

# Mapping Lebanon's National Evaluation Stakeholders 2025

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<sup>1</sup> Wherever the Observatory on Public Service and Good Governance (OFP) is referenced in this report, it denotes the joint institutional effort and operational collaboration between OFP and its managing partner, Socially Responsible Management (SRM), within the framework of their long-term strategic partnership.

# Foreword

Lebanon's reform challenge is not a shortage of proposals, but the absence of a dependable way to turn facts into action. This Stakeholder Mapping Report responds to that need. It presents a disciplined, practice-oriented picture of the evaluation landscape and sets out what it takes to make evaluation a stable function of the state: grounded in law, owned by institutions, fed by reliable data, and reflected in career incentives. The moment is propitious. Public expectations for transparency are accelerating, openings for reform are reappearing, and partners are ready to organize around measurable results. What follows is both a design for the system we need and a pathway to reach it.

This work stems from a close partnership between the Observatory on Public Service and Good Governance at Université Saint Joseph de Beyrouth and UNICEF Lebanon. Since 2015 the Observatory has carried USJ's mission of public service and nation building, providing a national forum for administrative renewal, integrity systems, and evidence informed decision making. It is guided by values of social justice, human dignity, ethics, discernment, freedom, democracy, civic participation, service to the common good, and academic excellence. UNICEF brings global standards for independent evaluation and disciplined system strengthening.

Three features set this report apart. First, it offers a complete mapping to date of Lebanon's evaluation ecosystem, connecting constitutional mandates, institutional roles, data assets, and operating routines into one coherent view. Second, it organizes stakeholders by evaluation function rather than sector, translating influence and interest into clear roles, interfaces, and responsibilities across the six actor tiers. Third, it identifies the design choices and guiding principles that will steer the collective co-design of the national evaluation roadmap, ensuring that subsequent steps are sequenced, feasible, and rooted in national ownership.

This work was enriched by thoughtful contributions from public leaders and institutions who shared their time, insight, and candor, including Dr Tarek Mitri, Deputy Prime Minister; Dr Fadi Makki, Minister of State for Administrative Reform; Dr Joe Saddi, Minister of Energy and Water; Dr Nasser Yassin, former Minister of Environment; Dr Halima Kaakour, Member of Parliament; Dr Jean Allayié, President of the Public Procurement Authority; Mr. Georges Maarawi, Director General at the Ministry of Finance and Director General of Land Registration and Cadasters; Judge Mohammad Badran, President of the Court of Audit; Judge Claude Karam, President of the National Anti-Corruption Commission; Judge Georges Atiyeh, President of the Central Inspection Board; Dr Georges Labaki, President of the École Nationale d'Administration under the Civil Service Board; Mr. Mohamad Mekawi, Governor of Mount Lebanon; and Judge Marwan Abboud, Governor of Beirut.

I invite our partners to study this report with care and to co craft a shared vision and a practical roadmap. By aligning on simple standards, clear roles, and transparent reporting, we can restore trust in public institutions, strengthen governance, and embed accountability and transparency at the heart of Lebanon's statecraft, turning evaluation into a driver of better services and a renewed social contract between citizens and the state.

With appreciation and resolve,

## Prof. Pascal Monin

Director, Observatory on Public Service and Good Governance (OFP)  
Saint Joseph University of Beirut (USJ)

# Acknowledgment

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# List of Acronyms

Acronym	Full Name
<b>AFD</b>	Agence Française de Développement (French Development Agency)
<b>ALEF</b>	Act for Human Rights
<b>AML/CFT</b>	Anti-Money Laundering / Combating the Financing of Terrorism
<b>AUB</b>	American University of Beirut
<b>BDL</b>	Banque du Liban (Central Bank of Lebanon)
<b>CAS</b>	Central Administration for Statistics
<b>CDR</b>	Council for Development and Reconstruction
<b>CGTL</b>	General Confederation of Lebanese Workers
<b>CIB</b>	Central Inspection Bureau
<b>CMA</b>	Capital Markets Authority
<b>CNA</b>	National Audiovisual Council
<b>CNRS</b>	National Council for Scientific Research
<b>CoA</b>	Court of Accounts
<b>CoM</b>	Council of Ministers
<b>CRDP</b>	Centre for Educational Research and Development
<b>CSB</b>	Civil Service Board
<b>DLRC</b>	Directorate of Land Registration and Cadasters
<b>DPM</b>	Deputy Prime Minister
<b>EDL</b>	Électricité du Liban
<b>ENA</b>	École Nationale d'Administration
<b>ERA</b>	Energy Regulatory Authority
<b>ESCWA</b>	United Nations Economic and Social Commission for Western Asia
<b>EU</b>	European Union
<b>EvalMap25</b>	Lebanon National Evaluation Policy Roadmap Initiative 2025
<b>EvalMENA</b>	Evaluation Network of the Middle East and North Africa
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Cooperation)
<b>HDC</b>	Higher Disciplinary Council
<b>IDAL</b>	Investment Development Authority of Lebanon
<b>IMF</b>	International Monetary Fund
<b>IOCE</b>	International Organization for Cooperation in Evaluation
<b>IoF</b>	Institut des Finances Basil Fuleihan
<b>LCF</b>	Lebanese Citizen Foundation
<b>LCPS</b>	Lebanese Center for Policy Studies
<b>LebEval</b>	Lebanese Evaluation Association (National VOPE)

<b>LHF</b>	Lebanon Humanitarian Fund
<b>LRA</b>	Litani River Authority
<b>LTA</b>	Lebanese Transparency Association
<b>LU</b>	Lebanese University
<b>M&amp;E</b>	Monitoring and Evaluation
<b>Maharat</b>	Maharat Foundation for Media Freedom
<b>MEA</b>	Middle East Airlines
<b>MEHE</b>	Ministry of Education and Higher Education
<b>MoE</b>	Ministry of Environment
<b>MoEW</b>	Ministry of Energy and Water
<b>MoF</b>	Ministry of Finance
<b>MoH</b>	Ministry of Health
<b>MoPH</b>	Ministry of Public Health
<b>MoSA</b>	Ministry of Social Affairs
<b>MP</b>	Member of Parliament
<b>NACC</b>	National Anti-Corruption Commission
<b>Nahnoo</b>	Nahnoo Organization (Youth & Urban Rights NGO)
<b>NAP</b>	National Action Plan
<b>NEC</b>	National Evaluation Capacity
<b>NECD</b>	National Evaluation Capacity Development
<b>NGO</b>	Non-Governmental Organization
<b>NNA</b>	National News Agency
<b>NSSF</b>	National Social Security Fund
<b>OECD-DAC</b>	Organization for Economic Co-operation and Development - Development Assistance Committee
<b>OPF</b>	Observatory on Public Service and Good Governance at Saint Joseph University
<b>OGERO</b>	Organisme de Gestion et d'Exploitation de l'Eau et de l'Électricité
<b>OMSAR</b>	Office of the Minister of State for Administrative Reform
<b>Order of Engineers</b>	Lebanese Order of Engineers
<b>PCM</b>	Presidency of the Council of Ministers
<b>PFM</b>	Public Financial Management
<b>PHCCs</b>	Public Primary Health Care Centers
<b>PMO</b>	Prime Minister's Office
<b>PPA</b>	Public Procurement Authority
<b>PPP</b>	Public-Private Partnership
<b>QA</b>	Qada' (District Administration)
<b>RAP</b>	Reform Acceleration Project (by Expertise France)
<b>RBM</b>	Results-Based Management

<b>RHUH</b>	Rafic Hariri University Hospital
<b>RLL</b>	Radio Liban Libre
<b>RSSC</b>	Research & Strategic Studies Center, Lebanese Armed Forces:
<b>RWEs</b>	Regional Water Establishments
<b>SDCs</b>	Social Development Centers
<b>SDGs</b>	Sustainable Development Goals
<b>SIC</b>	Special Investigation Commission
<b>SME</b>	Small and Medium Enterprises
<b>SMEX</b>	Social Media Exchange
<b>SOE</b>	State-Owned Enterprise
<b>SOP</b>	Standard Operating Procedure
<b>SRM</b>	Socially Responsible Management ( <i>Managing partner of OFP</i> )
<b>TPI</b>	The Policy Initiative
<b>TRA</b>	Telecommunications Regulatory Authority
<b>TRG</b>	Technical Reference Group
<b>UN Agencies</b>	United Nations Agencies (e.g., UNICEF, UNDP, UN Women, ESCWA)
<b>UN ESCWA</b>	United Nations Economic and Social Commission for Western Asia
<b>UN Women</b>	United Nations Entity for Gender Equality and the Empowerment of Women
<b>UNDP</b>	United Nations Development Programme
<b>UNICEF</b>	United Nations Children's Fund
<b>UNSCR 1325</b>	United Nations Security Council Resolution 1325
<b>USJ</b>	Université Saint-Joseph
<b>USJ-OPF</b>	Université Saint-Joseph – Observatory on Public Service and Good Governance
<b>VDL</b>	Voice of Lebanon
<b>VFM</b>	Value for Money
<b>VOPE</b>	Voluntary Organization for Professional Evaluation
<b>WB</b>	World Bank
<b>WEE</b>	Women's Economic Empowerment
<b>WFP</b>	World Food Programme
<b>WPS</b>	Women, Peace, and Security
<b>YEEs</b>	Young and Emerging Evaluators



# I. Executive Summary

This Stakeholder Mapping Report represents a foundational milestone in Lebanon's journey toward building a sustainable, inclusive, and nationally anchored evaluation system. Developed under the EvalMap25<sup>2</sup> initiative, the report delivers a comprehensive mapping of institutional actors relevant to Lebanon's National Evaluation Capacity Development (NECD)<sup>3</sup>. At a moment when Lebanon faces deep governance challenges and rising demands for public sector accountability, this report identifies, classifies, and strategically positions the stakeholders essential to embedding evaluation as a standard function of government. It frames evaluation as a locally owned pillar of reform, not an externally imposed requirement to regain public trust.

In fragile and transition affected contexts like Lebanon, the ability of the public sector to generate, use, and act on evaluative evidence is not a technical luxury. It is a strategic imperative. National Evaluation Capacity (NEC) functions as both a governance safeguard and a policy accelerator, enabling institutions to assess programmatic performance and the implementation of public policies, allocate limited resources effectively, and align national development with the Sustainable Development Goals (SDGs) and state's strategies. Yet Lebanon lacks a legal framework for evaluation, operates with fragmented monitoring and evaluation practices, and relies heavily on donor driven diagnostics that remain externalized.

This report establishes a rigorous analytical baseline for Lebanon's evaluation ecosystem and models a participatory, scalable pathway for embedding a sustainable national evaluation system. It defines the structural and methodological foundations upon which future national and partner programs can co design, operationalize, and expand NECD interventions that are context specific, institutionally coherent, and aligned with Lebanon's governance and reform priorities. Rather than prescribing immediate reforms, it isolates the strategic entry points, capacity gaps, engagement opportunities, and guiding principles that provide the actionable framework for Lebanon's progressive and nationally owned advancement toward a fully institutionalized evaluation system.

The approach applies a two-layered analytical framework that merges functional role classification with an influence and interest prioritization to turn mapping into a strategic roadmap. It organizes actors by mandate as implementers, gatekeepers, technical developers, and civic interfaces, then assesses current posture and prospective contribution to reform. By publishing clear clusters and interaction rules, the analysis enables collective ownership of next steps and aligns expectations across institutions. The methodological rigor behind this report is evident in the breadth and depth of its data sources. Drawing on constitutional texts, legal mandates, national strategies, sectoral evaluations, and international guidance, including UNICEF NECD tools<sup>4</sup> and OECD-DAC criteria<sup>5</sup>, the analysis produced

2 EvalMap25 is a joint initiative of the Observatory on Public Service and Good Governance at Saint Joseph University of Beirut (OPF) and Socially Responsible Management (SRM). It strengthens national evaluation capacity in Lebanon through structured dialogue and practical instruments. Through extended and inclusive discussions across stakeholders, the project identifies feasible entry points that unlock coordination, lawful data access, and standards. It consolidates these discussions into a collective roadmap for a National Evaluation System with clear milestones, assigned roles and responsibilities, and success indicators. It translates evidence into implementable steps and publication routines that ministries, oversight bodies, and municipalities can adopt, publish, and track on a fixed cadence. EvalMap25 was originally conceptualized through a partnership initiative supported by UNICEF Lebanon, which laid the groundwork for its development.

3 National Evaluation Capacity Development (NECD) refers to country-led strengthening of the legal, institutional, methodological, and human systems needed to plan, commission, conduct, and use evaluation across the public policy cycle. The UN General Assembly has recognized and encouraged Member States' efforts to build national evaluation capacity (A/RES/69/237) and, more recently, called for stronger Voluntary National Reviews through country-led evaluation (A/RES/77/283), underscoring governments' responsibility to embed evaluation in SDG implementation. ([https://www.undp.org/sites/g/files/zskgke326/files/2025-07/dp-2025-28\\_undp-evaluation-policy-2025-2030\\_clean-8-july.pdf](https://www.undp.org/sites/g/files/zskgke326/files/2025-07/dp-2025-28_undp-evaluation-policy-2025-2030_clean-8-july.pdf))

4 UNICEF national evaluation capacity development (NECD) tools are practical guides, templates, standards, and quality checks that help governments build and use evaluation systems. They explain how to plan and run evaluations, protect people who share data, publish results, and turn findings into actions with owners and timelines. Examples include report standards, evaluability checklists, ethical procedures, a public evaluations library, and simple routines for management response and follow up. (<https://www.unicef.org/evaluation/evaluation-capacity-development>)

5 The Organization for Economic Cooperation and Development, Development Assistance Committee is known as OECD DAC. Its evaluation criteria are a shared reference to judge policies, programmes, and projects on relevance, coherence, effectiveness, efficiency, impact, and sustainability. The criteria come with adapted definitions and two principles for use, and guide evaluators to apply them thoughtfully for context and purpose. For accessible guidance and the authoritative definitions, see the 2021 guidance and the 2019 revised criteria. ([https://www.oecd.org/en/publications/applying-evaluation-criteria-thoughtfully\\_543e84ed-en.html](https://www.oecd.org/en/publications/applying-evaluation-criteria-thoughtfully_543e84ed-en.html))

a high integrity profile of Lebanon's evaluation actors. A desk review was supplemented by direct stakeholder engagements between April and October 2025, including senior level consultations with government officials, regulatory authorities, academic institutions, civil society organizations, and donor representatives. Together these inputs form a triangulated evidence base that ensures institutional accuracy and contextual relevance.

## A. Stakeholder Architecture of Lebanon's Emerging Evaluation System



The stakeholder mapping identifies six interdependent actor tiers that together constitute the structural foundation of Lebanon's future NECD framework. Each tier contributes a distinct but complementary function forming an interconnected ecosystem that transforms evaluation from a technical activity into a sustained governance function.

- **Institutional Implementers:** This tier represents the operational backbone of state delivery and data generation. It includes all line ministries; frontline service institutions; state-owned and infrastructure entities; as well as decentralized administration through governorates, unions of municipalities, and municipalities. Together, these institutions produce administrative data, deliver essential services, and issue management responses that embed evaluation in everyday governance. Their cooperation follows existing legal mandates, while data disclosure occurs on a fixed schedule, ensuring that service evidence reaches policy tables without creating new authorities.
- **Citizen Accountability Interfaces:** This tier aggregates Lebanon's principal demand-side actors who translate evaluation into public accountability. It encompasses investigative and public media; rights-based Non-Governmental Organizations (NGOs) and watchdogs; professional orders; elected local intermediaries (moukhtars) and municipal councils; the Chambers of Commerce, Industry, and Agriculture (CCIA); and parliamentary outreach through Members of Parliament (MPs). Within the national evaluation roadmap, these actors validate indicators, capture user experiences, and sustain pressure for disclosure and corrective action through fixed publication routines and recorded management responses.
- **Evidence Architects:** This tier encompasses Lebanon's principal knowledge and learning anchors: the universities and their respective research centers, think tanks and observatories as well as national training-mandated administrations. Complementary networks such as the Lebanon Voluntary Organization for Professional Evaluation (LebEval) and the Evaluation Network for the Middle East and North Africa (EvalMENA) strengthen professional standards, while civil society think tanks translate evidence into policy. Within the roadmap, these actors develop indicators, align curricula and certification, and maintain open data repositories, ensuring methodological consistency, comparability, and accessibility across sectors and territories.
- **System Builders:** This tier combines the legal and technical anchors essential for embedding evaluation within state operations. Legal architects include the State Council (SC) and the Legislative and Advisory Department at the Presidency of the Council of Ministers (PCM), while technical developers include the Central Administration for Statistics (CAS), the Office of the Minister of State for Administrative Reform (OMSAR), and relevant training-mandated state institutions, and the Unions of Municipalities. Together, they codify mandates, cooperation routines, data-sharing protocols, sanctions, and publication requirements, while standardizing indicators and training across institutions. Their coordination secures legal defensibility, statistical rigor, and operational coherence, ensuring evaluation is institutionalized through existing frameworks rather than new authorities.
- **Oversight Enforcers:** This tier includes formal accountability oversight and regulatory institutions, alongside informal watchdogs such as Legal Agenda, LTA, Maharat Foundation, and SMEX. Within the roadmap, these actors are positioned to ensure that evaluation findings trigger audits, inspections, disciplinary procedures, and public reporting. Their work bridges legal enforcement and civic oversight

through synchronized publication schedules, management responses, and escalation mechanisms that maintain accountability and transparency across the system.

- **System Enablers:** This tier captures the political, fiscal, and developmental enablers that give evaluation function its institutional legitimacy and resource base. It includes the Council of Ministers (CoM), the Prime Minister's Office (PMO), the Deputy Prime Minister (DPM), and fiscal and investment actors, alongside key development partners, and relevant pooled platforms such as the Lebanon Reform Facility (LRF) and the Lebanon Humanitarian Fund (LHF). These entities provide policy direction, fiscal alignment, and donor coherence. They embed evaluation within budgeting, procurement, and investment planning, and ensuring that results-based governance becomes a rule rather than an exception.

## B. Strategic Considerations for the Design of the National Evaluation Roadmap

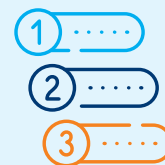


- **Identification and Empowerment of Evaluation Champions:** Sustainable evaluation reform depends on visible, credible leadership within and across institutions. A unified, system-wide identification process should nominate evaluation champions through structured consultations anchored in transparent criteria: mandate relevance, convening power, technical or legal credibility, and commitment to disclosure. Champions must represent all institutional tiers from ministers, directors general, and mayors to observatory leads, syndicate heads, and research directors. Their responsibilities should be formalized through clear role notes, response timelines, and participation logs under the coordination of the Prime Minister's Office (PMO). Publishing a national roster of evaluation champions in open, machine-readable format will ensure legitimacy, traceability, and continuity of leadership across successive reform phases.
- **Demonstrating the Value of Evaluation to Policymakers and Managers:** Demonstrating value requires embedding evaluation into the operational logic of decision making. Policymakers must see evidence as a management tool, not an external audit. This involves producing concise, manager-ready performance briefs that link data to budget choices, human resource decisions, and service outcomes. Value should be visible at every level: ministries use findings to improve delivery; oversight bodies use them to enforce compliance; and fiscal institutions use them to optimize spending. Translating results into plain language through media, professional networks, and civic intermediaries strengthens public understanding and institutional accountability. Routine publication of results, and follow up actions will allow decision makers and citizens alike to witness how evaluation improves efficiency, transparency, and trust.
- **Coordination of Development Partners and Alignment with National Priorities:** International cooperation must shift from overlapping projects to synchronized alignment under one national evaluation framework. A single coordination protocol issued through decree or circular should harmonize donor calendars, indicator definitions, and data sharing arrangements across institutions. Technical bodies such as the Office of the Minister of State for Administrative Reform (OMSAR), the Central Administration for Statistics (CAS), the École Nationale d'Administration (ENA), the Institut des Finances Basil Fuleihan (IoF), and the National Council for Scientific Research (CNRS) should serve as standard setters and repository custodians. Donor funded pilots must use the same disclosure routines, ensuring comparability and national ownership. Coordination outcomes joint summaries, datasets, and progress notes should be publicly released to verify coherence and collective accountability.
- **Targeted Capacity Development and Technical Assistance:** Building national evaluation capacity requires a sequenced and instrument-based approach aligned with institutional mandates. Rather than fragmented training projects, a unified capacity plan should define competencies, curricula, and verification methods for each stakeholder group. Ministries and state-owned enterprises need applied results-based management toolkits; municipalities require participatory monitoring instruments;

oversight bodies need harmonized evaluation methodologies; and fiscal institutions must integrate evaluation into budgeting and procurement systems. Academic and research centers, including universities and observatories, should anchor certification and career development for evaluators. Every intervention must include publication of training calendars, completion rates, and follow up assessments to document progress, ensure accountability, and support continuous learning within a national framework.

- **Creation of Platforms for Multi Stakeholder Dialogue and Joint Action:** Institutionalizing evaluation requires stable, inclusive dialogue mechanisms that connect state, civic, and academic actors within one coordinated architecture. A Prime Minister's Office protocol should establish clear terms of reference for these platforms defining membership, publication cadence, and escalation rules. At the territorial level, governorates and unions of municipalities can host recurring cross sector forums that link national policies to local evidence. At the knowledge level, entities such as ENA, IoF, Université Saint Joseph Observatory on Public Service and Good Governance (OFP), Socially responsible management (SRM), CAS, CNRS, LebEval, and the Lebanese University (LU) should co-host a National Knowledge and Learning Hub. Legal and oversight bodies can convene a Codification and Accountability Cluster to align drafting, review, and enforcement routines. Executive coordination nodes comprising the Deputy Prime Minister (DPM), PMO, Ministry of Finance (MoF), and Council for Development and Reconstruction (CDR) should ensure policy coherence. Public minutes, attendance records, and synchronized release dates will verify inclusiveness, continuity, and institutional follow-through.

## C. Guiding Principles for Next Steps



Every credible national evaluation roadmap must be grounded in a coherent set of guiding principles that orient design, align stakeholders, and sustain coordinated implementation. These principles are the backbone of system coherence: they connect vision to practice and help diverse institutions move together under a shared logic of accountability, transparency, and learning. They are presented for discussion with national stakeholders and, if endorsed, will shape a sequenced program of action beyond 2025.

The Lebanese National Evaluation Roadmap will be structured around ten guiding principles that define both the purpose and the process of reform: national ownership and leadership, legal anchoring and enforceability, inclusivity and citizen participation, methodological rigor and standardization, data governance and interoperability, fiscal linkage and budget integration, transparency and management response, capacity and professionalization, coordination and donor alignment, and learning and adaptation. Each principle represents an operational lens for translating evaluation from policy aspiration to administrative practice.

Implementation of these principles requires the six stakeholder groups to act in synergy and complementarity. System Enablers provide mandate, policy direction, and financial resources that legitimize evaluation as a national priority. System Builders ensure legal and technical coherence, translating the principles into enforceable rules and standardized procedures. Evidence Architects supply methodological integrity, learning infrastructure, and professional standards that sustain credibility and comparability. Institutional Implementers operationalize practice, generate data, and transform evidence into management action. Oversight Enforcers secure accountability, track disclosure, and verify closure across institutions. Citizen Accountability Interfaces provide the public legitimacy and trust that keep evaluation connected to the people it serves.

Together, these six groups form an integrated ecosystem where each principle is not a policy statement but a working norm, anchored in law, practiced through institutions, verified by oversight, and validated by citizens.

## D. Looking Ahead



This stakeholder mapping report is a practical instrument for engagement and alignment around a clear, nationally owned vision for evaluation reform, laying the groundwork for a consolidated roadmap to be discussed, co-designed, and endorsed by all stakeholders. By mobilizing each stakeholder group under a transparent coordination framework, Lebanon can move from fragmented efforts to a sustained evaluation system that anchors accountability and trust. Reform here is not theoretical; it is a sequence of deliberate, inclusive, and verifiable actions guided by a shared vision and carried out by collaborative discipline.

When evaluation is embedded across institutions, it becomes a living tool of governance that strengthens fiscal discipline, sharpens policy design, improves service delivery, and rebuilds public confidence in the state. With step-by-step ownership and steady coordination, Lebanon can build an evaluation system that is functional, fair, durable, transparent, and trusted by all.

## II. Introduction & Context

### A. Why National Evaluation Capacity Matters



In fragile and transition affected contexts such as Lebanon, National Evaluation System (NECS) is not merely a technical asset. It is a strategic necessity for rebuilding governance credibility, institutional resilience, and coherent public policy nationwide. Robust NES enables public institutions to systematically generate and use evidence to assess the relevance, effectiveness, and efficiency of public programs and policies. It embeds transparency in policy making, strengthens learning across institutions, and protects reform agendas from fragmentation. It helps redirect limited public resources toward impactful outcomes, particularly in sectors critical to citizen trust and Sustainable Development Goals (SDGs) alignment.

As consistently reported during stakeholder consultation sessions, Lebanon lacks a national legal framework for evaluation and operates with siloed practices across ministries and agencies. It remains dependent on donor driven assessments that are often externalized and not sustained over time. This leaves the country without a unified standard for measuring institutional performance or informing adaptive policy making. Building NEC addresses this gap by localizing evaluation tools and fostering a culture of results-based management. It empowers actors, from municipalities to oversight bodies, to adopt evaluation as a routine function of public administration.

In this context, NES is both an instrument for public accountability and a platform for institutional transformation. It aligns public institutions with global development standards while making reform locally owned, methodologically credible, and socially responsive.

### B. Report's Strategic Value



This Stakeholder Mapping Report is a pivotal analytical milestone for the national evaluation agenda. It delivers a fully contextualized and system wide identification of Lebanon's potential contributors to National Evaluation Capacity Development (NECD). Its added value lies in both comprehensive scope and methodological depth. It provides strategic utility to policymakers, reform allies, and development partners.

Grounded in a two layered analytical framework, the report classifies stakeholders by institutional role and by position within an influence interest grid. This approach bridges structural mandates with real world reform leverage. It enables a nuanced understanding of Lebanon's evaluation ecosystem that moves beyond static institutional maps to capture reform potential and engagement readiness.

Crucially, the report offers a practical, locally anchored baseline for differentiated engagement. It identifies the actors best positioned to co-drive reform and outlines coordination pathways that are feasible now and scalable for long term institutionalization. It provides National evaluation stakeholders with a tailored blueprint to activate participatory, inclusive, and outcome oriented NECD implementation tracks.

Above all, this report is not a static diagnostic; it is a foundational and participatory springboard. By consolidating fragmented institutional intelligence into a shared reference framework, it invites future alignment, investment, and policy uptake. Its findings are designed to be repurposed and used by ministries, oversight bodies, local authorities, and international actors seeking to embed evaluation in

governance, service delivery, and fiscal accountability. As such, the report emerges as a public good and a living tool in Lebanon's pursuit of evidence driven, transparent, and citizen responsive public administration.

## C. Methodology and approach



As part of a deep and holistic stakeholder analysis, the report maps institutional actors relevant to Lebanon's National Evaluation Capacity Development (NECD) through a structured, context specific approach. This phase provides a broad overview of mandates, functional roles, and strategic relevance across the ecosystem. It does not include in depth institutional diagnostics due to scope, budget, and time constraints.

This methodological choice aligns with EvalMap25's design, particularly the strategic prioritization of ecosystem wide mapping over deep, door to door institutional assessments. Nevertheless, this report adopts an internationally recognized conceptual framework anchored in UNICEF NECD diagnostic guidance<sup>6</sup> and OECD DAC evaluation principles to ensure methodological rigor and future scalability.

If theoretically applied, this enhanced stakeholder assessment framework enables diagnostic profiling across ten institutional dimensions that anchor the analysis and guide the sequence of actions. These ten dimensions are the pillars of the framework and are presented in the methodology with definitions, enabling instruments, and verification steps.

Dimension	Key Question
1. Legal/Policy Mandate	Does the stakeholder have a formal/legal role in evaluation or public sector reform?
2. Technical Capacity	Do they have the tools, data, methods, and skills to support NECD and to conduct monitoring and evaluation tasks?
3. Institutional Influence	Can they shape decisions, unblock reforms, or enforce standards?
4. Data Ownership & Access	Do they produce or control key administrative or evaluation-related datasets?
5. Demand for Evidence	Do they actively seek, use, or require evaluation results?
6. Accountability Leverage	Can they hold others accountable for implementation or use of evaluations?
7. Public Trust / Legitimacy	Are they credible to citizens or partners (politically, socially, technically)?
8. Alignment with Reform Agendas	Are their objectives aligned with NECD principles (e.g., SDGs, governance reform, VFM)?
9. Sustainability & Continuity	Can their engagement be institutionalized beyond political cycles or donor support?
10. International Connectivity	Do they interact with global evaluation standards, networks, or donors?

6 UNICEF national evaluation capacity development diagnostic guidance refers to practical tools that help a government quickly assess readiness and gaps in its monitoring, evaluation, and learning systems. It includes evaluability assessment checklists, steps to review data access and roles, and simple publication practices so findings turn into actions with owners and timelines. See the UNICEF Evaluability Assessment Guidance, the Evaluation capacity development overview, and an example of a system diagnostic approach in Strengthening monitoring and reporting systems. (<https://www.unicef.org/evaluation/media/1506/file/Evaluability%20Assessments%20Guidance.pdf>)



Within this framework, the report sets the theoretical foundation for future consultations and stakeholder assessment focused on evaluation practice and national evaluation capacity development (NECD). It guides NECD initiatives to profile stakeholders by institutional type, potential contribution, legitimacy, data access, and operational readiness. It then aligns next steps with results based management routines.

## 1. METHODOLOGICAL APPROACH AND DATA SOURCES

The identification and classification of stakeholders relied on a triangulated methodology:

### A. DESK REVIEW OF LEGAL AND INSTITUTIONAL FRAMEWORKS

To ensure analytical rigor and legal accuracy, an in-depth desk review was conducted, drawing from verified primary and secondary sources. These included:

- **Constitutional and Legal Texts:** The Lebanese Constitution, Decree-Law No. 112/1959 (Civil Service Statute), Decree-Law No. 118/1977 (Municipal Law), Law No. 175/2020 (National Anti-Corruption Commission), Law No. 244/2021 (Public Procurement Authority), and Law No. 462/2002 (Energy Regulatory Authority), among others.
- **Official Institutional Mandates:** Statutes and regulatory texts governing the Court of Audit, Central Inspection Bureau, State Council, PPA, ENA, Institut des Finances Basil Fuleihan, IDAL, CNRS, NSSF, and the Central Administration of Statistics (CAS).
- **National Strategic and Policy Documents:** Vision 2030, National Anti-Corruption Strategy (2020–2025), and prior national M&E or performance audit reports.
- **Existing Stakeholder Registries and Governmental Sources:** Including data from the Presidency of the Council of Ministers, General Secretariat of the Council of Ministers, and the Lebanese Parliament's official portal ([www.lp.gov.lb](http://www.lp.gov.lb)), as well as ministry-specific portals and the Court of Audit's annual reports.
- **Development Partner Publications:** UNICEF NECD tools and guidance notes, OECD-DAC evaluation criteria, GIZ support reports for NACC and PPA, Expertise France's RAP documentation, UNDP's M&E guidance for Lebanon, and UN Women's materials on gender-responsive evaluation.

### B. STAKEHOLDER ENGAGEMENT APPROACH:

To inform the stakeholder mapping and institutional classification, the project adopted a pragmatic and multi layered stakeholder engagement methodology. Between April and October 2025, the work was enriched by contributions from public leaders and institutions, including Dr Tarek Mitri, Deputy Prime Minister (DPM); Dr Fadi Makki, Minister of State for Administrative Reform, heading the Office of the Minister of State for Administrative Reform (OMSAR); Dr Joe Saddi, Minister of Energy and Water (MoEW); Dr Nasser Yassin, former Minister of Environment; Dr Halima Kaakour, Member of Parliament; Dr Jean Allayié, President of the Public Procurement Authority (PPA); Judge Georges Maarawi, Director General at the Ministry of Finance (MoF) and Director General of Land Registration and Cadasters; Judge Mohammad Badran, President of the Court of Audit; Judge Claude Karam, President of the National Anti Corruption Commission (NACC); Judge Georges Atiyeh, President of the Central Inspection Board (CIB); Dr Georges Labaki, President of the École Nationale d'Administration (ENA) under the Civil Service Board (CSB); Mr. Mohamad Mekawi, Governor of Mount Lebanon; and Judge Marwan Abboud, Governor of Beirut. These in-depth consultations served as key informant exchanges and provided direct insight into institutional mandates, technical capacities, and alignment with National Evaluation Capacity Development (NECD) objectives.

Complementing these core visits, informal bilateral consultations and thematic follow up calls were conducted with additional actors across the ecosystem. Interviews and consultations for this report included the following entities across media, civil society, academia, and development partners. Independent media platforms included the National News Agency, Al Joumhouria, Voice of Lebanon, and Executive Magazine. Civil society organizations included the Lebanese Citizen Foundation, Youth



of Hope, Mediterranean Roots, and the German Lebanese Forum. Academic institutions included Saint Joseph University of Beirut (USJ) and the American University of Beirut (AUB). Development partners included the United Nations Development Programme (UNDP) and Expertise France. The full list appears in the evidence pack. These exchanges, while not formalized as workshops, provided qualitative depth, triangulated classifications, and captured cross sector perceptions on evaluation culture, systemic enablers, and political feasibility.

Stakeholders were identified through structured reviews of institutional documents and government decrees, then validated through iterative consultations with field experts. This combined approach used predefined typologies and consultative snowballing to include formal institutions and emerging actors with de facto influence in Lebanon's evaluation landscape. Surveys, focus groups, and field-based diagnostics were not deployed at this stage, but remain integral to future in depth assessments of institutional resources and mandates.

## 2. SCOPE OF ANALYSIS AND ACKNOWLEDGED LIMITATIONS

This stakeholder analysis presents a representative yet non-exhaustive mapping of actors across the evaluation ecosystem. Time and resource constraints mean that certain thematic or regional actors may be underrepresented in the current version. Stakeholder positioning by influence and interest relies on observable patterns, expert validation, and institutional posture, not on statistically verified metrics. These limitations are acknowledged transparently and guide iterative refinement in subsequent EvalMap25 phases or through complementary donor funded diagnostics.

## 3. TWO-LAYERED ANALYTICAL FRAMEWORK

Building on international best practices and methodological directives, the stakeholder analysis integrates two complementary analytical layers: **Functional Role Mapping** and a **Stakeholder Positioning Grid**. This dual approach balances system-wide breadth with strategic prioritization.

### A. FUNCTIONAL ROLE MAPPING: STAKEHOLDER CLASSIFICATION BY ROLE TYPE

Through the desk review and validation workshops, this report classified stakeholders into eight functionally distinct categories. This role-based typology anchors each actor within Lebanon's broader NECD architecture by institutional function and technical contribution:

Role Type	Description
Normative Enabler	Institutions constitutionally or legally empowered to legislate, regulate, or officially endorse NECD frameworks
Institutional Implementer	Stakeholders responsible for integrating evaluation into internal systems or service delivery chains
Technical Developer	Entities that create diagnostic tools, standards, capacity-building programs, or evaluation methodologies
Financial and Data Gatekeeper	Institutions that manage public financial flows or control national statistical and administrative datasets
Oversight & Integrity Body	Actors tasked with enforcing legal compliance, auditing performance, or preventing corruption
Knowledge Generator & Broker	Universities, think tanks, and civil society actors that produce, synthesize, or disseminate evidence
Citizen Interface / Demand Actor	Constituencies that channel societal demand for evaluation, transparency, and improved services
Development Partner / Accelerator	External allies providing technical assistance, funding, or global alignment

This classification links institutional function with **strategic relevance**, identifying the appropriate engagement entry points for each actor—from policy adoption to piloting tools and generating demand.

## B. STAKEHOLDER POSITIONING GRID: STRATEGIC PRIORITIZATION BY INFLUENCE × INTEREST

To complement functional role mapping, this mapping applied a Stakeholder Positioning Grid based on an adapted Influence × Interest matrix. This grid enables dynamic prioritization of actors based on their perceived leverage, engagement posture, and institutional behavior within the evaluation ecosystem:

Category	Strategic Action
Key Players	High Influence × High Interest: Engage in co-design, steering, and national endorsement of NECD frameworks
Change Agents	High Interest × Medium Influence: Elevate through visibility, capacity-building, and policy inclusion
Technical Catalysts	High Capacity × Low Influence: Pilot evaluation tools, host training, generate applied knowledge
Gatekeepers	High Influence × Low Interest: Require advocacy, value demonstration, or institutional mandate alignment
Peripheral Actors	Low Influence × Low Interest: Engage through awareness, broad consultation, and outreach strategies

This two-layer methodology ensures that the stakeholder strategy is both functionally sound and strategically targeted. It offers a robust and scalable model for national evaluation ecosystem activation in Lebanon aligned with global good practice.

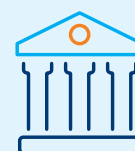
### III. Key Stakeholder Groups & Their Strategic Implications

The stakeholder segmentation approach is designed to uphold both legal accuracy and strategic functionality, ensuring that all actors engaged in the National Evaluation Capacity Development (NECD) process are mapped according to their institutional identity, governance role, and potential to contribute to evaluation system-building. The segmentation framework begins with a fundamental bifurcation between state and non-state actors, reflecting the dual structure of Lebanon's governance and accountability ecosystem. This initial distinction allows for the clear identification of who holds formal responsibility for policy formulation, execution, and institutionalization of evaluation, and who plays a complementary or catalytic role in evaluation culture development, knowledge generation, or public accountability.

For state actors, segmentation is grounded in the Constitution's tripartite separation of powers. The State comprises three authorities: the Legislative, the Executive, and the Judicial. In alignment with this structure, only institutions under the Executive Authority, as defined in Articles 17 to 66, are considered legitimate stakeholders for NECD implementation and institutional endorsement. The Legislative Authority, embodied by the Chamber of Deputies (Parliament), and the Judicial Authority, comprising the ordinary and administrative courts, play essential roles in legal accountability and constitutional oversight. They are excluded from the operational framework of NECD implementation. This legal delineation confines engagement to entities that operate under, report to, or are coordinated by the Council of Ministers, which holds the collective executive power of the Republic. It ensures that NECD reform remains anchored within the administrative and policy making domain of the executive branch.

For non-state actors, segmentation is structured across four functional categories that form critical pillars of the wider evaluation ecosystem. The first category, Evaluation Ecosystem Developers, comprises national evaluation associations such as LebEval, academic institutions, research centers, and independent consultants that shape capacity, technical standards, and professional norms. The second category, Civil Society and Media, includes non-governmental organizations, advocacy groups, syndicates, and independent media that mobilize accountability, amplify citizen voice, and connect evaluation findings to public discourse. The third category, Development Partners and International Organizations, covers bilateral donors, United Nations agencies, and multilateral institutions that support NECD through funding, technical assistance, and policy alignment. The fourth category, Private Sector Actors, recognizes independent research firms and data companies that provide scalable survey infrastructure, high quality analytics, and actionable insights for evidence informed policymaking. This four-part segmentation captures the full spectrum of ecosystem contributors while keeping a clear distinction between state and non-state accountability anchors.

#### A. State Actors



#### 1. THE EXECUTIVE AUTHORITY AND ITS ADMINISTRATIVE APPARATUS

As the only branch constitutionally mandated to implement laws and manage public administration, the Executive Authority forms the primary implementation pillar of a National Evaluation System. Its institutions are responsible for embedding evaluation systems, producing and using evidence, coordinating reform, and endorsing the policy instruments necessary for capacity development at national and sectoral levels.

## A. CORE EXECUTIVE AUTHORITY

### 1. COUNCIL OF MINISTERS:

As the constitutional locus of executive authority (Article 65), the Council of Ministers is the only institution empowered to confer national legitimacy on the NECD agenda. Its decisions carry binding force across all ministries and public bodies, making it the essential institutional anchor for the formal adoption of evaluation frameworks, inter-ministerial mandates, and capacity development strategies.

### 2. PRIME MINISTER AND PRIME MINISTER'S OFFICE:

The Prime Minister, as head of government (Article 64), wields strategic authority over policy direction, inter-ministerial coordination, and executive engagement with international partners. The PMO operates as the epicenter of political momentum and executive convergence, positioning it as the most suitable platform to host a National Evaluation Coordination Unit. With the ability to convene ministries, development partners, and reform actors, the PMO can transform NECD from a technical agenda into a cross-government priority backed by political will.

### 3. GENERAL SECRETARIAT OF THE COUNCIL OF MINISTERS:

Functioning as the procedural engine of executive governance, the General Secretariat is uniquely placed to operationalize NECD commitments by embedding evaluation follow-up into the Cabinet's decision pipeline. It ensures continuity, institutional memory, and inter-ministerial compliance with Council decisions.

### 4. DEPUTY PRIME MINISTER:

While lacking a standalone institutional apparatus, the Deputy Prime Minister's position is strategically relevant when coupled with reform-oriented or planning-related portfolios. As a senior statesperson within the Cabinet, the Deputy PM can act as a high-level political champion, convening multisectoral actors, shepherding sensitive reforms, and communicating the strategic value of evaluation to both government and the public. In addition to their domestic coordination role, the Deputy Prime Minister frequently represents Lebanon in high-level dialogues with international partners, particularly on reform, development cooperation, and governance agendas. They play a visible role in reaffirming the government's commitment to international treaties, UN resolutions, and the Sustainable Development Goals (SDGs). Their engagement thus not only amplifies NECD visibility but also strengthens its alignment with Lebanon's external obligations and the credibility of its reform trajectory on the global stage.

## B. LINE MINISTRIES

Line ministries form the operational backbone of Lebanon's Executive Authority, translating national policy into sector mandates and managing service delivery institutions nationwide. They are constitutionally accountable to the Council of Ministers and administratively governed by the Prime Minister. They hold thematic jurisdiction and fiscal responsibility for health, education, social protection, finance, environment, energy, and other domains. With policy formulation, program implementation, and public resource management at their core, line ministries are central to institutionalizing evaluation at national and sector levels.

In the context of National Evaluation Capacity Development (NECD), line ministries carry mandates for data stewardship and policy accountability. They are positioned to internalize evaluation functions, use evidence to shape sector strategies, and act as entry points for piloting tools and performance frameworks. Ministries are also the primary interface with international development partners on Sustainable Development Goals implementation, sector treaties, and donor financed programs. This role is essential to the coherence and credibility of Lebanon's evaluation commitments on the global stage.

While institutional readiness varies across ministries, all 24 permanent line ministries are core implementing actors within the National Evaluation System architecture. Ministries such as Finance, Health, Education, Social Affairs, and Environment are priority entry points given their roles in social policy, budget systems, and SDG targets. Ministries with regulatory or infrastructure mandates, for example Energy and Water, Public Works, and Economy and Trade, provide platforms to embed evaluation function. Focus areas include capital investment tracking, regulatory performance, and analysis of public spending impacts across sectors. Ministries therefore form the operational engine of the NECD strategy, where evaluation becomes a core governance function linked to accountability, resource optimization, and developmental impact.

## C. OVERSIGHT, REGULATORY, LEGAL, AND INTEGRITY BODIES

Tier C of Lebanon's public administration ecosystem encompasses a set of strategic executive institutions that, while not directly involved in frontline policy delivery, possess constitutional and legal mandates to monitor, regulate, adjudicate, or enforce accountability across the state apparatus. These bodies play a unique role in upholding the principles of legality, transparency, performance, and integrity, all of which are essential to embedding a sustainable NECD framework. Although they vary in function and legal status, their shared characteristic is the capacity to either validate, monitor, or legally safeguard the outcomes of public sector evaluation processes. Their engagement is critical not only for the credibility and enforceability of evaluation efforts but also for ensuring that institutional behavior changes in line with national priorities and constitutional constraints.

To ensure methodological clarity and functional precision, Tier 3 institutions have been segmented into four analytically distinct but complementary categories, based on the nature and scope of their constitutional or statutory mandate:

### 1. REGULATORY AUTHORITIES

These are institutions with sector-specific regulatory powers conferred by law, often with operational or administrative independence from the ministries they oversee. Their scope is rule-setting, licensing, compliance monitoring, and market governance, often through technical benchmarks and performance indicators. Below are some examples of these institutions:

- **Public Procurement Authority (PPA):** Established under Law No. 244/2021, the PPA is Lebanon's central procurement regulator, mandated to standardize, monitor, and report on all public procurement processes across government. With legal independence and control over the national e-procurement platform, it enforces transparency, competition, and value-for-money in public spending. For NES, the PPA serves as a strategic anchor for embedding evaluation criteria into procurement cycles, providing real-time data on institutional performance, compliance, and spending efficiency. It is a high-priority technical informant and implementation gateway for results-based public finance reform.
- **Telecommunications Regulatory Authority (TRA).** The Telecommunications Regulatory Authority (TRA) was created under Law No. 431 of 2002 and regulates Lebanon's telecommunications sector. Its mandate covers licensing, infrastructure expansion, quality of service monitoring, and market competition, with functional independence while reporting to the Ministry of Telecommunications (MoT). In the NES context, TRA provides a model for performance driven regulation and sets digital governance benchmarks for public service delivery. It serves as a data contributor and evaluator for information and communication technology indicators and cross sector service metrics. Standardized publication routines and compliance timelines strengthen accountability, support open data, and align sector oversight with national evaluation objectives.
- **Capital Markets Authority (CMA):** Established under Decree 118/2011, the CMA supervises Lebanon's capital markets, ensuring transparency, investor protection, and compliance within financial trading platforms. Operating under Banque du Liban, it also sets regulatory standards for brokers and financial institutions. The CMA is relevant to NES for its role in promoting regulatory accountability and financial transparency, especially for programs involving capital

investment, public-private partnerships, and donor-funded initiatives. Its potential role is as a co-developer of evaluation frameworks in financial governance and macroeconomic performance.

- **National Audiovisual Council (CNA):** Established under Law No. 382/1994, the CNA is Lebanon's constitutionally recognized audiovisual regulatory authority. Operating under the Presidency of the Council of Ministers, it is mandated to license, monitor, and evaluate audiovisual content across public and private media. The CNA issues binding opinions on audiovisual policies, proposes sanctions for regulatory breaches, and advises on national media strategies. In the context of NES, the CNA can play a pivotal role in institutionalizing standards for public communication of evaluation findings, enhancing transparency norms, and ensuring that state-funded evaluations are disseminated through compliant, high-reach channels. Its cross-sectoral oversight and statutory authority position it as a critical enabler of evaluation visibility and governance accountability.
- **Energy Regulatory Authority (ERA):** ERA was established by Law No. 462 of 2002 and has recently been operationalized following long delayed appointments. As the electricity sector regulator, ERA is responsible for licensing, tariff setting, grid access, and service standards. In the NES context, ERA can anchor evaluation of public utility performance, infrastructure investment, and tariff reform where oversight has been limited. ERA can generate sector indicators, mandate publication in machine readable open format, and enforce compliance through response timelines and sanctions under its regulatory powers. This strengthens accountability and aligns electricity sector regulation with national evaluation objectives.

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## 2. OVERSIGHT BODIES

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These institutions are the cross-cutting accountability backbone of Lebanon's executive apparatus. Legally mandated to inspect, audit, and enforce compliance, they monitor how public entities implement laws, spend public funds, and manage human and institutional resources. While their mandates are often procedural and retrospective, they serve as natural operational counterparts to a national evaluation system: their inspection, audit, and compliance findings directly intersect with evaluation logic and outcomes.

- **Central Inspection Bureau (CIB):** CIB was established by Legislative Decree No. 115 of 1959 as Lebanon's principal public oversight body. Its mandate covers inspections of ministries, municipalities, autonomous bodies, and all public institutions, with authority to review processes and records. It evaluates administrative efficiency, service performance, legality of decisions, and internal control systems, and reports to the Prime Minister while maintaining structural independence. For NES, CIB is a high potential institutional anchor given its diagnostic practice, cross government access, and use of the IMPACT platform for publication.
- **Civil Service Board (CSB):** Legally mandated by the Civil Service Law (Decree No. 112/1959), the CSB oversees public recruitment, promotion, organizational structuring, and staff training. It regulates job classification, performance appraisal, and HR policy across Lebanon's public sector. In the NES framework, the CSB is indispensable for embedding evaluation competencies into civil service job profiles, training modules, and promotion systems. It can also help institutionalize M&E focal points within ministries, thereby transforming evaluation from an external audit into an internalized public service function. Its role is that of a human capital enabler and technical capacity node.
- **Court of Accounts (CoA):** Anchored in Articles 87 and 90 of the Constitution and governed by specific audit legislation, the CoA functions as Lebanon's supreme audit institution. It audits public expenditures, evaluates the legality and regularity of financial operations, and issues binding opinions on budget implementation. Operating independently from the executive, the CoA is central to strengthening public financial management evaluation. For NES, the CoA can ensure that budgetary performance is linked to policy outcomes, enabling value-for-money assessments, fiscal accountability, and audit-informed evaluation strategies.



### 3. LEGAL & JUDICIAL REVIEW BODIES

These institutions are responsible for **ensuring the legality, procedural integrity, and constitutional compliance** of executive and administrative actions. Their role is not to generate evaluations directly, but to **legitimize and protect the reform processes** that evaluations may inform. In the context of NES, their contribution is foundational: they serve as the **judicial backbone** that guarantees the enforceability, legal defensibility, and institutional credibility of evaluation-driven policy change. Their involvement ensures that national evaluation function operates within the bounds of **public law and administrative justice**, reducing resistance and building trust in reform legitimacy.

- **State Council:** Established under Decree-Law No. 10434/1975, the State Council is Lebanon's highest administrative court. It adjudicates disputes related to executive and administrative decisions and provides legal opinions on draft laws and decrees. It functions as both a judicial body and an advisory institution to the executive. Within NES, the State Council can play a vital role in ensuring the legality of evaluation-informed reforms, particularly when they involve institutional restructuring, regulatory changes, or contested administrative decisions. It can serve as a judicial validator, protecting the reform process from constitutional or procedural challenges and ensuring that evaluation frameworks comply with administrative law.
- **Legislative and Advisory Department at the Presidency of the Council of Ministers:** Functioning within the General Secretariat of the Council of Ministers, this department provides official legal opinions, vetting, and drafting of laws and executive decrees. It serves as the legal engine room of Lebanon's executive law-making process. Within the national evaluation framework, this unit can ensure that evaluation findings and recommendations are translated into legally sound instruments such as administrative decrees, internal bylaws, and legal amendments. It is particularly important for codifying NES protocols, standard operating procedures, and institutional mandates derived from evaluation. Its role is a technical legal enabler and a legislative bridge.

### 4. INTEGRITY BODIES

Integrity bodies are specialized institutions that safeguard ethical conduct, public transparency, anti-corruption enforcement, and financial integrity across public administration. Their primary role is not evaluative, yet they create the enabling environment for NES to function credibly and sustainably. Their involvement strengthens citizen trust, institutional legitimacy, and political accountability, which are prerequisites for any meaningful evaluation system. These bodies also manage sensitive data, oversee compliance mechanisms, and contribute to both the preventive and corrective layers of governance reform.

- **National Anti-Corruption Commission (NACC):** Established under Law No. 175/2020, the NACC is Lebanon's national authority for enforcing asset declaration, conflict-of-interest prevention, and whistleblower protection. It operates independently and reports annually to Parliament. As the country's lead integrity institution, the NACC can reinforce national evaluation function by ensuring that evaluation findings translate into enforceable accountability mechanisms, especially in cases of fraud, mismanagement, or abuse of authority.
- **Special Investigation Commission (SIC) – (Anti-Money Laundering):** Established under Law No. 318/2001, the SIC operates under Banque du Liban as Lebanon's Financial Intelligence Unit (FIU), tasked with investigating money laundering, terrorism financing, and suspicious transactions. It has jurisdiction across public and private financial flows and cooperates with international oversight bodies. For NES, the SIC can provide systemic integrity data, support financial transparency evaluations, and ensures that evaluation-driven reforms align with Lebanon's international anti-corruption and compliance obligations.
- **Central Bank of Lebanon (Banque du Liban – BDL) / Higher Banking Commission:** While BDL primarily functions as a central bank, its Higher Banking Commission supervises financial institutions, enforces prudential regulations, and monitors fiscal policy coherence. Its role in evaluating macroeconomic performance, financial system risks, and banking sector

stability positions it as an upstream NECD contributor. It can support evaluations related to public financial governance, macroeconomic coherence, and donor-aligned financial reform frameworks.

## D. PUBLIC IMPLEMENTATION AND TECHNICAL INSTITUTIONS

Tier D captures Lebanon's broad ecosystem of semi autonomous public institutions and technical actors that support policy delivery and oversight. Although not constitutionally anchored within the Executive Authority, these bodies are instrumental in executing government policies, delivering services, managing infrastructure, and enabling administrative modernization. They operate at the intersection of policy and practice by implementing programs on the ground, collecting citizen level data, managing national systems, and training public servants. Many are governed by sector specific decrees, public utility charters, or special laws, which define mandates, reporting lines, and disclosure duties. Operationally, they are tied to line ministries while retaining financial or administrative independence where provided by their establishing instruments.

From an NECD standpoint, Tier D institutions represent the frontline of evaluation application: they are both evaluands and operational partners, providing access to administrative datasets, testing institutional performance models, and embedding evaluation protocols into routine service delivery. They are also well-placed to pilot decentralized evaluation systems, sectoral diagnostics, and evaluation-driven innovation in public management. Because these institutions often escape traditional accountability frameworks, bringing them into a braider national evaluation discourse may help extend the reach, credibility, and sustainability of Lebanon's national evaluation system.

To ensure clarity and strategic alignment, Tier D is subdivided into five functionally distinct categories:

### 1. PUBLIC UTILITIES & STATE-OWNED ENTERPRISES (SOES)

These entities are corporatized extensions of the Lebanese state, created by decree or special law to operate in key service sectors such as electricity, aviation, telecommunications, and national infrastructure. While they often follow commercial structures and may enjoy administrative or financial autonomy, they remain publicly owned, state-backed, and fiscally impactful. Given Lebanon's historically weak oversight of SOEs, and their centrality in service delivery and public trust, these institutions are critical evaluands within the NES architecture. Some of these institutions are listed below:

- **Electricité du Liban (EDL):** Established by Decree No. 16878/1964, EDL is the national electricity utility and one of Lebanon's most financially distressed state-owned enterprises. EDL oversees generation, transmission, and partial distribution of electricity, and has faced multi-decade deficits with persistent reliance on treasury advances. For NES, EDL is a priority evaluand that concentrates infrastructure failure, policy inertia, and fiscal burden.
- **Middle East Airlines (MEA):** MEA is Lebanon's national flag carrier, majority-owned by Banque du Liban via Intra Investment Company. While governed as a private entity under commercial law, MEA plays a strategic national role in mobility, diplomacy, and economic integration. It also reflects public asset governance complexities. Within NES, MEA may be a target for financial governance evaluations, risk-based assessments, and potential public-private partnership (PPP) policy studies.
- **Régie Libanaise des Tabacs et Tombacs:** Established by Decree No. 3942/1953, the Régie Libanaise des Tabacs et Tombacs operates as a vertically integrated state-owned enterprise with monopoly control over the cultivation, manufacturing, importation, and distribution of tobacco products in Lebanon. Functionally overseen by the Ministry of Finance, the Régie combines industrial operations with regulatory authority, generating substantial revenues for the Treasury while also managing licensing for thousands of tobacco farmers. Within the NECD framework, the Régie might be considered as a priority evaluand due to its fiscal magnitude, monopoly structure, and strategic positioning at the intersection of public health, industrial governance, and state revenue.



- **OGERO:** OGERO, established by Decree No. 5613/1973, is Lebanon's main fixed telecom infrastructure provider. It operates under the Ministry of Telecommunications but maintains separate administrative identity. As Lebanon accelerates its digital transformation agenda, OGERO becomes an indispensable partner for digital public service evaluations, ICT infrastructure performance metrics, and public access equity analysis, particularly within NES digital governance pillar.
- **Casino du Liban:** A unique joint-stock company with majority public ownership, Casino du Liban operates under concession agreements and is supervised by the Ministry of Tourism. While not a service utility in the traditional sense, it holds fiscal and reputational significance due to monopoly status, public dividends, and governance exposure. Within NES, Casino du Liban may serve as a secondary evaluand in areas such as revenue governance, ethical standards, and public-private interface transparency.

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## 2. PUBLIC SERVICE DELIVERY INSTITUTIONS

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This tier encompasses frontline institutions directly responsible for delivering essential public services to citizens in the sectors of education, health, and social welfare. These entities, while often under the authority of line ministries, may also include administratively autonomous providers whose core function remains service delivery. From an NECD perspective, these bodies are key evaluands for citizen-level impact, offering access to real-time service delivery data, feedback loops, and performance monitoring frameworks. They are essential for testing evaluation tools within schools, clinics, and universities, and for institutionalizing results-based monitoring within Lebanon's social infrastructure.

- **Public Schools (MEHE):** Public primary and secondary schools, governed by the Ministry of Education and Higher Education (MEHE), operate under Decree No. 81/1989 and related regulatory frameworks. These institutions represent the frontline of public education, particularly for vulnerable and rural populations. Within NES, public schools are core evaluands for assessing SDG 4 outcomes, teacher deployment, student retention, infrastructure adequacy, and budget execution at the school level.
- **Lebanese University (LU):** Founded under Decree No. 122/1959, LU is Lebanon's only public university, with a wide regional presence and legal autonomy. It serves over 80,000 students and plays a dual role in NECD. First, it is an evaluand of higher education access, equity, and academic outcomes. Second, through its faculties, LU can become a capacity development partner, training young evaluators and co-developing evaluation curricula.
- **Public Primary Health Care Centers (PHCCs – MoPH):** These centers are supervised by the Ministry of Public Health and operate across all Lebanese regions. They offer preventive and curative care, often supported by donor-funded programs and national health strategies. PHCCs serve as ideal sites for service performance evaluations, access-to-care metrics, and the piloting of performance-based funding in health systems—aligned with SDG 3.
- **Rafic Hariri University Hospital (RHUH):** Established under Law No. 544/2003, RHUH is Lebanon's largest public hospital and operates with administrative and financial autonomy under MoPH oversight. It is a strategic partner with NECD framework both a service delivery evaluand and a testing ground for institutional evaluation systems in large-scale, urban public health facilities.
- **MoSA Social Development Centers (SDCs):** Managed by the Ministry of Social Affairs, SDCs provide social assistance, community-based interventions, and referral services across Lebanon. They are vital NECD evaluands for examining target effectiveness, impact on vulnerable groups, and service integration within the social protection system.

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## 3. TECHNICAL & FINANCIAL AUTHORITIES, FUNDS & INFRASTRUCTURE AGENCIES

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These institutions manage capital investments, sectoral programs, and public funds. Their mandates span infrastructure, development finance, water, housing, investment promotion, and local fiscal transfers. They typically enjoy a high level of operational autonomy and are deeply

embedded in Lebanon's implementation landscape. Their datasets, regulatory footprints, and development linkages make them indispensable to sectoral diagnostics and evaluation-informed reform.

- **Council for Development and Reconstruction (CDR):** Established by Decree-Law No. 5/1977, the CDR is the state's central development planning body. It contracts, supervises, and monitors public investment projects, particularly those financed by international donors. It may be considered as a core NECD partner for evaluating capital projects, donor alignment, and infrastructure delivery quality across multiple sectors.
- **National Social Security Fund (NSSF):** Created under Law No. 13955/1963, NSSF is the main social insurance body, covering health, end-of-service, and family benefits. Operating under the Ministry of Labor but with its own legal and financial framework, it is a key target for NECD to evaluate coverage, claims processing, data systems, and institutional governance in the social protection sector.
- **Investment Development Authority of Lebanon (IDAL):** Established under Law No. 360/2001, IDAL operates as an autonomous public agency reporting to the Prime Minister. It administers Lebanon's investment incentive schemes, licenses strategic sector projects, and supports exports and SME growth. As a central node for economic development policy, IDAL holds actionable data on fiscal incentives, sectoral performance, and private-sector interfacing. Within national evaluation system, it may serve as a target evaluand for investment policy effectiveness and public-private impact evaluation, and as a potential technical contributor to economic diagnostics and SDG 8 tracking.
- **Banque de l'Habitat:** Created by Decree No. 36/1977, Banque de l'Habitat is a semi-public housing finance institution with majority state ownership. It provides subsidized loans for low- and middle-income families, operating at the crossroads of financial access and public housing policy. As a unique implementer of state-backed housing programs, it may offer strong NECD entry points for evaluating social housing equity, target efficiency, and urban inclusion outcomes.
- **Regional Water Establishments (RWEs):** Formed under Law No. 221/2000, the four RWEs (Beirut-Mount Lebanon, North, South, Bekaa) are responsible for potable water supply and wastewater services. These utilities might be considered as prime NECD evaluands for evaluating service continuity, user equity, tariff transparency, and SDG 6 alignment.
- **Litani River Authority (LRA):** Governed by Law Decree No. 11/1954, the LRA manages water and hydroelectric resources along the Litani River basin. With overlapping mandates in irrigation, environment, and energy, it is a multi-sectoral case for resource governance evaluations, particularly in environmental sustainability and inter-agency coordination.
- **Council of the South:** Created by Law No. 14/1970, the Council manages infrastructure and development funds in historically marginalized regions. While politically sensitive, it might be a priority evaluand for geographic equity, fiscal traceability, and performance of regional investment strategies under NECD framework.
- **Fund for the Displaced:** Established in 1991 and now largely defunct, this fund aimed to compensate war-displaced families. It is now best treated as a retrospective evaluand, offering lessons in post-conflict recovery policy, fiscal targeting, and governance of transitional justice mechanisms.
- **Independent Municipal Fund:** Responsible for allocating state revenue to municipalities, this Fund is key to local governance and decentralized development. Within NECD, it may support subnational evaluation systems, tracking fiscal transfers, local investment impact, and accountability at the municipal level.

#### 4. POLICY, RESEARCH & TRAINING INSTITUTIONS

This tier consists of public institutions tasked with training civil servants, generating policy-relevant research, producing national statistics, or contributing to evidence-informed governance. While not service providers or regulatory entities, these institutions form the intellectual and institutional backbone of Lebanon's public policy apparatus. They are uniquely positioned to operationalize evaluation standards, build M&E capacity, and codify evaluation practices into administrative cultures.

- **Institut des Finances Basil Fuleihan (IoF):** Operating under the Ministry of Finance with administrative autonomy (Decree No. 1427/1999), the IoF is Lebanon's premier training institute for civil servants in public financial management and governance. It is a UN-recognized regional center of excellence and a strong candidate for co-leading national evaluator training, developing evaluation literacy curricula, and embedding performance management into public budgeting.
- **École Nationale d'Administration (ENA):** ENA functions under the oversight of the Civil Service Board, with a mandate to prepare new recruits and upskill public sector managers. It mirrors the French ENA model, focusing on structured, merit-based training and state modernization. ENA can support NECD by mainstreaming evaluation principles into the public service ethos, co-developing entry-level and advanced evaluator competencies, and facilitating access to civil service networks.
- **National Council for Scientific Research (CNRS):** Established by Law No. 25 of 1962 as Lebanon's highest public science and research authority, CNRS provides research grants, conducts national surveys, and manages large scale data collection across economic, social, and environmental sectors. Its statistical and technical arms can support National Evaluation Capacity Development through cross sector evaluations, Sustainable Development Goals reporting, and evidence triangulation with administrative records. Standardized metadata and open publication improve indicator quality and alignment with national evaluation objectives.
- **Central Administration for Statistics (CAS):** CAS is Lebanon's official statistics office, operating under the Presidency of the Council of Ministers. Though often under-resourced, it remains the legal authority for national data production and demographic surveys. CAS may play a vital NECD role in indicator design, baseline setting, national data governance, and compliance with international standards (e.g., SDGs).
- **Centre for Educational Research and Development (CRDP):** Established under Decree No. 2356/1971 and operating autonomously under the Ministry of Education, CRDP leads curriculum development, textbook production, and national education assessments. It houses a dedicated research and evaluation unit, positioning it to support NECD through education-sector evaluation frameworks, SDG 4 monitoring, and large-scale training outreach. CRDP's legal mandate and national reach make it a strategic anchor for institutionalizing evaluation within Lebanon's public education system.
- **Research & Strategic Studies Center (RSSC), Lebanese Armed Forces:** Founded by Memorandum No. 26870/Personnel/Technical on 3 Nov 2006 and formally operational since 1 Jan 2007, RSSC reports directly to the Chief of Staff of the Lebanese Army. It produces strategic research, legal analysis of draft laws and treaties, and intelligence informed studies on national security trends. Although defense oriented, RSSC holds capacities in policy analysis, evaluation methods, and rigorous dissemination through peer review. Through its joint Master's program in Strategic Studies with the Lebanese University, it develops analytical talent and applied research skills. For NECD, RSSC can contribute as an occasional technical collaborator for evaluations focused on national security, public order, or crisis response. This role adds a credible research node while respecting civil administration boundaries and maintaining clear separation of mandates.

## 5. STATUTORY PROFESSIONAL ORDERS & SEMI-PUBLIC ENTITIES

These bodies are legally established to regulate specific professions, uphold standards, issue certifications, and advise on sectoral norms. Though not part of the Executive Authority, they operate under public law, enjoy quasi-regulatory status, and possess deep sectoral insight. Their contribution to a national evaluation system includes professional data access, stakeholder feedback channels, normative co-creation, and evaluation dissemination. From which we enumerate:

- **Order of Physicians:** Recognized under Law No. 313/1941 and operating under the Ministry of Public Health's supervision, the Order of Physicians licenses practitioners, monitors ethical compliance, and handles professional grievances. It may be considered as a strategic partner for health sector evaluations, especially for evaluating provider behavior, patient safety standards, and ethical dimensions of service delivery.
- **Order of Engineers and Architects:** Established under Law No. 636/1942, this Order supervises the practice of engineering and architecture in Lebanon. It maintains registers, enforces codes of ethics, and consults on public infrastructure. For NECD, it may serve as a technical stakeholder in infrastructure evaluation, compliance monitoring, and public safety audits for CDR and Water Establishment projects.
- **Order of Nurses:** An increasingly important actor in public health policy, the Order supports nursing education, labor rights, and standards enforcement. Its close relationship with MoPH positions it to provide frontline workforce data, feedback on service quality, and support for performance-based evaluations in the health sector.
- **Chamber of Commerce, Industry, and Agriculture:** Established under Decree-Law No. 36/1967, these Chambers are semi-public institutions serving as economic intermediaries. They issue export certificates, promote business ethics, and advocate for SME policies. In national evaluation system, they may provide private-sector perspectives, labor-market data, and evaluation insights on economic development programs.
- **Order of Pharmacists:** This legally mandated body regulates the pharmacy profession and works with MoPH to monitor drug distribution and pharmacy standards. It may be considered to play a role in medicine access evaluations, public health equity diagnostics, and pharmaceutical regulatory compliance.
- **Syndicates and Orders of Teachers, Social Workers, and Accountants:** These professional associations hold less regulatory power but still provide structured forums for stakeholder consultation. In NES, they may be considered valuable for conducting professional feedback surveys, focus groups, and sector-specific consultations to triangulate evaluation findings with professional realities.

## E. LOCAL GOVERNMENT & DEVOLVED ADMINISTRATIONS

Tier E captures Lebanon's constitutionally recognized but operationally constrained subnational governance structures. Encompassing governorates, districts (Qada), municipalities, unions of municipalities, and local civil registrars (moukhtars), these actors collectively embody the state's commitment to decentralization as enshrined in the Taef Accord and Decree-Law No. 118/1977 (Municipal Law). Despite limited fiscal and functional autonomy, these entities play a frontline role in community-level service delivery, infrastructure management, and local development programming.

From a national evaluation system standpoint, Tier E institutions are the closest governance tier to citizens, offering unmatched access to real-time performance data, community feedback, and spatial equity diagnostics. Their legal status, electoral legitimacy, and territorial coverage make them natural partners for piloting decentralized evaluation systems, embedding participatory methodologies, and scaling locally-owned accountability mechanisms.

- **Governorates (Muhafazat):** Established under Decree No. 116/1959, Lebanon's nine governorates serve as the highest administrative units below the national level. Each is headed by a Governor (Muhafiz) appointed by the Council of Ministers and entrusted with supervising state services, public order, disaster response, and coordination among municipalities. While they do not hold legislative or budgetary autonomy, governorates act as central-state conveners at the territorial level. In the context of NECD, they represent critical enablers of regional coordination, validation, and political backing for localized evaluation roll-out. Their authority to mobilize sectoral actors and oversee intermunicipal efforts can make them essential high-level endorsers and administrative gateways for scaling evaluation systems regionally.
- **District Administrations (Qada' / Qa'im Maqam Offices):** Regulated by Decree No. 116/1959, Lebanon's 25 districts (Qada') serve as intermediary administrative divisions, each led by a Qa'im Maqam appointed by the Ministry of Interior. These offices operate as deconcentrated units of the central government, overseeing civil status management, inter-agency coordination, and the enforcement of national laws at the district level. Their unique placement between governors and municipalities makes them effective technical facilitators and feedback conduits in NECD. As custodians of localized administrative data and ground-level service delivery dynamics, they are well-positioned to eventually support district-based diagnostics, M&E harmonization, and protocol enforcement under NES.
- **Unions of Municipalities:** Governed under Decree-Law No. 118/1977 (Articles 132–143), Unions of Municipalities are voluntary associations of municipalities that pool resources to plan and implement joint services and development projects across multiple towns or villages. With their own budgets and technical staff, they often lead waste management, rural development, and inter-municipal planning. Within the NECD framework, they provide a cost-efficient, scalable entry point for sub-regional evaluations. Their ability to standardize performance monitoring across municipalities, coordinate data systems, and facilitate shared learning makes them potential operational partners and regional testbeds for evaluation tools and results-based programming.
- **Municipalities (1,032 as of 2025):** Established under Decree Law No. 118 of 1977, Lebanon's municipalities are the bedrock of local governance, each with an elected council and mayor. They are legally mandated to manage urban planning, infrastructure, environmental services, and local development, with varying levels of fiscal and technical capacity. In NECD, municipalities are both primary evaluands and front line partners. They host citizen centered services and produce real time data on service delivery, budgeting, and accountability. Their proximity to the public, combined with experience in donor funded local development, positions them as suitable sites for participatory evaluation models, community scorecards, and localized performance monitoring aligned with SDG indicators.
- **Moukhtars and Mukhtar Councils:** Established under Law No. 665 of 1997, moukhtars are elected local figures serving more than 2,000 villages and neighborhoods. Their duties include civil documentation, community mediation, and maintaining informal local registries, especially where municipal presence is limited. They do not hold administrative budgets or regulatory power, yet they are embedded in community networks and serve as trusted public intermediaries. For NECD, moukhtars can contribute as social informants, qualitative data sources, and cultural mediators, particularly in marginalized or post conflict areas. Their participation can improve inclusivity, geographic granularity, and social legitimacy, especially in rural and peri urban contexts.

## 2. THE LEGISLATIVE AUTHORITY AND ITS ADMINISTRATIVE APPARATUS

While the Legislative Authority does not directly implement policies, it plays a foundational constitutional role in enabling and sustaining Lebanon's National Evaluation System. As defined in Articles 16 to 51 of the Lebanese Constitution, legislative power is vested in the Chamber of Deputies (the Parliament), a unicameral body responsible for enacting laws, approving public budgets, ratifying international treaties (including the SDGs), and exercising political oversight over the Executive. Its capacity to institutionalize evaluation lies in its ability to legislate binding mandates, allocate dedicated budget lines for evaluation functions, and enforce performance accountability through specialized committees.

The Legislative Authority's administrative apparatus is composed of four main institutional pillars, each with a distinct role in advancing national evaluation goals:

## A. THE PRESIDENCY OF THE CHAMBER OF DEPUTIES

As the constitutional head of the legislature, the Speaker of Parliament has the authority to prioritize evaluation-aligned legislation, convene parliamentary hearings on public performance, and promote evaluation as a legislative norm.

## B. THE GENERAL SECRETARIAT OF THE CHAMBER OF DEPUTIES

This technical body supports parliamentary functions, manages legislative records, and coordinates committee work. Within NECD, it can serve as a critical institutional entry point for embedding evaluation language into draft laws, policy notes, and oversight briefs.

## C. MEMBERS OF PARLIAMENT (MPS)

Individual deputies, particularly those engaged in reform or budgetary processes, are strategic **political allies and champions** of evaluation. Through motions, questions to ministers, and public hearings, MPs can demand performance evidence and strengthen the legislative culture of accountability.

## D. PARLIAMENTARY COMMITTEES

Parliamentary committees offer high-impact platforms for sector-specific evaluations, policy coherence assessments, and evidence-informed legislative reviews. Each committee aligns with a strategic policy domain relevant to NECD, making them essential validation spaces for national evaluation findings. These include:

- Foreign Affairs and Emigrants Committee
- Administration and Justice Committee
- Finance and Budget Committee
- Public Works, Transport, Energy and Water Committee
- Education, Higher Education, and Culture Committee
- Public Health, Labor, and Social Affairs Committee
- National Defense, Interior, and Municipalities Committee
- Agriculture and Tourism Committee
- Displaced Affairs Committee
- Economy, Trade, Industry, and Planning Committee
- Environment Committee
- Media and Telecommunications Committee
- Women and Children Committee
- Human Rights Committee
- Youth and Sports Committee
- Information Technology Committee



Taken as a whole, the Legislative Authority offers a powerful platform to institutionalize a culture of evaluation through formal legislative channels. Parliamentary debates, public hearings, budget approval processes, and the potential establishment of a Parliamentary Evaluation and Oversight Office can serve to reinforce evidence-informed decision-making. In aligning Lebanon's legislative culture with SDG commitments and participatory governance principles, Parliament can become co-owners of national evaluation system long-term sustainability.

### 3. THE JUDICIAL AUTHORITY AND ITS ADMINISTRATIVE APPARATUS

While the Judicial Authority is constitutionally distinct from the Executive and the Legislative, several bodies within it have mixed legal functions. The State Council, the Court of Audit, and the Higher Disciplinary Authority justify inclusion in Tier 3 given their administrative and quasi executive roles. The State Council adjudicates administrative disputes and issues advisory opinions on draft decrees and regulations that influence executive rulemaking. The Court of Audit conducts real time financial oversight and performance audits, blending jurisdiction authority with ongoing administrative monitoring. The Higher Disciplinary Authority enforces administrative ethics and sanctions civil servants, operating as both a judicial forum and a tool of executive discipline.

In this report, these institutions are treated as hybrid actors, bridging legal adjudication and executive governance given their direct engagement with public policy enforcement, institutional performance, and legal compliance. Their earlier categorization within the Executive Oversight Tier reflects functional proximity to the executive domain, while reaffirmation here under the Judicial Authority ensures constitutional completeness. This dual placement is methodologically sound, legally substantiated, and consistent with international best practice in institutional mapping, especially in systems like Lebanon where oversight bodies often straddle branches of power without clear separation.

This classification aligns with Lebanese jurisprudence and with international standards for institutional mapping, where function can supersede form. Article 20 of the Constitution affirms the separation of powers yet does not preclude hybrid operational mandates. These judicially anchored entities therefore merit dual recognition as legal arbiters and as institutional performance regulators within the NECD framework.

## B. Non-State Actors



### 1. EVALUATION ECOSYSTEM DEVELOPERS

This category encompasses the intellectual and technical backbone of Lebanon's evaluation field outside formal state institutions. It can be functionally disaggregated into four mutually reinforcing sub-clusters, each contributing distinct capabilities to the National Evaluation System architecture:

#### A. NATIONAL AND REGIONAL EVALUATION NETWORKS

Lebanon's evaluation ecosystem includes a latent, yet strategically relevant community of practice centered on LebEval, the national Voluntary Organization for Professional Evaluation (VOPE). Affiliated with the International Organization for Cooperation in Evaluation (IOCE), LebEval serves as an advocacy body and coordination node that promotes evaluator recognition, standardizes ethical standards, and hosts knowledge exchange. It also runs an emerging mentorship platform for young and emerging evaluators (YEEs). Capacity remains constrained by limited funding and inconsistent public sector engagement.

Regionally, EvalMENA connects Lebanon to continental and global evaluation standards, acting as a vehicle for cross-country learning, ethical harmonization, and SDG-aligned evaluation practice. Lebanon's formal endorsement of the Dead Sea Declaration on Evaluation for a Sustainable Future and its designation as one of EvalPartners' 15 NEPS focus countries position it as an active player in international efforts to embed evaluation into public governance.

These networks should be treated as professional conveners. By engaging LebEval and the Evaluation Network for the Middle East and North Africa (EvalMENA), this mapping report can lay the groundwork for a self-sustaining evaluation profession. This work should be anchored in ethics, participation, and regional peer support.

## B. ACADEMIC ANCHORS, IMPLEMENTATION CATALYST AND KNOWLEDGE PLATFORMS

Lebanon's academic institutions function as foundational enablers of National Evaluation System, serving as incubators of knowledge production, training delivery, and evidence informed policy discourse. At the forefront is Université Saint Joseph of Beirut (USJ), whose Observatory on Public Service and Good Governance (OPG) helps anchor evaluation within Lebanon's governance ecosystem. Parallel platforms at the American University of Beirut (AUB), including Good Governance and Citizenship Observatory, complement this landscape through civic engagement, policy innovation, and applied research. Other academic based observatories across faculties add depth and extend reach across disciplines and regions throughout Lebanon. Working alongside these anchors, Social Enterprises, such as Socially Responsible Management (SRM); act as a strategic and operational catalyst that builds synergy, mobilizes resources, and consolidates networks to turn credible evidence into delivery.

These observatories do not merely act as think tanks; they function as institutional laboratories for embedding evaluation theory into practice. By developing customized M&E curricula, offering applied training modules, and convening policy dialogues, they enable the translation of NECD principles into sector-specific applications across the civil service, municipalities, and regulatory bodies. Their role is also pivotal in shaping a methodologically rigorous, context-sensitive evaluation culture grounded in international standards and national relevance.

Critically, academia serves as a pipeline for sustainable reform through generational knowledge transfer. By embedding evaluation as a subject of academic study within graduate and postgraduate programs, universities cultivate interest among students to pursue research theses, dissertations, and case studies on how results-based management (RBM) can be contextualized and institutionalized within Lebanon's public administration. This academic grounding offers a dual benefit: it strengthens the epistemic foundation of national evaluation system and inspires a new cadre of youth researchers and reform thinkers to view evaluation as a viable instrument of public accountability, service optimization, and citizen trust-building.

## C. INDEPENDENT RESEARCH AND POLICY THINK TANKS

Evaluation-relevant research is increasingly produced by independent Lebanese policy institutes. Organizations such as the Lebanese Center for Policy Studies (LCPS), The Lebanese Citizen Foundation (LCF), Al Mustakilloun, and The Policy Initiative (TPI) play critical roles in evidence generation, policy critique, and systemic diagnostics. These entities anchor NECD within a context-sensitive knowledge ecosystem, ensuring that evaluation tools are not imported wholesale, but tailored to Lebanon's governance realities and societal priorities.

## D. INDEPENDENT EVALUATION CONSULTANTS AND PRACTITIONERS

A growing cadre of freelance evaluators and technical experts, trained through donor projects and regional initiatives, provides a nimble asset for National Evaluation System. Operating independently, these practitioners serve as third party evaluators, trainers, and technical advisors across sectors



and levels of administration. Their flexibility, cross sector exposure, and applied orientation support piloting of tools, set-up of monitoring and evaluation systems, and continuity of practice between institutional cycles. Clear protocols, ethical safeguards, and publication routines integrate this capacity into the national evaluation ecosystem and ensure quality and accountability.

## 2. CIVIL SOCIETY AND MEDIA

This category captures the spectrum of societal actors that mobilize citizen voice, shape public discourse, and hold institutions accountable. They function as interpreters of evidence and as catalysts of policy responsiveness across sectors. Within the context of this report, civil society and media actors help build demand for evaluation, foster transparency, and keep national evaluation systems inclusive, rights based, and socially legitimate. Their engagement is best understood through four synergistic sub clusters that guide analysis and programming.

### A. ADVOCACY NGOS AND WATCHDOG ORGANIZATIONS

A number of established Lebanese NGOs operate at the intersection of civic empowerment, transparency, and public policy reform. Organizations such as Legal Agenda, and the Lebanese Transparency Association (LTA) champion access to information, institutional accountability, and inclusive governance. These groups serve as normative allies of NECD, advocating for institutional responsiveness and embedding citizen priorities into evaluation agendas, particularly in human rights, social justice, and governance diagnostics.

### B. RIGHTS-BASED AND THEMATIC CIVIL SOCIETY ACTORS

Sector specific organizations such as ALEF Act for Human Rights provide technical insight, community level access, and grounded feedback loops. Their relevance to NECD lies in a dual role as advocacy platforms and field-based data actors. They are essential for participatory evaluation methods, social impact tracking, and the localization of SDG indicators.

### C. SYNDICATES AND COLLECTIVE INTEREST GROUPS

Trade unions, professional syndicates, and cooperative associations represent organized constituencies with institutional memory and sectoral depth. These include the General Confederation of Lebanese Workers (CGTL), the Syndicate of Teachers, and the Syndicate of Social Workers. Their involvement in NECD strengthens the representativity of evaluation processes, allowing for structured dialogue with labor, education, and health professionals, especially in shaping inclusive, gender-responsive, and equity-focused evaluation standards.

### D. INDEPENDENT AND INVESTIGATIVE MEDIA OUTLETS

Lebanon's pluralistic media ecosystem plays a critical role in validating and amplifying evaluation narratives for the public. Beyond serving as dissemination channels, select outlets actively shape discourse on governance, accountability, and reform. Traditional platforms such as Voice of Lebanon (VDL) and Radio Liban Libre (RLL) maintain wide radio reach and enjoy institutional credibility among middle and older audiences, which positions them to translate complex evaluation findings into accessible, policy relevant messages. Print and digital publications serve as intermediaries between public institutions and civic perception. Alongside legacy actors, newer platforms use investigative journalism and youth driven storytelling to turn evaluation evidence into public scrutiny, civic pressure, and democratic engagement. Together these actors form a multifaceted ecosystem that can mainstream evaluation in national conversations, mobilize societal feedback, and reinforce transparency as a public norm.

### 3. DEVELOPMENT PARTNERS AND INTERNATIONAL ORGANIZATIONS

This category includes bilateral donors, United Nations agencies, and multilateral financial institutions that contribute to Lebanon's NECD both directly through funding, technical assistance, and policy dialogue, and indirectly by embedding evaluation norms within sector programs and strategic frameworks. These actors play a dual role. As strategic accelerators, they mobilize political will, institutional buy in, and resources for evaluation reform. As normative gatekeepers, they align Lebanon's evaluation systems with global standards, including OECD DAC criteria, Sustainable Development Goals reporting protocols, and international human rights obligations.

In this report, development partners are not external observers; they are embedded co architects of Lebanon's emerging evaluation ecosystem. Their longstanding support to governance, education, health, social protection, and public financial management provides an evidence base, policy leverage, and operational networks that can be mobilized for NECD scale up. Through joint programming, pooled evaluations, and technical missions, these agencies help harmonize national tools, build institutional capacity, and pilot participatory and gender responsive methodologies.

#### A. UN AGENCIES

UN agencies represent the institutional backbone of international technical cooperation, anchoring Lebanon's NECD journey in rights-based, inclusive, and globally standardized frameworks. These agencies contribute to evaluation system design through sectoral programs, national planning integration, and support for inclusive, SDG-aligned indicators.

- UNICEF (Lebanon):** As the lead contracting authority for the EvalMap25 initiative, UNICEF plays a dual role in both funding and shaping Lebanon's NECD trajectory. Its national evaluations and evaluability assessments from 2018 to 2022 across child protection, education, and youth led development provide entry points for system design. Within NECD, UNICEF ensures that evaluation tools are rights based, equity oriented, and responsive to the needs of children and adolescents. Beyond program work, UNICEF has supported ecosystem building by providing strategic support to LebEval, Lebanon's national Voluntary Organization for Professional Evaluation (VOPE), to strengthen institutional capacity and professional advocacy. In 2024, UNICEF partnered with Université Saint Joseph of Beirut (USJ) and its Observatory on Public Service and Good Governance (OFP) to co-lead the Lebanon Prime Evaluation High Level Conference, titled "Evaluation and Reform: Youth, Trust, Governance and Transformational Change in Lebanon", as part of gLOCAL Evaluation Week. This initiative catalyzed cross sector dialogue and positioned Lebanon in the regional evaluation discourse. Through these efforts, UNICEF funds NECD infrastructure and fosters national ownership, local expertise, and policy level traction for evaluation as a public governance imperative.
- UNDP (Lebanon):** UNDP has a longstanding presence in Lebanon's governance reform landscape, supporting electoral management, public administration modernization, and municipal development. Through initiatives like LEAP (Lebanon Electoral Assistance Programme) and support to the Office of the Minister of State for Administrative Reform (OMSAR), UNDP contributes to capacity building, participatory governance, and evidence-informed planning. In 2024, UNDP sponsored the research brief Parliament of Lebanon: Monitoring and Evaluation of Government Strategies and Policies, which informs parliamentary oversight and options to institutionalize evaluation. UNDP stands as a technical thought partner and implementation ally, especially in areas related to strategic planning, M&E mainstreaming, and alignment of evaluation systems with Lebanon's national development frameworks.
- UN Women (Lebanon):** As a leading advocate for gender-responsive evaluation, UN Women brings robust technical expertise in evaluating Women, Peace, and Security (WPS) and Women's Economic Empowerment (WEE) programs using OECD-DAC methodologies, while also supporting the National Action Plan (NAP) for UNSCR 1325. In the current legislative process, UN Women backs a parliamentary initiative led by MP Halima Kaakour to institutionalize evaluation across public administration, an initiative methodologically supported by a policy paper by Triangle. The draft law sets system wide monitoring and evaluation obligations without creating a new

authority. It establishes safeguards for independence, quality assurance, transparency, and cooperation. It includes enforceable access to information rules, fixed response times, and clear publication and follow up routines. It proposes targeted amendments that strengthen the Court of Audit and link the Final Account and budget execution to results indicators. Within NECD, UN Women serves as a strategic enabler by embedding inclusive indicators in national protocols and reinforcing accountability for gender equity. Its work creates synergies among legal reform, parliamentary advocacy, and evaluation system development. This presence offers a practical entry point for legislative engagement and cross sector gender mainstreaming. UN Women is a catalytic ally for an equitable and structurally embedded NECD framework.

- **WFP (Lebanon):** WFP Lebanon actively supports joint, country-led evaluations in its food security and livelihood programmes, where national systems are reinforced through capacity-strengthening activities. Its methodological investments, applied in humanitarian settings, offer Lebanon real-world evaluation pilots around resilience and food system performance. Within NECD, WFP's partnership can ensure that evaluation frameworks are adaptable to crisis-sensitive contexts, aiding in designing evaluation tools for conflict-affected and vulnerable communities.
- **UN-ESCWA:** UN-ESCWA underpins Lebanon's NECD journey by providing statistical support and SDG-monitoring toolkits tailored to Arab states. Its role extends into developing indicator frameworks, harmonizing national data collection with regional standards, and facilitating inter-agency data integration. The coordination with UN-ESCWA can ensure NECD systems uphold statistical rigor, enabling Lebanon to report evaluation outcomes credibly within SDG frameworks and regional comparatives.

## B. EU DELEGATION, AFD, EXPERTISE FRANCE, GIZ

This European bloc constitutes a normative and financial powerhouse for evaluation institutionalization, combining political leverage with funding instruments and sectoral implementation.

- **EU Delegation to Lebanon:** The European Union is a major donor and policy partner in Lebanon, particularly in the fields of public finance management, judicial reform, and education. Through programs such as Public Administration Reform and Public Finance Management Support, the EU fosters evaluation culture by requiring log-frame-based design, result monitoring, and third-party evaluations. In the context of NECD, the EU Delegation can function as a normative validator, donor-coherence lead, and performance accountability champion, providing leverage for the adoption of unified evaluation protocols across ministries and sectors.
- **Agence Française de Développement (AFD):** AFD serves as France's bilateral development bank and a strategic donor to Lebanon in sectors such as energy, education, water, and public governance. In its ongoing portfolio, AFD integrates results frameworks and evaluability criteria into all funded projects, supporting national systems in tracking performance and development effectiveness. Within NECD, AFD's contribution can be twofold: (1) as a financier that models best-in-class M&E practices through its own accountability systems, and (2) as a convening partner capable of aligning donor-supported interventions with national evaluation standards. Its engagement ensures coherence between international funding flows and Lebanon's NECD objectives, especially in infrastructure and public service reform.
- **Expertise France:** Expertise France is the implementing agency of the French government for international technical cooperation and plays a pivotal role in Lebanon's governance and evaluation landscape. Through the RAP Project (Renforcement des Acteurs Publics), it has supported public sector reform by embedding evidence-based management, enhancing administrative data systems, and developing evaluation methodologies within Lebanese institutions. Within NECD, Expertise France can act as a technical incubator—contributing tested models of institutional evaluation, fostering cross-government learning exchanges, and supporting the professionalization of M&E capacities, particularly at the intersection of administrative modernization and policy performance.

- **GIZ – Deutsche Gesellschaft für Internationale Zusammenarbeit:** GIZ is Germany's development agency and one of Lebanon's most consistent technical partners in governance, transparency, and anti-corruption. Through dedicated support to the Public Procurement Authority (PPA) and the National Anti-Corruption Commission (NACC), GIZ has advanced institutional monitoring capacities, regulatory compliance systems, and public accountability protocols. For NECD, GIZ can serve as a systems-level integrator, helping embed evaluation into upstream governance reforms, procurement cycles, and institutional integrity frameworks. Its work ensures that evaluation is not a parallel process but one fully embedded within public sector modernization and legal oversight reforms.

## C. WORLD BANK, IMF

As global macroeconomic influencers, the World Bank and IMF offer strategic entry points for linking evaluation with fiscal accountability and performance-informed planning.

- **International Monetary Fund (IMF):** While not an evaluation implementer per se, the IMF plays a critical role in setting macroeconomic accountability benchmarks and fiscal transparency standards in Lebanon. Its Article IV Consultations, technical assistance missions, and public expenditure reviews often include evaluation-relevant diagnostics. The IMF can contribute fiscal accountability frameworks, expenditure tracking models, and governance diagnostics that strengthen the evaluability of public sector reforms and economic recovery plans.
- **World Bank:** The World Bank supports the integration of monitoring and evaluation in national development projects, notably the Health Resilience Project which links performance indicators to budget execution. As a global authority on results-based financing, WB provides institutional tools, data governance good practice, and impact assessment frameworks. In the NECD context, WB can support sector benchmarking, performance dashboards, and replicable evaluation models that pair fiscal accountability with outcome based public investment.

## D. BILATERAL DONORS AND MULTILATERAL COORDINATION FORUMS

These forums and bilateral donors offer flexible, multi-sectoral entry points for piloting innovations and convening reform coalitions.

- Lebanon Reform Facility (LRF), the Lebanon Humanitarian Fund (LHF), and other pooled mechanisms act as donor harmonization hubs that can mainstream NECD tools across project cycles and portfolios. These platforms can also serve as policy laboratories that pilot community level engagement models, cross sector evaluations, gender sensitive, participatory, and localized approaches.

## 4. PRIVATE SECTOR ACTORS

While often excluded from formal NECD frameworks, private sector actors, particularly firms in data analytics, market research, and opinion polling, hold untapped potential to strengthen Lebanon's evaluation ecosystem. These entities possess large scale data collection infrastructure, advanced survey methods, and public facing research products that can directly inform policy choices and performance tracking. Their capabilities often exceed those of under resourced state bodies and can raise the quality, reach, and responsiveness of national data systems. Their outputs shape public discourse, inform strategic communication, and offer policymakers real time insight into societal perceptions and behavioral trends, making them de facto contributors to evidence informed governance. In the absence of a functioning national monitoring and evaluation system, leveraging the methodological rigor and institutional neutrality of leading research firms can provide benchmarking references and strategic partnerships for piloting citizen facing evaluation tools.

## A. INTERNATIONAL STATISTICAL AGENCIES WITH AFFILIATION IN LEBANON

Those agencies offer opinion polling and social research with a multi sector portfolio covering governance, education, health, social behavior, and economic sentiment. They produce representative surveys and public opinion indices that provide high frequency, disaggregated data to complement state led evaluation and close evidence gaps in real time. Their field networks reach all territories and demographics in Lebanon, and its methods align with international standards. For NES, these agencies can serve as a knowledge partner for citizen perception studies, feedback mechanisms, and independent policy validation where trust and user satisfaction are central. Such firms do not replace public evaluation mandates. They can act as bridging institutions that extend the evaluative field beyond state boundaries and reinforce a culture of evidence in public policy discourse.

## B. LOCAL STATISTICAL AGENCIES

Local statistical agencies maintain longitudinal datasets, professional fieldwork capacity, and validated survey methodologies that support comparable indicators across time and place. Each operates with documented sampling frames, back checks, and error reporting that improve evaluability and strengthen triangulation against administrative records. When engaged through data sharing agreements and an ethical procedure, they can supply disaggregated indicators, metadata, and publication ready tables in machine readable open format. This role complements public mandates without creating new entities and helps embed evaluation practice inside planning, budgeting, and service delivery.

## IV. Strategic considerations

This section translates the stakeholder mapping into a forward-facing strategic engagement blueprint. It applies dual layered analysis, which classifies stakeholders by functional role and by influence interest positioning, to produce a tailored roadmap for activating Lebanon evaluation ecosystem.

The first analytical layer, Functional Role Mapping, identified eight role types that describe the technical, political, and institutional relevance of each actor to the NES architecture. This typology, ranging from Normative Enablers and Institutional Implementers to Oversight Bodies and Development Partners, provides a granular view of function and alignment potential. To operationalize engagement and avoid fragmentation, these roles are consolidated into six strategic categories that reflect how actors function in Lebanon policy and institutional environment: Institutional Implementers, Citizen Accountability Interfaces, Evidence Architects, System Builders, Oversight Enforcers, and System Enablers.

Consolidated Strategic Category	Functional Roles Mapped
<b>1. Institutional Implementers</b>	Institutional Implementers; Financial Gatekeepers
<b>2. Citizen Accountability Interfaces</b>	Citizen Interfaces; Demand Actors
<b>3. Evidence Architects</b>	Knowledge Generators; Knowledge Brokers; Disseminators
<b>4. System Builders</b>	Technical Developers; Legal Technical Actors
<b>5. Oversight Enforcers</b>	Oversight & Integrity Bodies; Regulatory Actors
<b>6. System Enablers</b>	Normative Anchors; Political Champions; Development Partners

This consolidation was not arbitrary. It emerged from triangulated analysis during validation consultations and was tested against stakeholder influence, interest, and institutional behavior captured in the Influence and Interest Positioning Grid. Together these layers move the report from classification to prioritization and establish the basis for clustered, efficient, and sequenced engagement pathways.

Strategic Classification	Main Stakeholders (Categories)
<b>1. Institutional Implementers</b>	Line Ministries, Public Schools, PHCCs, SDCs, RHUH, EDL, OGERO, MEA, RWEs, LRA, CDR, Municipalities, Unions of Municipalities, Governorates
<b>2. Citizen Accountability Interfaces: Community Anchors and Civic Mobilizers</b>	Investigative Media, Advocacy NGOs, Watchdog Orgs (e.g., Legal Agenda, LTA), Syndicates, Professional Orders, Municipalities, Mukhtars, Chambers of Commerce, MPs
<b>3. Evidence Architects: Generators, Brokers, And Disseminators</b>	USJ-OF, AUB, LAU, ENA, IoF, CNRS, LU, LebEval, EvalMENA, Order of Engineers, Chambers of Commerce, Independent Media
<b>4. System Builders: Legal Architects and Technical Developers of Evaluation Governance</b>	State Council, Legislative & Advisory Dept (PCM), Higher Disciplinary Council, CAS, OMSAR, ENA, IoF, CNRS, LU, UN Agencies, Technical Networks
<b>5. Oversight Enforcers: Formal Institutions and Informal Civic Watchdogs</b>	MPs, Parliamentary Committees, CIB, CoA, State Council, Higher Disciplinary Council, CMA, CSB, NACC, Watchdog NGOs
<b>6. System Enablers: Strategic Facilitators and Normative Anchors of State-Led Evaluation</b>	Deputy Prime Minister, MoF, IoF, CDR, Intra Investment Company, IMF, WB, EU, AFD, GIZ, Expertise France, CoM, Speaker of Parliament, PPA, SIC, CAS, NSSF, Banque de l'Habitat

## A. Strategic Engagement Approach



### 1. INSTITUTIONAL IMPLEMENTERS

Institutional implementers form the operational core of Lebanon's emerging NECD ecosystem, including ministries, public utilities, decentralized units, public schools, hospitals, and social centers. They do not sit at the margins of evaluation. They incubate it through daily service delivery, data production, and direct contact with citizens. This front-line position anchors performance accountability and sustains continuous evidence generation across services and administrative levels.

Within this framework, these institutions are treated as co designers of a national evaluation roadmap rather than implementation targets. Engagement clarifies roles, aligns mandates, and secures coordination across ministries and through governorates and municipalities so evaluation becomes routine and comparable.

The approach rests on two reinforcing principles that guide engagement and future design. First, structured engagement through consultations, working sessions, and co design meetings builds shared understanding and records commitments. Second, disciplined entry point identification maps gaps, localized capacities, and reform readiness with enabling instruments, publication cadences, and verification signals that inform future NES design.

Rather than deliver training or formal coordination, this category serves as the evidentiary backbone of the national evaluation roadmap. Implementers are profiled by sector, mandate, data stewardship, and NECD relevance. Decentralized actors are assessed for their capacity to localize evaluation through participatory tools and consistent publication routines. State owned enterprises and infrastructure entities are reviewed for procurement and service delivery interfaces that enable indicator tracking, management response, and documented corrections. Ministries are grouped by thematic areas and engaged through communication clusters to refine entry points and align mandates with the national evaluation pathway.

Ultimately, institutional implementers remain visible in public outputs and are meaningfully engaged in shaping the strategic direction of the national evaluation roadmap. Clear lead roles and escalation paths are captured at the appropriate level of abstraction to preserve coherence and accountability.

### 2. CITIZEN ACCOUNTABILITY INTERFACES: COMMUNITY ANCHORS AND CIVIC MOBILIZERS

Citizen accountability interfaces are core enablers of transparency, trust building, and validation within a national evaluation roadmap. They include investigative media, civic organizations, watchdog groups, professional syndicates, sector orders, elected mukhtars, municipal councils, and parliamentary outreach functions. Acting as interfaces, they translate citizen signals into usable evidence and help institutions disclose results, explain choices, and correct course.

Within this framework, these actors are engaged for inclusion and consultation rather than operational implementation. Participation is invited so accountability perspectives inform the national evaluation roadmap from the outset, while scope remains limited to shaping priorities, language, and publication expectations that a nationwide system can adopt.

Engagement relies on informal communication channels and participatory formats that allow early involvement without new structures or fiscal commitments. A simple consultation protocol records contributions, publishes summaries in machine readable open format, and tracks follow-up notes so inputs are visible, comparable, and verifiable over time.



The long-term direction is the gradual institutionalization of a citizen interface engagement platform that integrates community feedback, sector advocacy, and accountability signals into evaluation governance. While not implemented in this phase, the design principles, disclosure routines, and verification signals for such a platform are informed by this engagement track and align with a national evaluation roadmap.

### 3. EVIDENCE ARCHITECTS: GENERATORS, BROKERS, AND DISSEMINATORS

A credible national evaluation roadmap depends on the strength, independence, and connectivity of the evidence ecosystem. Evidence Architects generate data, set methods, and translate findings so evaluation remains context aware, methodologically sound, and socially relevant. Within this framework, evidence turns into public decisions only when institutions publish it on time and in a format that citizens and managers can use.

The actors include leading universities and observatories, national research bodies, evaluator networks, and public finance learning centers. They include Université Saint Joseph of Beirut (USJ) Observatory on Public Service and Good Governance (OFP), École Nationale d'Administration (ENA), Lebanese University (LU), American University of Beirut (AUB), Lebanese American University (LAU), National Council for Scientific Research (CNRS), LebEval, the Evaluation Network for the Middle East and North Africa (EvalMENA), and Institut des Finances Basil Fuleihan (IoF) among others. Each contributes to system design through curricula, evaluator competencies, methodological guidance, sector research, and repositories that enable comparable indicators.

Engagement in this phase relies on a simple consultation and codesign protocol. Roles are recorded, standards are aligned, and publication routines are specified so outputs appear in machine readable open format with clear ownership and cadence. This phase does not deliver training. It consolidates actors, instruments, and verification signals for integration into an inclusive national evaluation roadmap.

In parallel, a set of evidence brokers operates across professions and territories and turns technical findings into usable guidance. Professional orders, chambers, elected mukhtars, and investigative journalists help define plain language indicators, document user experience, and surface community feedback that institutions can verify and disclose on a fixed schedule.

Dissemination depends on civic media that act as evaluation communicators. Their participation focuses on responsible translation of findings, visible disclosure, and tracked management response. Public summaries, release calendars, and response logs verify that evidence moves beyond expert circles and informs national debate, sector choices, and results-based management across the administration.

### 4. SYSTEM BUILDERS: LEGAL ARCHITECTS AND TECHNICAL DEVELOPERS OF EVALUATION GOVERNANCE

System Builders supply the constitutional, legal, and technical infrastructure that lets a national evaluation roadmap function with authority and continuity. They include legal architects such as the State Council and the Legislative and Advisory Department at the Presidency of the Council of Ministers (PCM), and technical developers such as the Central Administration for Statistics (CAS), the Office of the Minister of State for Administrative Reform (OMSAR), the National Council for Scientific Research (CNRS), École Nationale d'Administration (ENA), Institut des Finances Basil Fuleihan (IoF), Lebanese University (LU), unions of municipalities, and select United Nations agencies. Together they connect standards and practice across ministries and through governorates and municipalities.

From a legal standpoint, these actors are positioned to codify evaluation into national law and administrative procedures. Their mandates give them the authority to translate policy into enforceable texts (decrees, SOPs, legal templates), vet evaluation frameworks against Lebanon's legal norms, and ensure constitutional compatibility.

Within this framework, legal architects codify evaluation into public law and administrative procedure.



They translate policy choices into enforceable instruments, including laws, decrees, circulars, and standard operating procedures, and they vet frameworks for constitutional and administrative compatibility. Clear texts define access to data, fixed response timelines, sanctions for non-compliance, and open publication, while oversight bodies hold enforcement leads and named escalation paths secure resolution when responsibilities intersect.

The national evaluation roadmap entails the drafting of a monitoring and evaluation law with implementing rules that embed evaluation across planning, budgeting, execution, review, and publication. Articles align roles, cooperation routines, and data sharing protocols, and they mandate public reporting to a fixed cadence in machine readable open format. Budget execution and the Final Account link to phased results-based management indicators. Existing institutions carry these duties, and enforcement leads are recorded without creating any new authority.

On the technical front, CAS, CNRS, IoF, ENA, OMSAR, LU, and territorial groupings standardize definitions, methods, and data protocols that make indicators comparable across sectors and places. They maintain templates, metadata, and reference classifications for sector indicators and management response, and they align training syllabi and evaluator competencies with national standards. This phase convenes and codesigns requirements and does not deliver tools or training.

These legal and technical roles are documented in the national evaluation roadmap with clear ownership, entry points, and verification signals. Publication routines, quality checks, and simple compliance logs verify progress and allow ministries, oversight bodies, and subnational actors to adopt and disclose evaluation practice on a regular schedule.

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## 5. OVERSIGHT ENFORCERS: FORMAL INSTITUTIONS AND INFORMAL CIVIC WATCHDOGS

Oversight Enforcers form a dual ecosystem of state accountability institutions and civic watchdogs that safeguards integrity across administration. Their role within a national evaluation roadmap is to enforce standards, validate performance, and convert evaluation findings into corrective action through judicial, administrative, and societal channels.

On the formal side, CIB, CoA, the State Council, the Higher Disciplinary Authority, CMA, CSB, and NACC hold mandates for inspection, audit, administrative discipline, market supervision, and legal review. Within this framework, these bodies translate policy choices into enforceable instruments such as decrees, circulars, and standard operating procedures. Clear texts define access to data, fixed response timelines, sanction powers, and open publication, while an explicit escalation path assigns leads when responsibilities intersect.

This phase profiles readiness, capacity needs, and cooperation interfaces for these institutions and records them for insertion into the national evaluation roadmap. Verification signals include publication cadence in machine readable open format, documented management responses, and simple compliance logs that track follow up from finding to closure.

Civic watchdogs, including rights groups, transparency organizations, professional associations, and investigative media, act as grassroots validators and public translators of evaluation findings. They help define plain language indicators, surface user experience, and maintain visible pressure for disclosure and correction. Public summaries and accessible briefs strengthen citizen understanding and institutional trust.

In practical terms, the national evaluation roadmap links formal enforcement and civic legitimacy into one follow up pathway. Findings are published on schedule, responsible entities record actions within set timelines, sanction triggers are clear, and an escalation ladder is visible to citizens and institutions. This sequence embeds evaluation within accountability routines and sustains corrective action across sectors and territories.

## 6. SYSTEM ENABLERS: STRATEGIC FACILITATORS AND NORMATIVE ANCHORS OF STATE-LED EVALUATION

System Enablers provide political, fiscal, and legal scaffolding through which a national evaluation roadmap becomes legitimate, comparable, and sustainable. They do not implement programs. They unlock adoption, align incentives, and secure the instruments that make evaluation routine across administrations and territories.

Within this framework, the Prime Minister's Office (PMO) and the Deputy Prime Minister (DPM) act as political executive conveners that align ministries, oversight bodies, and partners around shared evaluation standards. Their convening power embeds evaluation in cabinet dialogue and sets a common coordination calendar. Public notes of meetings, role designations, and release schedules verify participation and signal direction without creating new structures.

In the fiscal domain, the Ministry of Finance (MoF), the Institut des Finances Basil Fuleihan (IoF), the Council for Development and Reconstruction (CDR), and the Independent Municipal Fund connect evaluation with budgeting, investment planning, and local finance. In practical terms, they align indicator definitions, link budget execution and the Final Account to phased results-based management indicators and publish fiscal performance summaries to a fixed cadence. Shared classifications and open publication verify consistency across sectors and regions.

Normative anchors ensure legal defensibility and continuity. The State Council, the Public Procurement Authority (PPA), and the Council of Ministers codify evaluation duties through laws, decrees, circulars, protocols, and standard operating procedures. Clear texts specify access to data, response timelines, sanction triggers, and cooperation rules. Named enforcement leads and escalation paths preserve accountability when responsibilities intersect and protect the integrity of evaluation use.

Development partners, including the European Union, Agence Française de Développement (AFD), Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), Expertise France, the World Bank, and the International Monetary Fund, align support with nationally defined standards. They finance evidence generation and synchronize disclosure calendars so external portfolios reinforce national systems. Joint summaries and public repositories verify coherence and reduce fragmentation.

These enabling roles are recorded in the national evaluation roadmap with clear ownership, instruments, and verification signals. Publication in machine readable open format, fixed response timelines, and simple compliance logs confirm that decisions are disclosed, actions are tracked, and evaluation remains anchored in the institutions that govern policy, finance, and law.

### B. Guiding Principles for Next Steps



This section sets out the principles that will guide the co design of Lebanon's national evaluation roadmap. They are presented for discussion with national stakeholders and, if endorsed, will shape a sequenced program of action beyond 2025. Each principle links intent to an enabling instrument, names responsible leads, defines how ministries and governorates will cooperate, and fixes a public release schedule with simple verification of progress. Taken together, they provide the rules of the game that move evaluation from consultation to codification and from codification to routine use in budgeting, human resources, and management response across the state.

## 1. NATIONAL OWNERSHIP AND LEADERSHIP

National ownership is the anchor that turns evaluation from a project activity into a public function. Without a nationally-led vision, practice fragments, mandates compete, and results do not endure. System Enablers set direction and commit resources, System Builders translate that direction into administrative rules and stable procedures, Institutional Implementers incorporate evaluation in everyday management, Evidence Architects safeguard methodological integrity and independence, Oversight Enforcers verify that commitments are honored, and Citizen Accountability Interfaces convert institutional intent into social legitimacy by keeping the public engaged and informed.

## 2. LEGAL ANCHORING AND ENFORCEABILITY

Sustainable evaluation requires enforceable rules that survive political cycles and individual preferences. Clear legal and procedural instruments define access to data, roles, timelines, sanctions, and publication duties. System Builders craft and update these instruments, System Enablers endorse and resource them, Institutional Implementers apply them in planning and service delivery, Evidence Architects align methods with the legal framework, Oversight Enforcers monitor compliance and apply remedies, and Citizen Accountability Interfaces track disclosure and keep institutions answerable to the public.

## 3. INCLUSIVITY AND CITIZEN PARTICIPATION

Evaluation gains credibility when it reflects citizen experience and when feedback leads to visible correction. Inclusivity strengthens trust, reveals blind spots, and improves policy fit. Citizen Accountability Interfaces organize participation and translate community signals, Institutional Implementers open service level channels and issue responses, Evidence Architects convert qualitative input into measurable indicators, System Builders codify participation procedures and response deadlines, Oversight Enforcers verify closure of agreed actions, and System Enablers formalize and finance participation as a routine feature of governance.

## 4. CONTEXTUAL METHODOLOGICAL RIGOR AND STANDARDIZATION

Comparable and defensible findings depend on contextual common standards, clear ethics, and regular peer review. Without rigor, evidence cannot guide budgets or withstand scrutiny. Evidence Architects design indicators, quality criteria, and review routines, System Builders institutionalize these standards in procedures and guidance, Institutional Implementers apply them consistently across sectors, Oversight Enforcers check adherence and document deviations, Citizen Accountability Interfaces explain standards in plain language to sustain public understanding, and System Enablers fund quality assurance and endorse periodic updates.

## 5. DATA GOVERNANCE AND INTEROPERABILITY

A national evaluation system is only as strong as its data. Reliable, accessible, and interoperable data turn fragmented records into actionable evidence. System Builders define data standards, custodianship, and exchange protocols, Institutional Implementers produce and maintain administrative data to those standards, Evidence Architects validate and curate datasets and metadata, System Enablers invest in platforms and enforce governance policies, Oversight Enforcers test integrity and timeliness, and Citizen Accountability Interfaces promote open data use and literacy so that evidence informs public debate.

## 6. FISCAL LINKAGE AND BUDGET INTEGRATION

Evaluation becomes routine when it influences how money is planned, allocated, and reviewed. Linking results to budgets aligns incentives and improves value for money. System Enablers embed evaluation requirements in budget guidance and expenditure reviews, Institutional Implementers supply performance evidence that justifies allocations and corrections, System Builders provide templates that connect findings to fiscal documents, Evidence Architects ensure indicators capture efficiency and effectiveness, Oversight Enforcers confirm that spending follows evaluated priorities, and Citizen Accountability Interfaces interpret budget results for the public.

## 7. TRANSPARENCY, DISCLOSURE, AND MANAGEMENT RESPONSE

Findings matter only when they are published, answered, and closed. Predictable disclosure and documented responses convert reports into improvements. Institutional Implementers publish results and management responses on a fixed schedule, Oversight Enforcers track follow up and escalate delays, System Builders standardize formats and timelines for disclosure and response, Evidence Architects support clear communication and visualization, Citizen Accountability Interfaces amplify visibility and verify that responses address public concerns, and System Enablers mandate these routines across government.

## 8. CAPACITY AND PROFESSIONALIZATION

Enduring systems need skilled people, recognized roles, and incentives that reward quality. Professionalization builds a pipeline of evaluators and managers who can design, commission, and use evaluations well. Evidence Architects lead curricula, certification, and peer learning, System Builders embed competencies in civil service frameworks and job descriptions, Institutional Implementers apply skills and cultivate communities of practice, System Enablers finance training and recognize qualifications, Oversight Enforcers require qualified practice in audits and reviews, and Citizen Accountability Interfaces advocate for ethics and competence.

## 9. COORDINATION AND DONOR ALIGNMENT

External support should strengthen national systems rather than create parallel ones. A single coordination frame with shared indicators and synchronized schedules reduces duplication and transaction costs. System Enablers convene partners and set alignment rules, System Builders maintain technical standards and repositories, Evidence Architects facilitate joint learning and shared evaluations, Institutional Implementers host coordinated practice on the ground, Oversight Enforcers ensure transparency of external contributions, and Citizen Accountability Interfaces test whether aligned support delivers tangible public benefit.

## 10. LEARNING AND ADAPTATION

A living system improves by examining itself. Periodic meta reviews and targeted adjustments keep evaluation relevant under shifting conditions. Evidence Architects synthesize cross cutting lessons and methods updates, System Builders revise legal and procedural instruments accordingly, System Enablers commission system reviews and fund corrections, Institutional Implementers apply course corrections in the next cycle, Oversight Enforcers verify that improvements are implemented, and Citizen Accountability Interfaces gauge whether changes translate into better outcomes for people.

## V. Conclusion

This stakeholder mapping and role benchmarking report is a tool for stakeholder engagement and synergy building toward a shared alignment around a clear and comprehensive vision of national evaluation reform. It lays the foundation for a consolidated evaluation roadmap that will be discussed, designed, and endorsed collectively by all national stakeholders. If stakeholder groups are intrinsically motivated, mobilized, and involved under a clear coordination framework, Lebanon can move from fragmented initiatives to a sustained and nationally owned evaluation system that reinforces both accountability and trust.

Institutional Implementers will transform evaluation into practice. Line ministries, frontline services, public utilities, and decentralized administrations will generate timely data, apply standard indicators, and link results to budgets and staffing decisions. Their regular disclosure of findings and corrective actions will ensure that evidence continuously informs policy and improves service quality. Citizen Accountability Interfaces will provide public legitimacy and sustained demand for transparency. Investigative media, watchdogs, professional syndicates, and local elected figures will translate indicators into accessible information, validate user experiences, and maintain pressure for corrective action. Their role will keep evaluation connected to the people it serves, ensuring that every reform remains socially grounded. Evidence Architects will secure methodological integrity and institutional learning. Universities, observatories, and research centers will align curricula, evaluation standards, and open data systems, while building a new generation of skilled evaluators. Their contribution will ensure that evaluation methods remain rigorous, comparable, and contextually relevant. System Builders will guarantee legal and technical coherence. Legal bodies will codify duties for access, response timelines, sanctions, and publication within enforceable instruments. Technical developers will standardize classifications, data protocols, and reporting formats. Together, they will provide a stable infrastructure for evaluation that endures beyond political cycles. Oversight Enforcers will ensure closure and institutional accountability. Audit bodies, disciplinary councils, and financial integrity units will link evaluation findings to enforcement actions, and public disclosure. Civic watchdogs will complement these mechanisms by translating outcomes into public scrutiny, ensuring that findings lead to visible corrections. System Enablers will supply the mandate, direction, and resources. The executive center and fiscal authorities will embed evaluation within planning, budgeting, and procurement. Donors and partners will align investments with nationally defined indicators and data protocols, ensuring that support strengthens but does not replace national systems.

Reform is not a theory. It is a series of deliberate, inclusive, and verifiable actions grafted with care, guided by a clear vision, and carried forward through a consolidated spirit of collaboration. When evaluation is embedded across institutions, it becomes a living instrument of governance, one that strengthens fiscal discipline, sharpens policy design, improves service delivery, and rebuilds public confidence in the state. Step by step, with shared ownership and steady coordination, Lebanon can construct an evaluation system that is not only functional and fair but also durable, transparent, and trusted by all.

## IV. Annexes

## ANNEX 1\_STAKEHOLDER MAPPING MATRIX/TABLE

## 1. STATE ACTOR- THE EXECUTIVE AUTHORITY AND ITS ADMINISTRATIVE APPARATUS- CORE EXECUTIVE AUTHORITY

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
A1	Central Executive	Council of Ministers	Normative Enabler	High	High	Key Player	As the apex decision-making body, the Council of Ministers is essential for legitimizing NECD frameworks across government.
A2		Prime Minister / PMO	Normative Enabler & Institutional Implementer	High	High	Key Player	The PMO is uniquely positioned to translate NECD from a technical agenda into a political and strategic one.
A3		General Secretariat of the Council of Ministers	Technical Developer & Institutional Implementer	Medium-High	Medium	Gatekeeper	The General Secretariat plays a critical technical role in institutionalizing Cabinet decisions.
A4		Deputy Prime Minister	Political Champion / Development Partner Facilitator	Medium-High	Medium-High	Change Agent	The Deputy PM has potential to serve as a political catalyst, especially in reform-sensitive portfolios.

## 2. STATE ACTOR- THE EXECUTIVE AUTHORITY AND ITS ADMINISTRATIVE APPARATUS- LINE MINISTRIES

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
A5	Sectoral Policy and Delivery Arm	Line Ministries (All 24)	Institutional Implementer, Evidence User, formal Endorser	Medium-High	Medium-High	Key Players / Change Agents	Line ministries are central to NECD implementation, operating at the intersection of policy, service delivery, data, and SDG alignment. While their influence varies, all are critical to institutionalizing evaluation.
A6		office of the Minister of State for Administrative Reform (OMSAR)	Technical Developer / Institutional Implementer	High	High	Key Player	OMSAR is a natural institutional ally, with a mandate to modernize public administration and a reform-oriented leadership.
A7		Ministry of Finance	Financial & Data Gatekeeper / Institutional Implementer	High	Medium-High	Key Player	The Ministry of Finance is vital to NECD due to its control over budget cycles, fiscal policy, and expenditure tracking.
A8		Ministry of Energy and Water	Sectoral Implementer with High Reform Exposure	Medium	Medium	Technical Catalyst	The Ministry's central role in electricity and water delivery positions it as a key NECD entry point.



### 3. STATE ACTOR - THE EXECUTIVE AUTHORITY AND ITS ADMINISTRATIVE APPARATUS - OVERSIGHT, REGULATORY, LEGAL, AND INTEGRITY BODIES

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
<b>A9</b>	Regulatory Authorities	Public Procurement Authority (PPA)	Normative Enabler / Technical Developer	High	High	Key Player	PPA holds a cross-sectoral legal mandate and operational independence to enforce evaluation-relevant standards in public procurement. Its digital platforms and data systems make it a primary partner for mainstreaming performance-based procurement and VFM standards.
<b>A10</b>		Telecommunications Regulatory Authority (TRA)	Technical Developer / Institutional Implementer	Medium	Medium	Technical Catalyst	As a functionally autonomous regulator, TRA monitors service delivery standards in a strategic sector. Though not yet formally involved in NECD, its ability to generate data and enforce benchmarks makes it ideal for piloting ICT evaluation indicators.
<b>A11</b>		Capital Markets Authority (CMA)	Oversight Body / Regulatory Authority	Medium	Low-Medium	Gatekeeper	The Capital Markets Authority (CMA) indirectly aligns with NECD objectives through its mandate on financial transparency and regulatory oversight of PPPs and capital flows.
<b>A12</b>		Conseil National de l'Audiovisuel (CNA)	Oversight Body / Normative Enabler	Medium	Medium-High	Strategic Enabler	CNA, as Lebanon's audiovisual regulatory authority, plays a critical role in shaping public information standards and promoting media ethics. Its legal mandate enables content monitoring and licensing, positioning it as a potential partner for embedding evaluation visibility norms and public accountability messaging.
<b>A13</b>		Energy Regulatory Authority (ERA) <i>(pending activation)</i>	Normative Enabler / Regulatory Authority	High (latent)	Medium (latent)	Change Agent	Energy Regulatory Authority (ERA) was established by Law No. 462 of 2002 and has recently been operationalized following appointment decisions. Within NECD, ERA can anchor evaluation of electricity utility performance, support sector benchmarking, and align tariff setting with evaluation indicators and service standards. Its regulatory powers enable enforceable data access, fixed response timelines, and publication routines that strengthen accountability and open reporting.
<b>A14</b>	Oversight Bodies	Central Inspection Bureau (CIB)	Oversight & Integrity Body	High	High	Key Player	CIB's broad oversight authority and cross-sectoral mandate to evaluate service delivery, legality, and institutional efficiency position it as a natural operational pillar of NECD. With structural independence and diagnostic expertise, CIB offers continuity, legitimacy, and data infrastructure.
<b>A15</b>		Civil Service Board (CSB)	Oversight Body / Technical Developer	Medium-High	High	Change Agent	The Civil Service Board (CSB) governs recruitment, HR policy, and organizational structuring, positioning it as a foundational actor for embedding evaluation functions within Lebanon's public administration.
<b>A16</b>		Court of Accounts (CoA)	Oversight & Integrity Body	High	Medium	Key Player	As Lebanon's supreme audit institution, CoA is legally empowered to audit all public finances and evaluate budget performance. It holds critical institutional legitimacy to anchor fiscal evaluation.

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
<b>A17</b>	Legal & Judicial Review Bodies	State Council (Conseil d'État)	Legal Oversight & Normative Enabler	High	Medium	Gatekeeper	As Lebanon's supreme administrative court, the State Council adjudicates on legality and provides binding opinions on administrative decrees. It legitimizes the legal basis for evaluation-informed reforms, safeguarding procedural constitutionality.
<b>A18</b>		Legislative and Advisory Department (PCM)	Legal Technical Developer	Medium-High	Medium-High	Technical Catalyst	As the executive's internal legislative advisory unit, this department shapes the legal articulation of evaluation outcomes into enforceable policy (laws, decrees, SOPs). Its legal vetting ensures alignment between evaluation findings and Lebanon's administrative order.
<b>A19</b>	Integrity Bodies	National Anti-Corruption Commission (NACC)	Oversight & Integrity Body	High	High	Key Player	As Lebanon's lead integrity institution, the National Anti-Corruption Commission (NACC) enforces asset declarations, investigates ethical breaches, and safeguards institutional accountability. Its independent legal mandate positions it as a critical partner for linking evaluation findings to enforcement actions and systemic reforms.
<b>A20</b>		Special Investigation Commission (SIC)	Financial Integrity Assessor	Medium-High	Medium	Technical Catalyst	SIC ensures AML/CFT compliance and financial integrity. Its oversight of fiscal flows is critical to NECD's goals of value-for-money and corruption risk reduction.
<b>A21</b>		Banque du Liban (BDL) / Higher Banking Commission	Strategic Evaluator / Risk Watchdog	High	Low-Medium	Gatekeeper	As Lebanon's central bank and financial regulator, BDL shapes macro-fiscal governance and banking policy. Although not directly aligned with NECD's sectoral focus, its role in financial oversight gives it major influence.

#### 4. STATE ACTOR - THE EXECUTIVE AUTHORITY AND ITS ADMINISTRATIVE APPARATUS - PUBLIC IMPLEMENTATION AND TECHNICAL INSTITUTIONS

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
<b>A22</b>	Public Utilities & State-Owned Enterprises (SOEs)	Electricité du Liban (EDL)	Institutional Implementer	High	High	Key Player	As the primary electricity utility and one of the largest SOEs by fiscal burden, EDL is central to infrastructure diagnostics, cost-recovery evaluation, and SDG 7 tracking.
<b>A23</b>		OGERO	Institutional Implementer	Medium-High	High	Change Agent	OGERO, as the digital infrastructure backbone, holds key data and operational leverage in NECD's digital governance stream.
<b>A24</b>		Régie Libanaise des Tabacs et Tombacs	Institutional Implementer	Medium	Medium	Technical Catalyst	The Régie (Decree No. 3942/1953), functioning under the Ministry of Finance, merges regulatory, fiscal, and industrial roles. It is financially significant and institutionally unique.
<b>A25</b>		Middle East Airlines (MEA)	Institutional Implementer	High	Low-Medium	Gatekeeper	As a strategic transport asset majority-owned by BDL, MEA has high national influence but limited evaluative alignment. its commercial structure poses access challenges.
<b>A26</b>		Casino du Liban	Institutional Implementer	Medium	Low	Peripheral Actor	While financially relevant and state-owned, Casino du Liban holds limited institutional interest or systemic impact for NECD. It should be treated as a secondary evaluand in future performance audits or ethical governance assessments.
<b>A27</b>	Public Service Delivery Institutions	Public Schools (MEHE)	Institutional Implementer	Medium	High	Change Agent	Public schools are critical NECD evaluands for SDG 4 monitoring, budget tracking, and education equity assessment. Their distributed structure across Lebanon allows for geographically diverse pilot sites.
<b>A28</b>		Lebanese University (LU)	Institutional Implementer / Technical Developer	Medium-High	High	Key Player	LU is both a large-scale service provider (education access) and a latent technical ally (evaluation training). its dual role makes it central to both evaluating higher education outcomes and building NECD capacity via curricula development.
<b>A29</b>		Public PHCCs (MoPH)	Institutional Implementer	Medium	High	Change Agent	PHCCs are strategically positioned for health systems evaluations and participatory service quality assessments. Their integration into donor-financed programs and national health strategies enhances data availability.
<b>A30</b>		Rafic Hariri University Hospital (RHUH)	Institutional Implementer	Medium-High	Medium	Technical Catalyst	RHUH combines large-scale service provision with semi-autonomy, offering a testbed for institutional-level evaluation systems.
<b>A31</b>		MoSA Social Development Centers (SDCs)	Institutional Implementer	Medium	High	Change Agent	SDCs are critical nodes for social protection evaluation, particularly in service outreach, targeting accuracy, and citizen satisfaction.

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
<b>A32</b>	Technical & Financial Authorities, Funds & Infrastructure Agencies	Council for Development and Reconstruction (CDR)	Institutional Implementer / Financial & Data Gatekeeper	High	Medium-High	Key Player	As Lebanon's national public investment authority, CDR sits at the core of infrastructure planning and donor-financed capital spending. It manages procurement, contracting, and sectoral development portfolios.
<b>A33</b>		National Social Security Fund (NSSF)	Institutional Implementer / Financial Gatekeeper	Medium-High	Medium	Technical Catalyst	NSSF is essential to evaluating Lebanon's fragmented social protection system. It maintains data on benefits coverage, reimbursement timelines, and financial sustainability.
<b>A34</b>		Investment Development Authority of Lebanon (IDAL)	Technical Developer / Institutional Implementer	Medium	High	Change Agent	IDAL administers fiscal incentives, sectoral licensing, and private-sector interfacing—making it a gateway for public-private impact evaluations.
<b>A35</b>		Banque de l'Habitat	Institutional Implementer / Financial Gatekeeper	Medium	Medium	Technical Catalyst	As Lebanon's only public housing lender, Banque de l'Habitat enables equity-based evaluations in affordable housing policy and public finance access.
<b>A36</b>		Regional Water Establishments (RWEs)	Institutional Implementer	Medium-High	Medium-High	Key Player	The RWEs are direct public service providers and are critical to evaluating SDG 6 implementation, particularly for water continuity, rural access, and affordability.
<b>A37</b>		Litani River Authority (LRA)	Institutional Implementer / Technical Developer	Medium	Medium	Technical Catalyst	The LRA provides multi-sectoral governance over natural resources, energy, and irrigation. It offers strategic entry points for evaluating environmental policy implementation, energy-water integration, and regional development coordination.
<b>A38</b>		Council of the South	Institutional Implementer	Medium	Low-Medium	Gatekeeper	Though politically sensitive, the Council of the South channels state funding to historically underserved areas.
<b>A39</b>		Fund for the Displaced	Retrospective Evaluand	Low	Low	Peripheral Actor	While no longer operational, this fund represents a legacy evaluand with lessons in post-war policy design, compensation justice, and disbursement accountability.
<b>A40</b>		Independent Municipal Fund	Financial Gatekeeper	Medium	Medium-High	Change Agent	As the principal mechanism for local fiscal transfers, the Independent Municipal Fund plays a key role in subnational governance and decentralization.

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
<b>A41</b>	Policy, Research & Training Institutions	Institut des Finances Basil Fuleihan (Iof)	Technical Developer / Knowledge Generator	High	High	Key Player	As Lebanon's primary public finance training institute and a UN-acknowledged regional hub, Iof is ideally positioned to lead evaluator certification and M&E capacity development.
<b>A42</b>		École Nationale d'Administration (ENA)	Technical Developer / Capacity Enabler	Medium	High	Change Agent	ENA plays a central role in public sector modernization through the training of mid- and senior-level civil servants.
<b>A43</b>		National Council for Scientific Research (CNRS)	Knowledge Generator / Technical Developer	Medium-High	Medium-High	Key Player	CNRS manages national research programs and houses robust technical infrastructure for data collection and scientific inquiry. It is essential to NECD for integrating rigorous evaluation design, methodological standardization, and sector-specific evidence production.
<b>A44</b>		Central Administration for Statistics (CAS)	Financial & Data Gatekeeper / Technical Developer	High	Medium	Gatekeeper	CAS is the legal custodian of official statistics and essential for data governance within NECD. While underfunded, it plays a pivotal role in setting baselines, harmonizing indicators, and aligning evaluation efforts with international statistical norms.
<b>A45</b>		Centre for Educational Research and Development (CRDP)	Knowledge Generator / Technical Developer	Medium	High	Strategic Enabler	As Lebanon's legally mandated national authority for curriculum development, textbook production, and educational assessment, CRDP occupies a unique institutional position to embed evaluation culture within the education system. Its dedicated research and evaluation unit, coupled with nationwide operational reach, allows CRDP to serve as a sector-specific anchor for NECD.
<b>A46</b>		Research & Strategic Studies Center (RSSC), Lebanese Armed Forces	Strategic Policy Advisor / Knowledge Generator	Medium	Medium-High	Knowledge Enabler	The RSSC serves as the Lebanese Army's principal center for strategic foresight, public policy research, and civil-military engagement. Though positioned within a security institution, its analytical portfolio spans governance resilience, institutional trust, and public administration reform—making it an untapped asset for NECD.

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
<b>A47</b>	Statutory Professional Orders & Semi-Public Entities	Order of Physicians	Technical Developer / Demand Actor	High	Medium-High	Key Player	Embedding professional accountability into national health sector evaluations, ensuring that service performance measures reflect frontline realities and ethical oversight.
<b>A48</b>		Order of Engineers and Architects	Technical Developer / Knowledge Broker	Medium-High	Medium	Gatekeeper	Integrating professional engineering standards into the assessment of CDR-led and water establishment projects, enhancing the credibility and feasibility of capital project diagnostics.
<b>A49</b>		Order of Nurses	Demand Actor / Knowledge Generator	Low-Medium	High	Change Agent	Order of Nurses can support initiating evaluations on workforce effectiveness, gender-sensitive service delivery, and quality monitoring in public health facilities.
<b>A50</b>		Order of Pharmacists	Technical Contributor / Knowledge Partner	Medium	Medium	Technical Catalyst	Order of Pharmacists can support exploring evaluation mechanisms for medicine pricing, regulatory compliance, and pharmaceutical access. This collaboration will pave the way for integrating rational drug use indicators and
<b>A51</b>		Chambers of Commerce, Industry, and Agriculture	Knowledge Broker / Citizen Interface	High	Medium-Low	Gatekeeper	National Chambers of Commerce, Industry, and Agriculture can incorporate private-sector insights into economic performance evaluations.
<b>A52</b>		Orders & Syndicates of Teachers, Social Workers, Accountants	Demand Actors / Knowledge Channels	Medium-Low	Medium-High	Change Agents	Organized professional bodies—such as those representing teachers, social workers, and accountants—can support gathering applied insights through focus groups and structured feedback loops.

## 5. STATE ACTOR - THE EXECUTIVE AUTHORITY AND ITS ADMINISTRATIVE APPARATUS - LOCAL GOVERNMENT & DEVOLVED ADMINISTRATIONS

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
A53	Decentralized Public Administration	Governorates (Muhafazat)	Institutional Implementer	High	Medium	Key Player	As top-tier territorial administrators, governorates hold political authority and convening power across line ministries and municipalities.
A54		District Administrations (Qada') / Qa'im Maqam offices	Technical Developer / Institutional Implementer	Medium	Medium-High	Technical Catalyst	Positioned between central and local governance layers, district offices manage granular administrative data and service delivery coordination.
A55		Unions of Municipalities	Institutional Implementer / Technical Developer	Medium	High	Change Agent	Unions aggregate resources, coordinate local services, and lead joint programming.
A56		Municipalities (1,032 nationwide)	Institutional Implementer / Citizen Interface	Medium-High	High	Key Player	As frontline service providers and democratically elected actors, municipalities are direct NECD implementers and key sources of real-time performance data.
A57		Moukhtars & Mukhtar Councils	Citizen Interface / Knowledge Broker	Low-Medium	High	Change Agent	While lacking formal administrative authority, moukhtars possess unrivaled local trust and social reach.

## 6. STATE ACTOR - THE LEGISLATIVE AUTHORITY AND ITS ADMINISTRATIVE APPARATUS - PRESIDENCY OF THE CHAMBER OF DEPUTIES

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
A58	Presidency of the Chamber of Deputies	Presidency of the Chamber of Deputies	Normative Enabler	High	Medium	Key Player	As the apex of legislative leadership, the Speaker can convene evaluation-aligned debates, fast-track reform legislation, and institutionalize a parliamentary culture of evidence use.
A59	General Secretariat of the Chamber of Deputies	General Secretariat of the Chamber of Deputies	Technical Developer	Medium-High	High	Technical Catalyst	This technocratic backbone manages legislative workflows and supports committee operations.
A60	Members of Parliament (MPs)	Members of Parliament (MPs)	Citizen Interface / Oversight Actor	Medium-High	High	Change Agent	Reform-minded MPs can anchor NECD within parliamentary oversight.
A61	Parliamentary Committees	Parliamentary Committees	Oversight & Integrity Body	High	High	Key Player	With sectoral expertise and legal review mandates, committees serve as formal validators of evaluation results.



## 7. STATE ACTOR - THE JUDICIAL AUTHORITY AND ITS ADMINISTRATIVE APPARATUS - JUDICIAL AUTHORITY

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
A62	Judicial Authority	Judicial Authority (State Council, Court of Audit, Higher Disciplinary Council)	Hybrid Normative Enablers & Accountability Enforcers	High	Medium-High	Key Player	As constitutionally autonomous yet functionally embedded oversight bodies, these judicial institutions legitimize, audit, and enforce the legal boundaries of evaluation.

## 8. NON-STATE ACTOR- EVALUATION ECOSYSTEM DEVELOPERS

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
A63	National and Regional Evaluation Networks	National and Regional Evaluation Networks (e.g., LebEval, EVAL-MENA)	Technical Developer; Knowledge Generator & Broker	Medium	High	Change Agent	These networks represent the institutional nucleus of the evaluation profession. They shape ethical standards, organize peer learning, and bridge Lebanon to regional evaluation discourse.
A64	Academic anchors and implementation catalyst	Academic Anchors and Knowledge Platforms (e.g., USJ-OFI, AUB-GGCO, universities) & SRM	Knowledge Generator & Broker; Technical Developer; Synergy building	High	High	Key Player	Universities provide the intellectual base, the skills pipeline, and continuity for NECD. USJ OFI anchors evaluation in line with USJ mission and values. SRM sits at the junction of classroom and practice and turns evidence into delivery through disciplined management.
A65	Independent Research and Policy Think Tanks	Independent Research and Policy Think Tanks (e.g., LCPS, TPI, LCF, AI Mustakilloun)	Knowledge Generator & Broker	Medium	Medium-High	Change Agent / Technical Catalyst	These organizations provide deep contextual insights, critical analysis, and theory-driven diagnostics across governance, public service, and policy fields.
A66	Independent Evaluation Consultants and Practitioners	Independent Evaluation Consultants and Practitioners	Technical Developer; Institutional Implementer (indirect)	Low-Medium	High	Technical Catalyst	This group ensures continuity between projects and institutions and acts as the operational backbone of applied evaluation.

## 9. NON-STATE ACTOR - CIVIL SOCIETY AND MEDIA

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification
<b>A67</b>	Advocacy NGOs and Watchdog Organizations	Advocacy NGOs and Watchdog Organizations (e.g., Legal Agenda, LTA)	Citizen Interface / Demand Actor; Oversight Actor (informal)	Medium	High	Change Agent	These organizations frame public expectations for government accountability.. Their role is essential in driving bottom-up demand for evaluation through policy dialogue and legal reform advocacy.
<b>A68</b>	Rights-Based and Thematic Civil Society Actors	Rights-Based and Thematic Civil Society Actors (e.g., Act for Human Rights)	Citizen Interface / Demand Actor; Knowledge Generator	Medium	High	Change Agent / Technical Catalyst	These actors serve as community-embedded evaluation partners, especially in gender, disability, and environmental sectors.
<b>A69</b>	Syndicates and Collective Interest Groups	Syndicates and Collective Interest Groups (e.g., CGTL, Syndicate of Teachers, Syndicate of Social Workers)	Citizen Interface; Knowledge Generator	Low-Medium	Medium	Peripheral Actor / Change Agent	Although not evaluation-focused, these bodies provide structured entry points to professional insight and representativity.
<b>A70</b>	Independent and Investigative Media Outlets	Independent and Investigative Media Outlets (e.g., An-Nahar, Nidaa Al Watan, NNA, Megaphone, Public Source, Political Pen)	Citizen Interface / Demand Actor; Knowledge Disseminator	Medium-High	Medium-High	Key Player / Change Agent	Media outlets shape public discourse, pressure decision-makers, and democratize access to evidence. Their storytelling capacity transforms evaluations into actionable public knowledge.

## 10. NON-STATE ACTOR - DEVELOPMENT PARTNERS AND INTERNATIONAL ORGANIZATIONS

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification & forward-Looking Recommendation
<b>A71</b>	UN Agencies	UNICEF, UNDP, UN Women, UNESCWA, WFP	Development Partner / Accelerator; Technical Developer	High	High	Key Player	These UN agencies are embedded institutional allies with multi-sectoral reach. Their multilateral platforms offer long-term sustainability, south-south learning, and rights-based evaluation guidance.
<b>A72</b>	EU Delegation, AFD, Expertise France, GIZ	EU Delegation, AFD, Expertise France, GIZ	Development Partner / Accelerator; Financial & Technical Contributor	High	Medium-High	Key Player / Gatekeeper	These European actors hold high political leverage, conditional funding instruments, and significant policy-shaping capacity. Their budget support mechanisms are strategic channels for embedding evaluation conditionalities.
<b>A73</b>	World Bank, IMF	World Bank, IMF	Financial and Policy Gatekeeper; Strategic Evaluator	High	Medium	Gatekeeper	As custodians of macroeconomic reform, fiscal benchmarks, and public investment diagnostics, these institutions exert systemic influence but operate from a distance.
<b>A74</b>	Bilateral Donors and Multilateral Coordination forums	Bilateral Donors and Multilateral Coordination forums (e.g., LHF, Lebanon Reform Facility)	Development Partner / Accelerator; Normative Enabler	Medium	Medium-High	Change Agent / Gatekeeper	These platforms provide thematic funding, sectoral entry points, and informal coordination leverage.

## 11. NON-STATE ACTOR - PRIVATE SECTOR ACTORS

#	Actor Tier	Stakeholder	Role Type Classification	Influence	Interest	Strategic Priority Category	Justification & forward-Looking Recommendation
<b>A75</b>	Private Sector Actors	International Statistical Agencies with Affiliation in Lebanon	Evidence Generator / Data Partner	Medium-High	Medium-High	Strategic Enabler	Regional leaders in survey research with statistically rigorous, representative data across governance, education, health, and public sentiment. Their territorial coverage, frequent polling, and international methods make it a critical non state data partner for NECD.
<b>A76</b>	Private Sector Actors	Local Statistical Agencies	Evidence Generator / Data Partner	Medium-High	Medium-High	Strategic Enabler	These firms maintain longitudinal datasets, professional fieldwork capacity, and validated sampling and weighting that support comparable indicators across time and place.

