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THE ROLE OF THE MINISTRY OF GENERAL PLANNING
IN THE ECONOMIC PLANNING AND DEVELOPMENT
OF LEBANON

BY

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TABLE OF CONTENTS

	Page
PREFACE	v
LIST OF TABLES	vii
LIST OF CHARTS	viii
 Chapter	
I. THE ROLE OF THE LEBANESE ADMINISTRATION IN ECONOMIC PLANNING AND DEVELOPMENT.	1
Foreign Rule and Impact on the Lebanese Concept of Public Administration	
Attempts at Administrative Reforms	
Attempts at Economic Planning and Development	
II. ORGANIZATION AND FUNCTIONS OF THE MINISTRY OF GENERAL PLANNING	41
The General Directorate	
The Planning and Development Board	
Other Provisions of the Law of June 12, 1962	
III. THE PRESENT SET UP AND ACHIEVEMENTS OF THE MINISTRY OF GENERAL PLANNING	59
The Present Situation	
The Achievements of the Ministry of General Planning	
Assessments and Prospects	
IV. CONCLUSION	91
APPENDIXES	95
A. UN Technical Assistance Programme to Lebanon	
B. Liste des Expert Etrangers Aupres de Gouvernement Libanais	
C. Names of Students at the Institute For Development Training	
D. Composition of the IRFED Mission to Lebanon	
E. Five Years Plan as Developed by the Planning and Development Board, 1958.	
F. 450 Millions Plan	
BIBLIOGRAPHY	112

PREFACE

This thesis is on the role of the Lebanese administration in economic planning and development. It treats the subject by mainly studying the Ministry of General Planning intrusted with this function.

I was promoted to write on this topic due to the increasing importance given to the role of public administration in economic planning and development. Because Lebanon is still an infant in this sphere, my intention is to lay down in this study a frame of reference that can be used for further study and research by fellow students. By no means does this thesis give a true account of the role of the Lebanese administration in economic planning and development. This role is still expanding every day.

Another motive underlying the writing of this thesis arose from the fact that it has not been tackled before. The Ministry of General Planning is in its formative years, and Lebanon is moving into a new era where it is hoped that in the near future its economic and social problems will be solved. With the proper functioning of this Ministry, it is believed that the national income would be equitably distributed, a higher living standard would be achieved and social misery would be eliminated. The reader must be aware that this thesis studies the modern trend towards the planning era, which in itself constitutes a critical stage, a stage where a country is trying to catch up with movements that took place in more advanced societies

years ago. The reader must also note that at the time this study was being written, many plans and institutions were still being created and reform movements were still taking place. I tried to trace the role of the Lebanese Government until the end of April 1963.

This study owes a great deal of its content to the thoughts and efforts of persons other than the author. I would especially like to thank Prof. Emile S. Shihadeh, my advisor, for all the hours he devoted to guiding my thinking and correcting the manuscript. I would also like to thank Mr. Mustafa Nusouli, Director General of the Ministry of General Planning, for the interest he showed in my work and for his help in providing me with valuable material. My gratitude goes also to Dr. Iskandar Shalhub of the Institut De Formation En Vue De Developpement who made many valuable suggestions that I have incorporated. I would like to thank also all those whom I interviewed and whose names are mentioned in the course of the study. X In addition, I should not forget the constant and sincere encouragements of my fiancée Miss Peggy Vasquez, and my life time friends Richard Mújais, Sami Saadeh, and Wajdi Na'man. My thanks goes also to my cousin Miss Mona Hajjar who typed this thesis. One thing remains to be said and that is, whatever errors herein must be counted as part of my original contribution.

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June 1963

LIST OF TABLES

Table	Page
1. Confessional Composition of the Lebanese Population Before the Enlargement, After, and More Recently . . .	7
2. Budget Total De L'Assistance Technique De L'ONU Au Liban	28
3. Expansion of the Lebanese Budget 1924-1962, Representative Years	32
4. Total L.L. Alloted for the Ministry of General Planning, Representative Years	33
5. The Vacant Positions at the Ministry of General Planning, As at March, 1963	62

LIST OF CHARTS

Chart		Page
1.	Organization of the Ministry of General Planning as of June 12, 1962	51
2.	Organization of the Ministry of General Planning as of December 12, 1959	52
3.	The Organization of the Central Statistical Service .	66
4.	The Present Units of the Studies and Planning Service .	70

CHAPTER I

CHAPTER I

THE ROLE OF THE LEBANESE ADMINISTRATION IN ECONOMIC PLANNING AND DEVELOPMENT

Planning can be defined as laying down the course for future action. Historically, the role of the state in Lebanon has been confined to maintaining law and order, and as such very little economic planning was done. Not until the Ministry of General Planning was established that real planning was undertaken.¹

It is now generally accepted that governments play a major role in economic development.² But economic growth is not the only factor in economic development,³ "for in a world of limited resources, unlimited expansion is certainly not the permanent road to general prosperity and peace."⁴ Governments armed with fiscal, monetary, and regulatory policies and their public enterprises, in addition to their indirect effect on several social, political and economic elements in a society can, through a proper planning of the use of these weapons, induce economic development in their societies.

¹The Ministry was established in 1954, and reorganized twice in 1959 and 1962.

²See Management of Direct Investments in Less Developed Countries, A Report submitted to the International Bank by the Foundation For Economic Research of the University of Amsterdam (Leiden: H.E. Stenfert Kroesen N.V., 1957), pp. 35 - 36.

³For additional details see Ragnar Nurkse, Patterns of Trade and Development (Oxford: Basil Blackwell, 1961), pp. 33 - 36.

⁴Harold F. Williamson and John A. Buttrick, Economic Development, Principles and Patterns (New Jersey: Prentice Hall Inc., 1954), p. 364.

In the West, the industrial revolution had created big business, big institutions, and big governments, thus creating what is generally termed as advanced societies. The less developed and transitional societies, have had no such experience in wide expansion, and in relation to other institutions, the government remains the most powerful and biggest institution in these societies. Initiating, accelerating and sustaining economic growth, are thus the functions of governments of less developed countries.⁵ The difference between the role of governments in advanced countries and in less developed ones, is that in the case of the former, its role can be viewed as supplementary to the role of other existing big institutions; while in the latter, the role of governments is viewed as the primary agent to stimulate growth and to create investment opportunities.

Since the role of government in less developed countries is essential to promote development, public administration, the major instrument of government, which Fredrich Riggs called the neglected factor in economic development,⁶ becomes the most important institution intrusted in carrying out that role. This is manifested by the fact that no country can claim to be on the development path "when basic problems of public administration have not yet been solved."⁷ It is for this

⁵ Benjamin Higgins discusses this point in great clarity and details in his chapter of "Planning Economic Development" (Economic Development New York: W.W. Norton and Company Inc., Ltd., 1959). Also see Ibid., Part Two which deals with general theories of development as the Classical Theory, the Marxist Model, Schumpeter's Theory, Harrod Model, and Hauson's Theory.

⁶ Fredrich Riggs, "Public Administration, A Neglected Factor in Economic Development," The Annals, (May, 1956), pp. 70 - 80.

⁷ Albert Hirschman, The Strategy of Economic Development (Yale University Press, 1958), p. 155.

reason that many of the less developed countries have been trying over the past years to introduce changes in their public administrations and to make them adequate institutions to meet the requirements of growth.⁸

In this chapter, which surveys the expanded role of the Lebanese Government in economic planning and development, the first section will review the major changes that took place in the Lebanese Administration since independence to the present day. In order to fully appreciate the significance of these changes, we must examine the impact created upon the Lebanese public administration, as a result of foreign rules and then to study the administrative reforms movements undertaken during the past decade. The last section of the chapter would deal with the role of the Lebanese Government in economic planning and development.

⁸ Prof. Pollock, former chairman of the American Political Science Association, told me early in March 1963 that he and Prof. Gulick were asked by the Egyptian Government to study its administration and to submit their recommendations concerning its reorganization. One of the primary motives that led the Egyptian Government to ask for such a study lies in its interest to produce an administrative system efficient enough to cope with the development projects being implemented in the country.

Foreign Rule and Impact on the Lebanese Concept of Public Administration

The foreign powers that ruled Lebanon were : The Ottoman Turks as early as 1517 when they first conquered Geographic Syria, and ruled the area until 1920 when Lebanon was placed, by the League of Nations, under the French mandate. The mandate period ended with Lebanese independence on November 22, 1943.

Lebanon Prior to 1920

The history of Lebanon prior to the year 1920 is essentially the history of Mount Lebanon, which due to its rugged terrain, remained independent despite various attempts to conquer it. Because of its topography, Mount Lebanon became the place where minorities and religious groups found refuge.

During the 7th century, the Maridates came to Lebanon, and soon followed by the Maronites who later became the largest religious sect in Mount Lebanon. They were first established in Syria after the death of St. Maron in 410 A.D.; and due to the bad relations they had with the Byzantines, they moved to Mount Lebanon in 700 A.D.⁹ The Maronites built their first church in the year 479 in Ihdin, northern Lebanon, and were able to establish relations with the Pope who recognized them as Catholic .

⁹ Father Michael Dumit, AL-Nawarina (Beirut: The Catholic Press, 1955), pp. 1 - 12.

sect. Thus the Maronite Patriarchy became the unifying factor for all the Maronites of Mount Lebanon.¹⁰ Later on, Mount Lebanon became surrounded by the Arabs of neighbouring areas, who through their contacts with some of the inhabitants converted them to Islam and then to Druze when this (Muwahidun) Islamic sect became popular.¹¹ By the time the Ottomans occupied Geographic Syria, the Maronites and the Druzes were the major religious sects in Mount Lebanon. The political and fiscal burdens of the Ottoman agents, brought both sects together under the Ma'nids emirs for more than a century of prosperity and peace. In order to weaken their union, and thereby reduce the power of the Ma'nid emirs, the Turks started to spread sectarian jealousies among the Christians and the Druzes. It was after 1797, and during the Chihabs emirate that sectarian jealousies were developed openly.¹² In 1841, civil war broke out between the Maronites and Druzes which resulted in the division of Mount Lebanon into a northern district governed by a Maronite, and a southern district governed by a Druze. This new system did not help much for civil war continued and reached its climax in 1860 where thousands of Christians were estimated to have been massacred by the Druzes. The result was foreign intervention by the great powers: France, Britain, Austria, Prussia, and Russia who, in agreement with the Ottoman government, worked out a statute formalising and defining the autonomy of Mount Lebanon. This statute (reglement organique), which was promulgated in 1861 and stipulated that the Sanjak (District) of Lebanon would be governed by a

¹⁰Ibid.

¹¹For a detailed information see Phillip Hitti, Lebanon in History (London: MacMillan and Co., Ltd., 1957), pp. 244 - 265.

¹²Ibid., pp. 371 - 375 and pp. 387 - 397.

non-Lebanese Ottoman Christian who would be appointed by the Ottoman government with the consent of the above five European powers. This was the regime of the Mutasarrifiyah of Jabal Lubnan,¹³ which lasted until the first world war when the autonomous regime of Mount Lebanon was abolished. Turkey's defeat in that war resulted in Lebanon being placed by the League of Nations under the French mandate.

Lebanon After 1920 -

The first French High Commissioner, General Henri Couraud, divided Syria and Lebanon into administrative units thus creating what later came to be known as Greater Lebanon. This administrative change had enlarged Mount Lebanon to include the coastal towns of Tripoli, Beirut, Sida, and Sur, the district of Biqa' and Jabal Amel in the south. Due to this enlargement, the population of Greater Lebanon changed markedly to make the Sunnis as the major Islamic sects instead of the Druzes. The total Christian population for long remained the majority as compared to the total Moslem population.¹⁴

The French government drafted a constitution for Greater Lebanon which was based on the 1875 French constitution. This constitution was promulgated on May 23, 1926, creating the Republic of Lebanon.¹⁵ The French

¹³Ibid., pp. 442 - 443.

¹⁴For the confessional composition of the Lebanese population, see Table 1.

¹⁵For a detailed information of the political history of Lebanon, see Albert Hourani, Syria and Lebanon (London: Oxford University Press, 1954), pp. 180 - 198.

TABLE 1
 CONFSSIONAL COMPOSITION OF THE LEBANESE POPULATION BEFORE THE ENLARGEMENT,
 AFTER, AND MORE RECENTLY⁽¹⁾

<u>Religious Sect</u>	<u>1913</u>	<u>1932 Census including Emigrants</u>	<u>1956 Census including Emigrants</u> ⁽²⁾
Maronites	243,308	351,197	423,708
Greek Orthodox	52,356	134,343	148,927
Greek Catholics	31,936	76,336	90,788
Protestant	2,815	9,800	14,365
Armenian Gregorians	67	28,072	63,679
Armenian Catholics	-	6,344	14,361
Syrian Jacobites	-	2,820	4,798
Syrian Catholics	-	3,115	5,699
Chaldeans (Nestorian)	-	763	1,466
Latin	-	-	4,446
Total Christians	329,482	612,790	772,237
Sunni Moslems	14,529	195,335	286,238
Shi'i Moslems	23,413	165,945	250,655
Druzes	47,290	62,084	88,131
Total Moslems	85,232	423,364	625,024
Jews	86	4,003	6,692
Others	-	7,656	7,193
Total Population	441,800	1,047,813	1,411,116

(1) For the statistical data of 1913 and 1932, see Pierre Pondot, Les Instituts Politique Du Liban (Paris: Institute d'Etudes de L'Orient Contemporain, 1946), pp. 28 - 29.

(2) For the statistical data of 1956, see AL-Nahar, Beirut, April 26, 1956. We should note here that the 1932 census was the last official population census taken in Lebanon. No other census was taken for fear of revealing a Moslem majority. Hence, the 1956 census in AL-Nahar cannot be considered as scientifically reliable.

gave the Chamber of Deputies legislative powers, the President and his cabinet had executive powers, and judicial powers resided in the Ministry of Justice. In addition, the French during the last decade of their mandate helped in enlarging the administration to meet the new needs of the Lebanese society. They kept control over the country until November 22, 1943 when Lebanon gained full independence.

Impact of Foreign Rule on Lebanese Administration

The Turkish rule of Lebanon was mainly interested in full political and economic control over the country, and hence, started religious sectarian feelings as the method to help them attain their purposes. The French on the other hand, were mainly interested in extending their culture to the Lebanese people as a means to draw Lebanon closer to Paris. We can summarize the impact of foreign rule on the Lebanese administration in the following points:

1. Mistrust in Government

The feeling of mistrust in government can perhaps be a universal fact in all former colonies and trust territories. The peoples of these countries, were in the majority of cases of different race, religion, and cultural background than their foreign rule, that is natural to have such a feeling of mistrust developing towards the foreign masters

who took advantage of their status on the expense of the Nationals. The mere name of that foreigner was unconsciously associated with the institution of government and ruling. Thus the Lebanese who for centuries learned to mistrust the institution of government because of its association to the Turks and the French, continue today to mistrust that institution and its ability to insure justice and equity despite the fact that it no longer is associated with the foreigner. Morroe Berger in his study of the Egyptian bureaucracy pointed out the fact that the foreign rules of the Ottomans and the British in Egypt had resulted in this feeling of mistrust in government. Berger goes on to say that the Western view of justice and equity is directly related to the culture of these societies so that it is difficult to transplant such ideas in a different society with different traditions, customs and culture. In addition the loyalties of the public officials themselves seem to be divided as a result of the foreign rule.¹⁶ Hence not only in Lebanon, but also in Egypt there exist this huge gap between the government and the people due to the impact of foreign rule.¹⁷

¹⁶ See Morroe Berger, Bureaucracy and Society in Modern Egypt (New Jersey: Princeton University Press, 1957), pp. 118 - 123.

¹⁷ Kamal Dsukei, Psychology of Public Administration (Cairo: Anglo-Egyptian Library, "n.d."), pp. 67 - 68.

2. A Wrong Concept of Public Office

The Turks practice in administering their colonies was to appoint an official whose sole task was to collect taxes for them. This practice developed later on, that appointment to public office was easily secured by any person who had the ability to pay a certain lump sum of money in exchange for his appointment. In return, he was given full authority to collect taxes in the name of the Turkish rulers; so that the main aim of the Turkish public officer was to reimburse himself and to make as much profit as he could.¹⁸ This practice no longer exists in the Lebanese administration, but its serious impact is that the public office is regarded as the place for prestige, and that the source of authority is the superior and not the public as in advanced countries.¹⁹

3. Religious Sectarianism

Religious sectarian feelings as started by the Ottomans, were further strengthened by the French who saw to it that all sects were to be represented in public offices, with the key ones reserved to the Christian majority. The Presidents of the Republic for example, were all Christians by convention.²⁰ This practice of religious sectarianism is in fact considered legal in Lebanon, and is embodied in the present constitution of the Republic in article 95 which specifically states that:

¹⁸ Bernard Lewis, The Emergence of Modern Turkey (London: Oxford University Press, 1961), pp. 368 - 369.

¹⁹ Ibid., p. 11.

²⁰ Hourani, op.cit., p. 180.

By temporary right and with a view to justice and harmony, the communities shall be equitably represented in public employment and in the formation of the ministry, without prejudice, however, to the welfare of the state.²¹

Such a guarantee for the balanced sectarian representation in the Lebanese bureaucracy results in a situation whose conflicts of loyalty in administrative behavior becomes inherent. In a country like Lebanon where group consciousness and solidarity are maintained, an administrator may face considerations of national importance that clearly run counter to sectarian interests. Such a situation undoubtedly has an important bearing on administrative behavior.²² In addition, religious sectarianism has serious repercussions on the Lebanese public administration namely on recruitment and appointment which may sacrifice merit to religious representation; and in the allotment of positions according to a sectarian quota. Lack of specialized personnel needed, and the abundance of many unqualified ones is the outcome of such a situation.

4. Emphasis on Centralization

Aside from organizing the country's administration on a highly centralized bases as existed in France; the French have required that all administrative decisions be referred to a French senior consultant for approval. Today, we find that so many details are constantly referred up to higher officials for action, thus diverting the attention of these

²¹ Amos Peaslee, Constitution of Nations, Vol. II (The Hague: Martinus Nijhoff, 1956), p. 582.

²² Emile Shihadeh, Culture and Administrative Behavior in Lebanon (Beirut: Khayat's, 1963), p. 80.

officials to petty problems instead of using their time and office to the consideration of major decisions. The Accounting Law for instance, requires that so many details that can very well be handled by lower officials, to be approved by the Director General of a ministry, and in certain cases by the Minister himself.²³ Dr. Mazbudi of the Ministry of Finance, had described the financial activities of the government as being subjected to extremely tight controls by three separate bodies. There are those controls exercised by the Ministry of Finance itself, those exercised by the Financial Inspection Board, and finally those by the Public Accounting Bureau.²⁴ Hence very little leeway is left for the governmental services in determining their financial questions without having first to get the approval of the central administration.

5. Legalistic Approach

The emphasis on the legalistic approach in Lebanon had originated from the French administrative thought that emphasizes legal provisions, rather than providing the administrator with discretionary authority. This legal orientation affects the Lebanese administration in two general ways: (1) It obliges the administrator to apply the law in its narrowest sense because of the existence of excessive administrative and financial controls; and, (2) it provides for the recruitment to public offices administrators

²³See Legislative Decree No. 117, "The Accounting Law," Compilation of Legislative Decrees (Beirut: Sader Press, 1959), pp. 158 - 195.

²⁴See a lecture by Dr. Zaki Mazbudi in Discussions in Administrative Reorganization (Beirut: Lebanese Political Science Association, 1959), p.106.

whose orientation toward public administration is from the legal perspective. This is why a law degree, (Licence) or equivalent, is considered to be the prerequisite for practically any administrative job to the top three grades of the administration.²⁵ All this means that "regarding administrative procedures per se, little recognition has been given to the role that might be played by positive management and personnel practices."²⁶

²⁵Legislative Decree No. 112, "The Personnel Law," op.cit., pp. 93 - 124.

²⁶Ralph Crow and Adnan Iskandar, "Administrative Reform in Lebanon, 1958-1959," International Review of Administrative Science, No. 3, (1961), p. 294.

Attempts At Administrative Reforms

The efforts to reform the administration did not start until 1951. Prior to that year, the regime of President Bechara al Khuri was totally occupied in firmly establishing the newly acquired independence. However, the two administrative reform movements that took place after 1951 were basically different in approach as we shall see in the course of our discussion. Prior to the year 1958, the reform movement was not based on scientific grounds that took into account the major needs of the society; rather it was meant to cope with the existing irregularities on a hit and run basis. After 1958 the approach to reform started with the assumption that the Lebanese society had certain needs that the administration should help attain. On this basis, the reform movement was functionally organized to meet the society's needs. All the agencies and committees established after 1958 had a well defined purpose and objective to achieve. It was the intention of the new regime of President Fuad Chehab, to scientifically organize the reform movement, so that it can play a major role in the social and economic development of Lebanon.

The year 1951 marked the first real attempt for administrative reform. A Bureau of Accounts was created to deal with administrative and financial irregularities in government. "The Bureau, however, did not function well at the start, not knowing what offices and agencies existed, and what their functions and duties might be. But later on, with growing improvement in

Lebanese administration, the Bureau of Accounts began to function properly.²⁷ The next step came after the overthrow of the regime of Bechara al Khuri in 1952. Lebanon witnessed two administrative reform movements; the first during the regime of President Camile Chamoun, and the second during the present regime of President Fuad Chehab and which is still going on. Each of these movements deserves separate consideration.

Reforms Under President Chamoun's Regime

The law of October 15, 1952 gave the cabinet of Khalid Chehab emergency legislative decree powers for a period of six months and specified the thirteen major areas in which the government can use this power of legislation. Out of the thirteen major areas specified, five dealt with administrative reforms. These were:²⁸

- a- Reorganization of governmental departments and cadres.
- b- Revision of personnel laws.
- c- Administrative reorganization on the basis of decentralization.
- d- Reconsideration of the public accounting law and the Bureau of Accounts.
- e- Establishment of a planning and economic development board.

²⁷ Iskandar B. Shalhub, "Planned Administrative Change in Lebanon," (unpublished Ph.D. dissertation, Maxwell Graduate School of Citizenship and Public Affairs, Syracuse University, 1962), p. 85.

²⁸ See Compilation of Legislative Decrees, (op.cit., 1953), p. 1.

As a result of these legislative powers, the cabinet of Khalid Chehab issued a total of 90 legislative decrees during the period of October 15, 1952 up to April 15, 1953. The decrees had established new governmental departments, reorganized existing ones and defined their duties and responsibilities, specified the cadres for all ministries, created a new personnel law, established a planning and development board, and provided many other reforms such as a revision of the judicial system and the accounting and auditing procedures.²⁹

The next phase of the administrative reform movement under Chamoun's regime was carried on by the cabinet of Sami al-Sulh during the period of October 15, 1954 to January 15, 1955. The reforms then were simply intended to introduce minor changes to the previous provisions introduced by the Cabinet of Khalid Chehab in order to insure a smooth operation of the administration; for some of the new laws were found to be inapplicable and bulky. In his request to be granted similar powers to legislate by decree, Premier Sulh said in Parliament on October 15, 1954 the following statement:

The cabinet in 1952 was granted legislative decree powers in various areas for a period of six months. During that period the government issued about 100 legislative decrees that dealt with the organization of governmental departments, the adoption of a new personnel law, and the issuance of accounting procedures. These decrees constituted a comprehensive law upon which the present Lebanese administrative structure is built. But during the past two years we have experienced that some of the legislative decrees in force are not applicable and should be amended in order to promote efficiency and to assure better coordination in governmental functions.³⁰

²⁹See Ibid., Vols. I and II.

³⁰Republic of Lebanon, Official Gazette, (1954), p. 1550.

Accordingly, and "as in 1952, new legislation was issued, new cadres set up, and a new personnel law adopted, In most cases rather minor changes and in some cases more extensive alternations were made."³¹

Thus the regime of President Chamoun was largely responsible for the definition of the scope and functions of the Lebanese administration by redefining its objectives, creating new administrative systems and allocating new duties and responsibilities. Finally, it was responsible for putting these reforms into operation by what then was thought the most efficient procedures.

Reforms Under President Fuad Chehab's Regime

Because of the circumstances that brought President Chehab to office in 1958,³² the new regime aimed at the establishment of an administration that is scientifically organized and which can efficiently carry on the governmental programs. Under this regime, administrative reforms had already passed through three phases of their implementation, and at the time this study was being written, the forth phase was still taking place.

³¹Crow and Iskandar, op.cit., p. 296.

³²In 1958 civil war broke out in Lebanon that amounted later to a war between the Christian and Muslim population in the country. As a result, political and social differences became intolerable and General Fuad Chehab, Chief of the Army, was chosen to be the President of the Republic as a compromise to the internal disputes.

First Phase -

The Law of December 12, 1958 gave the Council of Ministers, headed by Rashid Karamah, legislative decree powers for six months in nine major areas, the third was in the field of public administration,³³ to deal with such matters as duties and responsibilities, operations, executive control and personnel.³⁴ In addition, the government wanted to establish new organizations to perform essential services to the administration; as a civil service commission to recruit competent employees into the governmental service.

The Council of Ministers, in carrying out these reforms, reserved for itself the study of the major projects, and by an Executive Decree No. 193, of December 6, 1958 established a central Committee of Administrative Reform to deal with subjects given to the Cabinet by the legislative mandate. Further, articles 4 and 5 of the above Decree established task forces in each ministry to prepare data on the existing conditions of each ministry and to submit details concerning each administrative unit such as the number of its personnel, its duties and responsibilities, and relations between various units. The task forces were also to recommend changes in relation to work simplification and reduction in personnel.

³³Official Gazette, Vol. LI, (1958), p. 691.

³⁴Executive Decree No. 193, Ibid., Vol. L, (1958), p. 660.

This phase achieved a total of 162 legislative decrees dealing with practically every aspect of the administration.³⁵ They have replaced many of those introduced during Chamoun's regime, and as was stipulated, a Civil Service Commission including a public Administration Institute; and a Central Inspection Commission which includes a Directorate of Research and Guidance to function as an organization and methods office, were created.

Second Phase -

This phase had two main objectives, one relating to the organization of public agencies, and the second relating to the personnel law. Here the government issued regulatory decrees defining administrative units and specifying their duties and responsibilities, and regulated grades, categories, ranks and pay scheduals.³⁶ Further, the government appointed the Central Committee for the Implementation of Administrative Reforms, to work out in details what was outlined in the legislative decrees.³⁷

During this phase 65 regulatory decrees dealing with the reorganization of ministries and government agencies, their cadres, identification of responsibility and authority, channels of communication, and other regulatory

³⁵Compilation of Legislative Decrees, (op.cit., Vols. I and II, 1959).

³⁶Legislative Decree No. 111, "Organization of Public Agencies," Official Gazette, Vol. XXVII, (1959), p. 503. Also "The Personnel Law," op.cit., p. 508.

³⁷Executive Decree No. 1732, Ibid., Vol. XXXIX, p. 606.

and procedural provisions.³⁸ Also major transfers took place, the Central Statistics Directorate was transferred from the Ministry of National Economy to the Ministry of Central Planning, and the transfer of the Bureau of Accounts from the Ministry of Finance to the office of the Prime Minister. In addition, the institutions established during the second phase, the Civil Service Commission, including the Public Administration Institute; and the Central Inspection Commission, including the Directorate of Research and Guidance; and a Civil Welfare Service, were for the first time organized.

Third Phase -

This phase of administrative reforms was concerned in adjusting some of the legislative and regulatory decrees introduced in 1959, for these had caused some administrative hardships. In 1960, the Central Committee for the Implementation of Administrative Reforms was abolished, and instead a Minister for Administrative Reforms was appointed with the responsibility of overseeing the whole reform program. This situation lasted for only few months and in May of that same year the portfolio of a Minister for Administrative Reform was abolished and instead, the Directorate of Research and Guidance continued its activities and was placed under the supervision of the Director General of the Office of Prime Minister.

³⁸ Supra, Footnote 35.

The achievement of this phase was primarily in clarifying the relationship between the Central Inspection Commission with the Civil Service Commission and the Bureau of Accounts by specifying the duties of each in order to avoid overlapping of functions.³⁹

Fourth Phase

The fourth phase which started since the end of 1961, and which is still going on with the second Cabinet of Rashid Karamah under President Chehab's regime, has been interested in the organization of the newly created agencies and with developing classification plan for government employees. During the year 1962 the Central Inspection Agency was reorganized by the Executive Decree No. 8480 of January 9, the Institute for Development Training was organized January 7, by an Executive Decree No. 8490. The Ministry of General Planning was reorganized for the third time by the Law of June 12, and by a Decree No. 10494 the Institute for Judicial Studies was organized in June.⁴⁰ Also by an Executive Decree No. 217 issued on January 10, 1963 a classification plan was developed pertaining to the Central Inspection Agency.⁴¹ In addition a Disciplinary Council was established by the Decree No. 8415 of January 24. At the time these lines were been written, it is difficult to determine the total

³⁹See the laws that created the Commissions and the Bureau and which defined their duties in Compilation of Legislative Decrees, (op.cit., 1959).

⁴⁰Official Gazette, (1962).

⁴¹Ibid., Vol. III, (1963), pp. 103 - 105.

impact and achievement of this phase.

Comparing the reform movements under the regimes of President Chamoun and that of President Chehab, we can make the following remarks based on our own conclusions from the foregoing discussion, and on the conclusions arrived at by Ralph Crow and Adnan Iskandar in their article, "Administrative Reform in Lebanon, 1958-1959" published in the International Review of Administrative Science in 1961.

The reform movements undertaken by the regime of President Chamoun had several shortcomings due to lack of experience in this area.⁴² In the first place, there was a lack of specialized machinery to carry out the reform duties and to implement the proposed changes. The regime had relied on full time high officials who were handicapped by the fact that they could not see beyond the problems of their own ministries. Secondly, seldom any scientific research or investigation was made of the problems faced by the administration; nor any consideration was given to the scientific means of overcoming these problems. Thirdly, the repetitive efforts done by the various cabinets, in an attempt to achieve reforms, were very much the same as manifested by the lack of understanding of the administrative process and the repetition of that entire process periodically. Fourthly, there existed a lack of coordination among the work of individuals and groups working separately. Finally, under Chamoun's regime, the civil

⁴²Crow and Iskandar, op.cit., pp. 295 - 297.

servants were not trained and skilled adequately to cope with reform movements; nor was there outside qualified experts.

The reform movement under the regime of President Chehab was basically different in approach. This is because the impetus for reform came mostly from the circumstances that brought President Chehab to office, namely the crisis of 1958 that focused some attention on certain basic defects in the political and administrative systems. In addition, much credit can be given to the person of President Chehab whose military background is reflected in the high qualities of honesty, discipline and efficiency he enjoys that made him impatient with the prevailing economic and administrative conditions then. These factors were reflected in the reform movements under his regime, which can be classified as movements, based on scientific research and a positive attempt to implement the recommendations made by the various experts recruited for this purpose. Nonetheless, this movement did not proceed without encountering certain problems.⁴³ To begin with, the Central Committee for the Implementation of Administrative Reforms that was established by the Executive Decree No. 193, and the subordinates committees established were left alone to operate independent of each other without providing them with a frame of reference that would define their duties. As a result confusion arose as to the meaning of administrative reform proper and reform of basic policy, which was later reflected, in the works of the Central Committee

⁴³Ibid., pp. 300 - 301.

and its subordinate committees. Secondly, not until late 1961 did the regime take notice of the important question of position classification and salaries of government employees. Thirdly, the time given for the completion of work was very short; the task forces mentioned above for example, had only three months period to collect the necessary data, analyze it, and to submit their recommendations. Such a physical limitation was bound to affect the quality of the work done. Fourthly, again here coordination and smooth working relationships were lacking among the multiple committees and groups intrusted with studying the reforms. Finally, there existed a lack in trained persons who could contribute effectively to the work of the committees.

Briefly then, the main differences that existed between the reform movements under both regimes can be best summarized in the words of President Fuad Chehab, who on the occasion of the Independence Day November 22, 1962 said:⁴⁴

We were building the independence of Lebanon, now
it is time to start building the Independent
Lebanon.

It was these reform movements that led to the creation of the Ministry of General Planning and to its reorganization twice in 1959 and 1962, to enable it meet its functions most effectively as we shall see in the next chapter. In addition, the proper definition of duties and responsibilities of every administrative organization had resulted in placing the total administration in a better atmosphere to achieve its vital role in planning and the development of the country.

⁴⁴This is the authors translation of the President's statement in Al-Nahar, Beirut, November 23, 1962.

Attempts at Economic Planning And Development

The fact that scientific statistical techniques were not introduced in Lebanon until 1959,⁴⁵ and the lack of statistical data prior to that year, makes any reliable judgements concerning the development trend and the role of government in the economy highly questionable. Moreover, "The absence of continuous national income series makes it almost impossible to review the development of incomes and standards of living, or to compare changes in income with those in population."⁴⁶

Estimates published in the past, by some economic pioneers such as Professor Albert Badre of the American University of Beirut, gave the annual per capita income as \$327, an income that stands higher than anywhere else in Asia and Africa, with the exception of Israel and Kuwait.⁴⁷ In addition, a true account of the role of the government in planning and development should deal with the role of government in every sector of the economy including agriculture, industry, construction, trade, transportation and communication, real estate, finance services, tourism, natural resources and international trade - a study which is beyond the scope of this thesis. Nevertheless, we can survey the attempts for economic planning and development from two perspectives; the financial allotments, and the institutions

⁴⁵ Because the Central Statistical Service was not introduced to the Ministry of General Planning until June 1959.

⁴⁶ Yusuf Sayigh, Economic Development of Lebanon (John Hopkins University, 1955), p. 14.

⁴⁷ Albert Badre, Economic Papers (American University of Beirut, 1955); also Ibid., p. 13.

established for purposes of planning and development.

We should recognize at the outset that Lebanon, like many of the less developed countries and as mentioned earlier in Chapter I, recognized the need "to catch up and keep up" in social and economic fields. Hence, and because of the huge cost of development in terms of money, personnel required to design it, and the machinery to carry it out, Lebanon had to rely and to work jointly with many international agencies on many development programs. Those projects that were carried out with the help of these foreign institutions, as we shall see in the course of this chapter, undoubtedly benefited the Lebanese Government in initiating its interest in the field of planning and development on the one hand, and on the other, in providing some practical experience to many of the Lebanese officials who played a part in implementing these projects. We shall thus start in reviewing the work done by these international agencies, and finally to discuss the independent attempts by The Lebanese Government to develop the country.

Financial Allotments

Financial allotments for purposes of economic planning and development, were made by International Organizations and their specialized agencies under their technical assistance programs for the less developed areas; and by foreign governmental and private institutions, as a result

of concluded agreements with the Lebanese Government to extend financial assistance to some sectors of the economy. The second type of financial allotments are those allotted by the Lebanese Government through the National Budget specifically for planning and development purposes. This second type interests us most, but a brief word concerning the first type is necessary.

The United Nations is perhaps among the first organizations that helped the Lebanese Government to develop interest in economic planning and social development.⁴⁸ The work of the United Nations in the economic and social fields stems from Chapter IX, of the Charter, entitled International Economic and Social Cooperation. Within the spirit of this Chapter technical assistance "includes activities which are part of the regular programmes, financed by the regular budgets of the organizations concerned, as well as activities of the United Nations and the specialized agencies participating in the expanded programme of technical assistance for the economic development of under-developed countries under council resolution 222 A (IX), financed by a special fund."⁴⁹ Being an under developed country, the United Nations through its Expanded Programme had given Lebanon technical assistance in the sense of experts, services and fellowships. Up till 1958, the projects extended to Lebanon by the United Nations and its specialized agencies are listed in Appendix A.

⁴⁸For Lebanon had participated in drawing up the United Nations Charter at the San Francisco Conference in 1945 and was among the first nations to join the Organization.

⁴⁹United Nations, Catalogue of Economic And Social Projects (New York: 1953), p. vi.

It was estimated that until 1960, the total US dollars spent by the UN on different projects amounted to \$ 1, 774,435.00⁵⁰ while the total budget of 1961-1962 amounted to \$ 2,307,713.00 as shown in Table 2.

TABLE 2

BUDGET TOTAL DE L'ASSISTANCE TECHNIQUE DE L'ONU AU LIBAN
POUR 1961-1962⁽¹⁾

Programme Elargi	U\$	270,313.00
Programme Regulier ONU	111,400	
OMS (approx.)	90,000	201,400.00
OPEX		36,000.00
Fond Special (approx.)		<u>1,500,000.00</u>
Budget Total Pour 1961-1962		\$ 2,307,713.00

(1) Assistance Technique Des Nations Unies Du Liban, (Juin, 1962).
Dixieme Edition Revisee.

In some cases, the Lebanese Government had contributed certain sums for various vital projects according to a special agreement with the specialized agency financing it. The Government's contributions were mainly in the provision of physical facilities needed.

⁵⁰ Technical Assistance Newsletter, No. 64, (June-July, 1960).

The United States Operation Mission to Lebanon (USOM/L) was the second major institution to extend economic aid to Lebanon and to further increase the interest of the Lebanese Government in this field. A General Agreement between the Lebanese and the United States Governments was signed in May 1951 which paved the way for a broad program of economic development in Lebanon. The purpose of this Agreement was cooperation between the governments of the United States and Lebanon in the interchange of knowledge and skills, and related technical activities designed to contribute to the development of economic resources and productive capacity in Lebanon.⁵¹ The objectives were to be five fold. The first pertained to the improved economic development of the country; the second, increased productive capacity; the third, raising the living standard of the people; the fourth, developing, encouraging, and stimulating private foreign and local, investments; and the fifth, the removal of conditions causing discontent and acceptance of the doctrines of anti-democratic forms of government.⁵²

A Program Agreement was signed June 26, 1952, and as a result, the Lebanese Government requested a program including the following projects :

1. Water and power resources.
2. A better balance in the nation's economy by improving harvesting and marketing of the fish potential.
3. A stronger preventive program against disease.

⁵¹General Agreement Between the Governments of the United States and Lebanon, May 29, 1951, Article I.

⁵²U.S. Technical Cooperation Service, Point Four in Lebanon (Beirut: The Catholic Press, 1953), p. 14.

4. Facilities for training teachers and for strengthening the educational supervisory structure.

5. Improved techniques in local industries, new sources of raw materials, and plans to encourage the growth of industry through improved credit facilities.

6. The tourist trade.

7. Feasible large scale housing development plan; and,

8. Demonstrated, integrated, rural development projects to revitalize the village community as the foundation for economic development.⁵³

Since 1952 the USOM/L had implemented many programs in the fields of agriculture, natural resources, transportation, labor, health and sanitation, education, public administration and community development.⁵⁴ The amounts spent in Lebanon during the period 1952-1960 was a total of \$ 59,516,000 spent in the following manner:⁵⁵

Project Assistance	\$ 31,820,000
Non-Project Assistance	22,362,000
Cereals	<u>5,334,000</u>
	\$ 59,516,000

The United States Operation Mission to Lebanon was terminated in 1961, for the belief that the country had attained a stable developing economy.

⁵³Ibid.

⁵⁴For a detailed information see William Hazen, "United States Technical, Economic, And Military Assistance to Lebanon," (Unpublished Master's Thesis, Arab Studies Department, American University of Beirut, 1958).

⁵⁵USOM/L, Report July 1, 1959-June 30, 1960.

Finally, the Ford Foundation had contributed in providing funds for various studies and recommendations for the improvement of the Lebanese administration, such as a report by Robert Culbertson, Programs of Public Administration Improvement in Lebanon - a report which was said to have influenced Premier Sami al-Sulh to establish the Permanent Civil Service Council. A grant of \$ 47000 was made to the Lebanese Government to recruit two Dutch experts on public administration, and the Foundation had contributed toward the expenses of the second Arab Public Administration Conference.⁵⁶ In 1959 for example, the Foundation had contributed \$ 13800 for the assesment of the labor force in Lebanon; \$ 8000 as a grant for the conference held by the Lebanese Association of Political Studies; and, \$ 9050 for educational consultants.⁵⁷ At present it continues to provide consultants to the Government, in particular two working at present at the Civil Service Commission.

The financial contributions made by the Lebanese Government for economic planning and development are almost impossible to determine for many reasons; one being that any governmental expenditure can be said to be contributing to the development of the country. Nevertheless, the Lebanese Government had independently recruited various experts on economic development and public administration, and who have submitted their studies and recommendations to the government.⁵⁸ For example, the government in

⁵⁶ See Shalhub, op.cit., p. 189.

⁵⁷ Al-Siyasa, Beirut, December 22, 1959.

⁵⁸ For a complete list of the experts see Appendix B.

1957 paid the total of L.L. 182,800 as the cost of foreign experts services, and L.L. 62400 in 1959. At present the Lebanese Government is engaging the French IRFED Mission to study the Lebanese economy. Aside from such expenditures, we can draw some conclusions regarding the steady increase in the public budget as shown in the table below:

TABLE 3
EXPANSION OF LEBANON'S BUDGET 1924-1962
REPRESENTATIVE YEARS⁽¹⁾

<u>Year</u>		<u>Estimates</u>
1924	L.S.	2,159,400
1927		5,791,532
1930		5,097,000
1933		4,513,500
1936		4,351,200
1939		6,369,000
1942		12,504,500
1945		43,764,500
1948	L.L.	67,000,000
1951		89,450,000
1954		123,400,000
1957		170,000,000
1960		222,235,000
1961		273,800,000
1962		375,000,000
1963		425,400,000

(1) Grassmuck and Salibi, A Manual of Lebanese Administration (Beirut: Public Administration Department, A.U.B., 1955), p. 16. The estimates of 1960-1963 were taken from Al-Muwazana, as prepared by the Lebanese Ministry of Finance.

Special attention to the role of the state in economic planning started in the fifties after the establishment of the Planning and Development Board in 1953 and The Ministry of General Planning in 1955. Examining the sums allotted for this Ministry we can note an upward trend in the total sums as shown in Table 4 below :

TABLE 4
TOTAL L.L. ALLOTTED FOR THE MINISTRY OF GENERAL PLANNING
REPRESENTATIVE YEARS⁽¹⁾

<u>Year</u>	<u>Total Budget</u>	<u>Budget of The Ministry</u>	<u>%</u>
1953	112,836,000	-	-
1955	137,500,000	371,920	.27%
1957	170,000,000	492,500	.28%
1959	206,000,000	361,795	.17%
1960	222,235,000	703,455	.31%
1961	273,800,000	853,300	.31%
1962	375,000,000	2,694,100	.71%
1963	425,400,000	3,919,600	.92%

(1) Republic of Lebanon, AL-Muwazana (Beirut: Dar el Funun Press).

Economic aid and technical assistance projects extended by the United States Operation Mission to Lebanon and the United Nations and its specialized agencies have also helped in drawing the attention of the government to the importance of promoting the social and economic conditions in Lebanon for two main reasons: (1) The government was itself taking part in various social and economic projects done by these foreign organizations according to concluded agreements with them, and as such was aware of the results of these projects; and, (2) when the USOM/L was being attacked in 1957 for political reasons,⁵⁹ the government had to step in to assert its major role in the social and planning fields and to continue the work of the mission after its termination. The Litani Power and Irrigation Project was the only long term initiated economic project with the cooperation of the USOM/L and a loan financed by the International Bank for Reconstruction and Development. The project is still at present under its final phase of construction, supervised by an independent governmental agency.

Established Institutions

The first public institution concerned directly with economic planning and development was The Economic Planning and Development Board, established as independent technical board by the Legislative Decree No. 32, of February 17, 1953. Under that Decree the Planning and Development Board had the following nine functions:⁶⁰

⁵⁹See "Parliamentary Debates," 6th Session in Official Gazette, (1957).

⁶⁰Legislative Decree No. 32, Ibid., Vol. VIII, (1953), Article I.

1. To survey the total resources of the country, its needs and potentialities, and to develop a general comprehensive plan for the development of these resources and to raise the standard of living. In addition, to recommend an economic, fiscal, social and development unified policy.
2. To develop programs for the diversified economic activities in the following fields:
 - a. Public works and projects.
 - b. Agriculture.
 - c. Industry.
 - d. Trade and international trade.
 - e. Banking.
 - f. Tourism.
 - g. Social development in the fields of public health, education, housing and social security.
3. To submit recommendations to the Council of Ministers concerning the technical and financial implementation of these programs.
4. To prepare a budget for the development projects, and to appropriate the allotments according to the importance of the projects.
5. To advise on all projects dealing with the social, economic, financial, and development life of the country.
6. To review the economic, financial and trade relations of Lebanon with foreign countries, and to advise on all agreements made in these spheres.
7. To suggest what projects to be reviewed by foreign experts who are assigned to perform such services to the Lebanese Government by International Agencies and foreign governments.

8. To make recommendations concerning the implementation of all projects financed through technical and economic aid programs; and,
9. To supervise the execution of all the development projects and programs.

The planning and Development Board was composed of a president, secretary and a number of members as follows:

- The Minister of National Economy - President.
- An economic expert with the rank of director General of a ministry - Secretary.
- The Director General of the Ministry of National Economy.
- The Director General of the Ministry of Finance.
- Director General for the Supervision of Companies - Water Agency.
- Director General of the Ministry of Agriculture.
- Six experts on financial economic,⁶¹ agriculture, development, and social matters appointed for a period of five years by an executive decree upon the recommendation of the Minister of National Economy.

The Vice-President of the Board was to be elected from among the experts by all the persons mentioned above. Also all other Director Generals of Ministries not already represented on the Board, can become members of the Board whenever the discussion pertains to their ministries.

To assure the proper functioning of the Board, the Board was given the right to prepare its own budget and to directly submit it to the Cabinet

⁶¹The number was changed from four to six by the Legislative Decree No. 58, Ibid., Vol. XII, (1953).

for approval. The Board was also given the authority to call and organize an annual Conference with the participation of educational and social institutions and labor unions, and to create a Permanent Committee to be on continuous advisory relations with it.⁶²

Before the Board was made under the Ministry of General Planning on November 30, 1954, it submitted a report to Parliament on its accomplishments during the period April 5, 1953 to November 30, 1954, that is during the period in which it was an autonomous body. The report had revealed the general failure of the Planning and Development Board in functioning properly in the areas assigned to it by the Legislative Decree No. 32, mainly for financial reasons. It stated that the Ministry of Finance had decreased the budget of the Board for the year 1953 by decreasing the money allotted for the recruitment of foreign experts by one-fourth; and for the year 1954, by twice decreasing the sums allotted for the technical departments by one-third, and by one-half the sums for the recruitment of experts. For this reason the Board was left ineffective.⁶³ However, the Board had formulated two major projects; the first "The National Electricity and Water Company" was defeated by Parliament and instead the Litani National Authority was created; the second, "The Industrial Agricultural and Real Estate Credit Bank" received certain minor modifications before meeting with Parliamentary

⁶² op.cit., Articles VII and VIII

⁶³ See report by the Planning and Development Board of April 1953-November 1954 submitted to Parliament in Official Gazette, Vol. XV, (1955).

approval,⁶⁴

The second institution, The Ministry of General Planning was first established by the Legislative Decree No. 6393 on September 16, 1954 and organized by another Legislative Decree No. 2 of November 30, 1954, to comprise two major divisions; a General Directorate, and a Planning and Development Board; thus abolishing the portfolio of the Planning and Development Board as an autonomous body, and placing it under The Ministry of General Planning.⁶⁵ The Ministry of Planning together with other specialized departments in various other ministries, have worked out a general development plan for the country. The plan was to serve as a basis for future economic aid negotiations under the "Eisenhower Doctrine." It did not cover individual projects nor did it set a time limit for their implementation. The plan was as shown below:

<u>Project</u>	<u>In Thousand L.L.</u>
1. Cadastral Survey and Real Estate Improvements	4,200
2. Survey of Water Resources	800
3. Geological Surveys	2,050
4. Roads Program	182,000
5. Popular Housing Scheme	70,000
6. Agricultural Experimentation Station	970
7. Building of Silos and Packing Centers	11,000

⁶⁴For further details see Khalil Sanbar, "The Lebanese Economy With Special Reference to the Impact on it of Existing Development Programs," (Unpublished Master's Thesis, Economics Department, American University of Beirut, 1957).

⁶⁵op.cit., Vols. XXXIX and IL, (1954).

<u>Project</u>	In Thousand L.L.
8. Agricultural Education Centers	4,350
9. Afforestation Programs	34,000
10. Rural Sanitation and Hygiene	50,500
11. Water Resources Development (including Litani)	278,000
12. Overall Planification Surveys ⁶⁶	<u>5,000</u>
Total	642,870

The internal trouble which arose in 1958 had forced the Government of Lebanon to divert attention to matters of internal security, so that consideration of the above plan was set aside for a while. When the new regime of President Fuad Chehab took over, it was faced with two problems: restoring peace and order, and improving the economy. Influenced by the administrative reform movement which was taking place previously under the regime of President Camille Chamoun, the Ministry of General Planning was reorganized on January 16, 1959⁶⁷ to meet best the requirements of economic planning and development of Lebanon. Shortly after its reorganization, the Ministry concluded an agreement with the Institut de Recherches et de Formation En Vue de Developpement (IRFED), a French research and consultant firm, to study the social and economic conditions of Lebanon. The IRFED organization submitted a report of 900 pages in 1961, describing social and economic conditions in the country and suggested a number of improvements. The study was considered to be general and fundamental for further specific studies;

⁶⁶ Le Commerce du Levant Beyrouth, Mars 6, 1957.

⁶⁷ Legislative Decree No. 2863, op.cit., Vol. LXXI, (1959).

hence, the Lebanese Government extended its contract with the IRFED Mission in 1961, for a period of three years, to work on certain specific social and economic projects.

Following its creation, two very important institutions were established under the Ministry of General Planning. The first was the Central Statistical Service created on June 12, 1959⁶⁸; and the second, was the Institute for Development Training created on August 7, 1961.⁶⁹ In the next chapter we shall examine the organization and functions of these bodies, along with the examination of the organization and functions of the Ministry of General Planning as reorganized again for the third time on June 12, 1962.

⁶⁸Legislative Decree No. 2863, op.cit., Vol. LXXI, (1959).

⁶⁹Legislative Decree No. 7280, Ibid., Vol. XXXVI, (1961).

CHAPTER II

CHAPTER II

ORGANIZATION AND FUNCTIONS OF THE MINISTRY OF GENERAL PLANNING

The Ministry of General Planning was first established by the Legislative Decree No. 6393 of September 16, 1954¹. The factors that induced the government to create and organize the Ministry can be summarized as follows²:

1. The realization that development of all human and material resources of the country require an overall general economic policy, and that this should be devised and supervised by a technical body that is detached from political and individual influences.
2. That the private sector would remain intact, and governmental planning would only deal with public enterprises and projects.
3. That an efficient Inspection Service is necessary to supervise the development projects and public enterprises.
4. That scientific planning and prompt execution are necessary for governmental development projects. Hence two measures were found to be necessary:
(a) The Planning and Development Board was to be given financial and administrative independence; so that, it could devote its efforts to proper planning and immediate execution; and (b) the establishment of an independent budget for development, amounting to 10% of the total national budget.

¹Official Gazette, Vol. XXXIX, (September, 1954).

²"The Reasons that Necessitated the Organization of the Ministry of Planning and Development" (Public Administration Reference Library, American University of Beirut), (Mimeographed). The name of the Ministry was changed in 1954 to the Ministry of General Planning.

5. That development projects must be coordinated among the various ministries.
6. That an independent section must be established in the Ministry of Planning for the purpose of recruitment of administrators, technicians, and experts on contractual basis.
7. That a Central Statistical Service must be established in the Ministry to provide the necessary information and data needed for planning studies. Also, and in order to establish liaison with other ministries, the need was realized for an administrative section to be established for this purpose, and for coordinating the work of the Ministry.

As a result of the reform movements after 1952 as mentioned in the previous chapter, the Ministry of General Planning was reorganized twice after its creation : in 1959 and in 1962.³ According to the Law of June 12, 1962 and as it stands today, the Ministry has the following functions to perform⁴:

1. The preparation of a general plan for economic and social development.
2. The preparation of a fiscal, social, and economic policies to fit into the above general plan.
3. Collection of statistical data on all economic and social activities; analysis, and publication of this data.
4. Suggesting to other ministries and public enterprises on how to plan

³See Charts I and II, pp. 89, 90.

⁴Law of June 12, 1962 "Organization of the Ministry of General Planning," Official Gazette, Vol. XXIV, (June, 1962), Chapter I.

their activities in accordance with the general plan.

5. Recommending changes of the governmental proposed laws pertaining to economic, fiscal, and social development of the country.
6. Advising on the economic and fiscal relations of Lebanon with foreign countries.
7. Supervising projects specified in the general plan.
8. Establishing contacts with foreign governmental and international organizations in order to secure their technical and economic aid.
9. Consideration of certain urgent projects for the purpose of including them in the general plan.
10. Contributing in, and considering the creation of financial organizations that deal with development.
11. Specification of general development topics to government departments that deal with theoretical and practical research in this field.
12. Providing available information to agricultural, industrial, educational and business institutions.
13. Advising and directing the Social Welfare Agency in preparing its plan within the context of the general plan.
14. Supervision of the Institute for Development Training.

In short, the Ministry of General Planning is charged with the responsibility of studying the resources of the country, and to produce plans for its economic development. It is supposed to undertake planning projects which will insure maximum returns from the country's resources.

To that end, the Ministry is required to gather information from the various governmental agencies and provide them with information pertaining to current economic development projects. It also acts as a liaison officer between the Lebanese Government and the various agencies of foreign technical and economic assistance. It tries to coordinate these from an over all point of view of development policy. In essence, the Ministry of General Planning acts as a staff agency to the entire administration on matters of economic development and technical aid as we shall see in the next chapter.

The Law of June 12, 1962 provided that the Ministry of General Planning be composed of two major parts : The General Directorate; and The Planning and Development Board.⁵ Each has certain specific functions to perform and is composed of several sub-units as was found necessary for the effective performance of these functions. These are :

The General Directorate

The General Directorate is composed of a Secretariat (Diwan), and two major services : The Studies and Planning Service; and the Central Statistical Service. The Secretariat is intrusted with all the paper work of the Ministry, such as recieving and distributing the mail, preparing the proposed laws and executive decrees, and keeping files. The Studies and

⁵Ibid., Chapter II.

Planning Service is charged with the preparation of information and studies necessary for economic development. It is also charged with studying the Lebanese economy, and to suggest long run changes in the government's social, fiscal and economic policies as it considers best for the countries interest. In addition, the Studies and Planning Service has specific functions such as programming annually the economic development of the country in the light of the general long run plan which is prepared by the Ministry, and to report on the governmental financial conditions. It studies the economic conditions of each of the five districts (Muhafazat) of Lebanon with the assistance of the representatives of the central government in these districts; supervises the execution of development projects undertaken, and reports each year on their progress. Finally, the Service is charged with studying the requests for technical assistance and to provide some kind of coordination among the various projects of foreign technical aid, and to keep records of foreign experts reports as well as such information as might be helpful to foreign experts in Lebanon. This Service is composed of six bureaus to carry out the above specific functions; these are :

1. Bureau of Economic Studies
2. Bureau of Development Planning
3. Bureau of Annual Programs
4. Bureau of District Activities
5. Bureau of Execution
6. Bureau of Technical Cooperation

The Central Statistical Service is a newly created agency, established on June 12, 1959.⁶ It was first contemplated to be as part of the Ministry of National Economy. Today, it is an integral part of the Ministry of General Planning, and was being set up on several stages the last of which ended December 31, 1961.⁷ Originally it was charged with the responsibility of unifying statistical inquiries in the Lebanese administration. It was required to collect data and utilize them for government planning and action. At present, the Central Statistical Service has three main bureaus⁸; the bureau of Statistical Investigation, the Bureau of Statistical Studies and Publications, and the Bureau of Electronic Computer. In addition, the Central Statistical Service is provided with a consultative Board for offering statistical advice. These bureaus deal mainly with preparing the statistics and categorizing them, training employees on statistical methods; maintain liaison with institutions dealing with statistics; they also are charged with studying the use of punched cards in all governmental departments. The Consultative Board on the other hand, reviews the annual programs, the available data, and recommends better ways of computation.

Because of the meaning the government gives to economic development, namely to keep the private sector intact, and due to the vital role the Central Statistical Service plays in that sector, all the members of the

⁶Legislative Decree No. 135, op.cit., Vol. XXXVII, (June, 1959).

⁷See Ibid.

⁸Law of June 12, 1962, op.cit., Article 19.

Service are required to take a secrecy oath concerning any data that relates to private individuals. They are not to reveal any information about the financial positions of private individuals that may be used to levy taxation. This measure is taken to show the government's good will and interest in promoting private initiative and investments.

The Planning And Development Board

The functions of The Planning And Development Board did not change basically after it was brought under the Ministry of General Planning. The Board still functions today as an advisory body in the fields of planning and development. It advises on the general development plans; reviews the programs of the Studies and Planning Service; recommends a fiscal, social, and economic policies; reviews the annual development projects, the proposed economic and financial laws, and the lending and borrowing activities of the government. It also studies the economic, business, and financial relations of Lebanon with foreign countries; it also recommends projects to be financed through foreign economic aid and technical assistance.⁹

The organization of the Planning and Development Board, however, had changed from what it was in 1953. According to the present Law, the Board is composed as follows:¹⁰

⁹Ibid., Chapter III.

¹⁰Ibid., Article 31.

- The Minister of General Planning - - - - - President
- The Director General of the Ministry of General Planning - Vice-President
- A specialist from the Studies and Planning Service - - - - Secretary
- Ten specialists in economic and social development - - - - Members

In addition, the directors of the Studies and Planning Service, the Central Statistical Service, and the Social Welfare Agency (of the Ministry of Labor and Social Welfare), are permitted to attend the Boards meetings without the right to vote. Also when discussions pertain to the activities or involves the operations of any specific ministry, the Director General of that ministry is invited to participate in the discussions.

The Board meets at least once a week, and a quorum is established when five members are present with either the President or the Vice-President attending the meeting. The Law also requires the Board to submit each year on the 30th of April to the Council of Ministers and Parliament, through the Minister of General Planning, a report describing its activities and accomplishments of that year. To assure its proper functioning, all other ministries, public enterprises and agencies are directed to supply the Board with all information it requests within the boundaries of its activities.

Other Provisions of the Law of June 12, 1962

Chapter Four of the Law had provided for the creation of a National Bank for Development with the purpose of financing the development projects under the general plan. The Bank is to have financial, operational, and administrative independence. However, the National Bank for Development is still an idea, and there exist no sign towards its establishment at present.¹¹ The reason might be that the Lebanese Government is occupied with the creation of the Central Bank which is to start operating in April 1964.

Under Chapter Five, the Minister of General Planning was given the right to employ Lebanese and foreign experts as he sees necessary, and to seek the help and assistance of experts that international and governmental organizations provide. Also, an Inter-Ministerial Committee was created under his chairmanship, to include all the Director Generals of the ministries and the Directors of the public enterprises. The Committee serves as a coordinating body for all the development plans. The Minister of General Planning was also given the authority to call for the establishment of an advisory body from among the private economic, business, and agricultural organizations and the major labor unions and, to define its duties.

¹¹This statement was made to the writer by Prof. Salim Hoss, Chairman of the Business Department A.U.B., on March 20, 1963. Shortly after this statement was made, the writer read in the local papers that the Ministry of General Planning had already asked a French expert Mr. Jafer Siek to review the draft of the establishment of the Bank which was prepared by Messers De Buno and Delbrat of the IRFED Mission. Also it is expected that the World Bank will soon be sending its experts to review the draft and to make its recommendations on it before the draft can be send to the Council of Ministers for approval, Al-Safa Beirut, March 23, 1963.

The Present organization of the Ministry of General Planning is as shown in Chart I on the next page.

Comparing its organization at present to what it was in 1954 and 1959, we are apt to find marked differences due to the impact of the administrative reform movements. In 1954 for example, the General Directorate of the Ministry of General Planning had a Secretariat (Diwan) as a staff unit, and five Bureaus in addition to two Sections under its immediate control, making a total of seven. Each of these Bureaus and Sections had to perform certain specialized functions and to report to the General Directorate on its activities.¹² This meant that the Director General of The Ministry had to coordinate and supervise the activities of all the seven units at the same time, an arrangement which is not highly recommended.

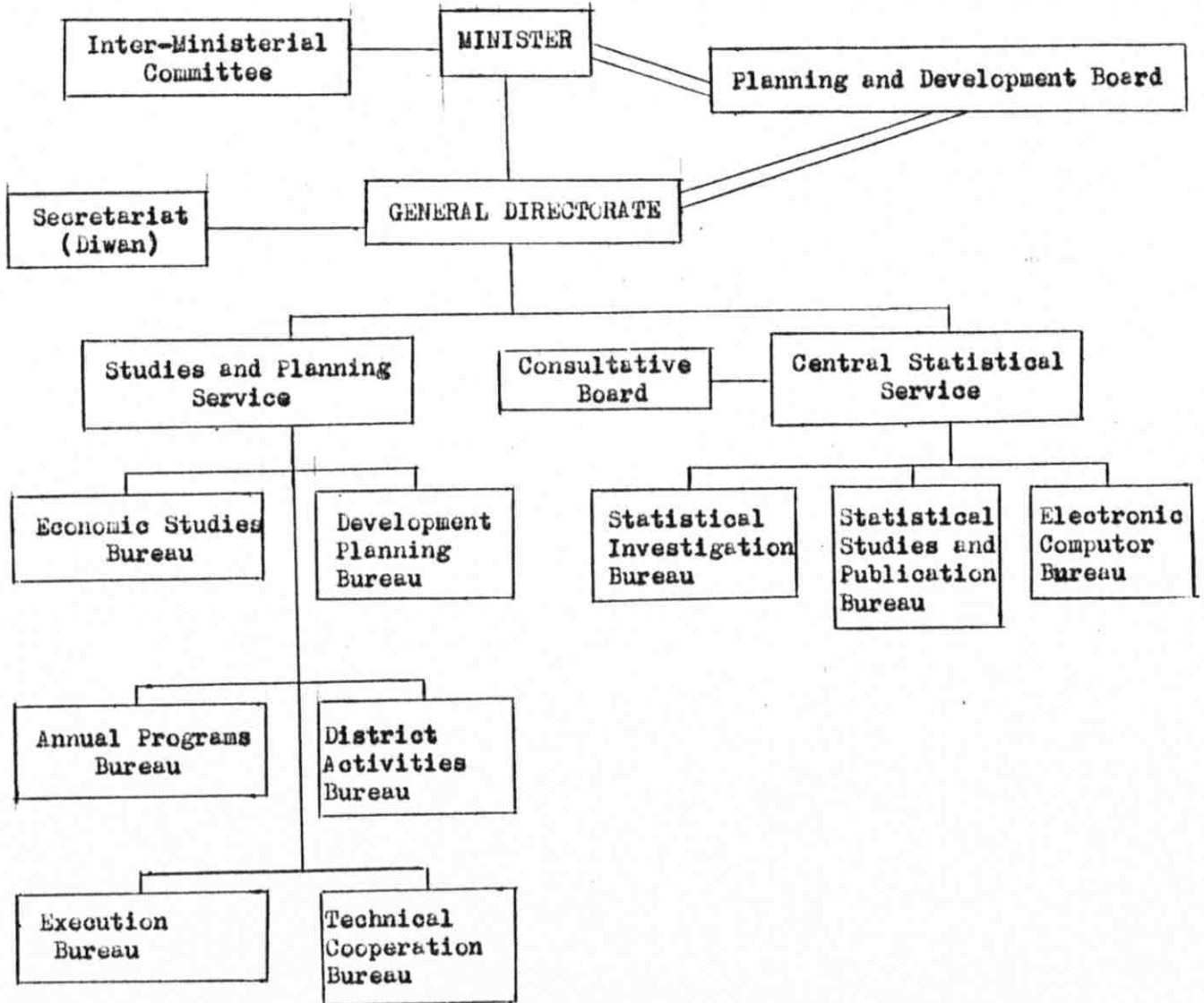
In 1959, the organization of the Ministry was according to Chart II below. When comparing both charts I and II, we find that in 1962 the Studies and Planning Service which performs the same general functions as the Coordination and Liaison Service, had been expanded¹³ to include six different bureaus that have highly specialized functions. The Central Statistical Service on the other hand, remained as it was. This expansion, which was recommended by the IRFED Mission, was an attempt to intrust all initial planning activities in the Directorate of the Ministry as we shall see in the coming chapter.

¹²See Legislative Decree No. 2, "Organization of the Ministry of General Planning," op.cit., Vol. II, (1954).

¹³We shall elaborate this point further in Chapter V.

CHART I

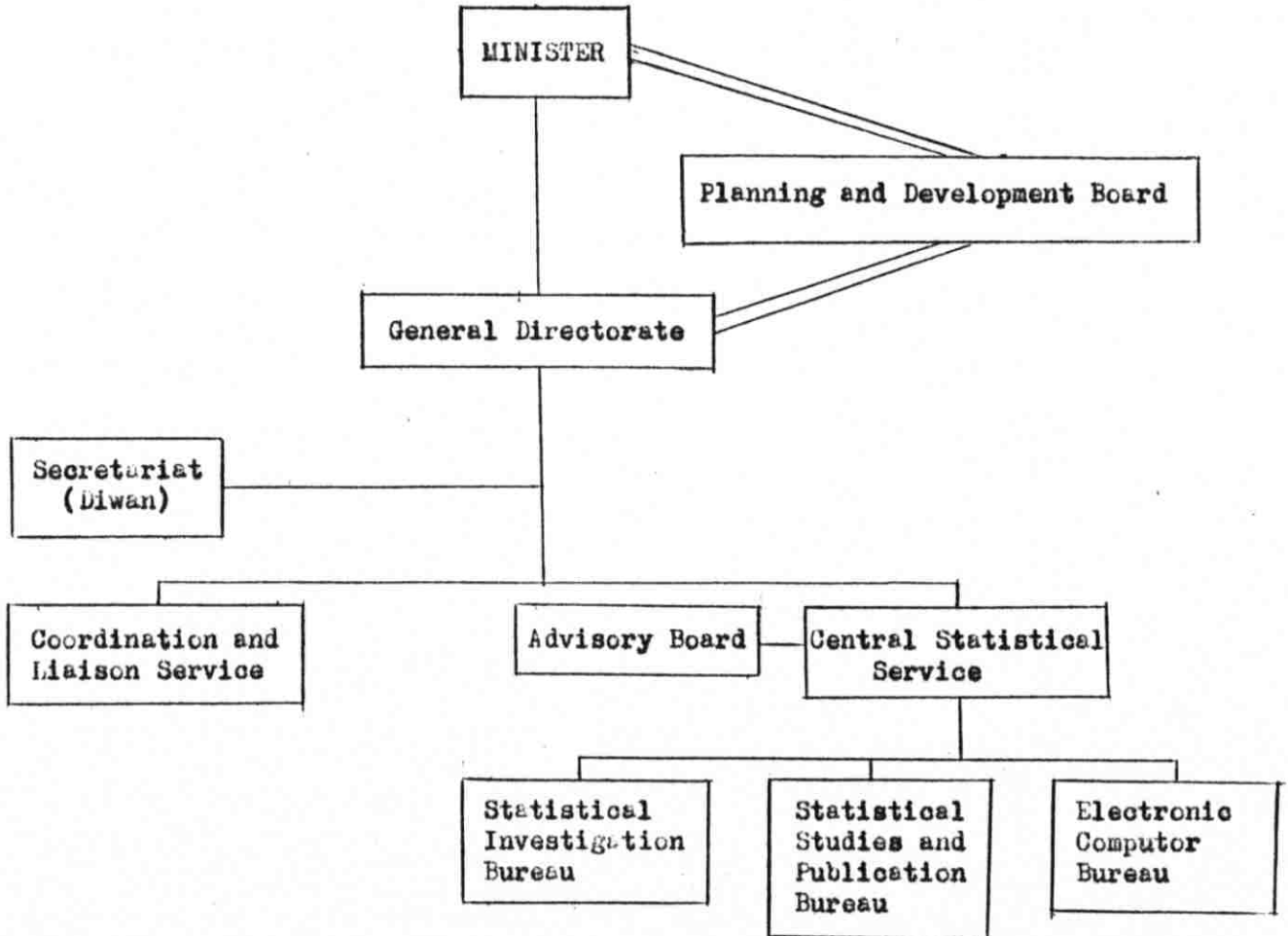
ORGANIZATION OF THE MINISTRY OF GENERAL PLANNING AS OF JUNE 12, 1962⁽¹⁾



(1) Law of June 12, 1962, "Organization of the Ministry of General Planning", Official Gazette, Vol. XXIV, (1962).

CHART II

ORGANIZATION OF THE MINISTRY OF GENERAL PLANNING AS OF DECEMBER 12, 1959⁽¹⁾



(1) Regulatory Decree No. 2863, "Organization of the Ministry of General Planning", Official Gazette, Vol. LXXI, (1959).

Further, the Decree of 1959 had specified the terms of employment and the requirements of most of the positions in the Ministry.¹⁴ While the Law of 1962 had left this to the discretion of the Civil Service Commission in an attempt to enforce the practice of merit recruitment. The only candidates exempted are those to be recruited on contractual basis. In addition, the Law of 1962 had stressed the importance of the advisory bodies and encouraged the creation of the Inter-Ministerial Committee for advising on the coordination of the projects undertaken. It also provided for the establishment of a National Development Bank, and as such went a basic step further in the domaine of development than the previous decrees.

The Planning and Development Board remained an advisory board with the same functions to perform. The only changes that took place were of minor nature and pertaining to its composition. For example, after 1954 the President of the Board became the Minister of General Planning instead of the Minister of National Economy as was the case. Another change was brought about in 1962 by the addition of two members instead of eight as in 1959.

The conclusion that can be drawn regarding these organizational changes, is that the Lebanese Government had moved in 1962 toward the area of actual scientific planning for development by creating a

¹⁴Regulatory Decree No. 2863, "Organization of the Ministry of General Planning," op.cit., Vol. LXXI, (1959), Article 23.

Statistical Service for the collection and analysis of data, instead of only trying to initiate such planning. This conclusion is derived from the fact that the present Cabinet has been insisting on implementing the projects it has according to a time table,¹⁵ a policy that induced it in 1961 to create the Council of Executing Development Projects.

This chapter would not be completed without a brief survey of the functions and organization of the Institute for Development Training for two main reasons. The first is that the Institute plays a unique and vital role in supplementing the activities of the Ministry of General Planning; and second it has been placed by law under the general supervision of that ministry.

¹⁵See the statements of the Minister of Public Works, Mr. Pefrre Gumayle, in Al-Safa, Beirut, February 9, 1963.

Institut De Formation En Vue Du Developpement
(Institute For Development Training)

The Institute was established by an Executive Decree No. 7280 of August 7, 1961 with an independent financial and administrative status.¹⁶ Article III of this Decree specified the duties of the Institute in the following terms:

"Entreprendre des e'tudes et recherches en vue du developpement général; former des specialistes de niveau élevé en developpement; et préparer des équipes techniques polyvalentes, pour opérer dans les différentes régions du Liban, en vue *du* developpement régional harmonisé"

The creation of the Institute was a result of the realization on the part of the Lebanese Government that complete and harmonious development cannot be done without much effort in research and study. For this reason, training was conceived of to be gradual for civil and agricultural engineers, doctors, and other social worker specialists who are prepared to contribute to regional and national development. These specialists and professionals function as a team by utilizing their specialized knowledge into long and short range plans to develop the human, financial, and cultural standards.¹⁷

In preparing these teams, the Institute for Development Training has an educational program designed to supplement the specialized fields

¹⁶Official Gazette, Vol. XXXVI, (1961).

¹⁷Institut De Formation En Vue Du Developpement, A Booklet by the Institute (Beyrouth, 1962).

of knowledge of its students toward a general training program in economic and social development. As such, the Institute requires its recruits to be university graduates with degrees in various fields. Further, since the economic development of Lebanon is not ^{el} only an economic problem, but rather a technical, cultural, and civic problem; the professional teams are to function in an effort to create a favorable reaction of the regions (the villages and qadas) to the programs of the central government. It is believed thus, that economic development cannot only be the product of the initiative and efforts of the central administration, rather it is a continuous relationship and a mutual cooperation between the center and the regions.¹⁸

The Institute was organized by the Legislative Decree No. 8490 of January 12, 1962.¹⁹ It is operated by a Board of Directors composed of professional experts and other employees working in development. The Board meets in four sessions each year to approve the program and the budget of the Institute; and to examine the applications for appointment and the selection of students. This Board is headed by a Director General assisted by three other people in charge of training and instruction, research and publication, and the administration respectively.²⁰ Accordingly, the Institute had divided its activities to three main categories: instruction, publication, and research.

¹⁸ ibid., pp. 3 - 4.

¹⁹ Official Gazette, Vol. III, (1962).

²⁰ Institut De Formation En Vue Du Developpement, op.cit., pp. 5 - 7.

Instruction

The instruction given in the Institute is designed mainly to solve the economic development problem of Lebanon within the context of the administrative reforms. The instruction started October of 1962 in an effort to prepare the professional teams by June of 1963. And beginning of October 1963, instruction would be given to both Lebanese and foreign students who had completed their college education.

Publication

Publication is necessary as an effort to orient the public toward the development problem and to realize its importance. It aims also at securing public support for the governmental planning and development programs. The Studies and Planning Service, with the cooperation of the Ministry of Information, publishes the necessary information about and by the Institute through various media of communication notably, radio, press, and conferences.

Research

The primary step in research undertaken by the Institute, was to establish an index of publications dealing with economic and social development. Besides, a library was created to serve the needs of the

students.²¹ However, the long term purpose of this research function is the analysis of data available to it in order to test the workability of the development principles and techniques adopted.

The curriculum of the Institute for its training session of 1962-1963 was divided on the following basis:²²

- 1- The principles of development as distinguished from progress, growth, and wealth; the specific meaning of development, and its relation to the human element.
- 2- The analysis of the conditions of the regions; the study of the population and their needs, the analysis of the resources, the factors of positive and negative development, and the reasons of migration to cities.
- 3- The problem of development in Lebanon; the Lebanese structure, problems of the districts and localities, national and international problems, and the trend of the Lebanese development.
- 4- The implementation of development plans; the dynamic aspect of development, the flexible administrative structure, and the technical aspects.

In the next chapter we shall attempt to account for any discrepancy between the law and what actually exists by looking at the actual operation of the Ministry of General Planning and to assess its achievements in planning and development.

²¹The writer had visited this library in March of 1963, and it was then a small library containing few books, reports, maps, and other public publications and documents.

²²Op.cit., pp. 7 - 8.

CHAPTER III

CHAPTER III

THE PRESENT SET UP AND ACHIEVEMENTS OF THE MINISTRY OF GENERAL PLANNING

Unlike any other ministry, the Ministry of General Planning renders very limited direct services to the public.¹ Its role affects the material and social life of all the Lebanese in an indirect fashion, through the long, medium, and short term economic plans it formulates. The economic and social activities of the Lebanese citizens, and their aspirations constitute the basis on which the Ministry sets its plans. Furthermore, seldom does the Ministry of General Planning issue regulatory decrees,² and as such, it has a unique nature compared to any other ministry in Lebanon.

The general meaning given to a ministry is that it is an executive organ. The proper analysis of how a ministry operates, would then be to determine how a decision is executed. The analyst is likely to trace a certain law at its original source, and to follow up its execution in the ministry concerned through the hierarchy of that ministry. We shall, however, analyze the operation of the Ministry of General Planning in exactly the opposite way. The reason being, as we shall point out, that the Ministry functions essentially as a staff unit to the Council of Ministers, whereby, and upon the adoption of its recommended plans, they are to be executed by other functional ministries

¹For example, the Ministry, upon request, supplies, interested individuals with recent economic statistics available through its Central Statistical Service. No other major direct service is rendered.

²Interview with Mr. Nassif Tali' of the Secretariat (Diwan) of the Ministry of General Planning, April 11, 1963.

subject to the general supervision of the Ministry of General Planning. In short, we shall see that the Ministry has no executive functions whatsoever.

In the last chapter we determined the functions of the Ministry of General Planning as stipulated in the Law of June 12, 1962, and which are in essence planning functions. The question becomes how does the Ministry carry out in practice those functions ?

Broadly stated, the functions of the Ministry are divided into two kinds of planning activities: planning at the administrative level in Beirut, and planning for regions.³ The first type of planning is done by the Interministerial Committee, where the ministerial plans submitted by each ministry are discussed and recommended to the Planning and Development Board according to their priorities. In turn, the Board reviews these plans and makes its recommendations to the Council of Ministers. As for the other kind of planning, the IRFED Mission had established what is called the Multipurpose Workers or Teams, to study the needs of the population in each qada where there are technical Boards which include representatives of the Ministry of Education, the Ministry of Health, the Ministry of Public Works, etc... and eminent people from the qada itself. These Boards devise the plans for the development of their regions and submit their recommendations to the

³Interview with Mr. Mustafa Nusouli, Director General of the Ministry of General Planning, March 27, 1963.

Consultative Council at the muhafaza level. The Council again reviews these recommendations and sends them to the Ministry of General Planning to be studied, for possible incorporation in the general plan. We shall examine these activities below.

It is important to note that the Law of June 12, 1962, which outlined the general structure and functions of the Ministry of General Planning, had specified in Article No. 46 that the requirements of appointment in the Studies and Planning Service would be specified in a later decree, upon the recommendation of the Minister of General Planning and the approval of the Civil Service Commission. In addition, Article 50 of the same law, anticipated that the application of the Law of June 12, 1962, would similarly be issued by later decrees according to the same procedures as mentioned in Article 46. Until April 1963, the decree specifying the requirements of appointment in the Ministry had not been signed by the President of the Republic, although it had been drafted and approved by the Civil Service Commission.⁴ Furthermore, not until early April 1963 were four decrees issued dealing with the application of the Law of June 12, 1962 concerning the functions and structures of the administrative units and the regional boards created by the Law of June 12, 1962 in several of its articles.⁵ It is for these reasons that the Ministry of General Planning is today understaffed,⁶

⁴Interview with Mr. Chakib Nassif, Head of the (Diwan), Ministry of General Planning, April 27, 1963.

⁵We shall discuss these in greater details below.

⁶See Table 5, p. 100.

The Present Situation

The author will describe at this stage the various units of the Ministry of General Planning.

The Central Statistical Service

The main work of the Central Statistical Service⁷ is being done at present by the Statistical Studies and Publication Bureau, which studies and publishes a wide variety of statistical information. Its studies are based on data supplied to it by the Statistical Investigation Bureau composed according to a recent decree of the General Statistical Section and the Statistical Investigation Section.⁸ The first collects and unifies economic, social, fiscal, educational, and health statistics from the different statistical bureaus of all other ministries and public agencies; as well as from banks, business firms, companies, merchants, doctors, and others. This data is then transmitted to the Statistical Investigation Section to be organized and classified.

The Statistical Studies and Publication Bureau studies the methods of improving the use of data, analyzes, explains, and deduces the statistical trends through its Statistical Studies Section. The Public Accounting Section on the other hand, charts the data needed by

⁷ See Chart III, p. 104.

⁸ Decree No. 12416, dated April 2, 1963.

all ministries and public agencies, and draws up the national accounts and national income. Finally the Library and Publication Section tabulates collected data, prints, and distributes the statistical bulletins to be published by the Service.⁹ The two sections, that of Studies and Coordination, and the Execution Section of the Electronic Computer Bureau then use modern computers to interpret the raw data.¹⁰

The final stage before the statistical data are published involves the Consultative Board, which, along with the Director of the Central Statistical Service, coordinates and approves the data compiled.

At present, the Central Statistical Service employs only a few expert statisticians, namely, the head of the Statistical Studies and Publication Bureau and his assistants.¹¹ Because of the lack of qualified personnel, the Service is not up to date in its data collection and compilation. For instance, since 1959 it has published a statistical bulletin only for the year 1960-1961. At present it is engaged in the preparation of another bulletin for the year 1961-1962. The Service hopes to start on a monthly bulletin to cover the year 1963 and every coming year.¹²

⁹Ibid., Articles 33 - 35.

¹⁰Ibid., Articles 36 - 38.

¹¹The Bureau is headed by Mr. Robert Kasbarian who holds a Licence degree in Mathematics and Statistics from l'Universite de Paris - l'institute de Statistique - His assistants are Mrs. Souad Tabbara and Mr. Pierre Massad, also holders of Licence degrees in Mathematics from l'Universite de Paris. The heads of the other Bureaus and Sections are at present on a training period in Paris. L'Orient, Beirut, March 25, 1963.

¹²Interview with Mr. Robert Kasbarian, Head of the Statistical Studies and Publication Bureau of the Central Statistical Service, March 28, 1963.

and is not operating in the manner laid down for it by the Law of June 12, 1962 as we shall point out below.

TABLE 5
THE VACANT POSITIONS AT THE MINISTRY OF GENERAL PLANNING -
AS AT MARCH 1963⁽¹⁾

<u>Function</u>	<u>Number of Occupants Needed⁽²⁾</u>	<u>Number of Occupants Existing</u>	<u>Vacancies</u>
Director	1	1	-
Statistician - Bureau Head	9	5	4
Bureau Head	2	-	2
Statistician	12	1	11
Section Head	1	1	-
Designer	1	1	-
Mechanical Operator	6	3	3
Statistical Investigator	21	20	1
Coding Perforator	22	20	2
Editor	7	4	3
Short Hand-Typist	5	3	2
Messenger Clerk	2	-	2
Technician	1	-	1
Office Boy	6	-	6
Janitor	2	-	2
Total	98	59	39

¹L'Orient, Beirut, March 25, 1963.

²According to the documents at the Director General's Office of the Ministry of General Planning, required positions are estimated to be 134 by 1966. The present number is 98, but only 54 are occupied.

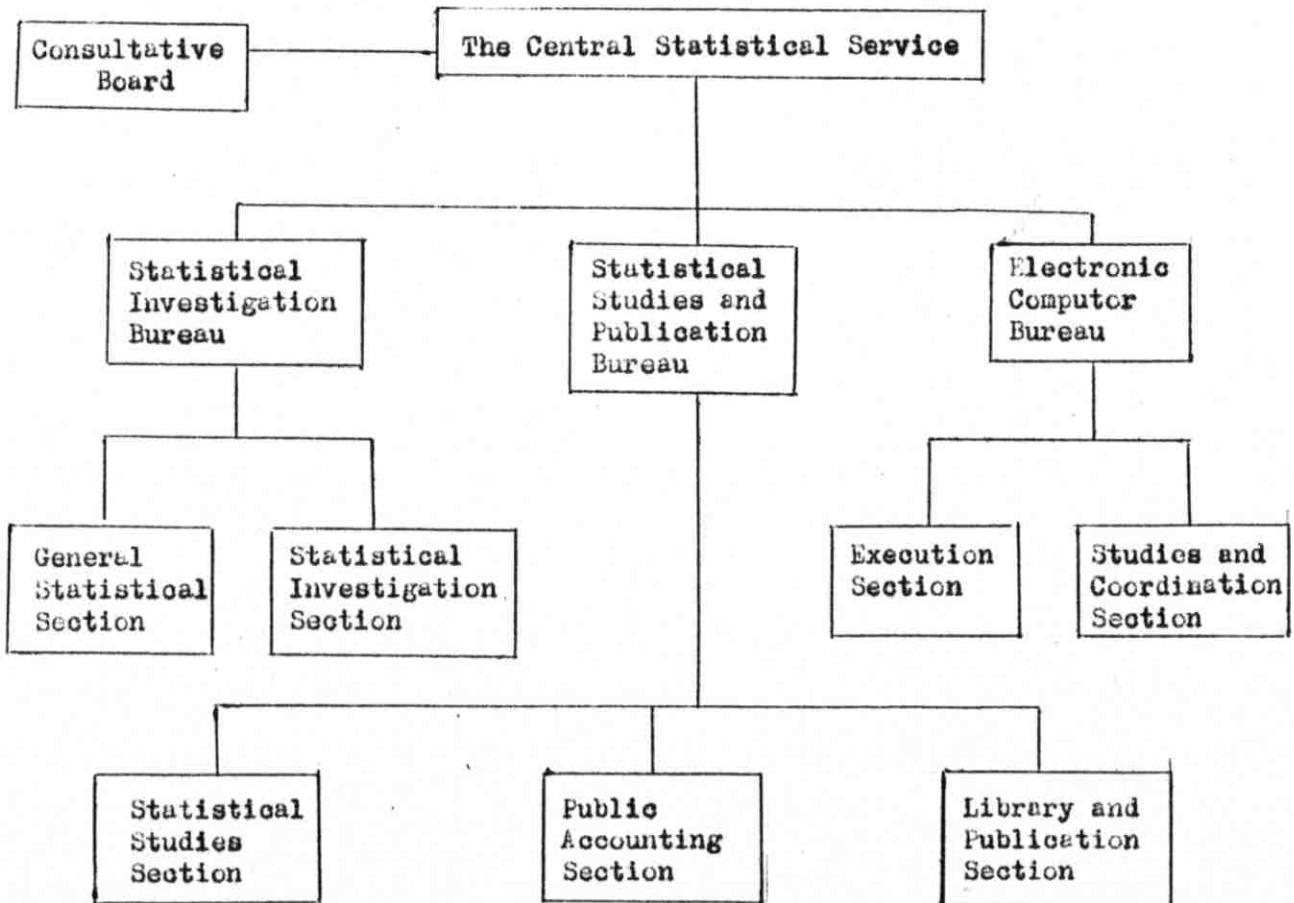
The Service not only lacks expert statisticians, but also lacks certain highly specialized machines. There exists at present seven punch card machines, five checking machines, two machines for analysis, two for sorting, and one "inter-closseuse" (brain machine). In addition, there is a series of another seven interrelated machines for the reading and punching of cards, for calculation, for printing of results, and a coordinator machine.¹³ Although these machines are modern, the planning and development of the country, requires highly specialized electronic computers that can perform a more complex and complicated procedures on a wider scale.¹⁴ The Lebanese Government is in fact seriously considering the inclusion in the 1964 budget the cost of renting electronic machines.

The data compiled by the Central Statistical Service are transmitted to the Studies and Planning Service where they are used to guide that Service in the formulation of economic and social plans. It is worth noting that the IRFED Mission, which is at present replacing the Studies and Planning Service, is not utilizing the data by the Central Statistical Service because they are out of date.

¹³All these machines are of the "Bull" mark, and are being rented, not owned by the Service.

¹⁴Ibid.

CHART III
THE ORGANIZATION OF THE CENTRAL STATISTICAL SERVICE⁽¹⁾



(1) Decree No. 12416, dated April 2, 1963.

Studies and Planning Service

The Studies and Planning Service does not yet exist. It will come into existence in 1964 when the contract with the IRFED Mission is terminated on June 26, 1964. It appears that when IRFED pulls out of Lebanon, the Service would not be able to function properly for two reasons: (1) While planning for development is a continuous operation, the cadre of the Service must be filled with new recruits in 1964. These people may have had no practical experience in the field, although they may be qualified. There is no mention anywhere in the contract with the IRFED Mission, or in any of the decrees pertaining to the Ministry of General Planning, that Lebanese personnel presently employed by the Mission would later on be recruited to the Studies and Planning Service. Further, Lebanese personnel are at present on a contract basis with the Mission, and earn a much higher salary than the salary scale of the Service. Decree No. 12416 states for instance, that the heads of the bureaus in the Studies and Planning Service will have grade two. The salary paid to employees of this grade is much less than what IRFED is paying its Lebanese economic and research experts, the kind of people needed to head the bureaus¹⁵ and (2) there exist in Lebanon a lack of qualified persons to carry out planning and development studies; even when such persons are available they tend to be attracted to private enterprise.¹⁶

¹⁵Interview with Mr. Chakib Nassif, April 27, 1963.

¹⁶The author came in contact with several high officials of the Ministry of General Planning who are holders of University degrees. There seem to be a common agreement among them that government jobs are not suited for educated young men. In fact the author was warned not to accept a public office.

Two bureaus of the Studies and Planning Service are however, operating at present: The Technical Cooperation Bureau, and the District Activities Bureau.¹⁷ The first has been in operation since June 12, 1962 for the purpose of establishing communication and liaison with the United Nations and other international and governmental institutions, and to receive and allot scholarships for the ministry's employees to be trained abroad. On April 2, 1963 Decree No. 12416 divided the Technical Cooperation Bureau into two sections: The Experts, and the Scholarship Sections. These sections are not yet in operation until another decree is promulgated to specify the conditions of appointment to them.

The District Activities Bureau on the other hand, is functioning on a very limited scale in the following manner: The Institute for Development Training has at present 52 students¹⁸ that are being trained on development projects. These students are actually working in the various Muhafazat of Lebanon as part of their training, and they are in close relation with the IRFED Mission to supply it with information on the conditions of the regions. The Bureau will be provided in June 1963 with 24 graduates from the Institute to enable it to start operations on a full scale. In anticipation of these 24 new graduates, the government issued on April 9, 1963 Decree No. 12492 organizing the

¹⁷ Interview with Mr. Mustafa Nusouli, March 27, 1963.

¹⁸ See Appendix C.

activities of the Bureau.¹⁹ The Bureau is to include five sections, each working in one of the Muhafazat, and headed by a graduate of the Institute.²⁰ Furthermore, in every gada of each of the five Muhafazat there would be a Multipurpose Team composed of four to six members who are graduates of the Institute, in addition to two members of the Social Welfare Agency (Ministry of Labor and Social Affairs). Each team would work jointly with the local authorities and would be under the supervision of the "Qaim-Maqan", and linked with the representatives of the Ministry of General Planning in the muhafaza, namely the heads of the Sections of the District Activities Bureau.

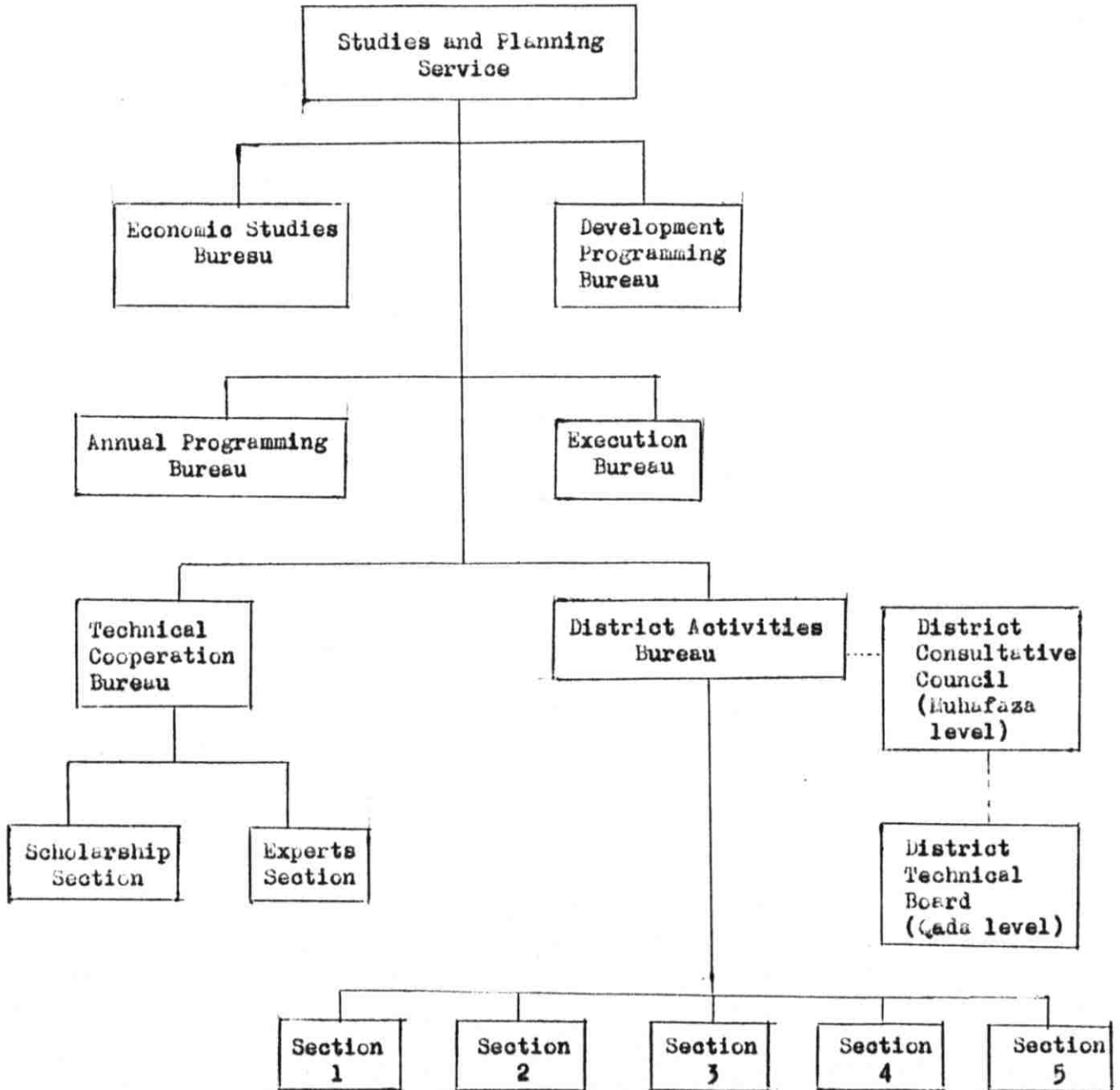
The government also issued two Decrees No. 12417 of April 2, 1963 and No. 12493 of April 9, 1963 that pertain to the District Technical Board and District Consultative Council respectively. Both are to operate jointly with the District Activities Bureau for the development of the regions. The District Technical Board, established by paragraph one of Article 12 of the Law of June 12, 1962, is to operate at the muhafaza level in its capacity to recommend, suggest, study, and to establish priorities for short and long run development programs previously prepared by the District Consultative Council.²¹ The Board, which includes representative of the Ministry of General Planning, meet monthly and reports its recommendations to the Ministry, presumably to

¹⁹See Chart IV, p. 108.

²⁰Decree No. 1241, op.lit., Article 23.

²¹Decree No. 12417, dated April 2, 1963, Article 2.

CHART IV
THE PRESENT UNITS OF THE STUDIES AND PLANNING SERVICE



its Director General.

The District Consultative Council, established by paragraph two of the Law of June 12, 1962, is composed of the Muhafez as its chairman, the representative of the Ministry of General Planning as its secretary i.e. the head of a Section of the District Activities Bureau, the representative of the Social Welfare Agency in the muhafaza as an assistant secretary, the Qaim-maqam of the muhafaza and twelve others, suggested by the muhafez and approved by the Minister of General Planning, as members.²² In addition, the heads of the District Activities Bureau and the Planning and Studies Bureau of the Social Welfare Agency can attend the meetings of the Council without the right to vote.²³ The Council advises the ministry on the development programs of the muhafaza, and on the local projects laid down by the various ministries and public agencies. It also reports on the progress of the projects embodied in the general plan.

Institute de Recherches et de Formation En Vue du Developpement - IRFED

The Lebanese Government concluded an agreement with the Centre International Pour le Developpement Economique et Sociale, (IRFED) of France on October 23, 1959 for the purpose of formulating a general plan

²² Decree No. 12493, dated April 9, 1963, Article 1.

²³ Ibid., Article 11.

for the economic, social and educational developments of the country. The agreement provided for IRFED to supply a team of experts²⁴ and investigators to undertake the necessary studies of the natural, economic, and human resources of Lebanon. By the end of 1960 the IRFED Mission completed its general survey of the economic, social, and educational conditions of the country and submitted a comprehensive report to the Lebanese Government entitled - Etude Preliminaire sur les Besoins et les Possibilites de Developpement Au Liban 1959-1960.

The report is considered to be a basic study in the areas mentioned above. It contains sections that deal with public administration, especially in the area of public budgeting. It analyzes the revenues and expenditures of the government, and states that indirect taxes constitute a high proportion of the governmental sources of revenues. It also observes that the allotment of moneys among the various ministries seems to be ill planned and not based on essential needs and priorities. The Mission states as an example, that the budget of the Ministry of Agriculture in 1961 constituted about 2 to 3 percent of the total national budget. While half of the Lebanese population is living directly or indirectly on agriculture. The Mission also noted that the budget of the Ministry of General Planning in 1961 was a fraction of 1 percent of the total national budget. The report called attention to these points and emphasized that there should be greater

²⁴For the composition of the IRFED Mission see Appendix D.

governmental investments in the Ministries of Agriculture, General Planning and Public Health.²⁵ For instance, the IRFED Mission recommended among others the following:

1. That collection of taxes should be made more efficient,
2. That new sources of revenue should be sought in order to meet new outlays.
3. That economic and fiscal policies of government are needed to insure a more equitable distribution of the national income.
4. That industrialization policies should be encouraged by the government, and new policies should be initiated to inject more life into urban areas.
5. That roads, electricity, water, and schools should be provided in cities, towns, and villages.

As a result of these recommendations, the Lebanese Government on June 26, 1961 signed a new contract with IRFED for a period of three years to formulate specific plans regarding the implementation of its proposed recommendations especially those pertaining to the revival of the rural areas.

According to this contract, the IRFED Mission can be said to have taken the place of the Studies and Planning Service.²⁶ This new contract

²⁵ Etudes Préliminaire Sur Les Besoins et Les Possibilités De Développement Au Liban, 1959-1960, A Report by the IRFED Mission (Beirut: 1960), Vol. VII.

²⁶ See Circular Note No. 15, dated March 15, 1963 in which the Prime Minister requested all ministries and public agencies to provide IRFED with all the information it needs, for it is to replace the Studies and Planning Service until 1964.

provided that the Mission formulate a five years plan (1964-1968) for the development of the country. In contrast, under the first contract the Mission was acting as a fact finding body as its first report indicates. The Mission thus was organized in 1961 to include five functional services; one for management, formation, and localization; one for finance and trade; one for administration; one for infra-structure, and production; and finally a service for coordination, data, and documentation.²⁷ The heads of these services, the Director General of the Ministry of General Planning who is the Lebanese Government delegate to the Mission, the Director of the Mission and his assistants form the Governing Board of the Mission which decides on all the projects and their priorities. Attached to this Board are several ad hoc committees that serve it in a staff capacity.²⁸

On November 1962, IRFED published its second report concerned with the first five years plan of 1964-1968 (Premier Plan Quinquennal 1964-1968), called Proposition D'actions Generales Pour l'Elaboration Du Plan - known better as "Schemas". The report, as its title indicates, proposed action in ten major areas: Roads, electricity, water, agriculture, fisheries, tourism, industry, commerce, education, and health. At present the Mission is engaged in preparation of certain other plans to be included

²⁷ Interview with Mr. Tarazi, Public Relations Officer, IRFED Mission, April 4, 1963.

²⁸ The organization chart of IRFED was refused to be shown to the author by the Assistant Director of the Mission, Mr. Delbrat on the grounds that it is confidential.

in the five years plan of 1964-1968.²⁹

For its first report of 1959-1960, the IRFED Mission charged the Lebanese Government the total sum of \$ 60,000, whereby the French Government contributed half the amount, and the Lebanese Government the second half. According to the second contract of 1961, the Lebanese Government is to pay \$ 98,200 each year, a total of \$ 294,600 during the three years stay of the Mission. In addition to the preparation of a five year plan, IRFED is requested to carry on the functions of the Studies and Planning Service namely to suggest on the preparation of transitional and progressive development plans, to give its recommendations on all the studied plans by the Ministry of General Planning, to inform the Ministry on all development projects and programs in foreign countries, to maintain liaison with French organization and International agencies on matters of technical cooperation, studies and planning execution, to recruit experts, counselors and assistants, to organize the Technical and Studies Bureau of the Studies and Planning Service, and finally to guide in the field of specialization for employees to study abroad.³⁰ Hence, the IRFED Mission, since 1959, has been doing the major functions that should have been done by the Ministry of General Planning.

²⁹ Interview with Mr. Tarazi, April 11, 1963.

³⁰ Interview with Mr. Uthman Dana, Minister of General Planning, April 11, 1963.

All the plans and recommendations of IRFED are being constantly referred to the Planning and Development Board to be reviewed before the Minister of General Planning submits them to the Council of Ministers for approval.

The Interministerial Committee and the Planning and Development Board

Short and long run plans that have been recommended by IRFED and the District Consultative Councils are transmitted by the Director General to the Interministerial Committee and the Planning and Development Board. The Committee reviews all the sectorial plans for the purpose of achieving coordination between them and the general plan, and to speed up the dates of their execution. The Board on the other hand, marks the final stage in the Ministry where plans and projects are studied for the last time before they are referred to the Council of Ministers for approval.³¹ The Board which is composed entirely of Lebanese experts and specialists, makes its recommendations and suggestions regarding the priorities and validities of the plans in a way that best meets the needs of the Lebanese society.

Once the recommendations of the Board are approved, the plans are then executed by the functional ministries. The Ministry of General Planning which is given the right to supervise and control the execution of these plans through its Execution Bureau, is not performing this

³¹ Interview with Mr. Mustafa Nusouli, March 27, 1963.

function at present. Not until the Bureau starts operation early in 1964, can we determine the nature of the relationship it has with other ministries and public agencies intrusted with the execution of the development projects. Furthermore, the nature and quality of supervision and control that will actually be exercised cannot be determined until then. As such, the functions of the Ministry of General Planning will end when the plans are referred to the Council of Ministers, hence performing an advisory role to the government. For this reason we can safely call the Ministry of General Planning a staff ministry.

The Achievements of the Ministry of General Planning

The achievements of the Ministry of General Planning can be divided to two parts: Those between 1954 when it was first created, and up to 1959 when it was first reorganized; and those during and after 1959.

During the first period of its operation, the Ministry of General Planning was concerned mainly in establishing the work relationships between its five Bureaus and the two Sections. It was to conduct preliminary economic and social surveys of the conditions of the country to operate in the manner stipulated for it by the Legislative Decree No. 2 of November 30, 1954.³² As such, its main achievements were the preparation of the reports that were submitted to the Council of Ministers by the Planning and Development Board each year, containing an account of the basic studies made. The operation of the Ministry was then based on the work of its Public Properties and Minerals Bureau which implemented and executed all the laws and regulations concerned with mineral and public properties. When in 1959 the administrative reorganization movement was taking place, these functions were removed from the Ministry of General Planning. The Ministry of National Economy was made in charge of the minerals, while public properties became the responsibility of the Ministry of Public Works.³³

³² Interview with Mr. Uthman Dana, April 11, 1963.

³³ Ibid.

The major achievement of the Ministry during the period 1954-1959, was the preparation and issuance by its Planning and Development Board of the Five Years Plan in 1958. Although the plan was not formally adopted by the government, its recommendations created an awareness that scientific planning is needed for the development of the social and economic conditions of the country.

The Five Years Plan³⁴ was submitted to the Office of the Prime Minister contained the following:³⁵

1. A list of all the proposed projects to be implemented over a period of five years, presented according to the sector they belong to with estimated distributed over the execution year.³⁶
2. Statements to verify the need of every project.
3. Recommendations on the methods of financing the projects.
4. Recommendations on how to avoid inflation while implementing the projects.

³⁴ Instead of this plan, the Lebanese Government adopted in 1961 what is called the 450 Millions Plan which was the result of the studies made by the INFERD Mission and the recommendations of the Planning and Development Board in order to spend the accumulated sum of L.L. 450 millions over a period of five years.

³⁵ The Planning and Development Board, The Five Years Plan For The Economic Development of Lebanon (Beirut: Sader Press, 1958).

³⁶ The crisis of 1958 forced the Planning and Development Board to reduce its estimates of the first year (1958) by L.L. 91,133,000 according to the budget appropriations of that year; see Appendix E.

The Planning and Development Board also recognized the importance of improving public administration as a means to implement efficiently the proposed projects. It pointed out the existing situation of corruption, inefficiency and stagnation in all public offices.³⁷ Based on its findings in this area, it recommended the recruitment of foreign experts to study the Lebanese administration, and the establishment of a Civil Service Commission and a Public Administration Institute as a long run objective to remedy the situation.³⁸ Some of the limitations of the Five Years Plan indicated by the Planning and Development Board, include inadequate and unreliable data, in addition to limited funds appropriated to the Board for the conduct of the study.

Aside from the work of the Central Statistical Service mentioned above, the achievements of the Ministry of General Planning since 1959 can be said to be practically nil. This is because the IRFED Mission has been doing most of the work, thus reducing the role of the Ministry to one of minor cooperation with the Mission such as facilitating the work of the Mission with other ministries and public agencies. In fact the Ministry has been acting as a liaison agency between IRFED and the Lebanese Government.³⁹ However, since the IRFED Mission is replacing

³⁷The Planning and Development Board, op.cit., pp. 399 - 342.

³⁸The Commission and the Institute were, as a matter of fact, established as we pointed out in Chapter III.

³⁹Interview with Mr. Mustafa Nusouli, March 27, 1963.

the Studies and Planning Service,⁴⁰ we can say that the projects that were implemented or being implemented at present as a result of the studies made by the Ministry (including IRFED), are the following:⁴¹

1. The Law of August 7, 1961 concerning the allotment of L.L. 450 millions on various projects over a period of five years. (The 450 Millions Plan).⁴²
2. The report of the IRFED Mission which had influenced the Litani Project Agency to review its policy concerning water distribution, and made available larger quantities for agricultural and irrigation projects.
3. The study of sub-terrain waters in Lebanon with the assistance of the United Nations Special Fund, in order to make the best use of water resources in the country.
4. A plan for the development and promotion of vocational training in the regions.
5. Programs for the Social Relief Agency, and additional allotment of funds to the Agency upon the recommendations of the Ministry.
6. The reorganization of the Ministry of General Planning in 1962.
7. The building of roads for many remote villages.
8. The allotment of funds for the villages and municipalities from the treasury of the Reconstruction Agency.

⁴⁰Supra, Footnote 26.

⁴¹Unpublished Report by Mr. Hisham Hajj, Agricultural Engineer, Ministry of General Planning.

⁴²Appendix F.

9. The establishment of a National Council for Habitation.
10. The establishment of a National Council for Scientific Research.
11. The reorganization of the municipalities.
12. The creation of the Institute for Development Training.
13. The organization of the development programs in the regions in a way to assure the contribution, on the muhafaza level, of the representatives of the functional ministries and citizens; and on the gada level, the contributions of the Multipurpose Teams, and the Social Relief Agency.
14. Program to communitize elementary education.
15. Sanitary projects in various regions.
16. Social insurance scheme.

In addition, the IRFED Mission had made studies concerning the Lebanese sea shores, and the National Bank for Development which is still under study. The Mission had also provided 22 maps of Lebanon that are placed with the Traffic Service of the Ministry of Public Works.

The discussion of the operation and achievements of the Ministry of General Planning must also include a brief word concerning the operation and achievements of the Institute for Development Training.

The Institute is being managed at present by Father John Marun, who since 1946 has been working in the field of economic development both abroad and in Lebanon. The Director of the Institute includes

as members, eminent people in social and economic studies and research,⁴³ the Director General of the Ministry of General Planning as the representative of the Ministry, and a French expert appointed by INFED to draw its general programs.

The Bureaus of the Institute as it is in the Ministry of General Planning are also understaffed. For instance, the Bureau of Studies and Documentation is headed by Dr. Iskandar Shalhub who is the only person in the Bureau (the Bureau is supposed to include a total of 11 employees). Furthermore, there exists a misdirection of effort in the Institute. Dr. Shalhub, instead of performing his proper duties of studies and research, is giving courses to students, and so are the heads of the other Bureaus.⁴⁴ Again, the hours of the Institute are not suitable. The students are required after a day's work in the regions, to attend evening lectures between 4-7 p.m. The teachers themselves are to teach, also after a day's work in their offices.

As of today 20 students have completed their first year training, and it is expected that by June of 1963 they will be employed by the Ministry of General Planning. The Institute expects to graduate 52 more

⁴³Such as Fuad Najjar ex-Minister of Agriculture, Rida Wahid the Director General of the Ministry of Labor and Social Affairs, Prof. Salim Hoss Chairman of the A.U.B. Business Department, Mr. Jean Burd and Mr. Joseph Za'rour.

⁴⁴Interview with Dr. Iskandar Shalhub, Institute For Development Training, April 5, 1963.

students by June 1963.⁴⁵ Whether the Institute would continue operating after that date is a debatable question as we shall point out below.

The author finds it appropriate at this stage to ask the following question: How can we assess the present operation and achievements of the Ministry of General Planning? The answer to this question will form the last and concluding part of this chapter.

⁴⁵Interview with Father John Marun, Director of the Institute For Development Training, March 27, 1963.

Assessments and Prospects

The role that can be played by the Ministry of General Planning is no doubt vital and extremely important for the development of Lebanon. Boiled to its essentials, the Ministry is to lay the foundations on which the whole economic and social policies of the government stand. Eventhough the Ministry is still preparing itself for this role, yet we can assess and constructively criticize its operation and achievements.

Regarding the Ministry itself, and leaving aside for the moment the IRFED Mission, we cannot but praise the activities of the Central Statistical Service. This unit is a newly established agency. It lacks personnel, yet its operation remains efficient as shown by the first statistical bulletin of 1960-1961, and the second bulletin of 1961-1962 which is shortly due for publication. The vast amount of statistical data published in these bulletins, can never have been done, had the Service not been as efficient as it is. There is no doubt that the Service would operate even more efficiently when it is provided with new machines and the required personnel. However, we may suggest one change regarding the Service, and that concerns its relation with the Statistical Bureaus of other ministries and public agencies. The present case is that the Service is on a technical and functional relationship with these Bureaus, but lacks any supervisory or controlling power over them. In order to insure the validity of the data obtained, and to standardize the methods of computation, it is the author's conviction that the Service

should have direct and immediate control and supervision over these bureaus. Such a measure would not only standardize the work operation, but also avoids delays, and insures coordination of work. This is necessary so long as proper planning, or to use Henri Fayol's term "prevoyance", requires a sound and recent statistics to be able to assess the future conditions in the light of the present situation.

The Planning and Development Board on the other hand, represents a critical stage at which all plans and recommendations are finally reviewed for before they are transmitted to the Council of Ministers for approval. At present the Board meets once a week for this purpose, and hence it may be impossible for it to have enough time to perform its duties. However, since the IRFED Mission is doing all the major plans and recommendations at present, it seems odd for the Board to recommend otherwise, knowing the favorable position the Mission has with the President of the Republic. The Board, in most of its reports to the Council of Ministers,⁴⁶ has been asking for the promulgation of a law whereby the Board would be made an independent body both financially and administratively. We do feel that the Board should be allotted more funds by 1964, after the termination of the contract with IRFED, but at the same time it must remain under the Ministry of General Planning as a full time staff unit, instead of a part time unit. This is important when we realize that the Studies and Planning Service will be

⁴⁶ See for example its Five Years Plan.

constantly engaged in the preparation of short, medium, and long term plans both of national and local character. The Board in this case should always avail itself of continuous assessment of these plans - a duty requiring more than a few hours a week.

The Lebanese Government has been criticized for not adopting the Five Years Plan of the Planning and Development Board; instead it engaged the IRFED Mission to prepare a five years plan. It is the view of many top officials in Lebanon⁴⁷ that the Five Years Plan could have been supplemented with studies of independently recruited experts in areas that the plan did not deal with. They feel that the benefits could have been two fold : In the first place, the government would have saved the high cost of the IRFED Mission; secondly, the Lebanese public officials would have gained by now the necessary experience to carry out development projects. The Mission failed to conduct a general survey of the Lebanese situation; many of the facts included were based on previous studies, reports, and publications such as The Middle East Economic Papers, 1955-1959, Ibrahim Abdul Al's Essor du Liban, G.N. Fayyad's, L'Economie General au Liban, Elie Gannage's Croissance Economique et Structures au Moyen Orient, Benjamin Higgins' Financing Lebanese Development, Gubriel Munassa's Pour Une Renovation Economique Libanaise avec le Collaboration du Liban d'Outre Mer, and

⁴⁷They all requested that their names be kept anonymous, for as public officials they are not to express such opinions.

Boxyade's Repport Sur la Structure Economique du Liban⁴⁸. Nonetheless, the report is important in so far as it established relationships between the various sectors and activities of the economy; and in so far as its recommendations brought into focus the urgent need to develop the whole economy.

It is the author's contention that the Lebanese Government is justified in having engaged the IRFED Mission for a second term in 1961. Having formulated its first preliminary report, the Mission is now required to prepare a detailed plan based on the first report. Here again IRFED was said to have erred in the major area of data collection which forms the basis of its recommendations. For example, the Mission estimated the population of Lebanon to be 2.5 millions in 1957, while based on a recent census requested the Minister of Interior, Kamal Junbulat, the present population of Lebanon is 2,150,000, and in 1957 it is estimated to be 3,250,000.⁴⁹

Finally, since the Studies and Planning Service is to take over the functions of IRFED in 1964, we suggest that the Ministry of General Planning should either provide the staff for this Service, and to have it work jointly with IRFED in order that its members obtain the necessary training to insure continuity of operation. If this is

⁴⁸Interview with Miss Alice Cassar, Head of Documentation Section IRFED Mission, March 8, 1963.

⁴⁹Al-Jaridah, Beirut, April 12, 1963.

difficult to do at present, then the Ministry should in 1964 engage some of the IRFED experts to work with the Service in a supervisory capacity.

As to the Institute for Development Training, the present role of the Institute to train multipurpose teams should be terminated. On the one hand, the representatives of the functional ministries in the regions have already gained knowledge and experience in the development problems of the districts. As such they can perform the tasks of the Multipurpose Teams.⁵⁰ Secondly, the problem of the regions is not really the problem of centralization as the government believes it to be. Rather it is a public administration problem. Lebanon is a small country, and what it really needs is the kind of trained public administrators who have civic responsibility and a sense of public duty, in order to implement effectively the development projects. Hence it may be more beneficial to merge the Institute with the Public Administration Institute, for the responsibilities of the latter are wider in character and includes training programs for development. This same conclusion was arrived at by the United Nations, which recently promised to extend large sums of financial aid to Lebanon for purposes of development on condition that all training institutions be merged in one.⁵¹ For this reason the Institute for Development Training is still understaffed,

⁵⁰This is the opinion of Dr. Iskandar Shalhub, Head of the Studies and Documentation Bureau in the Institute.

⁵¹AL-Safa, Beirut, March 31, 1963.

and a project law has already been drafted to abolish the Institute by June 1963. It is to be merged with the Public Administration Institute under the supervision of the Civil Service Commission.⁵²

Based on the foregoing discussion, we can make one final suggestion concerning the Ministry of General Planning as a whole. The portfolio of the Ministry should be abolished and instead a Central Planning Commission should be created to comprise all the administrative units of the Ministry at present. The Commission must be attached to the Office of the Prime Minister to give it more status and authority over all other ministries since the Commission plans their activities. This suggestion is further strengthened by the fact that the Ministry of General Planning is in essence a staff ministry to the Council of Ministers; and also by the fact that it is given supervisory and controlling powers over those activities of all other ministries that come under the general plan. This Commission, if established, must be headed by a competent and able person with the rank of a director general in order to keep away political influences from the preparation of the plans, since this person is not a political appointee, and as such, cannot distribute political favors in exchange for similar favors to insure his continuity in office.

⁵²Ibid.

CHAPTER IV

CHAPTER IV

CONCLUSION

Lebanon had inherited many administrative malpractices from centuries of domination by Turkish and French rules. Not until 1952, and under the regime of President Camille Chamoun, did the Lebanese Government assume positive responsibilities in these fields. Lebanon can be said to have realized then the need for action. Positive action was manifested in two forms : Financial allotments in the social and economic fields contributed by both the Lebanese Government and international and foreign governmental contributions, the second was in the form of newly established institutions and public agencies to meet the newly recognized needs of the society, one being the Ministry of General Planning established in 1954. However, it was under the regime of President Fuad Chehab that Lebanon started and began to witness sincere and true efforts to make for planned change in the economic and social conditions of the country.

This movement redefined the duties and activities of the Ministry of General Planning and shifted the responsibility for devising general economic plans for the country as a whole from the Planning and Development Board to the machinery of the Ministry. It also created and placed a Central Statistical Service in the Ministry to make available estimates of resources. Because of the novelty of

planning in Lebanon, the Government engaged the IRFED Mission in 1959 to study the social and economic conditions of Lebanon. Upon the recommendations of IRFED, the Ministry of General Planning was reorganized for the second time in 1962 to include six new Bureaus under the Studies and Planning Service to formulate all the tentative economic and social plans before they are referred to the Planning and Development Board and the Interministerial Committee for final review and recommendations. In addition IRFED recommended the creation of the Institute for Development Training under the supervision of the Ministry to prepare Multipurpose Teams. Those teams are to work jointly with regional boards and councils to develop economic plans for the various districts. Their plans are transmitted to the Ministry where they are studied and reviewed along with the other plans designed at the administrative level in Beirut. It is always the case that all plans are constantly rechecked and reviewed by both the Planning and Development Board and the Interministerial Committee before the final plans are recommended to the Council of Ministers. However, due to the replacement of the Studies and Planning Service by the IRFED Mission for a period of three years, along with many other functions it has been performing, the exact operation of the Ministry of General Planning cannot be determined until 1964. Besides, the achievements of the Ministry has been limited to those of IRFED.

We cannot at present make any definite conclusions regarding the role of the Lebanese administration in economic planning and development. It remains true, however, that the Lebanese Government through its administrative reform movements, had been successful to a great extent in achieving an administration properly organized to meet the requirements for development. The problem with the Lebanese Administration can no longer be attributed to its structure, rather it is a problem of administrative practice and behavior. It is in this area that governmental action is needed now.

The problem of administrative behavior seems to be of two sides: one arising from office situation and practice, and one relating to the environment. Regarding the first side, the reforms considerably reduced inefficiencies and corruption and clearly defined the path for administrative action. However, the tendency in Lebanon to be preoccupied with executing laws and regulations still exists. The Government should conduct an extensive operation and methods surveys by local and foreign experts in an effort to simplify the procedures, and in turn to give the individual bureaucrat more discretionary powers. In addition, inspection must be made more effective. The Central Inspection Agency should not only act as a deterrent agency but as an educational one as well.

The question of the environment is a more complex and complicated problem that requires long educational plans to cope with it. The Lebanese environment presents two major limitations for economic planning. On the one hand it affects the administrative behavior and secondly, built - in elements in the society appears to strengthen the problem of resistance to planned change. Fortunately enough, the population and the government are now fully aware of the seriousness of this problem, and are determined to solve it.

The determination and will of the present regime to make the maximum possible use of all the human and material resources of the country have, no doubt given the role of administration in economic planning and development greater importance than was hitherto the case. But it remains for the next few decades to determine how this newly assumed role of the administration will develop.

APPENDIXES

Appendix A

U.N. TECHNICAL ASSISTANCE PROGRAMME TO LEBANON 1951-1958

<u>Year</u>	<u>Organization</u>	<u>Project</u>	<u>Equipment Cost</u>	<u>Total Cost</u>
1955	UNTAA	Stereophoto- grammetry	U\$ -	U\$ 6,600
1956	" "	" "	-	1,900
1956	UNTAA	Public Adminis- tration	-	2,200
1957	" "	" "	-	9,825
1958	" "	" "	6,000	20,500
1954	UNTAA	Public Adminis- tration	-	4,005
1955	" "	" "	-	15,725
1956	" "	" "	-	14,546
1957	" "	" "	-	9,825
1958	" "	" "	-	20,500
1957	UNTAA	Transport and Communication	-	5,900
1958	" "	" "	-	2,500
1955	ITU	Telecommunica- tion	-	5,562
1956	" "	" "	-	2,315
1957	" "	" "	-	1,700
1958	" "	" "	-	11,000

Source: United Nations Expanded Programme of Technical Assistance, Project Handbook, Vol. IV, Middle East, TAB/2/Rev. 1, (July 1, 1958). The information are listed in the order in which they appeared in their original source.

Appendix A (Cont'd)

<u>Year</u>	<u>Organization</u>	<u>Project</u>	<u>Equipment Cost</u>	<u>Total Cost</u>
1956	WMO	Meteorology	U\$ -	U\$ 2,276
1957	"	" "	-	15
1958	"	" "	-	2,000
1956	ILO	Social Security	-	2,091
1957	"	" "	-	19
1958	"	" "	-	3,000
1956	ILO	Manpower Organi- zation including Vocational Training	-	8,127
1957	"	" "	-	13,248
1958	"	" "	-	11,100
1955	ILO	Labor Conditions & Administration	-	2,818
1957	"	" "	-	3,388
1958	"	" "	-	2,000
1958	"	Enterrogational co- operation Seminar	-	1,000
1955	FAO	Agricultural Economics	-	8,674
1956	"	" "	-	8,263
1957	"	" "	-	9,745
1958	"	" "	-	14,483

Appendix A (Cont'd)

<u>Year</u>	<u>Organization</u>	<u>Project</u>	<u>Equipment Cost</u>	<u>Total Cost</u>
1956	FAO	Fisheries Development	U\$ -	U\$ 4,813
1957	"	" "	-	3,101
1958	"	" "	-	9,270
1957	FAO	Plant Production and Protection	-	13,998
1958	"	" "	-	8,600
1957	FAO	Animal Production and Disease Control	-	12,326
1958	"	" "	-	12,360
1952	UNESCO	Educational Mission	9,347	54,287
1953	"	" "	2,071	19,455
1954	"	" "	3,876	22,789
1955	"	" "	1,579	46,014
1956	"	" "	3,890	24,376
1957	"	" "	1,968	13,553
1958	"	" "	-	35,745
1956	UNESCO	Fundamental Education	-	2,585
1951	ICAO	Civil Aviation	3,009	3,632
1952	"	" "	859	28,415
1953	"	" "	159	46,840
1954	"	" "	3,629	40,114

Appendix A (Cont'd)

<u>Year</u>	<u>Organization</u>	<u>Project</u>	<u>Equipment Cost</u>	<u>Total Cost</u>
1955	ICAO	Civil Aviation	U\$ 1,585	U\$ 55,315
1956	"	" "	1,527	52,003
1957	"	" "	-	60,613
1958	"	" "	-	50,000
1955	WHO	Tuberculosis Control	2,275	4,710
1956	"	" "	33,966	33,496
1957	"	" "	1,363	3,872
1958	"	" "	2,500	1,556
1955	WHO	Rural Health Unit	-	593
1956	"	" "	144	9,589
1957	"	" "	11,731	16,759
1958	"	" "	-	29,083
1956	WHO	Nursing Fellowships	-	5,950
1957	"	" "	-	4,230
1957	WHO	Social and Occupational Health	-	2,200
1957	WHO	Public Health Administration	-	17,848

Appendix B

Liste des Experts Etrangers auprès du Gouvernement Libanais Ier Avril 1963

<u>Ministère</u>	<u>Nom</u>	<u>Nationalité</u>	<u>Date d'arrivée</u>	<u>Date d'expiration du contrat</u>
<u>Intérieur</u>	Joubert André	Fr.		
	Organisation de la Sécurité			
	Menegay Marcel	Fr.	1955	
	Armes & Munitions Explosifs			
	Deplaigne Lucien	Fr.	1955	
	Armes & Munitions Explosifs			
<u>Finances</u>	Tardy Laurent	Fr.	7.59	30.6.64
	Organisation de la Comptabilité			
	Guyon Charles	Fr.	20.6.62	20.6.63
	Législation fiscale			
<u>Education</u>				
<u>National</u>	Bochshloss T. Louise	Belge	3.11.60	30.6.63
	Formations des Maîtres			
	Grunenwald Joseph M.	Fr.	16.6.61	30.6.63
	Formations des Maîtres			
	Flandre Arthur	Fr.	8.4.61	2.4.64
	Enseignement Technique			
	Rey M.P.	Suisse	24.10.62	-
	Enseignement Technique			
	L. Henaff Jacques	Fr.	27.7.61	23.7.63
	Enseignement Technique			
Valin Emile	Fr.	24.9.61	19.9.63	
Recherches psychopédagogiques				
Fouques M.P.A.	Fr.	29.8.62	22.8.64	
Enseignement Technique				
Bietelot Rodolphe	Belge	25.2.63	...	
Enseignement Technique				

Appendix B (Cont'd)

<u>Ministère</u>	<u>Nom</u>	<u>Nationalité</u>	<u>Date d'arrivée</u>	<u>Date d'expiration du contrat</u>
<u>Education Nationale</u>	Morin André	Fr.		
	Enseignement Technique (Tripoli)		1.11.62	1.11.64
	Landau André	Fr.		
Enseignement Technique (Zahlé)		6.1.63	1.11.64	
	Marlier René	Fr.		
Enseignement Technique			...	
<u>Santé</u>	Oddo Francesco	Italien		
	Lutte contre la Malaria		21.10.60	
	Farmanfarmayan Sabbar	Iranien		
Lutte contre la Malaria		1.4.60		
	Davenport M.S.	Angl.		
Technicien de Laboratoire			27.5.62	
<u>Travail et Aff. Sociales</u>	Cueidat Denise	Fr.		
	Psychiatrie et Enfance Délinquante		15.2.61	15.2.63
	Meker Maurice	Fr.		
	Développement Communautaire		11.6.61	30.6.63
	Leininger Marie E.	USA		
	Bien être de l'Enfance et de Famille		7.12.60	7.12.63
	Golay Emile	Suisse		
	Ecole Horlogère (Direction Technique)		3.2.62	3.2.65
	Chapatte Remi	Suisse		
	Ecole Horlogère (Assistant)		1.5.62	1.5.65
Ordronneau Jean	Fr.			
Problèmes de l'Habitat		
De Muynk Auguste	Belge			
Eaux Souterraines (Directeur du Projet)		24.3.63	
<u>Information</u>	Lecompte Yves	Belge		
Organisation Administrative				31.7.63

Appendix B (Cont'd)

<u>Ministère</u>	<u>Nom</u>	<u>Nationalité</u>	<u>Date d'arrivée</u>	<u>Date d'expiration du contrat</u>
Travaux Publics	Moullard Louis	Belge		
	Eaux Souterraines		30.10.62	
	McKee Cecil E.	Angl.		
	Instructeur Radio		7.7.61	
	Mac Clean Donald Allan	Angl.		
	Navigabilité des Aéronefs		16.9.60	
	Vivian M.O.	Angl.		
	Sécurité Aeronautique		2.11.62	
	Perry Donald	Angl.		
	"Flight Simulator"		25.3.63	
	Jackson David J.	Canadien		
	Navigabilité Aérienne			
	Bisson John	Canadien		
	Conseiller de Navigabilité			
	Haak M.W.P.	Australie		
	Ingénieur Radio			
	Sen M.R.C.	Indes		
	Ingénieur Radio			
	Maze Pierre	Fr.		
	Télé-Imprimeur			
	May Wilhelm	Allemand		
	Communications			
	Kim M.A. Lee	Allemand		
	Entretien du Système Telex			
	Reader M.A.J.	Angl.		
	Incendie et Sauvetage			
	Dumont André	Fr.		
	Météorologie			

Appendix B (Cont'd)

<u>Ministère</u>	<u>Nom</u>	<u>Nationalité</u>	<u>Date d'arrivée</u>	<u>Date d'expiration du contrat</u>
Off. des Grands Travaux Irrigation	Chaumeny P.	Fr.	10.62	10.63
<u>Agriculture</u> Statistiques Agricoles	Ecimovic Juraj	Yougoslave	2.9.59	
Vétérinaire (adjoint)	Van Steenis G.	Pays-Bas	28.5.61	
Coopératives Agricoles	Mavromatis A.M.	Chypre	10.10.61	31.12.63
Santé Animale (Direction)	Moulton M.W.	Etats-Unis	31.7.62	
Santé Animale (Directeur Adjoint)	Chu M.H.P.	Chinois	11.10.62	
Santé Animale (Administration)	Macak M.M.A.	Australie	4.7.62	
Santé Animale (Laboratoire)	Childs M.B.B.	Angl.	15.8.62	
Parasitologie	Horton-Smith M.	Angl.	6.10.62	
Bactériologie	Saunders M.C.	Angl.	6.10.62	
Santé Animale (Laboratoire)	Thompson M.R.	Angl.	22.9.62	
Education Forestière (Directeur du projet)	D. Coulon M.	Suisse	24.11.62	
Education Forestière (exp. adjoint)	Veltkamp M.J.J.	Hollande	14.3.63	
Lutte contre le Criquet Pelerin	Roy J.	Fr.	5.1.63	
Lutte contre le Criquet Pelerin (Assistant)	Petit J.	Belge.	6.1.63	
Lutte contre le Criquet (Assistant)	Courshee R.	Angl.	5.1.63	
Communications Radio	Smailes M.G.	Angl.	26.1.63	

Appendix B (Cont'd)

<u>Ministère</u>	<u>Nom</u>	<u>Nationalité</u>	<u>Date d'arrivée</u>	<u>Date d'expiration du contrat</u>
Administration	Verbist Christian	Belge	26.2.63	
Officier Médical	Dandoy Roger	Belge	26.2.63	
Cartographie des Sols (Directeur du projet)	Aubert Louis	Fr.	13.3.63	
Cartographie des Sols (Pédologue en chef)	Thirion M.J.G.	Belge	13.3.63	
Cartographie des Sols (Photogrammétrie)	Baltaxe Robert	Angl.	28.3.63	
Fertilité des Sols	Mathieu M.M.	Fr.	16.8.61	
Fertilité des Sols (Expert adjoint)	Hekstra M.A.	Holl.	25.1.63	
Orientation Agricole	Mossouros Basille	Grec	10.5.61	10.5.64
Pédologie	Lamoureux Maurice	Fr.	1.6.62	1.6.63
Direction des Fermes	Brough M.	Etats-Unis	6.62	6.64
P.T.T. Télécommunication	Lamazouade André	Fr.	7.2.62	31.12.63
Organisation postale	Dossus Roger	Fr.	31.1.62	31.12.63
<u>Plan</u> Organisation des Statistiques	Sanson Carrette André	Fr.	10.59	30.6.63
Economie Industrielle	Gilleron Marcel	Fr.	1.6.62	1.6.63
Panification Régionale	Mazure Pierre	Fr.	1.6.62	1.6.63

Appendix B (Cont'd)

<u>Ministère</u>	<u>Nom</u>	<u>Nationalité</u>	<u>Date d'arrivée</u>	<u>Date d'expiration du contrat</u>
Urbanisme	Ecochard Michel	Fr.	.-.62	
Développement	Mission IRFED	Fr.	1960	31.12.63
Recherches en vue du Développement	Kher Antoine	Fr.	12.2.63	12.8.63
<u>Institut de Formation (IFD) Réforme Administrative</u>				
Formation des Inspecteurs	Auboynas Jacques	Fr.	26.11.62	26.5.63
Santé Publique	Garnez Joseph	Fr.	1961	31.12.63
Conseil en Organisation	Tahiri Igor	Iranien	8.61	30.6.63
Conseil en Organisation	Commeau Francis	Fr.	10.61	31.7.63
<u>Fonction Publique</u>				
Ad. Publique (Finances)	Grenier G.	Canadien	8.62	8.64
Ad. Publique	- Jumfer	Etats-Unis	7.62	7.64

Source: Letter by Director General of the Ministry of General Planning to the Civil Chamber of the Presidency of the Republic, No. 1058/1/17, Dated April 8, 1963.

Appendix C

Names of Students at the Institute For Development Training for the year
1962 - 1963

Team A - 1

Hisham Abiad	- B.A. Economics
Miss Nawal Abidin	- Licence, Economics
Rafiq Abu Arraj	- (Dropped)
Said Al Guz	- B.A. Geography
Karim Abdul Rai'	- (Dropped)
Shaker Aris	- Licence en Droit
Akram Shamas	- (Dropped)
Joseph Shami	- Licence en Droit
Michael Sharim	- Licence en Droit
Joseph Fadel	- (Dropped)
Khazal Jamil	- (Dropped)
Taleb Kulmiiyeh	- Civil Engineer
Ghandour Kik	- Administration and Finance
Khalil Abu Rjayli	- Licence en Droit

Team A - 2

Miss Nada Gassub	- Licence en Droit
Miss Jacqueline Jabr	- Licence en Droit
Ahmed Kabbara	- Licence en Droit
Adnan Kan'an	- B.A. Sociology
Simon Khouri	- Licence en Droit
Mohammad Mikkawi	- B.A. Political Science
Edmund Ista	- Licence en Droit
Umar Rustom	- B.A. Economics
Dib Salameh	- (Dropped)
Nazih Al Sayyed	- B.A. Political Science and Sociology
Fawzi Spiridon	- Mechanical Engineer (Textile)
Sami Takla	- (Dropped)
Edward Wardini	- Licence en Droit - Economics

Team B - 1

George Aganagian	- Civil Engineer
Mohammad Busat	- B.S. Agriculture
Nabil Azuri	- B.A. Literature
Isam Bashir	- Sciences - Licence
Fuad Shahin	- (Dropped)
Abdul Wahhab Shmaytli	- Sociology and Philosophy - Licence
Shawki Dagher	- B.S. Agriculture
Miss Siham Garigi	- B.A. Education

Appendix C (Cont'd)

Miss Haifa Hamawiyeh	- B.A. Sociology
Fayez Hamra	- B.S. Engineering
Hanna Ya'kub	- (Dropped)
Mustafa Huraybeh	- (Dropped)
Mohammad Hijazi	- B.S. Agriculture
Miss Affa Abu Ilwan	- Public Health

Team B - 2

Antoin Houry	- (Dropped)
George Houry	- B.S. Agriculture
George Ma'louf	- B.S. Agriculture
Antoin Madlaj	- Civil Engineer
Akram Murad	- B.S. Agriculture
Mohammad Miskeh	- B.S. Agriculture
Dr. Suad Gulam	- Doctor
Dib Najjar	- B.S. Agriculture
Malik Najjar	- B.S. Agriculture
Dr. Makkul Saadeh	- Doctor
Joseph Sahib	- B.S. Agriculture
Ibrahim Samaha	- (Dropped)

Appendix D

Composition of the IRFED Mission to Lebanon

I. IRFED Mission

- | | |
|------------------------|--|
| 1. Louis Joseph Lebret | - Director |
| 2. Raymond Delprat | - Assistant Director |
| 3. Anne-Marie Baron | - Regional Studies |
| 4. Antoine Kher | - Session de formation d'etudes regionales |
| 5. Alain Birou | - Session de formation |
| 6. Pierre Langle | - etudes agro - hydraulique |
| 7. Jean Labasse | - etude d'aménagement finance |
| 8. Marise Michoud | - Regional Analysis |
| 9. Denis Goulet | - Economic Studies |

II. Lebanese Team

A. Central Team

- | | |
|------------------------|--|
| 1. Mohammad Jannoun | - Administrative liaison, economic studies |
| 2. Jean Mourad | - Research, interpretation of micro analysis |
| 3. Kazen Kenan | - Urban problems |
| 4. Gabriel Younes | - Documentation |
| 5. Marie Awad | - Statistical exploitation |
| 6. Aboud Sayegh | - Graphic works |
| 7. Varoujan Kantarjian | - Graphic works |
| 8. Mustafa Hajj | - Secretary |
| 9. Haifa Donein | - Stenography |

B. Regional Teams

1. Urban Team

- | | |
|-------------------|--------------------|
| 1. Adnan Aytour | - Team chief |
| 2. Marie Churfane | - Santé hygiène |
| 3. Nadia Rawas | - Social questions |
| 4. Amal Kseib | - Health, hygiene |
| 5. Adnan Kanaan | - Social questions |

2. Northern Team

- | | |
|------------------------|--------------------|
| 1. Umar Addada | - Team chief |
| 2. Marguerite Churfane | - Health, hygiene |
| 3. George Hawayeh | - Social questions |

3. Center Team

- | | |
|-----------------|--------------------|
| 1. Hanna Rami | - Team chief |
| 2. Michel Geor | - Social questions |
| 3. Adel Maksad | - Health, hygiene |
| 4. Kamil Akel | - Social questions |
| 5. Nadia Khalil | - Social questions |

Appendix D (Cont'd)

4. Southern Team

- | | |
|-------------------|--------------------|
| 1. Rachad Zein | - Team chief |
| 2. Samia Sanioura | - Health, hygiene |
| 3. Fawzi Hajali | - Social questions |

5. Eastern Team

- | | |
|-------------------|--------------------|
| 1. Nabih Ghanum | - Team chief |
| 2. Joseph Safi | - Health, Hygiene |
| 3. Madeleine Rizk | - Social questions |

The interpretation of the research done by the various teams is done jointly by the heads of the teams.

Appendix E

Five Years Plan as Developed by the Planning and Development Board, 1958.
Estimates in Thousands L.L.

<u>Project</u>	<u>1958</u>	<u>1958 Reviewed</u>	<u>1959</u>	<u>1960</u>
1. Land Survey, Geological Studies and Water Resources Survey	1,915	1,915	1,915	1,915
2. Use of Water Resources and Falls	55,700	43,700	55,700	55,700
3. Agricultural Projects	11,525	2,595	11,832	3,097
4. Industrial Projects	10,780	1,080	1,932	2,102
5. Tourism	7,000	250	7,000	7,000
6. Projects for Building of Roads, Ports, Airports, & Reorganization of Cities and Villages	67,826	24,667	66,826	62,426
7. Social Projects	20,719	10,125	20,229	20,194
8. Statistical Projects	1,450	1,450	1,000	1,000
9. Financial and Banking Projects	1,590	1,590	1,550	1,550
10. Public Administration Projects	750	750	550	550
11. Customs Policy	-	-	-	-
	<hr/>	<hr/>	<hr/>	<hr/>
Total	179,255	88,122	168,534	155,434

Source: Planning and Development Board, Five Years Project for the Economic Development of Lebanon, Sader Press, Beirut, 1958.

Appendix E (Cont'd)

<u>Project</u>	<u>1961</u>	<u>1962</u>	<u>Total exoluding the Rev. 1958</u>
1. Land Survey, Geological Studies & Water Resources Survey	965	840	7,550
2. Use of Water Resources and Falls	55,700	55,700	278,500
3. Agricultural Projects	3,097	3,097	32,648
4. Industrial Projects	2,302	2,452	19,568
5. Tourism	7,000	7,000	35,000
6. Projects for Building of Roads, Ports, Airports, & Reorganization of Cities and Villages	53,826	53,826	304,630
7. Social Projects	20,194	20,194	101,530
8. Statistical Projects	1,000	1,000	5,450
9. Financial and Banking Projects	1,550	6,550	12,790
10. Public Administration Projects	550	550	2,950
11. Customs Policy	-	-	-
Total	146,184	151,209	800,616

Appendix F

450 Millions Plan to be Spent over a Five Years Period Starting 1962.
Estimates in Millions L.L.

<u>Project</u>	National Budget		<u>Budget of the Reconstruction Agency</u>	<u>Total</u>
	<u>Part 2</u>	<u>Part 4</u>		
1. Irrigation	12	52	-	64
2. "Shiffa" Waters	12	64	-	76
3. Electricity	8	64	-	72
4. Roads	112	12	-	124
5. River Beds	1	8	-	9
6. Antiquities	5	5	-	10
7. Buildings	20	-	-	20
8. Reconstruction	-	-	75	75
	<hr/>	<hr/>	<hr/>	<hr/>
Total	170	205	75	450

Source: Executive Decree No. 7277, Official Gazette, Vol. 36, 1961.

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