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THE ADMINISTRATION
OF
PUBLIC ELEMENTARY EDUCATION
IN
LEBANON

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ADMINISTRATION OF EDUCATION

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INTRODUCTION

Administration, the art and science of organization and management, is universal. It is found in all enterprises, large or small, public or private; and it deals with the utilization of human and material resources to achieve a desired objective. In the public sphere its desired objective is the implementation of a public policy. The areas covered by public policies are many, one of which is education. Administration has two vital aspects: the structural and formal organization, and the behavioral and informal organization. Both should receive due consideration in any comprehensive study of administration.

Education is one of the most essential services offered by a modern state. The form in which education is administered may differ from one state to the other, depending on the social heritage and political institutions of the state. Many modern states are not only satisfied in providing education to the public, but also legislate to oblige citizens to attend a minimum number of formal school years. The values rendered to the individual through education are: knowledge of the three R's (reading, writing and arithmetic), learning about the universe and its natural phenomenas, and help in developing the personality of the individual. Men of education attach great importance to education at the elementary level.

It is at this level that sound foundations of higher education and formation of the personality of the individual are achieved. Therefore, a system of administration of education becomes necessary in order to achieve these objectives.

The attempt in this thesis is to study the administration of elementary education in Lebanon. The Constitution of Lebanon allows for private and public schools. Article ten of the constitution reads: "There shall be no interference with public instruction as long as it is not contrary to public order and morals and does not affect the dignity of the various creeds. The communities shall be entitled to maintain their own schools provided they conform to the general requirements relating to public instruction laid down by the state."¹

Elementary public education in Lebanon ends after the first five grades of formal school years. Upper elementary level of education covers the four school years that follow the elementary level. However, the term 'elementary education' is used in this paper to mean both levels

1. Hellen Miller Davis, Constitutions, Electoral Laws, Treaties of States in the Near and Middle East (Durham: Duke University Press, 1953), pp. 292-293.

combined, unless it is necessary to indicate otherwise.¹

The study of the administration of public elementary education in Lebanon presented in this paper consists of five parts. The first part of this study discusses the history of elementary education in Lebanon. The discussion covers private schools as well as public schools. The discussion of public schools is divided into three historical periods. The second part of this study presents the social and political forces influencing the administration of education. In the third part the organization of administrative agencies that are responsible for executing educational functions is presented. It also describes the powers and authorities of these agencies with respect to public elementary education. The last two parts of this study deal with the administration of technical aspects of education.

The major sources of information used for this study are public documents, unpublished reports, and interviews

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1. The Ministry of Education defines elementary schools as those that have grades of elementary level, and upper elementary schools as those having elementary level and higher grades up to the fourth upper elementary grade. Therefore, in this definition upper elementary schools include the elementary grades. That is why they are combined in this paper to mean 'elementary education.'

with officials in the Ministry of Education and the National Civil Service Council. The desire of most officials was not to disclose their names in connection with information given concerning the administration which is not stated in the laws and regulations.

Published material related to the subject studied in this thesis is limited.

CHAPTER I

History of Education in Lebanon

Lebanon has an old tradition of Education. It dates to the Phoenicians, and continues through the Roman, Greek, Arab, Ottoman and French historical eras, to present day independent Lebanon. As for the present system of education in Lebanon, it has its sprouting roots in the late sixteenth century when European and American missions started to invade the country educationally, and in the nineteenth century when the Ottoman government issued laws in an attempt to define its position with regard to existing schools in the country.

For any study of Lebanon before World War I, a distinction is to be made between the present Lebanese Republic and the old Mount Lebanon. Mount Lebanon, consisting of the districts of: Jezin, Al-Matn, Ash-shuf, Al-Kurah, Zahleh, Al-Batrun, and Dayr Al-Qamar, was a semi-autonomous unit. It had its own governor for internal affairs. After the defeat of the Ottoman Empire at the end of World War I, many new states emerged. Lebanon was one of them. The new Lebanon comprised of Mount Lebanon and annexed areas that were previously under the Wilayets of Beirut and Damascus. Therefore, any historical study, prior to World War I, of the Lebanese Republic deals with two regimes: The autonomous

Mount Lebanon and the Wilayets of Beirut and Damascus.¹ Such a distinction, when necessary, is made in this study.

This historical study covers private as well as public schools, because private schools were established in Lebanon before public schools, and they made significant contributions in shaping the administration of public schools in Lebanon.

Public schools are defined in this study as those schools that are financed and administered by a machinery of the state. Schools that do not fit in this definition are private. Private schools may be financed and administered by an individual or a group of people, may be religious or secular, and may be foreign or native.

Private Schools

For the convenience of presentation, private schools are classified into four major groups: French, American, British, and Native. Other schools were established and are still present that do not fall in the above-mentioned groups. These schools are few in number and their influence is much less than the above-listed groups; some of them are Italian, German, and Greek.

1. Philip Hitti, Lebanon In History, (London: Macmillan and Co. Ltd., 1957), pp. 442-452.

The largest number of foreign schools are French. Late in the sixteenth and early in the seventeenth centuries, French missionaries and educational activities started in this part of the world; Franciscan, Capucin and Jesuit missionaries came to Syria and Lebanon. The most active of the missionaries were the Jesuits. The first missions they established within the boundaries of present Lebanon was in Tripoli, Sidon and 'Anturah in 1636. However, their very first mission was founded in Aleppo, Syria, in 1628. After World War I, French missions opened Laique schools in Beirut. The French type of education in Lebanon culminated in the Jesuit University, Universite de Saint Joseph, which was founded in 1875.¹

The staff of the French schools were both French and Lebanese. The French staff were mostly nuns and monks who generally received no salaries. The fees of the French schools were higher than those of the native schools. Often, some of the French schools received financial aid from a French semi-official organization for cultural work abroad.²

1. Roderic Mathews and Matta Akrawi, Education in Arab Countries of the Near East (Menesha, Wisconsin: George Banta Publishing Company, 1949), pp. 458-459.

2. Ibid., 461.

During the Ottoman regime, French schools were administered directly from France and by French representatives in the country, each by its own mission. During the French mandate, these schools, especially the Université de Saint Joseph, were encouraged and were granted subsidies from the Lebanese state budget. The Department of Education (later became the Ministry of Education) of the Lebanese Government had no authority over the French schools in Lebanon; the schools communicated directly with the office of the French adviser in the Haut Commissariat Français.¹

French schools showed great interest in spreading French culture and in cultivating cultural attachments to France, the French culture, and French education.

American missionary connections with this part of the world began in 1822. Among the early missionaries were Daniel Bliss and Ely Smith. The first school opened by the Americans was a small boys school in 1825. In 1830, the first girls school was founded by the wife of Ely Smith. The school later became known as the American School for Girls in Beirut.²

Around 1860, the work of the mission became more active, and the emphasis was mostly on girls' education. Schools were founded in Aleppo, Tripoli and Sidon. The American type

1. Ibid., 459-460.

2. Ibid., 479.

of education culminated in the American University of Beirut. It was founded in 1866 (nine years before the Université de Saint Joseph) by Dr. Daniel Bliss. The University was known then as the Syrian Protestant College; this name was changed to American University of Beirut in 1920. In 1921-¹1922 the University became a co-educational institution.

The third group is British schools. A British mission started its educational activities in Lebanon in 1860. The mission emphasized girls' education. The first school they founded was the British Syrian Training College in Beirut, now known as the British Lebanese Training College. Another significant contribution of the British missions is the Brumana High School. This school was founded in 1876 by the British Friends mission.²

During the Ottoman regime, American and British schools were administered and directed by their missions in the mother countries and through their representatives in Lebanon. The neutral attitude the Ottoman government had towards foreign schools was partly due to its lack of interest in the matter. During the French Mandate, the American and British schools found it difficult to operate. They were less popular among the Lebanese than the French schools. Among the reasons which

1. Ibid., 480.

2. Ibid., 499-501.

contributed to this was knowledge of the French language, which during the mandate, has become essential to the youth of the country. To adjust to the needs of the times, American and British schools introduced French language into their curriculum.¹ However, a substantial number of the student body in these schools, especially the American University of Beirut, was drawn from neighbouring countries.

After World War II, American and British schools became more popular. This was due to a number of reasons, namely, the result of the War and the international relations of Lebanon, and the local political and economic situation in the country.

The last group of schools to be discussed is the native private schools. The first native private school of importance was founded in 1789 in 'Ayn Waraqah by a Maronite Patriarch. Many other schools were established later on. These schools may be grouped into three categories on the basis of their control:²

1. The sectarian schools - such as the Greek Catholic Patriarchal School, the Greek Orthodox School of

1. Ibid., 481, 483.

2. Ibid., 503-504.

Three Doctors, and the Muslim Charitable Purposes Association (Al-Maqased) schools.

2. Schools controlled by committees and associations that are non-sectarian - Al-Ahliyah school, Beirut.
3. Schools controlled by one individual - such as Al-Jami'ah Al-Wataniyah, Aley.

Some of these schools were modelled after the French, others after the American or British type, and a third group being a contribution of both. Native schools had few characteristics that were not found in foreign schools. These were:

1. More stress was put on the Arabic language, and in many schools it is the language of instruction.
2. Teaching of the Turkish language, during the Ottoman regime, was found more in native schools than in foreign schools.
3. Most of the native schools were self-supporting, especially the non-denominational ones. They planned to be so, because they did not expect any subsidies from either the Ottoman or French governments. They also charged lower fees than foreign schools, as an encouragement for attendance. Thus they were not able to provide as good accommodations

and teachers as foreign schools.

4. There was no one system or standard of education common to all native schools. Thus there was no terminating certificate at any level of education that was common to all native schools. This situation started to change during the mandate, when native private schools began to define their systems and standards more clearly. And in this respect some followed the pattern of Anglo-American schools and gave High School Diplomas, others followed the French pattern and gave Certificate and Brevet diplomas, and some remained without giving any certificate but had defined their levels.

Public Schools

The type of education provided by the government is more difficult to trace. The reason is lack of information, due to poor public education in the history of Lebanon, especially prior to the mandate. Public schools are discussed under three historical periods: Ottoman, Mandate, and Independence.

Before late in the nineteenth century, the Ottoman government did not have a well-defined policy with regard to education. To the government of Istanbul, education in the Willayets was a minor function of the government. The tendency was to consider the Muslim schools as being the government schools, but without any control nor responsibility towards them. Schools were classified into three categories: Muslim schools - native, Non-Muslim - native secular, and non-Muslim religious

and foreign schools - mostly French and American which were missionary schools.¹ This classification came out as the result of Hatti - Humayoun of February 18, 1856, which was declared as a result of European pressure. It provides the following: Each community is authorized to establish public schools for services, arts, and industry, except that the method of teaching and the choice of teachers will be placed under the control and inspection of a mixed council of public instruction whose members shall be named the Government.²

In 1869 the Turkish government published its first educational regulation, shaped after European regulations. It was then that education came out of the religious phase and became a function of the state. The law made a clear distinction between public and private schools. Public schools then were those schools that were under the administration and inspection of the state. Private schools were those schools that were only under the inspection of the state. The second educational law was in 1913. It provided the following: Compulsory primary education; free primary education in public schools; teachers of public schools became considered as civil servants, with tenure; closer control of the government should be practiced over private schools.³ In fact, with the exception of the third point, little, if any, of the above-mentioned provisions was put into practice.

Control over education was exercised directly by the wali.

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1. Nemer Sabbah, L'Evolution Culturelle au Liban et la Nouvelle Orientation de L'Ecole Libanaise (Lyon: L'Imprimerie Janody, 1950), pp. 20-73.
 2. Ibid., 24.
 3. Ibid., 75-98.

Most of the qualified teachers were graduates of the Normal School of Istanbul. Education in public schools had a low standard in comparison with private schools.

Public education in the semi-autonomous Lebanon did not fall under the system that prevailed in the Willayets. Mount Lebanon had one public school, Ad-Daudiyyah. It was founded in 1862 in 'Abay, by the Lebanese government. The school was named after the first governor of the Sanjaq, Daud. Most of the pupils who attended it were Druze. Later the school was closed and re-opened, and in 1931 became a private school.¹ Ad-Daudiyyah of Mount Lebanon, together with the public schools in the Willayets of Beirut and Damascus, formed the nucleus of public schools.

After World War I, France was entrusted with mandate over Lebanon; and under French tutelage the constitution of 1926 was written. The French designed a government and an education system for Lebanon modelled after French experience.

Seven ministries, one of which was the Ministry of Education, then named the Ministry of Public Education and Fine Arts, were established in 1926.² Along with the Ministry, there was attached to the High Commission a Bureau of Public Education headed by a French advisor. The work of the Ministry was mostly concerned with preparation and conduct of government examinations, inspection, and other administrative routine work of public schools' organization. The work of the French corresponding Bureau was to exert an advisory and controlling influence over public education. It also

1. Mathews and Akrawi, 510-514.

2. Lebanon, Decree No. 5 (May 31, 1926).

performed the function of a bureau of research to prepare for necessary reforms, to work out the problems involved, and to direct educational progress in the country as a whole.¹

During the mandate period, in 1924, the first public Normal School for Teachers Training was established. The training was for elementary education, and the course of study was for two years.² This created two distinct types of teachers in public schools: the group who was trained in Normal Schools, and the group who did not have any training but had experience in actual teaching.

The following table shows the number of schools at the start and the end of the French mandate period:

TABLE 1

Number of Public, Native and Foreign Schools³

<u>Year</u>	<u>Public Schools</u> <u>No.</u>	<u>Native Private schools</u> <u>No.</u>	<u>Foreign Private Schools</u> <u>No.</u>	<u>Total</u> <u>No.</u>
1924	117	762	98	977
1942	267	986	326	1579

Before studying the figures of Table 1, one must keep in mind

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1. G. Bounoure, "Education in Syria and Lebanon", Educational Yearbook of 1931, (New York: Columbia University, Teachers College, 1932), pp. 236-254.
 2. Lebanon, Decree No. 2823 (November 25, 1925), Articles 1 and 2.
 3. Mathews and Akrawi, op.cit., p. 422.

that public schools were only at the elementary level then (till 1949), while private schools had higher levels. The figures indicate an obvious increase in the total number of schools during those eighteen years (1924-1942). At the same time increase in number of schools were in each type of schools separately, but an appreciable relative increase was in foreign schools. The average yearly rate of increase in total number of schools was around 33 schools. The average yearly increase in public schools was around 8 schools; the average increase in private native schools was 12 schools; the average increase in foreign schools was 13 schools. The relative increase to the number of schools was highest in the last group (foreign). This could be explained that the mandate government encouraged foreign schools rather than native or public.

In 1928 a law put the charge of construction and acquisition of the site of the public schools building on local municipalities. The rest of the school affairs was the task of the state, namely the Ministry of Public Education and Fine Arts and the Bureau of Public Education attached to the High Commission Office.¹

In 1943 independence was realized in Lebanon. Public education was one of the primary functions of the sovereign independent republic. A system of public schools was needed

1. Lebanon, Ministry of National Education And Fine Arts, Law of July 20, 1928, Articles 2 and 6.

that could: overcome religious and communal differences which were deeply rooted for many years past; overcome the geographical obstacles; overcome the difficulties arising out of the different educational systems; coordinate the educational levels; and develop the youth of the country and cultivate loyalties and sympathies to the newly independent state. It was hard for the independent government to plan and direct public schools that could surmount all those difficulties or compete with private schools. Therefore, few basic changes were made in the system of public schools that might distinguish it from that of the mandate period.

The system of public education during independence was a continuation of the system during the mandate with few changes in the curriculum and an outstanding growth. All public educational functions were entrusted to one government agency, namely the Ministry of National Education And Fine Arts. The basic changes made in the curriculum were:

1. Arabic has become the main language of instruction in public schools.
2. The foreign language required for government examination was French. After 1949, a choice between French and English was given.
3. More emphasis is put in public and private schools on the teaching of Arabic, Lebanese history, geography and civics.

The independent government had made an increase in the number of public schools as well as in the level of education.

In 1943 the number of public elementary schools was 304¹ and in 1962 it has become 1061.² Therefore, during those nineteen years of independence, the total increase in public elementary schools was 757 giving an average of about 40 schools a year. The increase in the level of education was made in 1949 when the Ministry of Education started to provide secondary education. Secondary education is still limited to a small number of students who had to sit for an examination devised especially for admission to public secondary schools. Although the Ministry of Education had no secondary schools before 1949, it acted as examining authority to the secondary level diploma to all students. For that purpose it issued in 1946 a detailed course of study.³ The Lebanese government had made another increase in the level of education; the Lebanese National University was established.

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1. "1957 USOM/Lebanon," Report prepared by the United States Operation Mission (Lebanon), p. 69.
 2. Ministry of National Education And Fine Arts, Department of Statistics, 1962-1963 Statistical Tables.
 3. a) Mathews and Akrawi, 450-458.
b) Lebanon, Ministry of National Education And Fine Arts, The Curriculum, Decree No. 7001, and Decree No. 7004 (October 1, 1946).

During the Turkish regime, the nucleus of public schools in Lebanon was formed; during the mandate it was given the shape and direction; and the independent government provided for increase in the number and level of public schools.

Schools in Lebanon at present are classified into:

1. Public schools - those that are operated and owned by the government.
2. Private Native schools - those that are owned and operated by individuals, groups, or committees who are Lebanese.
3. Private Foreign schools - those that are owned and operated by individuals, committees etc. who are not Lebanese.

The government operates the first group, but also inspects and supervises the last two.

CHAPTER II

Socio-Political Background

The administration of education in Lebanon represents a complexity of interrelated forces resulting from the political, social, religious, economic and cultural structure of the country. The budget of the Ministry of Education is one of the largest among the Ministries; it ranks third after the Ministry of Defense and the Ministry of Public Works. The administration of public schools has to reach the citizens in their localities in order to fulfill its primary functions of education. The Ministry of Education is one of the largest employing agencies of the government. Thus the administration of education meets those forces at different stages in executing its functions.

Lebanon, geographically, is at the hub of international sea, air and land routes. It is a mountainous country with the exception of the narrow sea coast and the Biqa' Valley, and has a moderate climate. The possession of sea port and air port has made transport possible all year round. Again, the nature of land and climate has made it possible to grow crops of grains, fruits, and vegetables; some of which are exported to neighbouring countries.

The geography and climate, among other reasons, had made it also possible for the people of Lebanon to get in contact with other cultures. The Lebanese have been exposed, through foreign schools and travel to American and European

cultures. The political history of the country has contributed to this greatly. Most recently, Lebanon was under French mandate and during that time foundations of the present administration were laid. The Lebanese are acquainted with Christian and Moslem cultures. Lebanese culture is the outcome of: Western and Eastern influences, Christian and Moslem religions. Arabic is and was for many generations the national language of the country; and since 1943 had become the official language.

The cultural patterns, bear directly on the administration in general and the administration of education in particular.

The population of Lebanon is made up of a mixture of religiously different communities. Historically these people came to the land either as conquerers or as minorities who escaped persecution and sought refuge in the mountain ranges of the country. On this Dr. Kurani wrote: "the majority of the people of Lebanon are made up of traditionally dissident communities which sought freedom and safety in the mountain fastness. Christians and non-Christians, Arab speaking communities alike came to Lebanon as minority groups conscious of the difference which separated them from other groups, eager to preserve their identity and way of life. Here these communities lived as autonomous units, isolated from one another; the rugged terrain and difficulties of internal communication prevented controls and intensified isolation.

A psychological climate was thus created which, on the negative side, bred division, suspicion and lack of cooperation, while on the more positive side men and women of strong personality, devoted to personal (as distinguished from national) freedom, resourceful and adventurous. Throughout the country there prevailed a type of mentality, peculiar to a self-conscious minority, which clings to its rights and freedom, and refused to compromise in the interests of general welfare and more permanent stability."¹

In normal times peace and cooperation prevailed among the different communities inhabiting Lebanon. But often, when their interests, religious or otherwise, were in conflict, tension broke. Self-preservation however, remained the catalyst in their behavior.

Mount Lebanon has a history of autonomy. Often rulers, whether they were Caliphs, Crusading rulers, or Ottoman Sultans, left the internal affairs of the Mountain to the local rulers; and they only demanded tribute and formal recognition. Internally Mount Lebanon was governed by a Lebanese elected by the feudal lords. The landowners, with the rivalry and strife that prevailed among them, presented a strong force in the administration. Another force was the Maronite Patriarch - residing in Lebanon - who was the religious as

1. Habib Kurani, "Lebanon: Educational Reform," The Yearbook of Education, 1948, The University of London, Institute of Education (London: Evans and Brothers Ltd.), p. 449.

well as the temporal leader of the Maronite Community in the country.¹

In the nineteenth century, national, religious and feudal rivalries that prevailed among the various groups in Lebanon manifested themselves on religious grounds. A war broke between the Christians, who were the majority, and the Druze, who were a strong minority, in Mount Lebanon. And as a result of foreign intervention in calming the tension, the Protocol of 1864 was written. It provided for a non-Lebanese Christian governor and sectarian proportional representation in the National Council.²

The problem of religious rivalry was intensified after World War I when the coastal area, predominantly Sunni Muslim, was joined with Mount Lebanon, predominantly Maronite Christian, to form the present Lebanese Republic. The number of population belonging to the Muslim sects became very close to the number of population belonging to the Christian sects. And according to the last population census Lebanon had (in 1932), the Christians were the majority. An equilibrium between the various religious sects has to be maintained in the political and administrative life of the country in order to maintain permanent stability and national solidarity.

1. A.H. Hourani, Syria and Lebanon, The Royal Institute of International Affairs (London: Oxford University Press, 1946), p. 130.

2. a) Ibid.
b) Hitti, op.cit.

The Armenian community deserves to be mentioned here, because it is the largest minority group who still keeps its national and religious identity. The Armenians belong to various Christian sects and the majority speak their own language. Most of them live in Beirut and maintain their private schools.

Political and administrative institutions in Lebanon are governed by two major forces, tradition, and the Constitution.

Tradition and the Constitution:

Lebanon had the traditions of autonomy, feudalism and confessionalism as the bases of representation, before the constitution was written. Autonomy is still strong in the minds of many factions. An independent sovereign Lebanon means to minority groups the protection of their freedoms and rights. The tradition of feudalism has declined to a certain extent. Traces of it were shown in election results when the list system prevailed. Belonging to eminent Lebanese families remains an asset for securing a public office. The tradition of confessional representation culminated in 1943 in what is known as the National Pact (Al-Mithaq Al-Watani).¹ Political leaders agreed to allot top public offices among the various religious sects as follows: The President to be a Maronite Catholic, the Prime Minister a Sunni Muslim,

1. See the following:

a) Subhi Mahmasani, Ad-Dustur Wa-Dimocratyah Constitution and Democracy (Beirut: Dar Al-'Ilm Lilmalayin Press, 1952).

the president of the Chamber of Deputies a Shi'ite Muslim. A confessional proportion has to be maintained in the Formulation of a cabinet. This practice became the unwritten law of the land. The confessional basis is adhered to in the administration of public schools.

The Constitution was promulgated in 1926, and underwent a few amendments since then. Of primary significance are the amendments of articles that dealt with the powers of the French mandatory government. Some of these powers were entrusted to the president of the republic. With the amendments, the President of the Republic emerged by 1943 with great powers that were not commensurate with his responsibilities.

The Lebanese Constitution does not mention state religion. It guarantees freedom of worship and religious interests to all creeds. In respect to public employment Article 12 states: "All forms of public employment shall also be open to all Lebanese citizens in accordance with the conditions laid down by law, preference being given solely to merit capacity. The conditions applicable to state officials

pp. 203-204.

- b) Kamal Al-Haj, Falsafat Al-Mithaq Al-Watani
The Philosophy of the National Pact (Beirut:
Lebanese Monks Press, 1961), pp.138-192.
- c) Bishara Al-Khuri, Haqaiq Lubnaniyah,
Lebanese Facts, Vol. 11 (3 vols.; Beirut:
Awrak Lubnaniyah, 1960-62), pp.16,26,28, 158,
217,309.

shall be embodied in a special statute, according to the department to which they belong."¹

On the same subject Article 95 states: "As a provisional measure and for the sake of justice and concord, the communities shall be equitably represented in public employment and in the composition of the Cabinet, such measure, however, not to cause prejudice to general welfare of the state."²

In actual practice the provisions of Article 95 carry more weight than those of Article 12. Such equitable representation is based on the numerical weight of the various religious sects, in different regions, as they are fixed by law and not determined by periodical census. This serves as the grounds for representation in the Chamber of Deputies. The number of deputies from each religious sect is predetermined by law and does not depend on the victories of religious communities at the polls. Consideration of sectarian representation in public employment has intensified after the revolution of 1958. A proportion of fifty percent Muslims to fifty percent Christians has to be maintained in staffing all government agencies. However, the proportion of Muslims to Christians before 1958 was different, and as

1. Davis, op.cit., p.293

2. Ibid., p.304.

a result the proportion of the total sum is still different. It is believed that there are more government officials of the Christian faith than there are of the Muslim faith. The administration of public education is no exception. In fact, it has to meet this problem more often and at a wider range, having to appoint teachers to all public schools.

The Constitution divides public powers as follows: the legislative powers are vested in a single assembly called the Chamber of Deputies. The number and manner of election is determined by electoral law. Deputies are directly elected by all Lebanese citizens who completed their twenty-one years of age. The term of office is four years.

The executive powers are vested in the President of the Republic assisted by the Ministers. The President is elected by secret ballot by the members of the Chamber.

Two thirds majority are needed for electing the President. The term of office of the president is six years, the longest term in political appointments. His executive functions are: to promulgate laws, to issue regulations, to grant pardons, to negotiate and ratify treaties, and to appoint and dismiss ministers. He has the power, under certain circumstances, to dissolve the Chamber of Deputies before the expiration of its term.

The Ministers are appointed by the President of the Republic. To assume their responsibilities, they must secure the vote or confidence from the Chamber. Each minister is assigned one or more ministries. Ministers are jointly

responsible for the general policy and individually responsible for their actions, before the Chamber.

The judicial powers are vested in courts of various classes and degrees. The judiciary power is independent in exercising its functions. All decisions and judgements of the courts are issued in the name of the Lebanese people.

Article ten of the Constitution guarantees freedom of public education within the framework of public morals and orders and as long as it does not affect the dignity of the various creeds. The rights of the various communities in maintaining their own schools are also guaranteed.¹ These constitutional provisions reflect the significance of sectarian and communal characteristics of Lebanon.

Administrative Development of Public Education

During the mandate public education was administered by the Ministry of Education and the Bureau of Public Education attached to the High Commission. The administration placed emphasis on centralized authority. Initiative, advice and approval came from the top, mostly from the Bureau of Public Education. When independence was realized in Lebanon, the functions of the Bureau were transferred to the central offices of the Ministry of Education in Beirut. This transfer

1.a) Ibid., 292-293.

b) The text of the Article cited in full in the Introduction of this thesis.

increased the administrative functions of the Ministry. The burden of the Ministry was also growing in order to meet the growing needs of education in the country. The growth was significant, especially in a newly evolving modern state. This situation was true of the administration of most Lebanese Ministries and created organizational problems as well as a feeling of discontent among the citizens. In 1953 a number of legislative decrees were issued to re-organize the various administrative agencies. These decrees serve as a basis for present day administrative organization in the Ministries.¹

Legislative decree No. 25 of February 6, 1953, re-organized the administration of the Ministry of National Education and Fine Arts. Article 1 defined the objectives and functions of the Ministry. The Ministry has the responsibility for encouragement of cultural affairs, for organization, promotion, and spreading of education for enhancement of sports and scouting spirit, for the encouragement of all artistic activities, for preservation and custody of archaeological objects. While public education is not the sole function of the Ministry, it is the major one. Article two of the decree listed the specific institutions and administrative units for executing the objectives of the Ministry.

1. Grassmuck, George and Salibi, Kamal, A Manual of Lebanese Administration (Beirut: Catholic Press, 1955), pp. 6-15. (The book is being revised.)

Administrative functions of elementary education were one of many executed by the Central Administration of the Ministry and there was no administrative unit for elementary education alone.

In 1954 the Chamber of Deputies gave powers to the Cabinet to undertake reforms in the government administration in order to increase efficiency and coordination.¹ As a result legislative decree No. 26 of January 1955 re-organized the Ministry of National Education and Fine Arts. Some of the provisions of the decree supplemented those of decree No. 25 of 1953 and others over-ruled some of its provisions. The major changes introduced by decree No. 26 were the allocation of the functions of the Ministry to separate units either at the directorate level or service level,² with the exception of already existing institutions and the Central administration. One of these units was the Directorate of Elementary and Upper Elementary Education that was responsible for all the functions dealing with the execution of public elementary education.

The Lebanese administration underwent major organizational reforms in 1959. The reforms were an attempt to reduce the tension that arose among certain groups in Lebanon

1. Ibid., 16.

2. The order of subdivisions in the Ministries of Lebanon is: directorate general, directorate, service, department, and division.

as a result of the 1958 revolution; and to put an end to favoritism and bribery in the government administrations. Some of these reforms bear directly on the administration of education.

A National Civil Service Council with jurisdiction over all government agencies with the exception of the judiciary, the army, and police and security forces was established. The council is expected to carry out all staffing procedures, to approve all matters of personnel, to train administrative employees, and to approve all supply orders to government agencies that are under its jurisdiction. The council is responsible to the council of Ministers.¹

The Office of Central Inspection was established in 1959 and is responsible to the Council of Ministers. It has jurisdiction over all government agencies with the exception of the judiciary, the army, police and security forces. (The Office of Central Inspection, however, has jurisdiction over these units in matters of finance) It inspects all public agencies in accordance with a yearly program and conducts investigations upon the request of authorities concerned. The scope of inspection is the following areas: administrative, engineering, education, health, agriculture, social affairs, finance, and foreign affairs.²

1. Lebanon, Legislative Decree No. 114, (June 12, 1959).

2. Lebanon, Legislative Decree No. 115, (June 12, 1959).

Employment in public offices is performed on the basis of competitive examinations. This means that the results of examinations are not only expressed in success or failure of applicants who sit for the exam, but applicants are also given ranks in accordance with their performance, and selection for appointment is in accordance with the ranks of the applicants. A rank may be bypassed to the following one when the applicant does not meet the sectarian qualifications. In all appointments half of the public officials have to be Christians and the other half Muslims.¹ The administration of education meets no exception in this matter; in fact having to appoint teachers for all public schools, such measures are more strictly observed.

In the Ministry of National Education and Fine Arts the recent reforms introduced new units to perform specific functions which were previously performed by the Central Administration. Most important of these units is the Common Administrative Service which carries out the house-keeping staff functions of all units in the Ministry.

The Director General of Education has become after the recent reforms one of two directors general, and one of six heads of organizational units that report to the Minister of Education. Public elementary education, however, remains one of his major responsibilities.

1. This practice was adopted after 1958.

CHAPTER III

Administrative Agencies of Public Elementary Education

In Lebanon, public schools are administered by the central government, and all related functions are concentrated in one agency, namely the Ministry of National Education And Fine Arts. The laws and regulations that govern the administration of elementary education provide for a centralized system of administration. It concentrates the authority and power of decree making, appointments, financial matters, and other administrative functions pertaining to elementary education, at a high level of the organizational structure in the central government.¹

Ministry of National Education And Fine Arts:

It is the function of the Ministry of Education to organize and regulate all affairs pertaining to education, cultural activities, fine arts, athletics, scouting, and archaeological remains. Therefore, the Ministry has other functions than elementary education to perform. These functions are entrusted to the various organizational units, one of which is responsible for the administration of public education, in the Ministry.

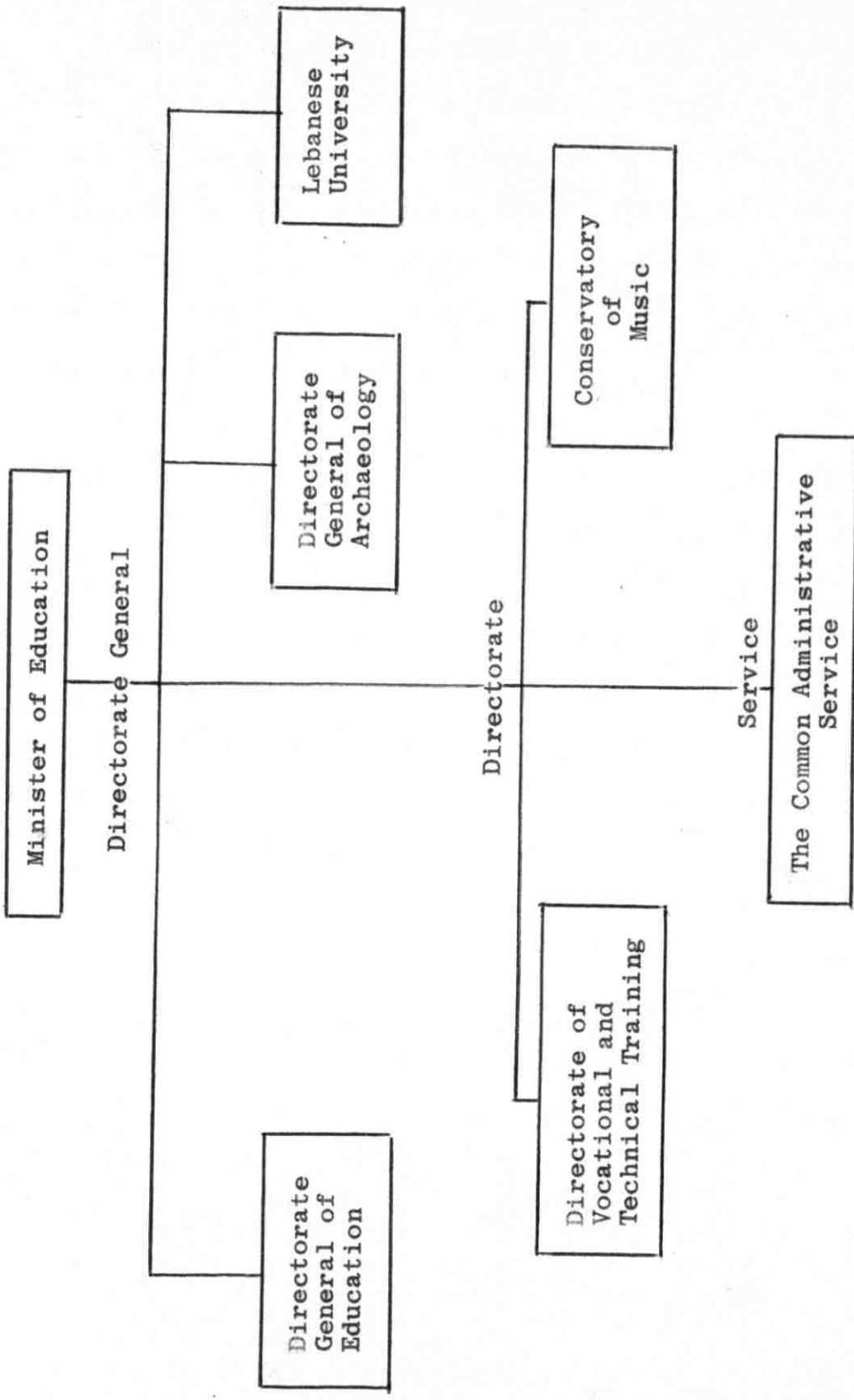
1. Zuhdi Yakun, "Administrative Centralization Decentralization," Abhath Fi-t-Tanzim al-Idari, Studies in Administrative Organization, "The Lebanese Association of Political Science" (Beirut: 1959), pp. 128-130.

The Ministry of Education has six major organizational units, each of which is subdivided into smaller units too. The functions of these units are not directly related or co-ordinated except as they report to the Minister of Education.

The following chart¹ shows the organizational units that report to the Minister. Public elementary education is under the jurisdiction of the Directorate General of Education.

1. Lebanon, Council of Ministers, Organigramme, Ministry of National Education And Fine Arts (November, 1962).

MINISTRY OF NATIONAL EDUCATION AND FINE ARTS



The Minister of Education, as the political head of the Ministry, has the supreme responsibility for the direction of education, in addition to other functions performed by the Ministry of Education.¹ The functions of the Minister of Education, as laid down by decrees, are numerous. He has the ultimate responsibility in his Ministry for personnel, expenditures, and decisions on matters of technical nature such as establishment of schools.

The Minister of Education in Lebanon is pressured in loyalties and time. The common practice in Lebanon is to appoint a minister from among the members of Parliament. As an elected politician, therefore, he has to serve more than one role. He has obligations to supporters in his electoral region, because elections in Lebanon are not based on political parties. He has sectarian loyalties, because sectarianism is a significant issue in the political and administrative life of Lebanon. He has loyalties in his parliamentary bloc, which often helps him secure the office of Minister. At the same time, he has the administrative responsibilities of his Ministry where he has to be impartial and work for the public interest.²

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1. a) Lebanon, The Constitution, Article 64.
 b) Davis, op.cit., 299, Article 64 reads:
 "The Ministers shall have the supreme direction of all services of the state which come under their respective departments. They shall be responsible, each in so far as he is concerned, for the application of laws and regulations."
 2. Raymond Philip Nahhas, "Structure and Behavior of Lebanese Bureaucracy" (Unpublished Master's

The time of the Minister is pressured because, in addition to his administrative responsibilities, he has to attend to social visits. These visits could also be for securing recommendation in public appointment or for the implementation of a public service.¹ Moreover, a minister may be the head of two or more ministries. This has a two-fold implication with respect to the Minister's time. His responsibilities are increased and so he needs more time to perform them. Visits and interviews are increased since he has authority over more than one ministry. The Minister of Education is one of those who have to meet these conditions more intensely and frequently, because there are many public schools and teachers under his jurisdiction.

The Directorate General of Education is primarily responsible for organizing and directing public schools, government examinations, and the public library in Beirut. It also supervises private schools and cultural affairs. It is organized into directorates, services, and departments

thesis, Department of Political Studies
And Public Administration, American
University of Beirut, 1963), pp. 170-171.

1. Ibid., . 173.

in order to execute its functions. The following chart¹ shows the organizational units of the directorate.

However, it might be of interest to bring to the attention of the reader that the Directorate General of Education does not appear as a unit by itself in the State Budget; appropriations are made in the name of various functions.

The Directorate of Elementary Education and the Branch Offices in the muhafazat, shown in the chart, are the two agencies of the Ministry of National Education and Fine Arts that are directly responsible for public elementary schools and teachers.

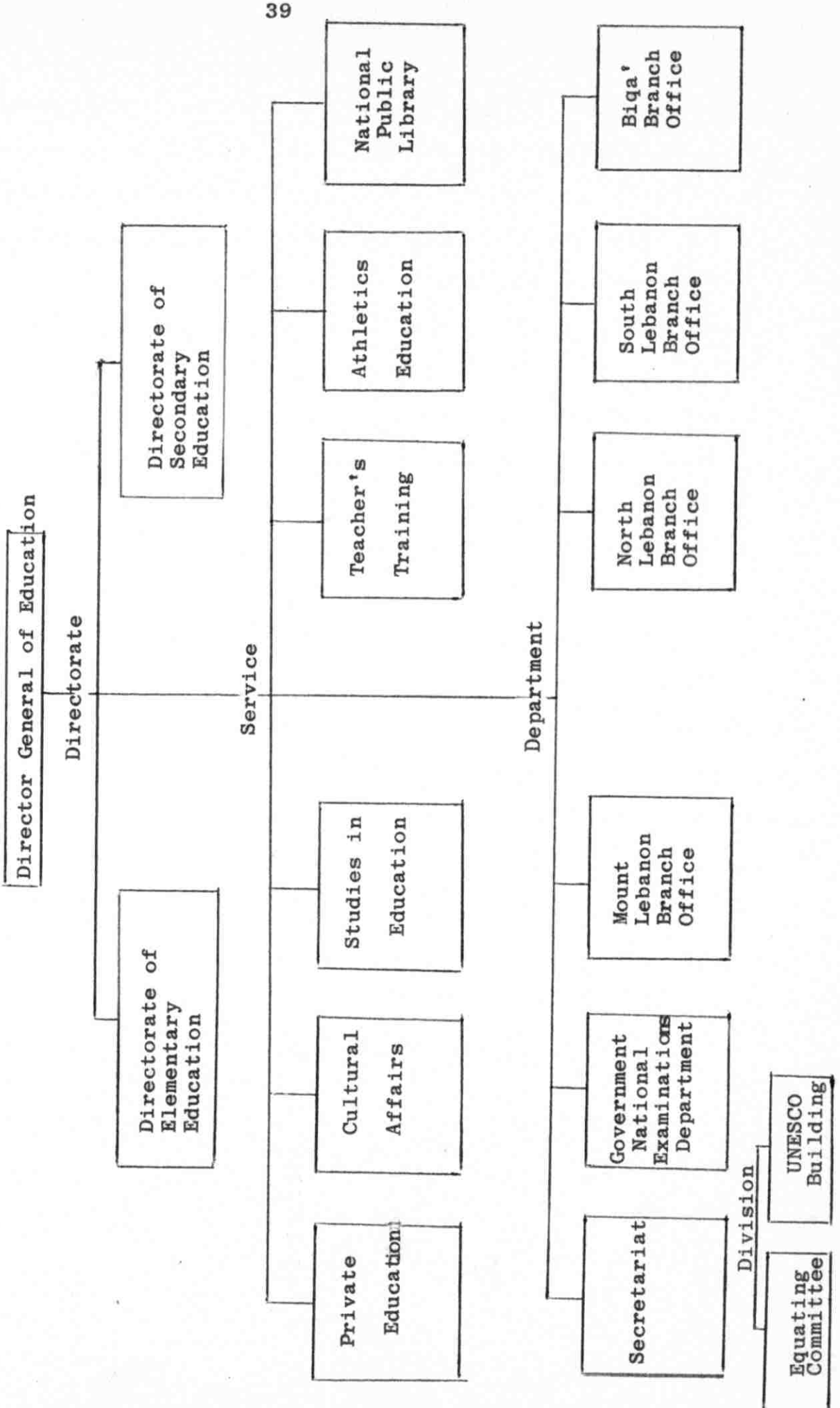
The Directorate General of Education is headed by a Director General. The Director General, unlike the Minister, is a permanent career civil servant. His office ensures continuity in the Ministry, irrespective of cabinet and ministerial changes.² His role conflict is lesser in degree and intensity from that of the Minister. Many times he is a social leader in his region, or he becomes one by virtue of his high position in the administration. As the office of the Director General is high, it is carefully

1 a) Lebanon, Council of Ministers, Organigramme, Ministry of National Education And Fine Arts (November, 1962).

b) Lebanon, Ministry of National Education And Fine Arts, Decree No. 2869 (Dec. 5, 1959), and Decrees No. 8364, 8365 (Dec.30, 1961).

2. Life expectancy of the Cabinet in Lebanon is approximately six months.

DIRECTORATE GENERAL OF EDUCATION



observed with respect to equity in confessional appointment. As a permanent official, he is in a better position than the Minister to be impartial.¹

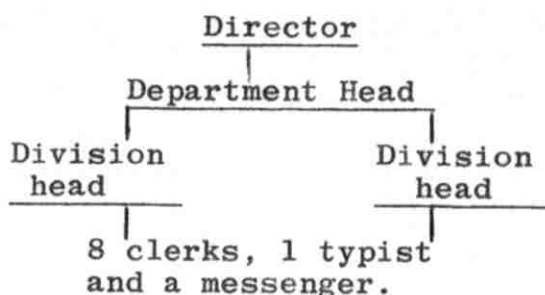
Directorate of Elementary Education:

The responsibility of the Directorate of Elementary Education is to direct all affairs of public elementary and upper elementary schools, and to supervise the curriculum.² In later decrees the function of supervising private schools was entrusted to a separate unit;³ but in actual practice it is still under the jurisdiction of the Directorate. The budget statement combines all the allotments of the service of private education with the Directorate of Elementary Education.

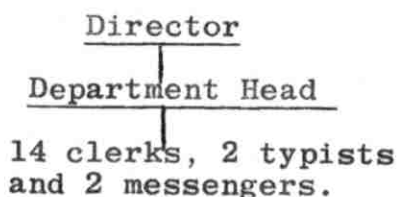
The director of elementary education is the head of the Directorate and is the one responsible for all affairs of elementary education. He signs and approves all actions prepared and completed in the Directorate, he also coordinates the functions of the Directorate and related functions in other divisions of the Ministry.

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1. Nahhas, op cit., pp. 171-172.
 2. Lebanon, Ministry of National Education and Fine Arts, Decree 2869 (Dec. 16, 1959). Chapter 1, Article 6.
 3. Lebanon, Ministry of National Education and Fine Arts, Decree 8364 (Dec. 30, 1961).

The functions of the Directorate are of two types - those that deal with teachers and those that deal with schools and students. The cadre of the employees of the Ministry of Education indicates the following number of officials in the Directorate:¹



The budget statement indicates the same number with an addition of one chief clerk.² In actual practice the number of officials and the organization of the Directorate is:³



The difference in the above charts is due to a number of reasons, which stem from the policy followed in

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1. Lebanon, Ministry of National Education And Fine Arts, Decree No. 8364 (Dec. 30, 1961) Table No. 1 and Decree No. 8365 (December 30, 1961).
 2. Lebanon, The Budget 1963, Book 9, Chapter 3.
 3. Based on interviews with officials in the Directorate.

staffing:¹

1. Recruitment in the administrative cadre does require specialization in the lower ranks of the hierarchy. It is based on a minimum of traditional type of schooling.
2. Position classifications of administrative cadres indicate the rank and commensurate salary of the official. It does not define his job and responsibilities; and professional skills are not greatly considered.

The general feeling among officials of the Directorate is one of dissatisfaction in as far as organization and work load is concerned. Their argument is, since there are provisions for two division heads, the implementation of this will provide a better division of work. The absence of the two officials at this level, overstaffs the department head with work that officials below the rank of division head have no authority over. The other reason of dissatisfaction is officials feel that their number is very small to handle the affairs of all teachers, students and schools in Lebanon.²

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1. For the work of the National Civil Service Council in recruitment and job requirements see: Abdo Iskander Ba'aklini, "The Civil Service Board in Lebanon" (Unpublished Master's Thesis, Department of Political Studies And Public Administration, American University of Beirut, 1963), Chapter VII.
 2. The number of teachers is 6236, of schools is 1061, and of students is 138629 which is under the jurisdiction of the directorates other than supervision of private schools.

The directorate handles an average of about six hundred procedures a week.¹ All of them are: registered, studied, and prepared for execution. All mail is received by one clerk who sorts it into two main categories - those that deal with schools and students, and those that deal with teachers. There is a registry book for each group and all incoming mail is registered before it is presented to the official concerned. The work is sub-divided within the above-mentioned categories and an official handles all procedures of one nature. When the action is completed, it is then presented to the director of elementary education for approval before it becomes official.

The work of the directorate is divided among the officials of the directorate by a memorandum issued by the director of elementary education. These memoranda are designed in a detailed manner to show the name of the official, his room number, telephone extension number, and his duties. The division of work in the directorate is as follows:

1. From January to November 1963 the serial No. reached 26,000 as quoted by an official in the directorate.

Division of WorkDirectorate of Elementary Education¹

<u>No. of officials</u>	<u>Duties</u>
1	Receive and sort incoming mail.
2	Keep two registry books - One for mail that deals with schools and students and the other for mail that deals with teachers.
2	Public schools - building, repairs, utilities, supplies, and requests for new schools and teachers. (One of the two officials is the department head.)
1	Students' affairs, cultural affairs, and academic registration fees.
1	Keeps files of private schools.
1	Financial affairs of all teachers.
1	Leaves of all types for teachers.
1	Resignations, suspensions, special leaves, and retirement of teachers.
1	Personnel files of the administrative officials of the directorate.
1	Archives.
1	Complaints and investigations.
1	Secretary to write answers or requests for the directorate.

1. Based on a draft prepared and enforced but has not yet been signed by the director of elementary education.

<u>No. of officials</u>	<u>Duties</u>
1	Handles outgoing mail
2	Typists
2	Messengers

The Directorate cooperates with the National Civil Service Council in the appointment and transfer of teachers. Officials from the Directorate are loaned to the Council to write down and prepare the decrees for the above mentioned purpose.

The functions of the Directorate could be summarized as follows:

Directorate of Elementary Education

<u>Schools and Students Registry book</u>	<u>Teachers Registry book</u>
Public schools	Financial affairs
Students in public schools	Administrative affairs
Private schools	Complaints and investigations

More than half the budget of the Ministry of National Education and Fine Arts is appropriated to the Directorate of Elementary Education. The budget of the Ministry for 1963 is LL. 60,023,900 and the appropriations for the Directorate are LL. 32,293,200.¹ This sum covers practically all expenses

1. Lebanon, State Budget, 1963, Book 9 and Appendix.

of public elementary education (school buildings are sometimes provided by the local governments). This indicates that elementary education is the most extensive function of the Ministry of Education. The following table shows the allotments of money spent on elementary education:

TABLE 2

Directorate of Elementary Education and
Service of Private Education
Budget Allotments¹

Item	Details	Amount in LL. Total
1. Salaries of permanent officials		25,259,700
a) Administration	63,240	
b) Upper Elementary School Teachers	3,133,200	
c) Elementary school teachers	19,432,140	
d) Messengers and servants	748,800	
e) Tenure for elementary level teachers	79,200	
f) Promotion	600,000	
f) Family allowance	1,203,120	
2. Salaries of non permanent officials		652,000
3. Aid and rewards		10,000
4. Various compensations for officials		51,500

1. Lebanon, State Budget, 1963, Book 9 -
Chapter 3, and Appendix

<u>Item</u>	<u>Details</u>	<u>Amount in LL. Total</u>
5. Administrative needs and expenses (buildings)		1,161,000
6. Transfer and travel expenses		70,000
7. Maintenance for establishments and equipments		80,000
8. Various expenses (medical)		59,000
9. Cultural aid		4,550,000
10. New equipments		400,000
	Total	32,293,200

The table shows that the largest sum of appropriations is spent on salaries, allowances, and compensations for officials. Adding up the allotments of items one, two, four and six which is spent on officials, it amounts to LL. 26,033,200. This figure is around eighty percent of the total expenditures on the administration of the Directorate.¹ If this relationship is an indication of the function of any organizational unit, then it can be concluded that the main function of the Directorate is the administration of elementary education officials, mainly teachers.

It is important to keep in mind, that part of allotments under item "cultural aid" is spent on private schools.

Branch Offices

The Ministry of National Education And Fine Arts is represented by a branch office in each of the Muhafazat: North Lebanon, the Beqa', Mount Lebanon and South Lebanon.

1. There are also the salaries of officials in branch offices which comes from other sources of the state budget.

The functions of the branch office is to represent all administrative units of the Ministry, to perform any delegated function by the central offices in Beirut, to coordinate between the educational activities in the muhafazat and the central offices in Beirut, to supervise all educational activities in the muhafaza and especially public schools, to organize the necessary measures for government examinations, and to direct special endeavors for school buildings and equipment. The branch office carries out its functions under the supervision of the muhafiz in the muhafaza concerned.¹

The Muhafiz is an official of the Ministry of Interior and he represents all the Ministries of the state in his muhafaza except the Ministry of Defence and the Ministry of Justice. The muhafiz is the administrative head of all public officials, irrespective of their rank, in his muhafaza. His functions are:- To direct, supervise and inspect all government offices in his muhafaza; to coordinate between the various government offices in the muhafaza and their respective ministries in Beirut; to maintain order and security and for this purpose he can seek the help of security forces when the need arises; to issue sick and annual leaves; and to report, at least once every three months, to

1. Lebanon, Ministry of National Education And Fine Arts, Decree No. 2869 (Dec. 16, 1959). Chapter 2, Articles 39-41.

the ministries concerned about their activities in his muhafaza. In addition to the above listed functions that bear weight on the branch offices of education, the advice of the muhafiz is sought in establishing and closing down public schools and he assists the Ministry of Education in securing buildings, furniture and equipment for public schools.¹

Even though the muhafiz is an administrative official in the muhafaza, his appointment as well as his actions are of political significance. Having close supervision and authority over all government offices in his muhafaza, makes him a key figure in the political as well as the administrative activities in his muhafaza; and his discretion bears a great weight. Public education is one of the areas where the muhafiz can exercise his authority and can be of political significance too. Education is a tangible public service and since the muhafiz is consulted in opening public schools, therefore his discretion in this respect could become a major political issue. There arose some cases of serious administrative consideration when the muhafiz strictly adhered to his powers and closed down a public school for security measures. This caused great concern on the part of deputies concerned and higher

1. Lebanon, Legislative Decree No. 116
(Dec. 6, 1959).

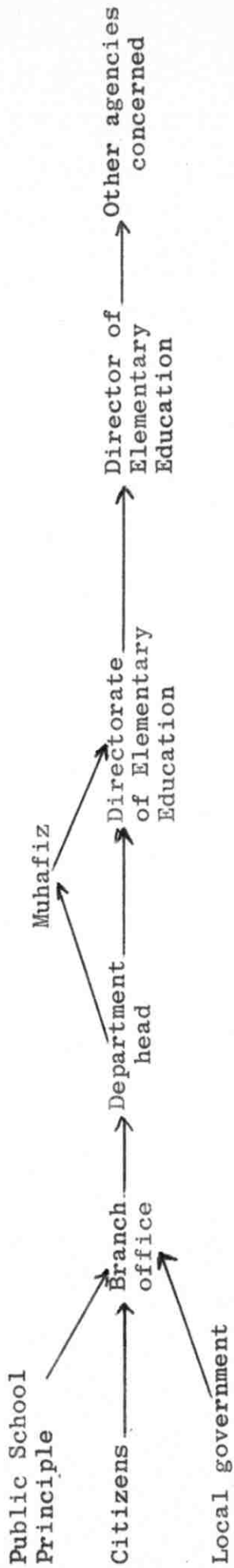
authorities and had to be studied by the Council of Ministers.

The administrative level of the branch office is a department administered by a head. The department head is responsible for all the officials in his department and he coordinates between the public schools in the muhafaza and the central offices of the Ministry in Beirut. Communications between the department head and the Ministry of Education is through the muhafiz; and the muhafiz is required to send it within a period of three days after receiving it.¹ However, the department head reports matters of administrative routine through the muhafiz, and in technical matters he reports directly to the Directorate of Elementary Education. Sometimes it is hard to make a distinction between administrative matters and technical matters, but in general they are categorized as follows: The execution of laws, the behaviour of public officials, keeping time and work load, fall in the administrative category. Requests for opening public schools, applications for opening private schools, and application for increase in teachers' numbers, fall in the technical category.

The flow of communications between the Central Offices and the field is as follows:

1. Ibid. Article 7.

FLOW OF COMMUNICATION
ADMINISTRATION OF ELEMENTARY EDUCATION



The scope of educational activities under the jurisdiction of the branch offices is the same in all four muhafazat, but the size of the office differs. There is a difference in the cadre between organizational decrees and state budget. The following table shows the cadre in each branch office:

TABLE 3

Cadre in Branch Offices¹
No. of Officials

Rank of official	N. Lebanon		Mt. Lebanon		Biqqa'		S. Lebanon	
	Decree	Budget	Decree	Budget	Decree	Budget	Decree	Budget
Department head	1	1	1	1	1	1	1	1
Division head	1	1	1	1	-	-	-	-
Clerk	4	2	4	2	3	1	3	-
Typist	1	-	1	-	1	-	1	-
Messenger	1	-	1	-	1	-	1	-
Total	8	4	8	4	6	2	6	1

The table shows that the number of officials indicated by the decrees is greater than those of the Budget. A possible explanation could be that the proposed cadre in the recent

1. a) Lebanon, Ministry of National Education And Fine Arts, Decree No. 8364 (Dec. 30, 1961) Table 1 & Decree No. 8365 (Dec. 30, 1961).

b) Lebanon, State Budget 1963 Book 9, Chapter 2.

reforms has not been implemented yet.

Even though the branch office represents all organizational units of the Ministry of National Education and Fine Arts in the muhafaza, elementary education remains to be its major field of functions. The branch office, as an organizational unit is part of the Directorate General of Education and the department head is responsible to the Director General of Education. However, because most of the educational activities in the muhafaza are concerned with elementary public schools and teachers, the branch office is in close contact with the central offices of the directorate of elementary education.

The budget of the branch office is allotted in the state budget under the chapter of central administration. Most of the expenditures on branch offices are for salaries of officials.

Elementary education in the four muhafazat is administered through branch offices of education and the muhafiz of each muhafaza. Therefore, some authority is delegated to the department head and the muhafiz for the purpose which creates another level of administrative hierarchy.

Elementary education in Beirut is directed and supervised directly by the directorate of elementary education. Principles of elementary public schools, local government, and citizens report and apply directly to the directorate of elementary education. The directorate does not have an organizational unit

that handles educational activities in Beirut, each action is handled by the official concerned with that type.¹

Therefore the administrative agencies that direct and organize public elementary education are the Directorate of Elementary Education, in the Central offices of the Ministry of Education and the branch offices of education in the Muhafazat. Ultimate power and decision making is rested in the Minister and Director General of Education. The National Civil Service Council and the Muhafiz are the other two agencies outside the Ministry of Education that have supervisory and advisory controls over the administration of public elementary education.

1. Interview with officials in The Directorate of Elementary Education offices, Beirut, November, 1963.

CHAPTER IV
Teaching Staff

All teachers in public elementary schools are officials of the Ministry of National Education And Fine Arts. Their recruitment, appointment, promotion, and retirement are made by the central government. The number of these teachers and salaries are specified by the state budget.

Personnel Functions:

The qualifications required from applicants to public offices are: Lebanese citizenship for a minimum period of ten years, the completion of the twentieth year of age (teachers are the only exception, 18 years), not to be more than thirty five years old, to present health certificate of physical and mental fitness from government physicians, to have a clear police record, to possess education requirement for the vacancy, and to pass an examination when it is required by law.¹ In addition to the above listed qualifications, each ministry requires from the applicant other qualifications depending on the kind of work it performs. Usually appointment in technical cadres requires more specific qualifications.

The following terms must also be met in the appointment

1. Lebanon, Legislative Decree No. 112 (June 16, 1959), Articles 4 and 5.

of public elementary and upper elementary teachers. Graduates of public normal schools are appointed without an examination. These graduates average about 200 yearly. Other appointments of elementary school teachers are from among the holders of the upper elementary certificate or its equivalent. The candidates must pass a special written examination. Appointments for upper elementary school teachers are from those who have the Baccalaureate Part II or its equivalent and have had five years of teaching experience, or those who have the normal certificate and have had experience in teaching for three years. All must pass an examination. Minimum age required is eighteen. All teachers are appointed for one or two years as training period after which they are either given tenure or discharged from the service. A teacher can be discharged for misconduct only. All appointments are by decrees.¹

Teachers' recruitment is made by the National Civil Service Council. The Ministry of National Education and Fine Arts sends its requests for the number of teachers and time of appointment to the Council which acts on them. The Council announces the vacancies, conducts examinations, announces the

1. Lebanon, Legislative Decree No. 134 (June 22, 1959), Articles 1 - 14.

results of examinations and the results of appointments. At the time of appointment, officials from the Directorate of Elementary Education are loaned to the Council to prepare the decrees of appointment. The Council also approves all promotions, financial compensations, transfer, disciplinary measure, discharges from the service, and other personnel matters.¹

The results of the examinations with the ranks of applicants in the examinations are publicly announced. Selection is made according to the ranks of applicants and to their religious affiliations.

Article 96 of legislative decree No. 112 (June 12, 1959) stipulates that in the appointment of public officials the provisions of Article 95 of the constitution should be taken into consideration. The Article provides for equitable representation in public employment. In application of the above mentioned law, half of the teachers appointed for public elementary schools must be Christians and the other half Muslims. In the case where the number of eligible applicants of one religious sect is less than the number of vacancies to be occupied, equity between the two sects will

1. Lebanon, Legislative Decree No. 114 (June 12, 1959), Articles 1 and 2, and Decree No. 8337 (January 1, 1961).

be made up for in another appointment, or another examination will be conducted.

The measures of centralizing public appointments in one government agency, are intended to prevent favoritism in public appointment and to have an efficient and competent civil service in Lebanon. However, it is believed that actual results in appointments have not yet attained the desired objective. These measures have minimized the pressure exerted by deputies in the individual ministries. The present administration under the influence of the recent political events, is giving, indirectly, a role for the security forces in the general administrative processes. Since most of the officials in the National Civil Service Council are lawyers by profession, they can handle this pressure in public appointments in a discrete manner.¹ In the appointment of teachers such pressures carry more weight because this is one of the largest appointments in number at any one time.

All public elementary school teachers as well as the director of elementary education and the heads of branch offices must take an oath before the judge. The oath binds the candidate in the name of God that he will work for the

1. Interviews with officials in the Ministry of National Education And Fine Arts and the Civil Service Council.

interest of the Lebanese homeland, and will perform his duty with vigor, sincerity and impartiality, and will work for the interest of education, teaching, ethical values and nothing else.¹

Major criticism directed by men of education against public elementary school teachers is their lack of educational qualifications and specialization in the field they teach.² It is also believed by these men that this bears greatly on the youth of the country, and that it should be solved through administrative means.

An attempt has been made in the recent re-organizational measures to promote the qualifications of teachers by requiring the degree of Baccalaureate Part I in the appointment of elementary school teachers. When vacancies were announced, there was no sufficient response, and so this had to be changed back to what they were.³ A government official expressed his views that lack of qualified officials in the service is indirectly due to low salary scale. The policy of

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1. Lebanon, Ministry of National Education And Fine Arts, Decree No. 2869 (December 16, 1959), Article 58.
 2. Musa Slayman, Mushkilat At-Tarbyah Wut-Ta'lim Fi Lubnan, The Problem of Education and Teaching in Lebanon (1954), pp. 15-17.
 3. The qualifications discussed previously in this chapter.

the legislators in this respect is to keep the salaries of government officials to the lowest possible scale in order to lessen the burden of expenditures in the budget. The official went on to point out that this is not a saving on the budget, since the more qualified the official is the more work he accomplishes and thus a smaller number of this caliber will be employed.¹ The latter part of this view might not be applicable to the number of teachers needed in the service, but low salaries are one discouraging factor in attracting better qualified teachers.

Another discouraging factor in attracting better qualified teachers is the uncomfortable living conditions in the villages, and most public schools are in villages. The better qualified the applicant the easier it is for him to find a job in the city.

The problem of unqualified teachers is a serious one to the administration. However, it could be remedied by holding conferences for teachers, active in-service training programs, better salaries, and, perhaps in the future, higher academic requirements.

1. Al-Amir Jamil Shihab, "Lebanon", Mu'tamar Al-Idarat Al-'Arabi, The Arab Conference of Public Administration, A conference held in Cairo 1955 (Beirut: Dar Al-Kashaf Press), pp. 5-7.

All permanent public school teachers are entitled to a routine promotion of one grade¹ each thirty months of service. This routine promotion could be deferred for a maximum of six months of a disciplinary measure, or advanced six months as an encouragement. Promotion from rank to rank or class to class had to be recommended by the Ministry of Education and approved by the National Civil Service Council; and the recommended official has to be in the top grade of the rank he is promoted from. When an official reaches the top grade in his class as a result of the routine promotion and is not entitled for a recommended promotion, he is entitled for an increase in his salary equivalent to the financial benefits of a grade once every thirty months of service, until his salary is equal to that of the lowest grade in the higher class.²

Leaves that public elementary school teachers are entitled for with full salary benefits are: Sick leave for a maximum of a consecutive time of a month or intermittent time that add up to a month, within a period of three months in

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1. Public officials are classified into: Fi'ah (class) which is divided to Rutbah (rank) which is divided to Darajah (grade).
 2. Lebanon, Legislative Decree No. 112 (June 12, 1959). Articles 32-34.

the service. Beyond this time, the report of a medical committee is required on the basis of which other arrangements could be made within the laws prescribed. A family leave of one week is another one, during which absence from the service is allowed in the case of the official: marriage or the death of a member of his immediate family. Expecting female teachers are entitled for a maternity leave of a maximum period of three months. All teachers observe official holidays as well as school recesses. All those leaves are issued by the Director General of Education. Permission of absence from the service for reasons other than the above listed, could be maintained with partial or without any salary benefits in accordance with the provisions of the law concerned, and are issued in a decree by the Minister of Education upon the recommendation of the Director General.¹ Otherwise absence from the service is considered by the superior, to be a failure in the fulfillment of the duties by the teacher.

There is a range of disciplinary measures that could be enacted upon public school teachers, should they violate

1. Lebanon, Legislative Decree 112 (June 12, 1959), Articles 35-40.

the laws governing their duties and conduct. The measures are in sequence of their seriousness: letter of reprimand, deduction from the salary up to fifteen days salary, deferment of promotion up to a maximum time of thirty months, suspension from the service without salary for a maximum period of six months, demotion, dismissal from the service with compensation benefits, and dismissal from the service without any financial benefits. These measures could be exercised by the head of the branch office in the muhafazat or department head in the muhafaza of Beirut, the service head, director of elementary education, director general of education, the muhafiz, the minister of education, and the disciplinary council. The jurisdiction of the above listed officials over the disciplinary measures prescribed by law. The least serious is exercised by the head of branch office and the most serious by the disciplinary council. ¹

Number and salaries of teachers:

The number of teachers in public elementary and upper elementary schools in Lebanon as specified by the state budget of 1962 and 1963 is 6695. This number differs from that which is shown by the statistical data, collected and released by

1. Lebanon, Legislative Decree No. 112
(June 13, 1959), Articles 54-62.

the Ministry of National Education And Fine Arts, for the scholastic year 1962-1963. The number is 6236. This difference in the number could be due to:

1. The number specified by the state budget is considered as the maximum number of teachers to be appointed.
2. The number in the budget is based on the official ranks while that of the statistics is based on the number of teachers who are in actual service in elementary and upper elementary schools. It could be that a number of officials, appointed as teachers perform other administrative functions in the Ministry or perform their functions at upper elementary grades in secondary schools.
3. The difference may be due to errors in the processes of collecting and computing statistical data.

The following table shows the number of teachers in the muhafazat:

TABLE 4Number of Teachers in Public Elementary,
and Upper Elementary Schools in Lebanon¹

<u>Muhafaza</u>	Number of teachers		
	<u>Male</u>	<u>Female</u>	<u>Total</u>
Beirut	299	563	862
Biqa'	681	176	857
Mount Lebanon	1152	376	1528
North Lebanon	1153	674	1827
South Lebanon	188	974	1162
Total	3473	2763	6236

The number of teachers in a muhafaza is by no means related to the number of students or schools in that particular muhafaza. Assignment of teachers in the muhafazat does not solely depend on the need for teachers. This is one of the major administrative problems the Ministry of Education meets in administering elementary education. The forces that influence the assignment of teachers come from two major sources. The teacher himself has his own preference of districts and he utilizes all means to be in his favorite district. The other source is the citizens who feel the need for that. Again, they resort to means of exerting pressure on officials concerned. Thus such influences, unplanned, may

1. Lebanon, Ministry of National Education And Fine Arts, Statistics Department, Statistical Tables, Scholastic year 1962-1963.

yield more favourable results for one muhafaza than the other.

The general belief among men of education in Lebanon is that public elementary schools are in shortage of teachers. They are not only in shortage of teachers, but do not have a sufficient number of career teachers. Statistical data, few years ago, showed that only ten percent of public school teachers chose teaching as a career. The rest chose the job for other reasons which are temporary in most cases.¹ This contributes to administrative problems, mostly related is its contribution on increasing the load of work in recruitment and appointment of teachers. It also decreases the benefits of experience in teaching.

The total sum paid on all permanent teachers' salaries is LL. 22,565,340, and the average annual salary of a teacher is LL. 3,370. Considering the salaries of elementary and upper elementary teachers as separate units, the averages are different. The average annual salary of an upper elementary teacher is LL. 5,605, and the salary scale ranges from LL. 4,500 - 7680. The average annual salary of an elementary teacher is LL. 3,167, and the salary scale ranges from LL. 3,460-4,500.²

1. Najib Sadaqah, "Lebanon" Muhadarat Fi Nuzum at-Tarbyah, Lectures in Educational Systems (American University of Beirut, Department of Education, Lebanon: Dar Al-Kutub Press, 1956), p. 31.

2. Lebanon, State Budget 1963, Book 9, Chapter 3.

The State Budget shows a number of 205 teachers who are engaged in teaching in public schools on annual contract basis and not tenure. Each receives an annual salary of LL. 1,800 for nine months of teaching. Many of this group are appointed in remote villages. The budget also shows appropriations of LL. 375,000 to be paid for teachers who work on hourly or daily basis. Some of this latter group are replacement teachers who take the place of a permanent teacher who is on a long sick leave or maternity leave.

Behavior of Teachers

The conduct of teachers is governed by laws and regulations that specify their duties and behavior in the service. They should serve the public interest, follow the instructions of their superiors, and abide by the hierarchical order in all correspondence and communications. The following activities are forbidden to all public officials: to be active in politics or to be a member of a political party, to be a member of any technical organization or union, to go on strike, to perform any other private job, to hold an elected public office, to accept favoritism and bribery, and to make public any confidential information pertaining to his job.¹ All public school officials (not only teachers) are not permitted to conduct

1. Lebanon, Legislative Decree No. 112 (June 12, 1959), Articles 14 and 15.

lotteries of any kind, sell books and school supplies, or accept favoritism. Public school officials are also not permitted to leave the country without securing a written permission from the Directorate of Elementary Education.¹

As public officials and educators, teachers are legally accountable to the Ministry of Education and morally responsible to the community in which they teach. Also as the line man of the Ministry of Education, the teacher confronts all the pressures of the community and is expected to respond to this with understanding and responsibility.

Often teachers are the only public officials residing in the village and since public officials are regarded with esteem, their opinions are greatly effective. Teachers could be the pivot of all political undertakings in an unofficial capacity or discrete ways, since they are considered to be well informed in current affairs. However, at times the opinion or behavior of the teacher is unfavored which may lead the citizens to send complaints against him. This can be a cause of his transfer or dismissal² as was the case with some P.P.S. teachers.

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1. Lebanon, Ministry of National Education And Fine Arts, Directorate of Elementary Education, Decree No. 321 (April 16, 1962), Articles 89, 94 and 98.
 2. Sadaqah, Dirasat 'An Hukumat Lubnan Studies on the Government of Lebanon, op.cit., pp. 7-8.

CHAPTER V

Public Elementary Schools

Establishment of schools

Public elementary schools are established when the number of school age children, in a village or a district in a city, is thirty or more. Priority is given to districts that do not have private schools. When twenty or more finish elementary school from a district or village, upper elementary classes are initiated. Officials of the Ministry of National Education And Fine Arts say that, in actual practice, the process of establishing schools is complicated and is more of a political than administrative issue.

The initiation of the idea of establishing a public school is made by the citizens or by the deputy. Applications by the local government officials are submitted to the branch offices and then referred to the Central Offices of the Ministry of National Education And Fine Arts. Most applicants have the minimum number of school age children in their districts or village, required for establishing a school. On the other hand, the Ministry of Education cannot favorably meet all applications because of financial limitations. It is then, when other unofficial forces and considerations become important.

Pressure from deputies on authorities concerned with the establishing of public schools is very high. Deputies are not only interested in improving the educational standards in their areas, but are also interested in being re-elected to the Chamber of Deputies. The number of schools established during the deputy's term of office has proved to be a tangible proof of the services the deputy renders to his district; and is an issue to be capitalized on for re-election. Therefore, deputies will not cease to exert their pressure to have applications for public schools approved, in spite of the many attempts that may be made by the administration to put an end to them.¹ Some deputies discourage establishing schools in their regions fearing that education of the voters might cause their political defeat. The number of these deputies and the effectiveness of this policy have been greatly decreased due to the growth of public opinion in Lebanon and to the spread of the public media of information.

It is the policy of the Ministry of Education, to spread public schools into the different areas of the Muhafazat, and to ensure maximum benefits of education and higher literary rate. Therefore the number of schools in each Muhafaza is taken into consideration in approving applications for establishing

1. Interviews with officials in the Ministry of National Education And Fine Arts, October and November, 1963.

schools.¹

Sectarianism plays a role in establishing public schools. The predominant religion of the applicant's area is considered in deciding on applications. The attempt is to establish an equal number of schools in predominantly Christian areas as in predominantly Muslim areas. This is a sensitive issue in the administration of education, not only to ensure equal rights to both communities, but also because the general impression which may be substantiated by figures is that Christian communities are more educated than Muslim communities. Thus applications for public schools are an important issue in the administration of education, and can cause serious administrative problems.

School Building

The law stipulates that the Ministry of National Education And Fine Arts, local governments and citizens in the villages cooperate in providing school buildings and furniture in the villages.² The practice that has been followed for a number of years is that the local government and citizens provide the buildings, and the Ministry provides the furniture. In some cases where the local authorities

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1. Interviews with officials in The Ministry of National Education and Fine Arts, October and November 1963.
 2. Lebanon, Ministry of National Education And Fine Arts, Decree No. 2869 (Dec. 16, 1959), Article 49.

have the land for building and cannot build a school, the Ministry will build the school provided the land is donated to the Ministry; in this case the Ministry will have all rights of ownership.¹ However, the appropriations for school buildings are limited and the Ministry has not yet been able to own a great number of school buildings in the villages. In the cities, however, the Ministry of Education either pays rents or owns the buildings. Appropriated expenditures on school buildings are obtained from the State Budget and the Independent Provident Fund.

Dr. Najib Sadaqah, former Director General of Education, had initiated the idea of an earmarked fund raised from diplomas and student registration fees, to be spent on school buildings and grounds. In 1956 the Independent Provident Fund for school buildings and grounds was put into effect,² and provisions were made for its administration. The number of public elementary and upper elementary schools was then 1,100, of which the Ministry of Education owned 70 buildings.³

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1. Interviews with officials in the Ministry of National Education And Fine Arts, October and November, 1963.
 2. Lebanon, Ministry of National Education And Fine Arts, Legislative Decree No. 26 (January 18, 1955), Article 28.
 3. Sadaqah, Muhadarat Fi Nuzum al-Tarbyah, Lectures in Education Systems, op.cit., p.34.

During the few years the fund was put into test, it yielded favorable results. However, in the recent administrative decrees, provisions are made to cancel the Independent Provident Fund Administration and to credit the balance to the State Budget.¹ In fact since 1960 there has been a great controversy in the administration of education on this issue and the fund has not yet been cancelled.

Physical conditions of public schools are poor, especially compared to private schools in Lebanon. This is more true of schools in the villages than those in the cities. They are not well equipped. Most of them have chairs, desks and blackboards, and no other aids of teaching such as laboratories, libraries, and audio visual facilities. Some schools even find it difficult to install some aids that require electricity, since many villages in Lebanon do not have electricity.

School buildings in the villages are, in general, overcrowded. In many schools it is a common practice to have two grades seated in one room, and one teacher conducts the teaching hour for both grades. The teacher works orally with students of one grade half the time, while those of the other grade are given a written assignment to work on. The

1. Lebanon, Legislative Decree 134 (June 12, 1959), Article 51.

playgrounds and recreation facilities are also limited in most public schools.¹ Such conditions limit the development of creativity and social skills among students.

Maintenance and repairs of public elementary school buildings is a function of the Ministry of Education. Request for repairs in public schools have to go through the routine of hierarchical order from the principal, to the branch office, Muhafiz, Directorate of Elementary Education, the Common Administrative Service, the National Civil Service Council, and Ministry of Public Works. In some cases, a request may by-pass one of these channels, but the fact remains that such requests take a long time in order to be fulfilled. This delay has caused some serious administrative problems. A request was once made to repair school buildings that were damaged in 1953 by flooding rain. The repair department in the Ministry of Public Works was not able to keep up with requests, so students were dismissed from school for a time long enough to hold back the students from completing the program of studies for that year.² This could be an example

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1. Interview with officials in Ministry of National Education And Fine Arts, Cultural Affairs Service, October, 1963.
 2. Sadaqah, Dirasat 'An Hukumat Lubnan Studies on the Government of Lebanon op.cit., p. 8.

of an extreme case, but many examples of the same nature recur yearly. Such problems are due to the emphasis put on a centralized system of administration in education.

Students

School age for students in public schools is six years in the first elementary grade.¹ A survey made on ages of students enrolled in public elementary schools showed a wide difference in ages of students in the same grade. The difference ranges from one year to eight years. More so, it showed that 76% of male students and 71% of female students enrolled in public elementary schools are older than the age prescribed by the laws.² Such facts present problems of wide ranges. Students of widely different ages have a wide range of ability and comprehension. Overcrowding of schools with older students will prevent the admission of students of the right age, and could lead to a vicious circle of having students admitted at older ages. Another reason for older age students enrollment lies with the parents. Some parents enroll their children in the first grade when they are more than six years old.

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1. Lebanon, Ministry of National Education And Fine Arts, Legislative Decree No. 20 (January 18, 1955), Article 16.
 2. Sadaqah, Muhadarat Fi Nuzum at-Tarbyah Lectures in Educational Systems, op.cit., p.5.

the presence of this problem is due to lack of legislation and enforcement of a minimum of obligatory school years; and the absence of joint efforts from teachers and parents.

There are laws and regulations that lay down, in detail, the internal administration of public elementary schools. The scope that is covered is: admission and registration of students, school records, supervision and advising of students, number of students in each grade, teaching load, methods of teaching, school buildings, expected behavior of students, and examinations. Each school must have a principal when there are four or more teachers in that school. The principal of the school is the direct supervisor of all officials in the school. His functions are: direct, supervise, and report to the departments concerned all technical or administrative matters in the school. He also participates in teaching, except when the number of teachers in the school is twelve or more, then the principal devotes his time solely for administrative work.¹

In actual practice, schools are internally administered in an informal manner. Many of the provisions laid down by the law are not applicable to most schools, because they may have one teacher, one classroom, and poor attendance of

1. For more details on the internal administration of public elementary schools see: Lebanon Decree No. 321 (April 16, 1962).

students. Such cases are more prevalent in villages than cities. Even in cases where there are more than one teacher, administrative procedures are handled in an informal manner. However, in cases of misunderstanding and complaints against teachers, the formal procedures are resorted to.

The following table shows the number of public elementary and upper elementary schools, and students enrolled in the school year 1962-63. These figures reflect on the scope of the administration of public elementary schools.

TABLE 5

Number of Students and Public Elementary and Upper Elementary Schools in Lebanon (1962-63)¹

Muhafaza	No. of Schools				No. of Students		
	Male	Female	Co-Educ.	Total	Male	Female	Total
Beirut	19	24	2	45	5531	8333	13864
Biqa'	14	11	159	184	13261	6352	19613
Mt. Lebanon	45	31	241	317	18874	12082	30956
N. Lebanon	62	57	154	273	25587	16216	41803
S. Lebanon	23	18	201	242	21316	11077	32393
Total	163	141	757	1061	84569	54060	138629

The data in this table does not represent educational achievements in Lebanon, because private schools have an equal if

1. Lebanon, Ministry of National Education And Fine Arts, Statistics Department, Statistical Tables of 1962-1963.

not a greater role in this achievement. (There are 1,196 private elementary schools in Lebanon with a total enrollment of 125,258 students in 1962-1963.)

The figures in the table show that the largest number of public schools are co-educational, next are male schools and the smallest are female schools. The relationship is the same in the number of schools in each muhafaza, except Beirut. It seems to be the natural pattern since co-educational schools are first established, then if there is a sufficient number of school age girls enrolled, a girls' school is established. It is interesting to observe that the Muhafaza of Beirut has the opposite relationship in the number of schools. This could be due to the absence of rural areas in the Muhafaza of Beirut where in most villages there is only one public school where everybody attends. The number of female schools is larger than male schools in Beirut, and it remains an interesting observation with no due explanation.

The table also reveals that the total number of male students is one and a half times more than that of female students. Again, considering each muhafaza alone, the number of male students is larger than that of females - Beirut is an exception. This shows that there is more emphasis placed on male education than female education. Comparing the number of elementary public school teachers (6236) with that of students (138629), shows that there is one teacher for approximately every twenty-two students.¹

1. Discussed in previous chapter.

Controls

Controls in administration result from organizational efforts, thus where there is organization there is control. Controls may be classified by students of administration into a number of ways, such as: Legislative and executive, financial and administrative, external and internal, or inspection and supervision.¹ In all cases, the source and nature of the controls are the important aspects for any study in administration.

In studying the administration of public elementary education, there are four significant sources of direct and indirect controls over public schools.

The first one is the State Budget. The State Budget specifies the number of teachers and their salaries,² which is not a common practice in other countries. This practice is adopted in order to limit the appointment of teachers for purposes that serve favoritism and not the public need. The Budget has itemized allotments for the administration of education as another means of control.

The second source is the hierarchy itself. There is the superior subordinate direction and supervision which

1. John M. Pfiffner and Robert V. Presthus, Public Administration ("4th ed.," New York: The Ronald Press Company, 1960) pp. 235-248, 426-439, 523-549.

2. See Chapter IV of this thesis.

acts before and after an action is taken by an official. Another means of control in the hierarchical order is that of instruction and reporting. The superior's duty is to give the necessary instruction regarding an issue to his subordinate; and the subordinate has the duty to report to his superior on actions accomplished. In this respect, Public Schools are supervised by the muhafiz and branch office in the muhafaza.¹ School administration occupies a great part of the time of the muhafiz, because teachers, as public officials, are the largest in number of all public officials under his jurisdiction. He has to report to the central offices of the Ministry of Education about educational activities in his muhafaza once every three months or when the need arises for that.² The head of the branch office of education is always in touch with the central offices of the Ministry and reports on all actions he takes. Such superior subordinate relationship is also true of central offices in the Ministry of Education.

The third source of control is the National Civil Service Council. It has recruitment functions and supervisory powers over all officials - be they administrative or teachers,

1. See Chapter III of this thesis.

2. Lebanon, Legislative Decree No. 116
(June 12, 1959) Article 24.

in Beirut or the Muhafazat - and the functions of the Ministry. Public elementary education, being a major function of the Ministry and having a legacy of interference of favoritism and personal interest is more closely supervised.

The Council has a division of personnel, supervision and studies, to which is attached a number of supervisors. Each of them is assigned an administrative unit - a Ministry - to supervise. No one supervisor is entrusted with the same unit for more than one year, and the routine is to change the assignment once every six months. It is required that these supervisors be holders of licence or its equivalent in law, economics, public administration, fiscal management or administrative management.¹

The Council has a department of supplies. The functions of this department is to approve all requests for supplies from all ministries.² Hence, requests for supplies for the offices of the Ministry of Education, in general, and those for public schools, in particular, are subject to approval from the Council.³

The powers exercised by the Council yield good results as long as they do not disagree with those of the Minister.

1. Lebanon, Legislative Decree No. 114 (June 12, 1959), and Decree No. 8337 (January 30, 1961).

2. Ibid.

3. For an evaluation of the Council at work see: Ba'aklani, op.cit., Chapter VII.

In such cases the administrative procedures are paralyzed pending a verdict from the Council of Ministers or the President of the Republic.¹

The fourth source of control is the Office of Central Inspection. There are two types of inspection exercised by this Office in the administration of public elementary education. One type is classified as the administrative, and the other as educational. Administrative inspection is exercised in the offices of the Ministry of Education in Beirut and branch offices in the muhafazat, while educational inspection is mostly concerned with teachers and schools. The Office of Central Inspection has a service for each type. Each office in the Ministry as well as each elementary school is visited by an inspector, at least once a year. Inspectors, do not only report, but also have the right to question public officials.²

Since the creation of the Office of Central Inspection, public school inspection has become more organized, systematic, and effective as a means of control. It is a negative type of inspection; it looks for the mistakes

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1. Antoine 'Arij, Lubnan, As Sulutat Al 'Amah Lebanon, Public Powers (Beirut: Badran Institution, 1963) p. 80.
 2. Lebanon, Legislative Decree No. 115 (June 12, 1959), Decree No. 12460 (November 9, 1959), Articles 10 and 15, and Decree No. 8338 (December 30, 1960).

and does not propose improvements. It emphasizes the behavior of the official in the service and aims at reducing corruption, and promoting efficiency and impartiality. Having so much emphasis placed on inspection over individuals rather than proposals for improvement, administrative officials and teachers in public schools attach importance to the inspector's visit.

The public elementary school performs the line functions of the Ministry of National Education And Fine Arts, reaching the people and offering them direct services in their immediate localities. Accordingly, it attracts a great deal of political and administrative attention.

CONCLUSION

An attempt has been made in this paper to convey an image of the administration of education in Lebanon without dealing with the theory of administration, and without making subjective reflections. Great attention was paid to the laws and the actual execution of the laws and regulations in the field of administration of education. Since sources are scarce on this subject, interviews became an important source for verifying the nature and the structure of the subject under examination.

In view of the discussion in previous chapters, it may be said that the administration of public elementary education in Lebanon has been influenced by a variety of forces of historical, social, political and cultural nature. The confessional basis of Lebanon and the Turkish and French legacies have contributed greatly to the chief characteristics of the administrative process in Lebanon, especially as it pertains to the field of education.

Due to the history and social heritage of Lebanon, there are two conflicting attitudes towards government administration among the citizens of Lebanon. One is reflected in respect and obedience to the law. The other is reflected in suspicion and deviation from the course of legal implications. This human element is reflected in the administration of Lebanon in general, and that of elementary education in

particular. This is more true also in the administration of elementary education, because it deals with a greater number of citizens in executing and receiving the benefits of education.

Education, being a tangible service offered by the government and being handled by a large number of public officials has received serious attention concerning its administration. Citizens, deputies, teachers, and administrative officials have interest, public and private, in the administrative process of education. Therefore, with all the attempts expressed in the laws and regulations governing the administration of education, the actual results have not yet attained the desired objective.

The administration of education still has a number of serious problems to consider. The first one is poor conditions of school buildings, and lack of modern aids to meet contemporary needs of education. The second problem is of student enrollment and attendance, to eliminate the number of older students and promote better attendance. The third one is securing a sufficient and better qualified number of career teachers.

Considering the brief period of Lebanon's independence, and the conflicting communal and religious interests in its social and political framework, the Lebanese government has accomplished tangible results in the administration

of education. Elementary education received due consideration in the administrative reforms. This was manifested by the creation of a directorate for elementary education, and a significant growth in the size of elementary schools. However, comparing public elementary schools with private elementary schools, the fact remains that private schools have a similar, if not a greater role in achieving education in Lebanon. The administration of public elementary education, therefore, does not reflect the true image of education in Lebanon.

The administration of public elementary education in Lebanon, having a large number of officials and schools to execute its functions, receiving attention from a multiple of sources, and to meet the continuous and growing needs of education, remains a major function of the central government.

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