developing their skills (including the poor) with a view to raising productivity. Education of citizens in information technology and ensuring conditions of their access to it to narrow the digital divide. Specific efforts are also to be deployed to optimize migratory flows. The brain drain of the country's educated young must be closely monitored and remedied through among others strong private sector development. At the same time, the rights and

well being of unskilled workers in the country need to be better met in a gradual manner. The capacity to adjust to the new terms of international competitiveness, in particular the need to protect vulnerable groups, requires coping mechanisms and measures to be established and/or strengthened and improved.

One specific important consideration of the globalization process relates to the provisioning of global public goods and the implications of globalization for national governance. This particular area is to be given close consideration as it will determine increasingly the successful management or otherwise of the economy and society.

The UN System will develop cooperation initiatives to support:

- Modernization of the fiscal administration and enhancing of fiscal reform.
- Deepening of market reforms and encouragement of private sector development: policy advice and capacity building for multilateral trade talks and for promotion of competitiveness, including regulatory and control mechanisms, industrial norms and standards, environmental standards and consumer protection law and system. Other support concerns advocacy for an employment promotion strategy and formulation of a technology policy. Specialized agencies can provide technical support and linkages with regional and global initiatives in their respective sectors.
- Strengthening coping mechanisms and measures, in particular: an improved social safety net; and, promotion of initiatives to achieve Internet for all.
- Provisioning of global public goods at the national level, including and in priority environment, and related governance implications.

#### **UN System collaborative action: modernization of customs administration**

Within the context of the fiscal reform and administration project at the Ministry of Finance, UNDP has coordinated and supported technical assistance provided by UNCTAD, World Bank, IMF, and other bilateral and international donors (modernization of customs administration; modernization of tax administration; capacity building of fiscal administration; effective management of external debt; economic policy support; and, management of external assistance to Ministry of Finance). Initial and pilot action focused on modernization and strengthening the customs administration with a view to generating increased revenues and providing reliable trade statistics. The project used UNCTAD custom-made software NAJM/ASYCUDA, which enabled an impressive computerization process of customs to take place, reinforced by human resources training to ensure sustainability of operations. The system uses the latest version of the software, which in terms of clearing handles the customs manifest and special regimes such as transit, temporary admissions and warehouses, and which in terms of customs accounting is highly developed. Customs offices at Beirut Port and Beirut International Airport as well as in Tripoli and in Masnaa have been automated (more than 90 percent of total flows). There has been also success in terms of the efficiency of operations as more than 40 percent of traffic is forwarded on the “green line”, which has significantly eased procedures on importers. A further increase would smoothen the flow and reflect positively on prices. Further modernization and development of customs include the NOOR project to enable importers and exporters to fill and forward customs declarations electronically; a web site to be created on which users would find tariffs, laws and regulations, statistics and templates of different forms.

**Aid coordination and management support for increased aid effectiveness.** Resources are an important consideration for the implementation of the strategic vision for national development and related development programmes. Special attention is required to the mobilization, allocation and management of resources. The structured development of aid coordination could greatly contribute to increase aid effectiveness. Aid effectiveness will be measured by the impact of aid.

Mobilization of resources will require not only fiscal adjustment measures and incisive fiscal reform towards creating an economic environment conducive to growth and development, but also enhanced aid coordination to fully tap the potential. Aspects to be highlighted include the link between development commitments at the global level and the objectives and targets of the national development vision; developing better linkages between external assistance and other development finance; better integration of external assistance in the

national budget; and, promotion of demand-driven cooperation models, particularly originating in civil society.

Allocation of resources will require balancing efficiency and equity criteria with respect to domestic resource use and external assistance.

The issue of implementation mechanisms, including through increased involvement of NGOs and other civil society organizations, and implementation procedures, including of donors, will be addressed. Effectiveness will be measured by the time lapsed between allocation and implementation.

Management, and in particular monitoring resources for development, needs to be closely linked to the strategic objectives of the national vision and of the medium-term development programmes. UN System cooperation will focus on assisting the Government in:

- Establishment of a comprehensive monitoring and tracking system of resources for development.
- Review and monitoring of donor performance.
- Promotion of aid effectiveness through adoption of demand-driven models and other good practices.

#### **4. To expand access to and encourage use of gender-sensitive socio-economic data and information for policy making and programme management in support of human development**

The most important decision-making tool for planners and development practitioners is the availability of, and the accessibility to, reliable information and data (for macro-economic management, policy development, programming, monitoring, etc.).

The amount and quality of statistical data produced does not meet the minimum and basic needs. Data and indicators will be developed in priority for key areas, notably to meet the requirements of the United Nations and the International/Millennium Declaration Development Goals and as well of the CCA Indicator Framework. In addition, priority will be given to the measurement of governance. Country diagnostic tools of governance can help generate new information, build local capacity, develop strategies and policies, and support coalition building to improve governance. Key ingredients of these governance diagnostics are in-depth, country-specific surveys of thousands of households, enterprises, and public officials that gather specific information about vulnerabilities within national institutions (implemented by non-governmental organizations). Finally, the UN-supported gender-sensitive database needs to be carried forward and further developed.

National data collection capacity needs to be strengthened and analytical skills need to be improved. A systematic approach is required to include in all national surveys basic demographic data that are gender sensitive and relate to population level, trends and characteristics (population growth, population distribution and of changes in fertility, mortality, age structure, international migration, etc.). There is need to develop a system that will ensure coherence through adoption of common definitions and user-friendly tools for users, and efficient flow of data between producers and users.

Moreover, access to data and the flow of information between producers and users of data stands to be considerably improved – full use is to be made of information technology. A related consideration is the availability and dissemination of data and ensuring their use by policy makers. Improved reporting and information systems are an important indicator of transparency and informed decision making. The development of a quality control system will facilitate monitoring of achievements and their sustainability.

Special attention will be paid by the UN System to support the role of CAS as lead national agency for statistics and data and to integrate the CAS in all data collection initiatives. Support will be provided for capacity building in line ministries with respect to data collection for indicators that have common definitions with those of CAS, and as well analysis and

synthesis. Such data should be disaggregated by gender and by region to enable identification of disparities.

UN System development initiatives will support in priority:

- Advocacy and support for the implementation of a national multipurpose household survey (possibly integrated with other components). Subsequently, advocacy for a national census for economic and social planning and development. Both outcomes will provide accurate and reliable basic data and the basis against which progress on indicators could be tracked.
- Measurement of governance, its determinants and its consequences for economic and social development, to provide data and using rigorous analysis to support institutional reforms.
- The establishment of a set of socio-economic indicators disaggregated by region, sex and special groups that meets international criteria and standards and that is regularly updated – as a basis for national decision making and to design projects, monitor progress and assess impact. This could be on the basis of the CCA indicator framework. The indicator set to be incorporated in national development database.
- Modalities and mechanisms (networks) to ensure the smooth flow of information between the producers and users of data, including advocacy and support for the establishment of a country global development gateway (portal for development information).

#### **Joint UN System action on national gender-sensitive statistical database**

The joint UN System project aimed to strengthening the national capacity to produce, use and disseminate statistics related to gender issues as a basis for influencing policies and programmes and promoting changes for the benefit of women. The project achieved to establish a national gender-sensitive statistical database and to finalize a national gender statistics publication on *Men and Women in Lebanon* in 2000. The process and findings of the project were discussed in two national training workshops for users and producers of gender statistics. The gender-sensitive statistical frame needs to be institutionalized and further developed, filling gaps and detailing data.

All UN agencies in the country contributed both financially and through expertise to the project, which was undertaken in close cooperation with key national counterparts, notably the National Commission for Lebanese Women, Ministry of Social Affairs, and Central Administration of Statistics. The project was implemented in parallel to a regional project funded by UNDP and executed by ESCWA in seven countries, namely Algeria, Egypt, Jordan, Palestine, Syria, Tunisia and Yemen.

## **Goal 2 – Rights-based approach to development promoted and implemented**

### **Overall Goal**

#### **Rights-based development**

Right-to-development is an approach that guarantees to everyone the right to participate in, contribute to, and enjoy economic, social, cultural and political development, thus moving from the optional realm of charity into the mandatory realm of law, with identifiable rights, obligations, claim-holders and duty-bearers.

The overall goal of the rights-based approach to development will be to promote equity, with special focus on poverty, health and education, productive employment, and to reduce disparities among regions and groups. Therefore, a national plan focusing on reduction of disparities among regions and the adoption of a national strategy for poverty eradication comes at the top of the political agenda for development. Important consideration will be given to the strategy of resource allocation, particularly the implementation of the 20/20 Initiative and the decentralization of resource management.

A rights-based approach to development:

- Implies moving beyond the fulfillment of basic needs to create an enabling environment that is accessible to all equally, efficient and accountable, and that results in fair outcomes.
- Brings the force of international law, including monitoring and concrete tools for implementation. It reinforces the idea that development is a right, not a gift.
- Means looking for the value added that the general principles and specific standards of the human rights conventions can provide.
- Calls for more integrated, cross-sectoral and decentralized activities, and for participatory approaches recognizing that those one tries to help are central actors in the development process.

Whereas the subject of human rights spans the entire spectrum from political to civil and socio-economic rights, the focus here is on social and economic rights and more precisely on the rights to health, including reproductive health; education; employment; and, environment. Within this context, specific attention will be given to the follow-up of the main related UN global conferences (the World Summit for Social Development, the World Conference on Education for All, the Earth Summit, The Summit for Children, the Fourth World Conference on Women, and the International Conference on Population and Development). Women, children and youth, as beneficiary social groups, will receive special focus.

## Objectives

### **RIGHTS-BASED APPROACH TO DEVELOPMENT**

#### Objectives

- To assess and monitor the discrepancies between the national law and international conventions / agreements at UN global conferences
- To clarify the core content of the basic human rights packages – education, health including reproductive health, employment and environment
- To improve efficiency in resource allocation and administration for human development
- To improve democratic and participatory processes at all stages and all levels
- To foster equity and equality through legislative change, policy initiatives and action plans for disparity reduction

#### **1. To assess and monitor the discrepancies between the national law and international conventions / agreements at UN global conferences**

International conventions and global conferences on human rights and development issues have been instrumental to bring about change in many areas. By involving top national decision-makers, these conferences resulted in moving long-term, difficult problems to the top of the global and national agendas.

The conventions on human rights help states to devise better national policies aimed at the achievement of human rights. By focusing on non-compliance with international standards, these conventions serve the purpose of correction of a human rights situation. The conventions may also trigger international action with a view to providing assistance to states. Lebanon ratified five of the main human rights conventions. As indicated above, there are important reservations on two human rights conventions, including CEDAW (articles 9, 16 and 29 on nationality, marriage and family life, and arbitration). Lebanon is also party to most of the main international labour conventions and agreements.

The participation of Lebanon in the UN global conferences was at the highest official level. Whereas the outcomes of the conferences are not legally binding, the country's participation in these conferences and adoption of their plans of action implicitly commits Lebanon to take

action towards the achievement of the goals and targets. However, the bodies mandated to coordinate, plan and monitor follow-up action are generally weak as evident from the absence of national plans of action for follow-up, absence of an agreed list of indicators to monitor implementation, and a low level of participation of governmental and non-governmental stakeholders.

A coherent approach to assess and monitor the discrepancies between national law and the international conventions becomes therefore critical. The focus will be specifically on the conventions dealing with women and children, namely CEDAW and the Convention on the Rights of Children (CRC) and the main international labour conventions. Monitoring of follow-up action on UN global conferences will be specifically on the World Summit for Social Development (WSSC), World Conference on Education For All (EFA), Earth Summit, International Conference on Population and Development (ICPD), the World Summit for Children (WSC), the Fourth World Conference on Women (FWCW), and the Congress on the Prevention of Crime and the Treatment of Offenders. The selection of these conventions and conferences is warranted by considerations relating to both the Government and the UN System.

UN System assistance will be directed at:

- Encouraging the Government to implement and to monitor and report on implementation of international conventions and agreements reached at UN global conferences. This will only succeed through development of a coherent, comprehensive approach for the integration of human rights commitments into national legal standards – through a twin approach of changing the law and educating the legal community. This will involve:
  - Capacity building of the bodies mandated to monitor and report on these international conventions and conferences;
  - Development of relevant indicators and targets and their official adoption by the ministries and institutions involved. UN organizations, each in the areas of its mandate, can provide technical assistance for development of indicators on the relevant conventions and conferences; and,
  - Improvement of the capacity for coordination of the bodies concerned as another important aspect for improved and regular reporting. Particular attention has to be given to keep close links with civil society and NGOs involved. UN organizations can propose mechanisms and tools to enhance government ownership of the monitoring and reporting process and to improve coordination.

#### **Joint action on integrated follow-up to UN global conferences**

A common action of UN organizations in the country was the establishment in 1998 of a mechanism for integrated implementation on the commitments made at the UN global conferences of the 1990s. It provides the Government and civil society with a basis for monitoring progress and assessing national action in different areas of development. Mid-decade and decade reviews have been facilitated by the monitoring framework established by the UN System. The monitoring framework also provides a useful tool in support of national policymaking and programming, and as well of aid coordination.

For each of the ten conferences, later expanded to thirteen conferences, a series of indicators was compiled and/or developed and relevant data collected and processed. This information was reviewed, updated, and whenever necessary revised in 1999. In addition to the indicators database, a background-cum-reference note was prepared with information on the conference and related follow-up at different levels. The system is web-based for interactive use: [www.un.org.lb](http://www.un.org.lb).

The focus of follow-up of the UN global conferences at the national level has been on poverty alleviation in general and on the provision of basic social services and meeting the needs of vulnerable groups in particular. Progress in this respect has been constrained due to the fact that the response to expectations created following the conferences could never develop in an adequate manner, as dedicated resources were not allocated, neither at the global level nor national level. Notwithstanding this situation, good progress was made with respect to the situation of children. Lebanon achieved early on the goals put forth by the Summit for Children back in 1990.

The situation has been different with respect to the management and preservation of the environment as a global public good and the implications at the national level – for which the international community has made

available resources. Lebanon has benefited from assistance ranging from legislative and policy support initiatives to capacity building and remedial action with respect to biodiversity, climate change, ozone depletion, desertification, energy conservation, etc.

The Government of Lebanon, having participated in and approved the outcome of these conferences, is party to the implementation of their commitments and decisions. More efforts are required to better reflect the key outcomes of the global conferences in national policies, plans and programmes, through support for the national follow-up mechanisms of individual conferences. Likewise, more efforts are required to ensure that donors give closer consideration to the key goals and targets in the allocation of development cooperation resources.

## **2. To clarify the core content of the basic human rights packages – education, health, including reproductive health, employment and environment**

Based on the ratified international conventions on human rights, a number of laws were adopted and amendments to laws were introduced. An important achievement was the adoption of the law on free and compulsory education. Other laws adopted included the law amendment on child labour, the law on pre-marital health certificate, and the law on the disabled. In the field of environment, a number of law proposals were tabled and draft laws prepared in the past few years, but all are yet to be approved. All the above laws provide a legal framework and must be complemented by adequate budget allocations and institutional capacity and other requirements to meet the services embedded in these rights, specifically in the present context to health, education, labour and environment.

The provision of subsidized medical, educational and social services to needy categories of the population remains subject to many considerations, including the availability of adequate funding, the awareness about the existence of such services among the target population, the existence of cost effective delivery mechanisms for such services and other.

Therefore, there is a need to transform the access to, and the delivery of, these services into rights that are granted to individuals regardless of any consideration, but in accordance with prevailing laws. This will require further definition of legal frameworks and importantly in this connection the issue of clarifying and defining the core content of these rights, i.e. to reach a common understanding on the components of each of those rights (gender and children/youth as crosscutting dimensions). As a basis for clarifying the core content of the basic human rights package, a critical assessment of national policies and strategies as to how they relate to/reinforce human rights will be undertaken.

The reasons for the selection of these rights – the right to health including reproductive health, to education, to employment and to a clean and safe environment – are twofold. The first is the commitment of the Government to these rights, at least at the legislative level, and the formation of institutional mechanisms to enhance movement in this direction, e.g. Committee on Health Reform. The second is the comparative advantage of the UN system in addressing these issues. With respect to the needs of the most vulnerable categories and their rights, a number of laws and mechanisms have been put in place to move in the direction of clarifying those rights.

UN System development initiatives will address in priority, through technical assistance and expertise to the Government:

- Technical support to bodies with functional mechanisms mandated to clarify the core content of the rights to health including reproductive health; education; employment; and, environment.

## **3. To improve efficiency in resource allocation and administration for human development**

Budget expenditures on social services as a percentage of the total budget increased considerably after 1995 (Progress Report on the World Summit for Social Development,

2000). However, the actual level of spending, its efficiency and equity provision, is a controversial issue.

The social sectors face structural problems, mainly reflected in the apparent inequity in access to social services, the high cost of these services, and the absence of a comprehensive national plan to address the socio-economic needs of the population and to reduce regional and social disparities.

UN System assistance will address:

- Implementation of 20:20 Initiative; also see box below, specifically follow-up requested by Ministry of Finance. Factors affecting the effectiveness of public social spending:
  - *First*, to reduce the size of administrative costs compared to operational costs with respect to actual service delivery (with due consideration to manpower and distribution).
  - *Second*, to encourage administrative reform of social services and development.
  - *Third*, to promote decentralization and local management of basic social services through participation of stakeholders.
  - *Fourth*, to support agreement on sector strategy by the line ministries involved in the provision of basic social services. This will include the promotion of coherent policies (e.g. to improve the system of financing private services by the public sector versus to increase public investment in those areas). An important consideration will be the establishment and enforcement of standards and norms for provision and delivery of services and the introduction of quality assurance systems.
- Greater involvement of vulnerable beneficiary groups, local communities, local level institutions, and municipalities in identification of needs, budget decisions, programme design and implementation.

#### **Collaborative action on 20:20 Initiative**

The World Bank undertook an initial review of public expenditures for social services in 1998. The review confirmed that large amounts were spent on health and education, both in absolute and relative terms. The targeting and type of expenditures and their effectiveness and efficiency were queried. A subsequent initiative of the UN System, led by UNDP and supported by UNICEF and the Office of the UN Resident Coordinator, specifically focused on basic social services spending and alternative options to present programmes. The 20:20 Initiative aims to ensure that the needs for basic health, basic education, literacy, social services, basic solid waste and wastewater infrastructure and facilities do get in priority the necessary resource allocations from both the national budget and donors.

The assessment revealed that this was not the case and that there is considerable scope for remedial action. Public expenditures on basic health and basic education represented 6.2 percent of total public expenditures in 1998, of which 5.5 percent for basic education and 0.7 percent for basic health (and 2.6 percent of GDP). Disbursements made by donors for basic social services represented only a few percentage points of total disbursements in recent years. The issues concerning basic social services relate only partly to their proportion of public spending. They relate in particular to the weak capacity of the public sector to provide these services, the poor quality of existing services, and their inadequate distribution and access by the population. The findings of the study confirm the need for rationalizing public expenditures, better targeting of services, monitoring impact and raising public awareness.

The Ministry of Finance has requested continued support of the UN System to achieve an accurate assessment and reform of public expenditures on basic social services, to include: a thorough review of procedures; definition and classification of basic social services; capacity building in budget forecasting, monitoring and accounting in the concerned line ministries and other public institutions; and, consolidation of services programmes delivery and alternative options and approaches. As to donor support for basic social services, a commitment to link aid programmes to time-bound objectives for basic social services would be an important achievement. There is a need to harmonize mechanisms and public institutions involved as they have varying mandates, laws, classification and accounting principles.

#### **4. To improve democratic and participatory processes at all stages and at all levels**



Mainstreaming the subsidiarity principle will bring government closer to the people through decentralization and strengthening of local and regional governance systems for service delivery, policy formulation and resource management, and local and regional development.

Civil society plays an active role in national life. Initiatives of civil society, particularly with respect to information, advocacy and training of human rights, as well as rights-based development, are noteworthy particularly with respect to children, women and labour.

The recent activation of the Economic and Social Council as an institution representative of civil society requires support for capacity development and proactive participation (lobbying and support for policymaking).

NGOs and other local level institutions are likewise to be supported as pioneers of remarkable initiatives and activities, particularly in the areas of social services, environment, local and community development, promoting different aspects of peace and development, human rights and human based development, youth initiatives and empowerment of women.

Encouraging youth to participate even more fully in the political and social life of the country should constitute a priority to government and civil society, particularly in view of the positive attitude prevailing among youth for such participation. Mechanisms for participation of youth at different levels are to be created and an integrated set of youth development policies is to be formulated underpinned by allocation of adequate resources. Individual and group initiatives of youth worthy of support must be recognized as such and highly talented youth in different fields must be given opportunities to fully develop their potential.

A special consideration relates to youth participation in political and public life, which is now rather limited. Parliament rejected in mid-2000 a draft law amendment to reduce the voting age from 21 years to 18 years.

UN System development cooperation will support national efforts to improve democratic and participatory process, particularly the achievement of a reliable legal system of local governance and democratization, and the development of countervailing forces for change and development. UN System development initiatives include:

- Decentralization of administrative and fiscal functions and related policy development.
- Modernization and capacity development of municipalities, which is at the heart of broadening, democratizing participatory processes.
- Civil society / NGO resource centre to develop capacity and to promote advocacy and supportive roles of civil society in health, education, employment, environment, peace building and social harmony. Revision of the regulations governing the work of voluntary organizations.
- Youth and women participation in political and public life. Monitoring and support for national youth policy framework.
- Parliament-civil society dialogue.
- Facilitation of dialogue towards a new social contract, with ECOSOC as an appropriate forum for dialogue .

#### **UN System-civil society collaboration: Education For All: persons with special needs**

The issue of education of persons with special needs has been truly mobilizing to stakeholders in the private not-for-profit institutions, civil society (including academia), media, the public sector and the UN System since 1999. The absence of national policy in this field and the isolation of the private institutions taking care of persons with special needs motivated UN System support, led by UNESCO and in cooperation with UNDP, UNICEF and UNFPA. UN System involvement was driven by the principle of Education for All – including marginalized groups – and the promotion of mainstreaming persons with special needs in the general education system.

Building on the findings and recommendations of a UN-supported situation analysis, a first national conference was organized in April 1999 by the Centre for Education Research and Development, with support of the UN System and followed by a second national conference in 2000. The conference involved all stakeholders concerned with the subject and achieved to bring about common knowledge and to adopt a plan of action towards policy formulation and the establishment of an effective follow-up mechanism.

The ongoing process, executed on a voluntary basis, has been effective as private institutions started working together and as the public and private education sectors have actively cooperated in the work aimed at elaborating a national policy on education for persons with special needs. The UN System has played the role of facilitator and animator, moving the process ahead. Proposals for action included legislative and institutional change to integrate education for persons with special needs in the general education policy and system; pilot projects and experiences of mainstreaming children with special needs in regular classrooms; a training module for teachers and education personnel; amendments to the official curricula in order to fit the needs of these persons; and, research, studies and various development projects.

## **5. To foster equity and equality through legislative change, policy initiatives and action plans for disparity reduction**

There continue to be disparities between the national laws and the text of the international conventions, in addition to reservations on some of these conventions (as in the case of CEDAW). Moreover, the policies and operational strategies for putting these laws into action continue to be missing. The differences among regions and social groups seem to be increasing and the disparities widening in terms of health, education and environment degradation.

Successful action depends on the development of a coherent comprehensive approach for the integration of human rights commitments into national legal standards – through a twin approach of changing the law and educating the legal community.

The Government, with the support of UN agencies, implemented several development programmes and projects aimed at enhancing the living conditions in specific underserved regions and of specific disadvantaged groups. Each of these programmes was initially designed from a specific perspective (Baalbeck-Hermel, drug control and promotion of alternative crops; Chouf and Aley, return and reintegration of displaced persons; southern Lebanon, peace building and local development). Time has come to promote a national approach to regional and local-level development.

UN System development cooperation will support:

- The development of additional and new legislation and national capacity to help realize treaty obligations and the rights to health, education, employment and environment. Specific legislation will be developed for people with special needs and high-risk groups. Technical assistance will be provided to the Government to ensure that the laws adopted can be applied and to develop the policies and mechanisms required to put these laws into operation. In other words, the focus will be on ensuring that basic services, such as health and education, and as well employment and environment, become rights of Lebanese citizens irrespective of any consideration.
- The development of a national approach/strategy and of national/regional programmes to support the development of the underserved regions and to reduce disparities among regions (poverty alleviation) with respect to the basic human rights selected (health including reproductive health, education, employment and environment).

### **Joint UN System action on preventive medicine: expanded programme on immunization**

Collaboration between UN agencies in Lebanon includes the Expanded Programme on Immunization, in which both WHO and UNICEF jointly support the Government. Since 1987, the two organizations have strived to support the Ministry of Public Health and its partners in their efforts to establish a solid, comprehensive and sustainable programme on child immunization. The Programme is considered to be one of the major successes in the area of preventive medicine. The main reason for this success is the effectiveness of its organization and the clear allocation of responsibilities and tasks among partners.

Within a relatively short of period of time and despite the difficult security conditions that have hampered its efforts in the early years, the Programme enabled Lebanon to achieve the goals set forth by WHO and UNICEF for the mid-nineties (known as the mid-decade goals) and those for the year 2000 (end-decade goals). These successes earned Lebanon a medal awarded by UNICEF in 1995, and especially for the contribution of the NGO sector to the programme. Lebanon was also able to move forward in the strategy for polio eradication.

The successes achieved by the Immunization Programme were the basis for reaching out towards more ambitious goals, notably the expansion of the national vaccination calendar to include two new vaccines, namely the MMR and the hepatitis B vaccines. The Programme thus covers comprehensively all the vaccination needs of the under-five children.

The programme was able to win the contribution of the private medical sector, one of the cornerstones of success of the Programme. The private medical sector has representatives in the various technical committees of the programme. It is also responsible for the vaccination of about half of Lebanon's children.

Among the major factors that led to this successful collaboration between WHO and UNICEF are, first, the overall collaboration between the two organizations at the levels of their headquarters and, second, the clear division of roles and responsibilities between the two organizations at the local level. WHO and UNICEF are partners in the Child Immunization project at international and regional levels. Regular meetings are held annually to coordinate policies, strategies and activities between the two organizations. At the local level, the role of WHO and UNICEF in supporting the Government is well defined and clear. Thus, while WHO's role is mostly related to policy formulation; technical assistance in setting guidelines, and; technical assistance in development of monitoring and evaluation systems, UNICEF's role is related to development of operational strategies for project implementation; assistance in planning, monitoring and evaluation at both central and field levels; logistic support for maintaining vaccine procurement services; support to accelerated vaccination activities in the regions with low immunization coverage, and; production of the communication and health education materials related to the project.

## UNDAF: LOGICAL FRAMEWORK

Strategic goals and objectives	Objectively verifiable indicators	Means of verification	External factors/assumptions
<b>Strategic goal 1</b> <b>Enhanced National Decision-Making Capacity</b>	HDI, GDI GEM Main governance indicators, to be identified. Public entities that practice reporting according to international standards (number). Competency and performance-based human resources management system adopted and implemented. Budget allocation for human resources development and related delivery (percent). National statistical framework developed. Budget deficit (percent). Gross/net public debt to GDP. Exports to GDP.	<i>UNDP HDR (To be determined)</i> <i>National Accounting Office, Annual Report.</i> <i>Civil Service Board decision</i>  <i>Ministry of Finance, budget plan and report</i> <i>Decision/Annual Report</i> <i>Ministry of Finance</i> <i>Ministry of Finance</i> <i>Ministry of Finance</i>	<i>Data and indicators on aspects of governance are particularly weak. The Inter-Agency Working Group will endeavour identification of further relevant indicators and support national action towards data collection.</i>
<b>Operational objectives</b>			
1.1 To promote national commitment to a strategic development vision and its implementation	Platform/forum established. Strategic vision for national development (formulated/adopted).  Thematic/sector strategies (number formulated/adopted).	<i>Civil society and/or government initiative. Decision of the Council of Ministers</i> <i>Ministerial/Council of Ministers decisions.</i>	<i>Disparate efforts to be channeled into one coherent initiative led and/or supported by government and civil society.</i>
1.2 To strengthen the rule of law for increased transparency and accountability	Laws modernized/passed in areas that respond to public demand (number). Case delay in courts of law (reduced).  Legal recourse mechanisms (established).  Compliance of prison conditions with international standards regarding juveniles deprived of liberty.  Anti-corruption strategy and action plan (formulated and adopted).	<i>Official Gazette. Records of Parliament.</i> <i>Courts of Justice / Ministry of Justice (sample survey).</i> <i>Council of Ministers decision.</i> <i>Annual Reports</i> <i>Data and statistics of the national authorities in charge of juvenile justice issues. CICP assessments.</i> <i>Decisions of the Council of Ministers / Ministry of State for Administrative Development.</i>	
1.3 To promote government effectiveness  ▪ <i>Civil service reform: policy making and management capacity</i>	An institutional development strategy for the public administration adopted and implemented.	<i>Council of Ministers decision.</i> <i>OMSAR Annual Report.</i>	<i>Sustained government commitment to in-depth reform</i>

Strategic goals and objectives	Objectively verifiable indicators	Means of verification	External factors/assumptions
<ul style="list-style-type: none"> <li>▪ <i>Readiness for globalization</i></li>   <li>▪ <i>Aid coordination and management support for increased aid effectiveness</i></li> </ul>	<p>Women holding senior public office (number/percent).                      Number of senior public sector employees with enhanced critical skills in key areas (to be specified).                      Average time required to complete (selected) transactions/formalities in a public office (decrease).                      Public entities having citizen information facilities, complaints desk, one-stop facility (number, activity).                      E-government applications (number). Progress towards full-fledged network.</p> <p>Primary budget deficit/surplus                      Revenues from VAT/customs                      Strategic privatization and competitiveness initiatives adopted (legal, regulatory, customer protection, etc.)                      Adoption of norms and standards (number)                      Improved social safety net: persons covered by social insurance (percent).                      Digital provide: ICT access and cost, personal and communal (PCs, Internet host, etc.).                      Provisioning and management of global public goods: environment (number of interventions; disbursements).</p> <p>Comprehensive monitoring and tracking system of resources for development (elaborated, adopted and implemented).                      Delivery ratio of aid managed by each government, NGOs, international organizations.                      Proportion of development assistance directly allocated to civil society.</p>	<p><i>Civil Service Board records.</i>  <i>Civil Service Board records.</i>  <i>Rapid appraisal survey.</i>  <i>OMSAR, rapid appraisal survey</i></p> <p><i>OMSAR, focus survey</i></p> <p><i>OMSAR records/annual report</i></p> <p><i>Ministry of Finance</i>  <i>Customs/Ministry of Finance</i>  <i>Council of Ministers decision /laws passed</i>  <i>LIBNOR</i>  <i>Ministry of Social Affairs</i></p> <p><i>OMSAR</i></p> <p><i>Ministry of Environment, Ministry of Finance / CDR records</i></p> <p><i>CDR decision / Annual Report</i></p> <p><i>CDR Annual Report. UNDP Development Cooperation Report</i>  <i>CDR/UNDP records</i>  <i>CDR, line ministries</i></p>	<p><i>and modernization programme.</i></p> <p><i>Sustained government commitment to enter into global and regional trade structures and to pursue vigorously private sector development.</i></p> <p><i>The assumption is that the UN System will remain a privileged partner of government (CDR) in aid coordination and management.</i></p>
<p>1.4 To expand access to and encourage use of gender-sensitive socio-economic data and information for policy making and programme management in support of human development</p>	<p>Multipurpose household survey (completed).</p> <p>National gender-sensitive statistical framework (institutionalized, developed and updated).                      Composite government indices (to be determined)                      Set of indicators (disaggregated by sex) that meet international criteria and standards measured by CAS and other public entities (approved, compiled and updated).                      Development database (available, expanded and updated annually).                      Country global development gateway (established).</p>	<p><i>Central Administration of Statistics publication. UNRC Annual Report.</i>                      )                      (                      ) <i>Central Administration of Statistics publications</i>                      (                      )                      )                      )</p> <p><i>(to be identified)</i></p>	<p><i>The achievement of this objective implies increased national commitment to data development, including strengthening of the Central Administration of Statistics.</i></p>

Strategic goals and objectives	Objectively verifiable indicators	Means of verification	External factors/assumptions
<p><b>Strategic goal 2</b>  <b>Rights-based approach to development promoted and implemented</b></p>	<p>HDI, HPI, GEM.            Proportion of population below the poverty line by governorate, percent.            Infant mortality rate by sex and by governorate, per 1000 live births.            Maternal mortality rate.            Total fertility rate.            Contraceptive prevalence rate.</p> <p>Reduction in STDs/HIV/AIDS prevalence.            Net primary school enrolment/achievement by sex and by governorate, percent.            Rate of dropouts from school at 12 years of age by sex and by governorate, percent.            Population with social security coverage by governorate, percent.            Environment management strategy adopted            .            Unemployment rate by gender and for youth</p> <p>Carbon dioxide emissions.            Registered (eligible) voters who voted in parliamentary elections and in municipal elections in 2005 (percent).            Regional transactions referred back to central administration (percent).            Expenditure decentralization ratio, percent.</p>	<p><i>UNDP HDR</i>  <i>Household survey</i></p> <p><i>UNICEF MICS</i></p> <p><i>Ministry of Public Health</i>  <i>Ministry of Public Health / Ministry of Social Affairs / NAP</i>  <i>National AIDS programme</i>  <i>Household survey/Centre for Educational Research and Development records</i></p> <p><i>Household survey</i></p> <p><i>Council of Ministers / Ministry of Environment decision</i>  <i>Ministry of Labour/National Employment Office</i>  <i>Ministry of Environment</i>  <i>Ministry of Interior</i></p> <p><i>Rapid appraisal survey</i>  <i>Household survey</i>  <i>Ministry of Finance</i></p>	
<b>Operational objectives</b>			
<p>2.1 To assess and monitor the discrepancies between the national law and international conventions / agreements at UN global conferences</p>	<p>Number of global conventions not ratified / and global conventions with reservations out of total number of ratified conventions.            Development and adoption of a list of indicators (including targets) for each of the selected conventions and conferences.            Regular reporting on implementation, enforcement and remedial action of international conventions and global conferences.</p>	<p><i>Ministry of Foreign Affairs</i></p> <p><i>Concerned line ministries and Ministry of Foreign Affairs</i>  <i>Records of the International Committees in charge of receiving country reports</i></p>	<p><i>Difficulty of coordination among the various actors involved in reporting and the absence of successful experience in this area in the past.</i></p>

Strategic goals and objectives	Objectively verifiable indicators	Means of verification	External factors/assumptions
	Nationals trained to do reporting.	<i>CDR/Ministry of Foreign Affairs</i>	
2.2 To clarify the core content of the basic human rights packages – education, health including reproductive health, employment and environment	Core content of the selected main rights clarified: health; education; employment; and, environment.	<i>Legislation Relevant decrees</i>	<i>That the legislation is transformed into practice by issuing the relevant decrees</i>
2.3 To improve efficiency in resource allocation and administration for human development	Government spending on the social sectors, total and basic, and on basic infrastructure in poor districts (percent). External assistance to public budget allocated to population, health, education and environment, total and basic (percent).  Criteria for Government/NGO collaboration in social areas developed and implemented.	<i>Ministry of Finance  Council for Development and Reconstruction /Ministry of Finance / UNDP DCR Basic social services ministries decisions</i>	<i>The political will on behalf of the Government and the NGOs to revise the NGO/Government collaboration. Practical difficulties related to absence of clear mechanisms for analyzing budget allocations</i>
2.4 To improve democratic and participatory processes at all stages and at all levels	Laws, procedures and/or practices that encourage decentralization of administrative and fiscal functions, <i>namely revision of the law on municipalities.</i> Share of public revenues/spending handled at decentralized level (local government) and/or civil servants working in regional offices out of total number of civil servants (percent). Age for voting eligibility reduced to preferably 18 years. Participation of civil society in democratic processes through coalitions and networks for specific rights issues (number of achievements). National youth policy. Decree for NGO registration modernized.	<i>Legislation passed by Parliament; implementation decrees and decisions by Ministry of Interior Ministries of Finance and of Interior (budget and annual reports)  Law amendment by Parliament Civil society and human rights organizations (rapid assessment survey) Government / ministerial decision Parliament / Ministry of Interior (law / application amendment)</i>	
2.5 To foster equity and equality through legislative and policy changes and action plans for disparity reduction	Existence of affirmative action policy statements on the right to health care; the right to basic education; the right to employment; and, the right to safe, clean environment. Advocacy strategy on human rights and equity, specifically the rights to health care, basic education, and safe and clean environment. Legislative action for persons with special needs and for very vulnerable groups. Environmental action on implications of global issues at national level (number of programmes, disbursements) Policy changes introduced to reduce regional disparities and gender disparities.	<i>Policy statements published by concerned ministries  Strategy announced / published by basic social services ministries  Laws passed by Parliament / ministerial decisions Ministry of Environment, CDR records Government / ministerial decisions</i>	

Strategic goals and objectives	Objectively verifiable indicators	Means of verification	External factors/assumptions
	National strategy for poverty alleviation. National approach and comprehensive national plan for underserved regions (disbursements by programme).	<i>Government decision Government decision approved by Parliament, Ministry of Finance records</i>	



## 4. COOPERATION STRATEGIES

**National ownership.** Successful development cooperation between the Government and the UN System will be based on the further promotion of national ownership and on building strong partnerships with government, donors, civil society and the private sector. A key feature is leadership of government and the importance that the Government be seen leading development cooperation in the country. Enlightened leadership will move programmes towards the achievement of the planned goals and objectives.

**Strategic partnerships.** Partnerships are about the way of doing business and about creating opportunities. Partnerships are about aligning and interfacing of the need to secure external support including guidance, the need to articulate clear goals and values, and the need to ensure the capacity to implement. In a results-driven environment, the quality of these interconnections becomes integral to development effectiveness.

The strategic consideration is to nurture the strong working relationship with government and to develop it into a strategic partnership for human development. In addition to regular policy dialogue and support at national decision-making level, this will involve the Council for Development and Reconstruction (CDR), as the central government agency responsible for coordination of development programmes. The CDR is the designated nodal point for development cooperation in general and for interaction on UNDAF in particular. As a multi-sectoral wing of the Government of Lebanon in regular contact with line ministries and other public agencies as well as civil society organizations, and reporting directly to the Council of Ministers, the CDR is uniquely placed to lead and coordinate the work, to influence priorities and to promote collaborative action.

Successful development cooperation between the Government and the UN System will also imply strengthening of relationships with other key partners in government, requiring functional linkages between CDR and line ministries and public institutions to be improved and strengthened. Line ministries and public institutions will be the drivers of cooperation, notably major UN System programme initiatives.

### Lessons learned from recent UN System development cooperation programmes

The UN System will use to good advantage the assets represented by the confidence relationship with government, its long and strong presence and networks, its global reach and recognized expertise, its impartiality and the timeliness of response. The UN System will support and promote demand-driven models of development cooperation. Most important of all are the trust and the expectations of the people of Lebanon in the benefits of human development – the overall goal of the action of UN organizations in the country.

The prerequisite of successful UN System development cooperation is the genuine commitment to collaboration by each member of the UN team – to which each one of the team will be held accountable. Commitment and enthusiasm of team members will be reinforced by cultivating quality personal relationships among members of the group.

It is crucial to bear in mind lessons learned from UN System cooperation in the country in recent years. An important lesson of experience is that successful collaborative and joint UN System action can only be achieved by generating value-added (over and above that of individual UN organizations) – commensurate with the time taken to achieve it. Considerable strides have yet to be made to reach the level of cooperation and integration representing a qualitative leap from the present situation.

Development cooperation experience established that success comes with enlightened leadership that shapes and transforms ideas into programmes and projects that bring about positive change in people's lives.

Successful cooperation programmes were found:

- To have strong national ownership
- To be demand-driven
- To be catalytic and to complement contributions of other development partners
- To build institutions to serve the needs of human development (increased transparency through modernized work processes and methods; increased professionalism of the public service; ...)
- To involve the community (bottom-up approach) and provide it with alternatives that would best meet their expectations
- To be integrated in the public administration (with a view to facilitating transfer of knowledge and

internalizing results) rather than being add-on.

Linkages with civil society will be further developed and the emerging cooperation with the private sector will continue to be probed. Efforts will be made to promote civil society as a full partner in national development and to exploit its full potential in development cooperation. New initiatives will be taken to develop alliances and forge coalitions for change, involving the Economic and Social Council and key actors of civil society, including, NGOs, professional organizations, academic institutions and the media.

The already close working relationship with donors will be geared in priority to promote support for and their association in collaborative and common initiatives and programmes of the UN System. Donors and the UN System must be full partners for development, particularly for the achievement of international goals and targets.

**Approach to cooperation strategies.** UN System cooperation will maintain focus of action. There will be a shift to increased upstream action with a view to maximizing scarce, limited resources to be validated by innovative and pilot action in the field. The emphasis on upstream action means that there will be increased advocacy, policy advice and policy dialogue. Increasingly, action research will provide the basis for advocacy and policy support.

Upstream action will be validated by innovation and pilot action in the field. Innovative and validated practices will be promoted. There will be strong support for bottom-up and inside-out approaches undertaken jointly with local actors. Successful pilot action will be scaled up for replication at a wider level by other donors and/or national actors.

There will be continued emphasis on capacity development – of both the public administration and civil society – in terms of institutions and processes and in terms of human resources.

There will also be much increased efforts in support of the empowerment and participation of civil society in development cooperation.

The UN System will draw on its global reach and experience through networks and transfer of knowledge and technology.

The UN System will seek to further advance and exploit information and communication as an important supporting tool, including through the further creative development of the UN System website and the networking and other opportunities offered by the Internet.

A key element of UN System cooperation will be to give voice to civil society through enhancing the empowerment of different component groups and their participation in all stages and at all levels of the development process.

The preferred modalities of development cooperation will be the programme approach and national execution. In the latter respect, it is noted that the near totality of UN System programmes has been managed and staffed by nationals, and as well an increasing and large share of programme/project formulation functions has been executed by the nationals.

Strategic approaches of UN System cooperation will vary according to each objective and will take different forms, including collective advocacy; joint programming and implementation; parallel programming and implementation; multi-sectoral and thematic approaches; area-based programmes; joint support systems and services. Under each of the two goals and the different objectives, there are interesting opportunities for collaborative and joint action by the UN System, whenever possible in association with and complementing other development partners. Among the salient opportunities, there are: the development of disaggregated data by sex, region and social group; focused regional development programmes aimed at local capacity building and reduction of disparities; common strategic approaches; etc. The identification and formulation of pilot joint programmes has already been initiated by the UN Country Team, notably for the multiple household/family health survey and for the Baalbeck-Hermel Regional Development

Programme. With respect to the regional development programmes, and based on their evaluation and impact, the approach will have to be carefully considered with a view to setting realistic objectives so as not to raise expectations that are difficult to meet.

Crosscutting concerns that will be mainstreamed in collaborative programmes are gender and youth as change agents of development, and as well the continued commitment to peace building and reconciliation.

Among salient results of UN System cooperation programmes will be more effective use of external assistance; more pro-poor and efficient government policies; implementation of international conventions and agreements and enforcement of environment and reform labour laws and standards; promulgation of equal opportunities laws and reduction in disparities, notably basic social services; and, meaningful administrative and fiscal decentralization.

**Mechanisms of UN System cooperation.** The UN System in the country aims to promote and facilitate coordination and efficient management of UN programmes with a view to assisting and facilitating national development efforts towards human development.

The UN Country Team provides the management structure responsible for UNDAF implementation, namely to assist and facilitate government efforts for national development. The UN Country Team is led by the UN Resident Coordinator and consists of the Heads of Missions of UN organizations present and active in Lebanon, namely FAO, ILO, UNDP, UNESCO, UNESCWA, UNFPA, UNHCR, UNICEF, UNIDO, UNIFEM, UNODCCP, WHO and the World Bank. The UN Coordination Committee, consisting of UN Chiefs of Missions and focal points of UN organizations, draws up an annual common work plan and supervises and monitors its implementation. This will be done on the basis of UNDAF and progress will be measured against the identified list of indicators.

The UN Country Team will make a special effort to integrate in the different mechanisms of cooperation the UN organizations active in the country but not represented, and to keep informed and associate to the work other UN organizations, especially the small technical agencies. The UN Country Team will continue and further develop regular dialogue with the Government on policy and operational aspects of development cooperation.

The UN Resident Coordinator also chairs on a quarterly basis the Donor Coordination Committee, consisting of representatives of bilateral and international donors present in the country in addition to the UN Country Team. The Committee supports national efforts of donor coordination and acts as a forum for exchange of information and experience and of discussion of policy issues and external assistance needs, in particular technical cooperation. The Committee has been a useful platform to develop goodwill and to engage donors in increased collaborative action. The Committee benefits from the database on external assistance flows and the annual publication of the Development Cooperation Report, initiated by UNDP in 1991.

The Office of the UN Resident Coordinator supports the UN Country Team in the promotion, planning, implementation, monitoring and evaluation of cooperation processes. Towards this end, strategic planning and management support capacity will be developed within the UN Resident Coordinator's Office to ensure adequate follow-up and review. Financial support will be identified and mobilized towards this end, both at the country level and from the UN Headquarters (UN Development Group Office at UNDP).

The mechanisms for promoting collaborative activities have been structured in line with the priorities of the UNDAF. Two inter-agency working groups on governance/capacity development for national decision-making and on rights-based development were established, led by UNDP and UNICEF, respectively, and consisting of UN organizations active in these areas and to which key national stakeholders and donors are associated.

In addition to these main working groups, there are a number of inter-agency theme groups and task forces promoting collaborative work, including information and advocacy, policy

support, national follow-up to global UN conferences, and new programme initiatives. For each such mechanism, there is a lead agency and a limited number of core members who actively contribute to, and participate in, the work. In addition to UN organizations, government and other national stakeholders and donors may be invited to join. Each group develops its scope of action and work programme based on the UN System common work plan. At present, there are cooperation mechanisms on gender; youth; HIV/AIDS; population; food security; and, mine action. A UN inter-agency working group on data development may be established to develop, jointly with the Government, basic data and a common database to follow-up on the progress of CCA indicators and on the follow-up to UN global conferences and Millennium Declaration as part of the UNDAF process.

In support of the above efforts, the UN inter-agency working group reviews and explores, promotes and develops common systems and services.

## 5. FOLLOW-UP AND REVIEW

**Country cooperation frameworks and joint programmes.** With respect to follow-up, the UN Country Team is already at work to ensure that the provisions of UNDAF are reflected in the country cooperation programme documents of individual UN organizations and of the Government. These programming processes will be opportunities for further inter-agency consultation and involvement with a view to ensuring harmony and consistency between the UNDAF and the country cooperation documents. At the downstream level, the formulation and implementation of collaborative or joint programming initiatives will be followed up – in order to achieve a principal objective of UNDAF. As indicated above, there will be continued high-level consultation between the UN RC/Country Team and the Government with a view to ensuring effective implementation of UNDAF through increased collaborative effort and to reviewing and discussing policy and operational aspects of development cooperation.

**Advocacy and policy dialogue.** In conjunction with the Common Country Assessment, the UN Country Team will use the UNDAF as a platform for advocacy and policy dialogue. The focus will be on: communication to national and international partners, the special role and impact of the UN System within development cooperation with the country; better integration of UN System cooperation with national policies and plans; the evolving country situation and its implications for development cooperation, especially the role of the UN System; and, in particular, selected priorities for follow-up to UN global conferences, specifically the international development targets and global public goods.

**Support for aid coordination.** The UNDAF process has provided an opportunity for greater exchange of information and expertise and more focused and collaborative UN System participation in development cooperation, increased networking among development organizations, and the emergence of new and stronger partnerships. UNDAF follow-up and review can build upon these assets to better support aid coordination through the use of thematic groups, the organization of multi-donor missions, the use of programme and reporting processes to bring together a wide range of partners to discuss development issues and future donor support and through joint evaluations.

**Monitoring and review.** Monitoring and review will be undertaken as a dynamic, collaborative process, using existing procedures and processes with a view to emphasizing the value of partnerships and to enhance accountability of UN System action in the country. The monitoring and review exercises will establish and ensure the continued relevance of UNDAF to national needs and priorities and the continued effectiveness of UNDAF as a tool for UN System collaboration. Indicators for monitoring and evaluating the process and content of UNDAF will be reviewed and approved. Remedial action and adjustments in terms of process and results will be recommended.

Within the context of the Annual Report of the UN Resident Coordinator and the preparation and review of the work plan of the UN Country Team, two types of reviews will be carried out:

- Management review jointly by the main government counterpart and the UN Country Team whereby, within the context of the common work plan, agreed precise outputs and targets will be reviewed and assessed.
- Stakeholder review involving key partners in government, civil society and donors.

There will also be a joint mid-term review of country programmes of cooperation in relation to the UNDAF.

**Evaluation.** At the end of the UNDAF cycle, a joint evaluation will be undertaken in consultation with the Government to examine the extent to which UNDAF has met its basic purpose and to assess the achievement of all or selected country-specific objectives and, importantly, to take stock of lessons learned, including well-validated practices.

### **Collaborative action on monitoring and review**

A salient initiative for strengthening capacity building was taken by the Ministry of Social Affairs and actively supported by the UN System, notably UNFPA, UNICEF, UNDP, UNIFEM. A steering committee, grouping government and UN System organizations supporting the Ministry of Social Affairs, was established to manage in a more coherent and efficient manner UN System assistance and to better meet priority needs. The initiative will be expanded to cover all external assistance to the Ministry. The initiative strengthens UN-supported capacity development of the health and social development centres located in the most underserved areas, and thereby further contributes to poverty eradication.

A second initiative on the formulation and implementation of a monitoring and evaluation strategy for externally supported programmes and projects was prepared and introduced at the Ministry of Environment with UN System support. The joint initiative of UNDP and UNESCWA could again be expanded to cover all external assistance activities and it also could be replicated in other public institutions and agencies.

## 6. PROGRAMME RESOURCES FRAMEWORK

The programme resources framework outlines resource availability in the next programme cycle 2002-2006 as an order of magnitude and for indicative purpose only. For indicative purpose only *resource commitments* are made by UN organizations in programme and project documents, according to the established procedures and through approved mechanisms defined by each UN organization. Accountability for the use of the resources also rests with the individual UN organizations.

Programme resources expected to be made available for development cooperation in Lebanon by the different UN organizations committed to the UNDAF amount to a total of US\$ 45 million in the 2002-2006 period. About US\$ 19.5 million will originate from the regular budgets (core resources) and US\$ 25.3 million will come from cost sharing made available mainly by third-party sources and/or government. A difficulty in projecting resource availability is that UN organizations do not have harmonized programming periods (some cover the complete cycle, others have biennial programme periods). Overall and compared to the present programme cycle, these amounts represent a rather significant decrease in terms of allocation of core resources and a conservative projection of cost sharing. The main exception being the planned resource targets of UNDP.

**PROGRAMME RESOURCES FRAMEWORK, 2002-2006**  
(Thousands of US\$)

<b>Agency</b> / <b>Objectives</b>	<b>Regular budget</b>	<b>Cost sharing</b>
FAO	3,000	...
ILO	260	...
UNCICP	-	700 *
UNDCP	-	1,000
UNDP	8,500	16,500
UNESCO	450	2,000
UNESCWA **	...	...
UNFPA	1,500	2,000
UNHCR	1,000	...
UNICEF	3,035	...
UNIDO	300	2,800
UNIFEM	200	300
WHO	1,200	...
<b>Total</b>	<b>19,445</b>	<b>25,300</b>

\* 2002-2003 only

\*\* Unable to provide an estimate of resources specifically allocated for Lebanon

The indicative resource allocation and mobilization targets are consistent with the stated goals in the UNDAF. The important condition being that a judicious balance be maintained between the increased emphasis on upstream action and field-level activities. Whereas downstream or local-level activities are important to validate policy and decision-making support, the projected budgets are nowhere near the requirements to develop extensive, broad-based field-level action that would bring about change and make sustained impact.

Again for indicative purposes only, the table below indicates for each of the two UNDAF goals main programme initiatives planned or envisaged by different UN organizations. The

challenge will be to transform different programme initiatives corresponding to specific UNDAF goals and objectives into coherent and focused collaborative and joint programmes and projects. This will be narrowed down and specified within the context of the annual work plans of the UN Resident Coordinator System, and developed by lead agencies in accordance with established programming procedures, including through the UNDG-approved joint programming option.

Sensitization to UNDAF and the new perspectives opened by UN System collaborative action will be at the basis of continued intensive resource mobilization. Individual and joint fund-raising efforts will aim at securing the additional resources required in support of the objectives and priorities developed in the UNDAF. The UN Country Team will formulate, within the context of the annual common work plan, a resource mobilization strategy to secure these resources.

Increased efforts will be made through common approaches and frameworks to bring on board and integrate donors under partnership arrangements. These can be developed thematically, sectorally or on a multi-sector basis, and/or in accordance with goals and targets agreed at UN global conferences and in the Millennium Declaration. A special effort will be made to explore possibilities of global and national corporate citizenship (cooperation with the private sector), building on successful examples of the present programme cycle and seizing the outcome of the UNV sponsor on global corporate citizenship (being researched and developed in the country). A special effort will also be made to explore possibilities for collaborative work with international and national foundations to support specific UN System initiatives that could be project or issue-based. There will be continued efforts to enhance government cost sharing for programmes and projects responding to priority national needs through developing and strengthening the strategic partnership for human development (also see Annex I, box).

The resource mobilization strategy will be underpinned by a strong information and communication programme that will utilize different media and technological means, including the UN System web site. The programme will be built around the image of a coherent and focused UN System committed and responding to the priority needs of the country and people of Lebanon. It will comprise, among others, a regular flow of information to donors and other key stakeholders; documentation of programme and project achievements with emphasis on the human dimension and illustrated by human interest stories; and, field visits for donors and media representatives.

#### **Support for Aid Coordination**

The UN Resident Coordinator has continued to support aid coordination, which is the responsibility of the Government, through interaction and interfacing with donors represented locally. The Donor Coordination Committee has acted as a forum for donor representatives to meet and exchange information and views, to engage discussion on key policy issues, and as well to consider priority and urgent needs as these may arise. The possibility of developing initiatives for sectoral and thematic coordination will be explored in collaboration with national counterparts. Sectoral coordination would meet an increasingly felt need.

The database on external assistance (Development Cooperation Analysis System) has been maintained and developed since 1991. It constitutes the basis for the annual Development Cooperation Report, which reviews and assesses external assistance flows to Lebanon and the environment in which they take place. Last year's report highlighted again the need to reactivate reconstruction and development through increased commitments of resources available from a stockpile of external assistance (a recommendation taken up by the Government). The report also called for an initiative to formulate a technical cooperation policy and to strengthen technical cooperation management. It was also suggested that an initiative be taken for donors to develop collaborative action to better meet basic social services objectives in the country. Consideration is also to be given to the preparation of profiles of donors and donor performance in Lebanon (overview of policy, priorities, recent achievements, ongoing programmes, as well as pipeline initiatives and projects).

The UN Resident Coordinator role, as facilitator and interface in support of donor coordination, does not replace the need to further develop aid coordination between the Government and donors, both at the international level and at the local level. The structured development by the Government of aid coordination at the national level, both with respect to policy and the establishment of flexible, efficient operational mechanisms would greatly contribute to increase aid effectiveness.



**DEVELOPMENT COOPERATION PROGRAMME INITIATIVES OF UN ORGANIZATIONS – INDICATIVE, 2002-2006 \***

<b>Agency / Programme period</b>	<b>Goal/Obj. Number</b>	<b>Enhanced National Decision-Making Capacity</b>	<b>Goal/Obj. Number</b>	<b>Promoting and implementing the rights-based approach to development</b>
FAO 2001-2002		-	2.5	<u>Ad hoc</u> projects in animal and plant production, animal nutrition, food security, and forestry and fisheries. Fisheries survey
ILO 2002-2006	1.3  1.4	Capacity building and advocacy on labour market information, labour administration, employment and training policies, and small enterprise development  Capacity building on labour statistics and labour market information system	2.1  2.3 2.4 2.5	Monitoring of implementation of labour and employment standards as per international conventions and agreements Advocacy and advice for national employment strategy Social dialogue and tripartism Advocacy and capacity building on labour legislation, international labour standards and social protection
UNCICP 2002-2003	1.2 1.2 1.2 1.2 1.2	Crime prevention strategy and policy focusing on juvenile issues Reform of prison conditions for juveniles National strategy and action plan to combat corruption Reform of the criminal justice system and penitentiary administration for juvenile delinquents Adapted justice system to protect minors victims or at risk, and prevent recidivism Building judicial integrity	2.1  2.1	Implementation of the UN standards and norms related to crime prevention and criminal justice Compliance of the national provisions and policies to the resolutions of the UN conferences on the prevention of crime and treatment of offenders
UNDCP 2002-2003	1.2 1.2 1.4	Drug control strategy and policy National Demand Reduction Action Plan Capacity development for drug control situation assessments	2.1 2.4 2.5	Monitoring and follow-up to drug control conventions NGO cooperation for drug abuse demand reduction Regional development of the northern Bekaa Valley: drug control through alternative development
UNDP 2002-2006	1.1 1.1 1.1 1.2,3 1.2 1.2,4 1.3 1.3 1.3 1.3 1.3 1.3 1.4 1.4 1.4	Advocacy for national human development vision Towards poverty strategy and pro-poor policies National strategy for sustainable development Millennium Declaration goals and targets: legislation and initiatives by Parliament; strategy and action by Government Framework strategy for capacity building and efficiency of judiciary, including development of legal recourse mechanisms Roadmap on governance (profile on governance issues, including data development) Capacity development for international trade talks, including standards on trade and environment, and for competitiveness policy Capacity development for fiscal administration and reform Legislation and programme initiatives on improved social protection E-government, vertical and horizontal project initiatives Technology access for poor and for communities in outlying regions Donor performance analysis for increased aid effectiveness Multipurpose household survey Socio-economic indicator framework Development database/national development gateway	2.1  2.3 2.4 2.5 2.5 2.5 2.5 2.5 2.5 (1.3) 2.5	Indicators and monitoring of follow-up to international conferences related to mandate of the organization 20:20 Initiative: moving from assessment to budget/donor performance: relevance, targeting, efficiency, etc. NGO (civil society) resource centre for capacity and capability development Regional development in South Lebanon: mine action, peace building and local development Regional development of Baalbeck-Hermel: drug control and economic and social rehabilitation and development Regional development of Akkar: local capacity development Regional development of Mount Lebanon (in Aley and Chouf): regional integration and local capacity development Global environmental issues: moving from strategies to capacity development and strategic programme initiatives (all components) Promotion of biodiversity in the northern plateau (Ehden to Akkar plain)

Agency / Programme period	Goal/Obj. Number	Enhanced National Decision-Making Capacity	Goal/Obj. Number	Promoting and implementing the rights-based approach to development
UNESCO 2002-2006	1.1 1.2  1.3	Strategic vision for education, cultural development, youth, ICT Transparency and accountability initiatives in public administration and institutions. Narrowing digital divide, particularly at local level and in cultural field (NGOs) Establishment and development of databases in education, culture, youth and local development. Support for national development portal	2.1  2.1 2.2  2.3  2.4 2.5	Capacity development and indicators for monitoring of progress in education Monitoring progress of EFA and other international conferences Support implementation law on free and compulsory primary education Enhance the role of local communities in the provision of resources for access and quality of education and support effectiveness of spending on education Support participatory processes in education, culture, ICT Education and cultural services (including ICT.) to disadvantaged areas and persons with special needs
UNESCWA 2002-2003 (2002-2005)	1.4 1.4 1.4	Enhance capacity building in integrating reproduction health and population issues in development planning. Enhance capacity building in the application of the System of National accounts (SNA 1993) Convening of meeting and publication of study on housing policies and security of tenure.	2.1  2.1  2.3 2.3 2.4 2.4 2.4 2.4 2.4 2.4 2.5 2.5 2.5	Transport facilitation through the promotion and follow-up on UN legal instruments. Support to and publication of reports on international agreements and trade issues, specifically related to environment and intellectual property rights Publication of studies on governance and on reform of economic institutions Convening of a meeting and publication of a study on pension fund reform Promote partnership between the government and civil society institutions including NGOs Publication of a report on urban governance and another one on local governance and participatory development Conducting a symposium on the promotion of public awareness and participation in environmental decision making Publication of a report on good practices in promoting joint activities between international organizations and NGOs for the disabled (the case of the role of ESCWA in Lebanon) Media campaign on gender and gender mainstreaming Support to community development in Lebanon Establishment of a computer-training center on Braille in Lebanon Support community based rehabilitation in Bourj-el-Barajneh/Lebanon
UNFPA 2002-2006	1.1 1.3 1.4 1.4 1.4	Support the integration of population and gender dimensions into the national development plan and relevant sectoral plans Enhance capacity building for efficient management of population and reproductive health programmes Support the national statistical system with special emphasis on increasing availability of sex-disaggregated population-related data Undertake PAPFAM (Family Health) survey Develop quantitative and qualitative national indicators framework in line with CCA/UNDAF	2.1 2.3 2.3  2.5  2.5	Monitor progress of ICPD and ICPD+5 Integrate population dynamics and RH courses in universities Support and publication of in-depth studies in population priority areas Increase availability of integrated quality reproductive health services to men and women within primary health care package in underserved areas and South Lebanon Support health referral system by strengthening emergency obstetric care in underserved areas

Agency / Programme period	Goal/Obj. Number	Enhanced National Decision-Making Capacity	Goal/Obj. Number	Promoting and implementing the rights-based approach to development
	1.4	Establish population related database	2.5 2.5	Improve knowledge and awareness of reproductive health among young people (formal and informal sectors) Increase awareness of priority population, RH and gender issues among policy makers, parliamentarians, media and opinion leaders
UNHCR Annual			2.1 2.1 2.5	Acquainting members of the legal community (judges, lawyers) with Lebanon's commitment under international human rights conventions / education programmes Creation of technical bodies (Members of Parliament, judges, lawyers) to examine specific topics with a view to revising national law to meet international standards Refugee assistance (basic needs, community services, legal)
UNICEF 2002-2006	1.3 1.4 1.4 1.4	Provision of reimbursable procurement services to the Ministry of Public Health for low cost, good quality vaccines and essential drugs Support to the development of a database on children Publication of studies undertaken with various government institutions in written and electronic forms Support for regular updating of data on situation of children (MICS 3 Survey in 2003/2004)	2.1 2.2 2.2 2.2 2.3 2.3 2.3 2.3 2.4 2.4 2.5 2.5	Support to assessment of discrepancies between the national and CRC/CEDAW conventions Support to identification of an operational strategy for implementing the national law on free and compulsory education Advocacy for raising the age of compulsory education from 12 to 15 years Support to ensure health insurance for all Support to development and implementation of low cost effective strategies for improving public health Provision of reimbursable procurement services to the Ministry of Public Health for low cost, good quality vaccines and essential drugs Advocacy for focus on underserved areas Advocacy, social mobilization and support to implementation of strategies for bringing out-of-school children into the educational frame again Support to promote the participation of youth in public life Mobilization of civil society institutions and ensuring their participation in project implementation Support to policy oriented research in sectors related to children Overall 2002-2006 programme of cooperation is oriented in the direction of promoting equity and reducing disparities among regions and groups
UNIDO 2001-2003	1.3 1.3 1.3 1.3 1.3 1.4 1.4	Adoption of industrial norms and standards. Organization of the accreditation system. Creation of an industrial sub-contracting system. Support for investment promotion and technology transfer Implementation of food safety methodologies, GMP and HACCP Benchmarking of selected industrial sub-sectors Improvement of industrial statistics Establishment of governance information network	2.5 (1.3) 2.5 (1.3) 2.5 2.5 2.5	Promotion of industrial entrepreneurship, including women SME information support network Establishment of Lebanese Cleaner Production Centre Master plan for the relocation of tanneries in environmentally-sustainable conditions Air quality monitoring in industrial areas
UNIFEM 2002-2003	1.1 1.1	National strategy for the advancement of women Gender mainstreaming in planning and policy making	2.1 2.1,3	Advocacy towards elimination of CEDAW reservations Women's Human Rights- Social and economic follow-up to global

Agency / Programme period	Goal/Obj. Number	Enhanced National Decision-Making Capacity	Goal/Obj. Number	Promoting and implementing the rights-based approach to development
	1.2 1.3 1.3 1.3 1.4	Gender-sensitive legislation, mechanisms and processes Women's participation in policy making Organizational development and capacity building in gender planning Skills development for women (impact of globalization on Lebanese women; digital divide) Sex-disaggregated data and gender-sensitive indicators to monitor progress of women	2.4	conferences Support to the work of NGO advocacy, training and women's political participation
WHO 2002-2003	1.1 1.3 1.4	Strategic vision for the development of a comprehensive national health programme Enhance capacity building for efficient management of health programmes Support to national statistical system, in particular data on health expenditures and utilization, health system responsiveness and burden of disease, national health accounts, death certification	2.1 2.1 2.2 2.3 2.4 2.5	Capacity development and indicators for monitoring of progress in health Children's health activities following UNICEF Conference on Children Support the development of primary health package Support development of policies in the health sector that help in including health matters in the social and economic decisions Mobilization of civil society institutions and ensuring their participation in programme implementation (HIV/AIDS, Non-communicable Diseases, Tobacco Control, Environmental Health) Support to establish a health system based on the improvement of the health status in an equitable manner, responsive to the needs of the population and based on financial equity

\*The programme period differs from one organization to another (see, first column).

## ANNEXES

### I. Status of development cooperation in the country

#### Overview of External Assistance

Total disbursements of development finance amounted to US\$ 730 million in 1999, of which US\$ 300 million originated from foreign funding sources. *External assistance* defined as soft loans and grants from official sources, including emergency and relief assistance, and assistance from international NGOs, accounted for only US\$ 188 million, see table below. The performance of external assistance was largely unchanged from that of 1998 in respect of value, distribution and main trends.

#### Summary of External Assistance in 1998 and 1999

Source of aid <sup>1</sup>	1998		1999	
	'000 US\$	Percentage	'000 US\$	Percentage
<b>Multilateral</b>	74,500	42.8	71,300	40.7
Breakdown:				
UN system (excluding the IFIs)	12,500	7.2	9,900	5.6
Grants	11,200	6.5	9,000	5.1
Loans	1,300	0.7	900	0.5
World Bank	1,000	0.5	800	0.4
Grants	1,000	0.5	800	0.4
Loans	-	-	-	-
Other IFIs	200	0.1	100	0.1
Grants	200	0.1	100	0.1
Loans	-	-	-	-
Non-United Nations system	60,800	35.0	60,500	34.6
Grants	...		...	
Loans	...		...	
<b>Bilateral</b>	99,500	57.2	103,600	59.3
Grants	...		...	
Loans	...		...	
<b>ODA<sup>2</sup></b>	<b>174,000</b>	<b>100.0</b>	<b>174,000</b>	<b>100.0</b>
Sub-total ODA	174,000	91.5	174,900	93.0
Grants	87,200	50.1	77,400	44.3
Loans	86,800	49.9	97,500	55.7
Sub-total: NGOs	16,100	8.5	13,100	7.0
<b>TOTAL EXTERNAL ASSISTANCE</b>	<b>190,100</b>	<b>100.0</b>	<b>188,000</b>	<b>100.0</b>
Grants	103,300	54.4	90,500	48.1
Loans	86,800	45.6	97,500	51.9

The very large majority of external assistance in 1999 originated from bilateral donors (55 percent) and non-UN system multilateral donors (32 percent). The UN System disbursed

<sup>1</sup> Gross disbursements only.

<sup>2</sup> Official Development Assistance (ODA) is defined as those flows to developing countries and multilateral institutions provided by official agencies, including state and local governments, or by their executive agencies, each transaction of which meets the following tests: (a) ODA is administered with the promotion of the economic development and welfare of developing countries as its main objective; (b) ODA is concessional in character and conveys a grant element of at least 25 per cent (see UNDP Development Cooperation Report, Instruction Manual, April 1993, page 44/45).

5.5 percent and international NGOs 7 percent of total. The main donor sources of external assistance have been stable in the past years: Kuwait/KFAED, Arab Fund for Economic and Social Development (AFESD), Saudi Arabia/SFD, European Union, France, USAID, and Islamic Development Bank (IDB).

Gross disbursements amounted to only US\$ 188 million (one percent less than 1998), of which US\$ 97.5 million soft loans and US\$ 90.5 million grants, a low level compared to that of the 1995-97 and to potential disbursements. The main sources of official development finance other than external assistance were the World Bank (US\$ 49 million disbursements) and the European Investment Bank (US\$ 43 million disbursements). Delivery was much below target and potential.

Investment project assistance represented 65 percent of total assistance (about three-quarters soft loans). Most of this assistance originated from Arab sources and was spent on the social services infrastructure. Technical cooperation amounted to 31 percent of total disbursements (the near totality grants). The main sources of technical cooperation were France, the European Union, the United States of America, and the UN System. The main beneficiary sectors of freestanding technical cooperation were human resources development, social development and development administration.

The distribution of aid flows by sector reveals the increasing importance of the social sectors in the broad sense – however, the focus still was on infrastructure development rather than capacity development. In 1999, there was a significant increase of disbursements for human resources development, 23 percent of total. Considering the strategic importance of the education sector, increased donor support is highly warranted. Disbursements for social development accounted for 17 percent, of which roughly three-quarters for water and sanitation. Disbursements for health care (17 percent) did not meet in priority the objective of affordable, quality health care for all, as only 18 percent of total was for preventive and primary health care. There is a need for increased donor allocations and better targeting of assistance for capacity development for basic social services are suggested. A range of sectors including foreign aid administration, technology policy, general statistics and foreign affairs did not benefit from any allocations, whereas others relating to economic management and support for private sector development received small amounts. Development cooperation remains largely supply-driven, notwithstanding the considerable potential to develop demand-driven cooperation programmes, including and particularly in the different components of civil society.

### **Overview of UN System Cooperation**

UN System (including international financial institutions) disbursements of external assistance amounted to less than six percent of total external assistance, US\$ 11 million in 1999, see table below.<sup>3</sup> The performance of the UN System was 21 percent less than one year earlier and more than one-third down from the average level of a few years ago, reflecting the difficult resource situation faced by UN organizations in medium-income countries, such as Lebanon. To remedy the situation, UNDP and other UN organizations play an increasing role with respect to management of resources (both of the Lebanese Government and donors), see box below.

### **United Nations System Official Development Assistance, 1998 and 1999**

Funds, Programmes and Agencies	Thousands of US\$		Funds, Programmes and Agencies	Thousands of US\$	
	1998	1999		1998	1999
<b>UN SYSTEM</b>					
ESCWA	-	8	UNESCO	320	214

<sup>3</sup> This figure does not include assistance provided to Palestinian refugees by mainly UNRWA (US\$ 40 million) and also UNICEF (less than US\$ one million).

FAO	185	271	UNF	435	138
GEF	1,327	415	UNFPA	320	375
IAEA	400	495	UNHCR	1,689	1,886
IFAD	1,343	929	UNICEF	1,861	1,060
ILO	89	359	UNIFEM	56	83
ITU	-	10	UNTL	11	3
MP	661	677	UNV	150	150
UNAIDS	-	68	UPU	2	35
UNCHS	23	68	WHO	643	785
UNDCP	943	552	WMO	-	41
CICP	-	352	WIPO	41	-
UNDP	2,003	921	<b>SUB-TOTAL</b>	<b>12,502</b>	<b>9,895</b>
UNIDO					
<b>INTERNATIONAL FINANCIAL INSTITUTIONS</b>					
WORLD BANK				955	827
IMF				227	141
<b>SUB TOTAL</b>				<b>1,282</b>	<b>968</b>
<b>TOTAL</b>				<b>13,784</b>	<b>10,863</b>

UN System assistance was nearly exclusively freestanding technical cooperation. Investment project assistance represented only 9 percent of total, all contributed by IFAD. UN organizations were active in almost all sectors, reflecting the range of mandates of the UN organizations. Results and impact could gain considerably from consolidation and increased focus around a limited number of priorities, as well as from increased collaborative and joint action – which ought to be the logical outcome of the UNDAF. The argument is reinforced by the general squeeze on administrative and operational resources.

The main areas of activity in 1999 did not change significantly from those in earlier years. Humanitarian assistance and relief, health, area development, natural resources and human resources development accounted for each between 17 and 11 percent, and are reviewed below. UNHCR, UNICEF, IFAD, UNDP and UNODCCP disbursed each between US\$ 1 and 2 million in 1999.

#### **Managing programme resources for results**

UN organizations have gained considerable experience in managing programme resources for results on behalf of other parties. This applies both to countries in rehabilitation and reconstruction (West Bank and Gaza, Cambodia, Central America, northern Iraq, etc.) as well as countries engaged in large-scale development operations (notably Latin American countries). Evidence shows that this approach to resource management is attractive as operations are conducted in a timely, flexible and cost-efficient manner, and according to international standards. There are different modalities to suit the requirements of government and donors, notably direct execution; national execution; and, management services agreements.

UN organizations, in particular UNDP, WHO, UNESCO, UNFPA, UNIDO and FAO, have played increasingly a role in managing resources of government and third party donors. For instance, UNDP in each of the past few years disbursed less than US\$ 2 million from own (core) resources. These were complemented by cost sharing from the Government of Lebanon and from bilateral and multinational donors, totaling about US\$ 7 million in each 1998 and 1999. Within this context, there is an increasing and fruitful cooperation between the World Bank and UN organizations through management of proceeds of World Bank loans, in particular technical assistance cooperation.

In view of the good record of delivery of UN organizations in the country, the Government and donors may

further seize and develop opportunities of resources management, in particular under sector and thematic programme frameworks. A further argument in favour of such resource management arrangements is that UN organizations in the country employ in priority and nearly exclusively Lebanese nationals whose record of performance has been remarkable.

**Humanitarian assistance and relief** accounted for 17 percent of disbursements, all provided by UNHCR, which operated in collaboration with the Middle East Council of Churches. Of estimated 8,000 refugees in Lebanon (other than Palestinian refugees), 4,000 had obtained refugee status from UNHCR (February 2000).<sup>4</sup>

**Health** accounted for 16 percent of total disbursements, made mainly by WHO, UNFPA UNICEF, UNIFEM and AGFUND. Main areas of cooperation were support for the health managerial process, including strengthening policy formulation and analysis, devising health care financing policies and developing health research strategies serving the goal of health for all; support for preventive and primary health care, including the integration of quality reproductive health care services; support for universal access to primary health care services with the objective of reducing infant and under-five mortality, especially in underserved areas; support for control of non-communicable diseases; and, support for strengthening national mechanisms for updating and implementing drug policies and drug registration and distribution systems.

**Area development** represented 13 percent of total, mainly contributed by UNDP and UNDCP, with small-scale contributions from UNV and AGFUND. The main focus was on the socio-economic rehabilitation and development of marginalized areas, chiefly the Baalbeck-Hermel programme, which involved support for small-scale support for the improvement of basic services and community-level development, drug control promotion and prevention, and the upgrading and modernization of agriculture, including through small-scale irrigation development.<sup>5</sup> Within the area development sector, other activities were the preparation of the strategy framework for post-conflict socio-economic rehabilitation of South Lebanon and the promotion of small-scale activities under the Local Initiatives for the Urban Environment Programme (LIFE).

**National resources** accounted for 12 percent of total disbursements, mainly contributed by the Montreal Protocol through UNIDO and UNDP (phasing out of ozone depleting substances) and the Global Environment Fund through UNDP (strengthening of national capacity and grassroots in-situ conservation of three protected areas). The UN System leads support to the environment sector, particularly through projects dealing with the national aspects or implications of global environmental issues.

**Human resources development** represented 11 percent of total disbursements, provided mainly by UNICEF and the World Bank (and small-scale contributions of UNESCO, AGFUND, WMO and ILO). Assistance focused mainly on the improvement of basic education and on the implementation the National Plan for Educational Enhancement with the aim of achieving an improved performance in primary school enrollment *and* retention.

**Agriculture, forestry and fisheries** represented 10 percent of total disbursements, the near totality by IFAD for two ongoing investment projects (mainly irrigation rehabilitation and modernization, and also small holder livestock rehabilitation in the Bekaa Valley). The possibility for collaborative action with other UN System programmes and projects merits to be reviewed. There were small-scale contributions by FAO, IAEA and GEF. **Social development** represented 10 percent of total, contributed by CICP, UNICEF, World Bank, AGFUND, ILO and UNIFEM. Assistance benefited children in especially difficult

<sup>4</sup> It is noted that, except Egypt and Yemen, all other Arab countries did not sign the Geneva Convention and, consequently, do not recognize officially the status of refugees. Signature of the Convention implies that the signatory country becomes a land of asylum and must adapt its legislation to include integration and the right to work.

<sup>5</sup> The programme has promoted linkages and collaboration with donor small-scale grant programmes (including United Kingdom and Japan) other UN organizations (particularly UNICEF and WHO) and international NGOs.



circumstances, notably through a vocational training programme in poverty pockets of urban areas in Tripoli, Beirut and Saida, in cooperation with local organizations, and strengthening the legislative and institutional capacity for juvenile justice. **Development administration** accounted for 8 percent of total, contributed by UNDP, World Bank and ILO for rehabilitation and reform of the public administration.

The general resource squeeze affecting the UN System, in particular in medium-income countries such as Lebanon, poses challenges and creates opportunities. The ongoing process to achieve more integrated goal-oriented programming will lead to increased collaborative and joint action, on the one hand, and a gradual transformation of the nature of development cooperation in the country with a view to moving upstream, providing advocacy and policy support, etc., on the other. Whereas there needs to be a continued focus on alleviation of poverty, there is an emerging and strong case to focus also on the implications of the provision of global public goods at the national level (the latter especially relevant in medium-income countries such as Lebanon). The globally agreed International Development Targets and Millennium Declaration goals and targets provide a framework to situate and measure achievements and progress of core development cooperation activities.

## II. Indicator Framework

### A. CONFERENCE INDICATORS

Indicator *	Year	Value	Male	Female	Target (International)
<b>Income poverty (UNDP)</b>					
1. Poverty headcount ratio; percent of population below US\$ 1 a day	n.a.	n.a.	n.a.	n.a.	Proportion in extreme poverty in 1990 reduced by half by 2015 (WSSD)
Percent of population below US\$ 1.3 a day (alternative indicator) <sup>6</sup>	1997	6.3			
2. Poverty headcount ratio: percent of population below national poverty line	n.a.	n.a.	n.a.	n.a.	
Percent of population below US\$ 2.2 a day (alternative indicator) <sup>7</sup>	1997	17.6			
3. Poverty gap ratio	n.a.	n.a.			
4. Poorest fifth's share of national consumption	n.a.	n.a.			
<b>Food security and nutrition</b>					
5. Percent of children under age 5 suffering from malnutrition (UNICEF)	1992 1996	3.1 3	n.a. 3.3	n.a. 2.8	Reduce severe/moderate malnutrition among under-five children by halving the 1990 level by 2015 (WSSD/FWCW/WSC/WFS)
6. Percent of population below minimum level of dietary energy consumption (caloric intake in context of food balance sheet) (FAO)	1979-81 1990-92 1996-98	8.0 <2.5 <2.5	8.0 <2.5 <2.5	8.0 <2.5 <2.5	Reduce number of chronically under-nourished by half by 2015 (WFS)
7. Percent of household income spent on food for the poorest quintile <sup>8</sup> (UNDP)	1997	41.6			
<b>Health and mortality (WHO)</b>					
8. Percent of population with access to primary health care services	1996	95			Universal accessibility of primary health care by 2015 (ICPD/WSSD/FWCW)
9. Estimated HIV adult prevalence rate <sup>9</sup> (percent)	1999	<0.01	70%	30%	Universal access to RH services and information by 2015 (ICPD)
10. HIV prevalence in pregnant women under 25 who receive antenatal care in capital cities/major urban areas	n.a.	n.a.			
11. Infant mortality rate	1990 1996 2000 <sup>10</sup>	35 28 27	n.a. 28.6 30	n.a. 27.6 24	Reduction of IMR by 1/3 of 1990 level and below 35 per 1,000 by 2015 (ICPD/WSSD/WCW/WSC)
12. Under-five mortality rate	1990 1996	43 32	n.a. 33	n.a. 31	MR at ages <5 reduced by 2/3 of 1990 level by 2015 (ICPD/WSC)

<sup>6</sup> Ministry of Social Affairs/UNDP, Mapping of Living Conditions in Lebanon, 1998

<sup>7</sup> Ministry of Social Affairs/UNDP, Mapping of Living Conditions in Lebanon, 1998

<sup>8</sup> Conditions de Vie des ménages en 1997, CAS, table 8.1 which classifies the type of consumption along the different income bracket groups. The population earning less than LL 500,000 constitutes 19 percent of the population and spends 41.6 percent on food.

<sup>9</sup> The cumulative number of HIV/AIDS reported to the NAP till the end of December 1999 reached 581 cases among those 402 HIV positive and 179 AIDS cases. seventy percent were male and 30 percent female; the major mode of transmission was sexual and contributed to 69.8 percent of the reported cases, the average age ranged between 31 and 40 years.

<sup>10</sup> All references in this table to the year 2000: Multiple Indicator Cluster Survey 2, Central Administration of Statistics and UNICEF, 2000.

Indicator *	Year	Value	Male	Female	Target (International)
	2000	33	38	30	
<b>Reproductive health (UNFPA)</b>					
13. Maternal mortality ratio (MMR) per 100,000 live births	1990	300			Reduction by half of 1990 levels by year 2000 and a further half by 2015 (ICPD/WSSD/FWCW/WSC)
	1996	104			
14. Percent of births attended by skilled health personnel	1990	45			Universal access to safe/reliable contraceptive methods (ICPD)
	1997	96			
15. Contraceptive prevalence rate	1996	62 (37 modern)			
	2000	63(40 modern)			
<b>Child health and welfare (UNICEF)</b>					
16. Percent of 1 year old children immunized against measles <sup>11</sup> (MMR: measles, mumps & rubella)	1997	94	n.a.	n.a.	Universal immunization against measles (WSC)
	2000	88	88	88	
17. Percent of children <age 15 who are working <sup>12</sup>	1997	2.8	5.2	0.4	Elimination of child labour (WSSD)
<b>Education (UNESCO)</b>					
18. Net primary enrolment or attendance ratio	95-96	88.7	n.a.	n.a.	Universal access, and completion of primary education by 2015 (EFA/WCW/WSC/ICPD)
	97-98	91.2			
	2000	98.3	-	-	
19. Percent of pupils starting grade 1 who reach grade 5	96-97	91.1	n.a.	n.a.	Achieve 50 percent improvement in adult literacy (from level in 2000) by 2015 (EFA Dakar Plan of Action/WSSD/WCW)
	2000	95.3	93.8	97	
20. Adult literacy rate	1997	86.4	90.7	82.2	
	2000	88.4	92.3	84.6	
21. Literacy rate of 15-24 year olds	1996	98.9	98.8	99.1	
	1997	97.3	97.5	97	
	2000	97.5	98.5	96.5	
<b>Gender equality and women's empowerment</b>					
22. Ratio of girls to boys in secondary education (UNESCO)	1992	107	-	-	Eliminate disparity in primary and secondary education by 2005 (ICPD/WSSD/FWCW)
	1995	109			
23. Females share (percent) of paid employment in non-agricultural activities (UNDP)	1997	14.2			Eliminate discriminatory practices in employment (FWCW)
24. Percent of seats held by women in national Government, including Parliament (UNDP)	1996	2.3			Equitable access to political institutions (FWCW)
	2000	2.3			
<b>Employment and sustainable livelihood<sup>13</sup> (ILO)</b>					
25. Employment to population of working age ratio <sup>14</sup>	1997	42.9	67.4	18.8	Universal access to paid employment (WSSD)
	2000	51.4	81.7	22.1	

<sup>11</sup> In 1997, 94 percent of children were immunized against measles, and in 1999, 94 percent of children were immunized against MMR (Measles, Mumps and Rubella)

<sup>12</sup> The proportion of working children aged between 10-14 reached 2.8 percent in 1997; 13 percent of whom were girls.

<sup>13</sup> Indicators on sustainable livelihoods are under development.

<sup>14</sup> ESCWA, [Labor Force Statistics Database](#), tables 6 and 1 (1997)

Indicator *	Year	Value	Male	Female	Target (International)
26. Unemployment rate <sup>15</sup>	1997	8.8	9	7.5	
	2000	9.6	8	15.2	
27. Informal sector employment as percent of total employment	n.a.	n.a.	n.a.	n.a.	
<b>Housing and basic household amenities and facilities (ESCWA)</b>					
28. Number of persons per room, or average floor area per person (sq. meters)	1995	34			Provision of sufficient living space and avoidance of overcrowding (HABITAT II)
	1997	36			
29. Percent of population with (sustainable) access to safe drinking water	1990	92			Universal access to safe drinking water; full coverage of drinking water supply by 2025 (WCW/WSSD/UNCED)
	1996	94			
	2000	94.2			
30. Percent of population with access to adequate sanitation <sup>16</sup>	1990-98	63			Universal sanitary waste disposal (WCW/WSC/WSSD/UNCED)
<b>Environment (indicator specification under review) (UNDP)</b>					
31. Carbon Dioxide emissions (tons) (per capita) <sup>17</sup>	1996	3.6			Clean and healthy environment and reversal of current trends in loss of environmental resources (UNCED)
32. Biodiversity: land area protected	1998	5%			
33. GDP(US\$) per unit (kilogram) of energy use <sup>18</sup>	1997	2.3			
34. Arable land per capita (hectares) <sup>19</sup>	1998	0.075			
35. Percent change in km <sup>2</sup> of forest land in the past ten years	n.a.	n.a.			
36. Percent of population relying on traditional fuels for energy use	n.a.	n.a.			
<b>Drug control and crime prevention (ODCCP)</b>					
37. Area under illegal cultivation of coca, opium poppy and cannabis (hectares) <sup>20</sup>	1997	100			Measurable results in reducing cultivation, manufacture, trafficking and abuse of illicit drugs by 2008 (UNAD)
	1998	300.2			
38. Seizures of illicit drugs (in kilograms)	1997	1,883.5			
	1998	2,507.6			
39. Prevalence of drug abuse <sup>21</sup>	n.a.	n.a.			Eliminate/significantly reduce violence and crime (UNCPCTO)
40. Number of crimes per 100,000 inhabitants <sup>22</sup>	n.a.	n.a.			

<sup>15</sup> Administration Centrale de la Statistique (1998), Etudes Statistiques. Conditions de Vie des Menages en 1997

<sup>16</sup> In 1997 the percentage of buildings with access to sanitation in Lebanon was 37percent.

<sup>17</sup> The carbon dioxide emissions in 1994 and 1996 were respectively 13.8 million tons, and 14.2 million tons (HDR, 2000).

<sup>18</sup> Human Development Report, 2000

<sup>19</sup> Recensement Agricole, 1998: 301,077 hectares of arable land.

<sup>20</sup> Through the second half of the 90s, the Lebanese Government reported that all illicit cultivation was eradicated. Information on illicit cropping in 2000 and 2001 suggests that increasingly areas were planted with illicit crops

<sup>21</sup> National data on drug abuse prevalence is not available, but a rapid assessment is being undertaken in 2001.

<sup>22</sup> Statistics available for juvenile delinquency: ODCCP, Technical Report Series on Drugs and Crime in the Middle East and North Africa, no. 1

## B. Conference and Convention Indicators on Governance and Civil and Political Rights

Indicator *	Year	Value	Target (international)
<b>International legal commitments for human rights<sup>23</sup> (RCO)</b>			
1. Status of ratification of, reservations to and reporting obligations under international human rights instruments	2000	5/9 main HR instruments ratified, one signed, reservations lodged to 2, 3/5 reports overdue.	Acceding to all international human rights instruments and avoiding the resort to reservations, as far as possible
2. Status of follow-up to concluding observations of UN human rights treaty bodies	2000	Poor	
<b>Democracy and participation (RCO)</b>			
3. Periodicity of free and fair elections	1992-1996-2000	Every four years.	Free and fair elections and democratic government (WCHR)
4. Recognition in law of the right to freedom of expression, association and assembly	1999	<b>Yes.</b> Constitution guarantees these rights within framework of law. .	
<b>Administration of justice (RCO)</b>			
5. Recognition in law of guarantees for independent and impartial judiciary and fair trial	1999	<b>Yes.</b> Constitution guarantees certain aspects of independence and impartiality of judiciary and fair trial. In practice these rights, particularly the former, are violated.	Effective legislative framework, law enforcement, prosecutions, legal profession, and fair trials in conformity with international standards (WCHR)
6. Recognition in law of the right to seek judicial remedies against state agencies/officials	1999	<b>Yes.</b> The Majlis Al-Shura hears complaints. Though, Constitutional Council cannot consider challenges from individuals and Lebanon has not ratified the OP (individual complaints procedure) to the ICCPR	Existence of legal remedies in conformity with international standards
<b>Security of person (RCO)</b>			
7. Recognition in law of the prohibition of gross violations of human rights affecting the security of person	1999	<b>No.</b> Right to life is not guaranteed in the Constitution, nor is torture banned specifically.	Elimination of gross violations of human rights affecting security of person, including torture and cruel, inhuman or degrading treatment or punishment; summary and arbitrary execution; disappearances, and slavery (WCHR)

<sup>23</sup> These commitments include economic, social and cultural rights as well as civil and political rights.

## C. Contextual Indicators

Indicator *	Year	Value	Male	Female	Target (international)
<b>Demographics (UNFPA)</b>					
1. Population <sup>24</sup> (million)	1996	3,100			
	1999	3,400			
	2000	3,500			
2. Total fertility rate	1996	2.9			
3. Life expectancy at birth	1996	71.3	69	72	
	1998	70.1	68.3	71.9	
<b>Economy (RCO)</b>					
4. GDP per capita (PPP US\$) <sup>25</sup>	1999	4,705			
5. External debt as percent of GDP	1995	11.0			
	1999	34.0			
6. Annual growth rate of GDP per capita (US\$) <sup>26</sup>	1990-99	5.37			
7. Gross domestic savings as percent of GDP <sup>27</sup>	1998	(12.8)			
8. Share of exports in GDP (percent) <sup>28</sup>	1990	18.0			
	1999	11.0			
9. Share of Foreign Direct Investment (FDI) inflows in GDP <sup>29</sup> (percent)	1990	0.2			
	1999	1.2			
10. Total debt service:					
- As percent of GDP <sup>30</sup>	1990	3.5			
	1999	3.1			
- As percent of goods and services	1990	3.3			
	1999	9.6			
11. Percent of public expenditure (excluding debt service) on social services <sup>31</sup>	1998	25.3			

\* For each section, the name of the organization responsible for collection and follow-up of the indicators is mentioned.

<sup>24</sup> The 1996 figure was taken from Ministry of Social Affairs/UNFPA sample survey, 1996. The annual population growth rate was 1.73 percent in 1996, with a projected trend slowing to 1.5 percent in 2006. The sample survey *Conditions de vie des ménages en 1997* (February 1998), undertaken by the Central Administration of Statistics, estimated the total resident population at 4 million in 1997, of which 3.7 million Lebanese (92.4 percent). The population estimate for the year 2000 is 3.5 million; there is a broad agreement of both government and UN System on this figure.

<sup>25</sup> *The Human Development Report 2001*: GDP estimated at US\$ 17.2 billion and GDP at PPP US\$ estimated at 19.8 billion for 1999,

<sup>26</sup> *Human Development Report, 2001*

<sup>27</sup> *Human Development Report, 2000*

<sup>28</sup> *Human Development Report, 2001*

<sup>29</sup> *Human Development Report 2001*

<sup>30</sup> *Human Development Report 2001*

<sup>31</sup> *The 20/20 Initiative for Lebanon, Public Expenditure review*, February 2000, Ministry of Finance in collaboration with UNDP and UNICEF

### **III. Contingency planning**

**2000 Humanitarian contingency planning.** The UN System and OCHA cooperated in the year 2000 in the preparation of the UN System humanitarian contingency plan. The basic idea of the plan, developed around several risk scenarios, is for the UN System to be prepared and ready for action. The plan outlines key planning assumptions and potential major constraints; the division of labour and coordination approaches; sectoral summaries with respect to approaches, needs, resources and gaps; key inter-agency services; and, a summary of agreed preparedness actions (including priorities and timeline). In annex to the plan, there is a compilation of information on logistics support, communications, etc. A challenge consists of transferring the approach to the national level and developing a strategy and capacity for national contingency planning and emergency preparedness.

**UN System cooperation on inter-country and regional development.** The establishment of peace, or at least a major breakthrough on the path towards peace, in the region would open up considerable possibilities for inter-country and regional cooperation. The UN System would support government and regional organizations on the achievement of newly found opportunities for development. This would happen through the establishment of appropriate mechanisms and approaches and priorities for action. The UN Special Coordinator for peace negotiations in the Middle East would play a lead role with respect to strategizing UN System support.

## IV. The UNDAF Process

The UNDAF process was undertaken by the UN Country Team under the leadership of the UN Resident Coordinator in a collegial manner. The process was undertaken in consultation and cooperation with the World Bank. The UN Country Team worked in close collaboration with the Government and through wide ranging and extensive consultations with stakeholders of development in civil society and donors.

The initiation of UNDAF started late in the fourth quarter of 2000. The first salient activity was the UNDAF retreat where Chiefs of Missions and representatives of UNDESA agreed on the main substantive orientation of the work and the process and timeline.

An UNDAF workshop for national government counterparts, UN System programme staff and representatives of civil society and donors took place in November (more than 40 participants) to explain the UNDAF process and product, to clarify the work planning and mechanisms and to initiate brainstorming on goals and objectives (see timeline below). The main mechanisms of the UNDAF process were the Steering Committee and the Thematic Groups (see below). The Steering Committee was assisted by the UNDAF Coordinator and a Support Group of senior programme staff of UN organizations and the public administration. The UNDAF Coordinator managed the process and prepared the first and final drafts of the UNDAF in cooperation with the support group.

The Thematic Groups and Support Group undertook consultations with a wide range of specialists in public institutions and representatives of different components of civil society as well as of donors (see below). The range and scope of consultations ultimately slowed down the process. Completion of the first and final drafts of the UNDAF document was delayed by several months from the initial target of end February. The final draft was completed in July 2001.

The Steering Committee reviewed and approved the UNDAF in August 2001.

### **UNDAF Workshop**

9 November 2000

#### **A few participants' expectations from UNDAF**

"... Increased coordination among Lebanese authorities, UN and donors activities in Lebanon.

... Better UN/UN cooperation rather than competition. Easier framework for Government/UN relations. More focused results and better-defined goals for development cooperation.

... Expect UNDAF to define the main strategies to be adopted by the UN System and also a mechanism for coordination between the UN System itself and the government.

... To come out with a realistic, focused and integrated framework for development assistance for Lebanon with clearly defined objectives within a respected time frame.

... Define clearly goals and feasible objectives related to our common convergent plan of cooperation.

... Develop an information/communication scheme. Achieve parts of the UN reform goals. Materialize the UN/host country partnership. Strengthen the UN common system's role in Lebanon. Clear priorities, UN mandates in Lebanon. Develop national concept of "ownership of UN programs."



## TIMELINE

Date 2000-01	Responsibility	Action
25/9 ✓	UNRCO	Initiation of UNDAF
6/10 ✓	UNCT	Decision on UNDAF retreat
10/10 ✓	UNRC/O	Government invited to participate and CDR to co-chair
23/10 ✓	UNCT	UNDAF retreat (UN priorities for UNDAF). Core issues and challenges agreed; proposed process and timeline tentatively agreed.
30/10 ✓	UNCT	Follow-up to retreat: proposal for Steering Committee, including support group, and for thematic groups finalized. Date of workshop agreed.
2/11 ✓	Steering Committee	Drafting of general parts initiated
2/11 ✓	UNRC/O (UNCT)	Government agreement on participation and process secured.
3/11 ✓	Steering Committee / lead agencies	Thematic groups established
9/11 ✓	UNRCO	UNDAF workshop for national counterparts, UNS programme staff, and representatives of civil society and donors
17/11 ✓	Thematic group 2	Agreement on goals, objectives and indicators
20-30/11 ✓	Thematic group 2	Stakeholder consultations
4/12 ✓	Thematic group 2	First draft completed
11/12 ✓	Thematic group 2	First draft submitted to Steering Committee for review and comments by 21/12
17/12 ✓	Thematic group 1	Agreement on goals, objectives and indicators
17/12-7/1 ✓	Thematic group 1	Stakeholder consultations
12/1 ✓	Thematic group 1	First draft completed
12/1 ✓	Thematic group 1	First draft submitted to Steering Committee for review and comments by 26/1
30/1 ✓	Steering Committee	Second meeting (review of thematic group reports and agreement on finalization of process)
1-28/2 ✓	Thematic Groups	Final consultations with stakeholders

Date 2000-01	Responsibility	Action
1/3-15/5 ✓	Thematic Groups / UNDAF Coordinator	Drafting and finalization of core UNDAF goals and objectives after revision of thematic group reports.
27/4 ✓	UNDAF Coordinator	Consultations with UNDGO and Learning Network (specifically not represented UN agencies)
1/5-20/7 ✓	UNDAF Coordinator	Drafting of all other sections of the UNDAF, in consultation with draft committee and UN Country Team and main government counterpart
25/7 ✓	UNDAF Coordinator / Drafting Committee	Draft UNDAF completed and transmitted for review by Steering Committee
25/7 ✓	Drafting Committee / Steering Committee	Final review and comments
21/8 ✓	Steering Committee	Draft UNDAF final review and approval
31/8 ✓	Steering Committee	UNDAF approved and launched
12/12 ✓	Government/Council for Development and Reconstruction	Document content cleared

## **Mechanisms for UNDAF preparation**

### **1. UN Country Team**

Overall responsibility

### **2. UNDAF Steering Committee.**

TOR: To design, oversee and manage the UNDAF exercise

Co-Chairs:

- Mr. Yves de San, UN Resident Coordinator
- Mr. Mahmoud Osman, President, Council for Development and Reconstruction, represented by Mr. Ali Serhal, Director of Programmes

Members:

- Ms. Nada Al-Nashif, UNDP,
- Mr. Ekrem Birerdinc, UNICEF
- Specialized agencies:
  - Mr. Noureldine Kadra, FAO
  - Ms. Azita Berar, ILO
  - Mr. Victor Billeh, UNESCO
  - Mr. Giuseppe Papuli, UNIDO
  - Dr. Habib Latiri, WHO
- Mr. P. Hari Prasad, World Bank
- Representatives from government at the level of Director-General:
  - Mr. Alain Bifani, Finance
  - Mrs. Nemat Kanaan, Social Affairs
  - Environment: Mr. Berj Hatjian
  - Dr. Nimr Freiha, Education, National Education Research and Development Centre (CRDP)
  - Mr. Raymond Khoury/Mr. Atef Merhi, Administrative Reform
  - Dr. Walid Ammar, Health
  - Mr. Nabil Abdelnour, Interior and Municipal and Rural Affairs
  - Mr. Moussa Gedeon, National Employment Office
  - Mrs. Maral Tutélian, Central Administration for Statistics
- Mr. Roger Nasnas, President of the Economic and Social Council

**UNDAF Coordinator:** Mr. Christian De Clercq

**Support Group to Steering Committee** (in addition to UNDAF Coordinator), senior professional staff of UN System organizations and government:

- Ms. Amal Karaki, Senior Programme Specialist, CDR
- Ms. Adèle Khudr, UNICEF
- Ms. Randa Aboul-Hosn, UNDP

TOR: To draft different sections of the UNDAF not directly addressed by the thematic groups (the different annexes, executive summary, rationale, follow-up and review, and programme resources framework)

The Sub-regional Resource Facility for Arab States (SURF-AS) of the UNDP provided assistance in the review and finalization of the UNDAF.

The final draft of the UNDAF was edited by Mr. Riad al-Khoury, Consultant.

### **3. Thematic Groups**

- Group 1: capacity building of governance systems (private, public and civil society sectors)
- Group 2: a rights-based approach to development

**TORs:**

- To review and discuss the substantive approach to the work of the group
- To identify and select core and other stakeholders and to define their respective roles in the thematic group
- To brainstorm and consult with stakeholders on the subject
- To provide technical support in developing the goal, objectives, relevant indicators, outputs and the main lines of action towards the achievement of the relevant goal
- To formulate and draft the cooperation strategies on how to achieve the objectives
- To undertake wide-ranging consultations with different stakeholders and development specialists
- To prepare a first and final draft the relevant report of the thematic group (five to a maximum of ten pages)

**Group 1: Strengthening of Governance Systems in the Public, Private and Civil Society Sectors (Capacity Building)**

Chair: Ms. Nada Al-Nashif, UNDP

Government

Ms. D. Feghali, National Employment Office

Ms. Amal Karaki, Council for Development and Reconstruction

Mr. Nader Keyrouz, Central Administration of Statistics

Mr. Nader Kobeisi, Ministry of Finance

Mr. Kamal Stephan, Center for Educational Research and Development

Private Sector

Ms. D. Malek, Chamber of Commerce and Industry of Beirut

UN Agencies

Ms. Randa Aboul-Hosn, UNDP

Ms. Christian De Clercq, UNRCO

Mr. Nasser Israoui, UNDP/Office of the Minister of State for Administrative Reform

Ms. Zeina Khawand, CICP

Ms. Asma Kurdahi, UNFPA

Mr. Atsushi Nagata, ILO

Mr. Ramzi Salameh, UNESCO

Ms. May Ziadeh Saliba, ESCWA

**Group 2: Promoting and Implementing the Rights Based Approach to Development**

Chair: Mr. Ekrem Birerdinc, UNICEF

Government

Mr. Nabil Abdel Nour, Ministry of Municipal and Rural Affairs

Mr. Nader Kayrouz, Central Administration of Statistics

Mr. Habib Khawaja, Ministry of Social Affairs

Ms. Madonna Lahoud, Ministry of Interior

Dr. Mohamad Ali Kanaan, Ministry of Public Health

Ms. Hanan Meneem, Center for Educational Research and Development

UN Agencies

Ms. Zena Ali Ahmad, UNDP

Dr. Ali El Zein, UNICEF

Ms. Asma Kurdahi, UNFPA

Ms. Adele Khudr, UNICEF

Mr. Atsushi Nagata, ILO

Dr. Elissar Radi, WHO

Ms. Solange Saadeh, FAO

4. **Consultations.** The overall goal of the consultation process was to strengthen the ownership of the UNDAF among government, nongovernmental and UN agencies. It was also one way to consolidate the list of indicators, which were proposed by the thematic group. The consultation process sought to define the areas through which the UN organizations could make contributions to the goals and objectives set out in the UNDAF.

The objectives of the consultations were:

- To establish ownership,
- To fine tune the objectives,
- To validate indicators and to propose the more focused ones,
- To suggest areas of intervention for the UN System, and
- To define cooperation strategies to achieve the objectives

Issues taken into consideration in the consultation process with concerned institutions and organizations:

- To recognize the comparative advantages of the UN system towards the achievement of the objectives,
- To develop a realistic and chronological sequence of goals, objectives and programmes,
- To ensure due consideration to crosscutting concerns, such as gender, youth and the environment,
- To assess the opportunity for reforms (UNDAF: a planning framework as a tool for reform), and
- To identify partnerships (government, civil society, private sectors, donors, etc.)

Criteria of selection of partners

- Involved and concerned in issues
- Change agents (will follow-up)
- With decision-making power
- With outreach to beneficiaries (parliamentary committees, media, etc.)