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ID4D

ID Diagnostic: Lebanon



Report No:

Mashreq Mashreq Digital Dialogue & DD Watch

Lebanon ID Diagnostic

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Digital Development Global Practice



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About ID4D

The World Bank's Identification for Development (ID4D) Initiative harnesses global and cross-sectoral knowledge, World Bank financing instruments, and partnerships to help countries realize the transformational potential of identification (ID) systems, including civil registration (CR). The aim is to enable all people to exercise their rights and access better services and economic opportunities in line with the Sustainable Development Goals.

ID4D operates across the World Bank with global practices and units working on digital development, social protection, health, financial inclusion, governance, gender, and data protection, among others. To ensure alignment with international good practices for maximizing development benefits and minimizing risks, ID4D is guided by the 10 Principles on Identification for Sustainable Development, which have been jointly developed and endorsed by the World Bank and over 30 global and regional organizations (see <http://idprinciples.org>).

ID4D makes this happen through its three work pillars:

1. Thought leadership, research, and analytics to generate evidence and fill knowledge gaps.
2. Global public goods and convening to develop and amplify good practices, foster collaboration across regional and global stakeholders, and support knowledge exchange.
3. Country and regional action through financial and technical assistance to realize inclusive and trusted ID and civil registration systems.

The work of ID4D is made possible through support from the Bill & Melinda Gates Foundation, the UK Government, The French Government, The Norwegian Agency for Development Cooperation (NORAD), and the Omidyar Network. To find out more about ID4D and access our other publications, visit <https://id4d.worldbank.org/>.

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Abbreviations

Acronym/Term	Full Name	Arabic Name
CR	Civil Registration	السجل المدني
CSB	Civil Status Bureau	دائرة الأحوال الشخصية
CSC	Civil Status Commissioner	مأمور النفوس
CSQ	Civil Status <i>Qalam</i>	قلم نفوس
DGCS	Directorate General of Civil Status	المديرية العامة للأحوال الشخصية
District	District (<i>Qada'</i>)	قضاء
FCSE	Family Civil Status Extract	اخراج قيد عائلي
Governor	Governor (<i>Mouhafez</i>)	محافظ
Governorate	Governorate (<i>Mouhafaza</i>)	محافظة
ICSE	Individual Civil Status Extract	اخراج قيد فردي
Mayor	Mayor	رئيس بلدية
MOF	Ministry of Finance	وزارة المالية
MoIM	Ministry of the Interior and Municipalities	وزارة الداخلية والبلديات
<i>Moukhtar</i>	<i>Moukhtar</i>	مختار
NID	National ID	بطاقة الهوية
<i>Qaemaqam</i>	<i>Qaemaqam</i>	قائمقام

Executive Summary

This diagnostic provides an overview of the foundational identity ecosystem in Lebanon, which is composed of the civil registry and the national identification systems.

Civil registration in Lebanon is primarily paper-based and decentralized. It is under the purview of the Directorate-General of Civil Status (DGCS), a department of the Ministry of Interior and Municipalities (MoIM). Lebanese citizens are identified according to their family; family registers are kept at the local civil registration offices in the district of the family's ancestral home. Registration of vital events such as births, deaths, and marriages are carried out through locally elected volunteers, called *moukhtars*, who route applications to district civil registration offices, the Civil Status Qalams (CSQs). Coverage is high, with over 99 percent of births registered in the country.

The main credential produced by the civil registration system is the civil status extract, which can be individual (ICSE) or for a family (FCSE). Both are used for a wide variety of transactions and are usually valid for three months. While the production of these extracts was historically paper-based, a recent reform has allowed for partial digitalization of the "flow" of the registration of vital events, providing a simplified procedure for citizens to obtain ICSEs and allowing DGCS to create a civil registration database for those who have requested ICSEs through this new procedure. This database is not yet interoperable with the national ID (NID) card database and other sectoral systems. Efforts are also underway to microfilm legacy civil registers to preserve these historical records and enable easier consultation by civil registry staff; scanned microfilms are also indexed and stored in a database (though no manual data entry of information within the registers has taken place). This operation is partially completed.

The national ID card system is also operated by DGCS. Unlike the civil registry, this digitized system collects biometric data from applicants and, following deduplication, issues unique identification numbers (UINs) that are then attributed to people for the rest of their lives. The NID card, the current version of which was first issued in 1997, is mandatory for Lebanese citizens over the age of 15 (those under 15 years of age can also apply for a NID card but do not provide biometrics). An estimated 4.4 million citizens have NID cards, although there are over 6 million records in the NID database: the latter figure includes records for lost or duplicate cards as well as deceased persons, as there is no reliable process in place for removing these persons from the database. There is no expiry date on the card and, due to the lack of interoperability with the civil registry, no method for updating a citizen's information once she registers a vital event. Citizens are not obligated to update or renew their card, and so in practice, the data stored in the NID database is not always up to date. While the NID card includes a barcode that could be used by relying parties to verify a person's identity, the data is compressed using a proprietary algorithm, and no authentication by third parties can currently take place. The NID database lacks interoperability with other systems, due to MoIM's perceived lack of security and reliability.

The legal and regulatory framework supporting Lebanon's digital ID and civil registration systems is inadequate and requires substantial revisions to facilitate the transition from traditional paper-based methods to efficient digital systems while ensuring adequate safeguards. In the case of digital ID, critical implementing measures are absent, hampering the establishment of a reliable digital identification ecosystem. Additionally, the legal provisions that govern civil registration procedures are outdated, imposing intricate processes on citizens due to the legacy nature of the system and its potentially obsolete institutions. Finally, to address potential risks associated with digitalization, substantial amendments are required to align relevant provisions with international standards, particularly concerning oversight and enforcement mechanisms in crucial areas like data protection and cybercrime.

Overall, the civil registry and national ID system in Lebanon are characterized by broad coverage and sustainable data collection mechanisms that allow for the continuous registration of vital events and the delivery of identity credentials to individuals that allow them to access services and complete transactions. The main challenges to the foundational identification systems lie in a lack of interoperability between each other and with other sectoral databases, limiting their usefulness and resulting in a duplication of efforts. There are no continuous update mechanisms for the national ID card, so information printed on the card or stored in the database is frequently out of date. Finally, the lack of verification and authentication services limits the ability of identity credentials produced by the system to serve as an authoritative source of identity data, which, in turn, limits the usefulness of the system in enabling transactions and reducing fraud. Initial improvements should focus on consolidating foundational ID systems, introducing interoperability between foundational ID and sectoral systems, putting in place data update mechanisms, and enabling verification of identity data by relying parties. To allow Lebanon to take advantage of the opportunities offered by the digital age and transition towards digital government, a digital ID layer could be introduced, supported by an appropriate enabling environment, and included as part of a holistic digital transformation strategy that responds to the developmental needs of the country.

Introduction and Context

COUNTRY CONTEXT

Lebanon is a small, densely populated country located on the eastern coast of the Mediterranean Sea. In 2022, its population stood at 5.49 million.¹ The Lebanese economy is largely service based, with smaller industrial and agricultural sectors. Life expectancy at birth is 75 years, and the country has a high level of human development, with a Human Development Index (HDI) of 0.71 in 2021, though both measures have fallen in the recent years of economic crisis.² Lebanon's Human Capital Index (52 percent) is lower than the global average (56 percent).³ Arabic is the official language of Lebanon, while French and English are also widely used.

Despite Lebanon's advancements in living standards, the country currently sits at the epicenter of several overlapping crises, including the unfolding economic and financial crises. The continuous effects of the COVID-19 pandemic and the fallout from the August 2020 Port of Beirut explosion add extra weight to the country's economic and financial concerns. The economic crisis has been acute, causing per capita income to fall from around US\$9,200 in 2018 to US\$4,100 in 2021.⁴ This decline has been accompanied by triple-digit inflation, and the Lebanese Pound (LBP) has lost more than 98 percent of its pre-crisis value.⁵ Consequently, Lebanon's current economic and financial crisis ranks among the worst globally since the mid-nineteenth century.⁶ In July 2022, Lebanon was re-classified as a lower-middle income country, a demotion from its previous upper-middle income status. The effects of the crisis are regressive, falling hardest on the poor and middle class. Poverty is rising and more than half of the country's population likely lives below the poverty line.⁷

The Republic of Lebanon is a Parliamentary democracy within an overall framework of confessionalism, where the positions of high office are proportionately allocated to members of the various religious communities, based on a census of the population carried out in 1932. Parliamentary seats are split evenly between Christians and Muslims, with representation of each of the major branches of each religion. For example, the Lebanese President is a Maronite Christian, the Prime Minister a Sunni Muslim, and the Speaker of Parliament a Shia Muslim. Since 2017, independents, new parties, and non-sectarian groups can also run for Parliament.⁸

¹ [Population, total - Lebanon | Data \(worldbank.org\), 2022](https://data.worldbank.org/SH.UV.XD.CD?locations=SS)

² [Human Development Reports](https://data.worldbank.org/SH.UV.XD.CD?locations=SS), United Nations Development Programme (2021)

³ [Human Capital Project](https://data.worldbank.org/SH.UV.XD.CD?locations=SS), World Bank (2020)

⁴ [GDP per capita \(current US\\$\) - Lebanon | Data \(worldbank.org\)](https://data.worldbank.org/SH.UV.XD.CD?locations=SS)

⁵ [Lebanon Economic Monitor](https://data.worldbank.org/SH.UV.XD.CD?locations=SS), Spring 2023, World Bank

⁶ [Lebanon Economic Monitor](https://data.worldbank.org/SH.UV.XD.CD?locations=SS), Spring 2021, World Bank

⁷ [Lebanon Overview](https://data.worldbank.org/SH.UV.XD.CD?locations=SS), World Bank (2022)

⁸ [Lebanon's confessional system keeps change just out of reach](https://data.worldbank.org/SH.UV.XD.CD?locations=SS), Electoral Reform Society (2020)

A significant proportion of the Lebanese population, roughly 17 percent,⁹ is made up of foreign residents and refugees. Palestinians account for a large portion of the foreign population. They include refugees who fled to Lebanon during and before the 1948 Arab-Israeli wars¹⁰ along with their descendants, as well as former Palestinian armed groups that originally entered Lebanon during the 1975-1990 civil strife.¹¹ A 2017 census of Palestinians carried out by the Lebanese government estimates that there are 175,000 Palestinians living in Lebanon,¹² although other estimates vary upwards to 479,000.¹³ Much of this population lives scattered across 12 refugee camps. Palestinians cannot work in several professions, own real estate, or access governmental services reserved for Lebanese citizens.¹⁴ Many are stateless despite being born in Lebanon, as there is no *jus soli* principle enshrined in Lebanese law, and Lebanese nationality is only passed through paternity.

Syrians are another notable group. In 2011, large numbers of Syrian refugees entered Lebanon following the outset of conflict in Syria. There were an estimated 1.5 million Syrian refugees living in Lebanon in 2023 (including approximately 815,000 registered with UNHCR), 88 percent of whom live in extreme poverty.¹⁵ Lebanon has the highest number of refugees per capita and per square kilometer in the world.¹⁶ There are several other diaspora populations in Lebanon, including Armenians, Iraqis, Kurds, Turks, Assyrians, and Circassians. As a result, Lebanon is home to a religiously, culturally, and politically diverse population.

Identity practices in Lebanon reflect the country's diverse population and are strongly shaped by its history. The fundamental characteristics that underpin the Lebanese concept of identity are a person's family, sect, and place (i.e., each family's ancestral home). The civil registration and identification systems in the country espouse this concept, and these characteristics constitute the foundational organizational principle for identification and civil registration. For example, the civil registration system largely identifies citizens by their family; individuals are registered in their family registry book and must complete many related transactions in the area where their family's ancestral home is located.

The legal system in Lebanon is a blend of secular civil law, inspired by the French civil code, and religious law for matters related to personal status, such as marriage and divorce. The precise set of rules to apply in the latter instance depend on the laws of the individual citizen's sect. Although there have been some fruitless attempts to establish civil marriage, currently all marriages (and divorces) celebrated in Lebanon must be religious—a rule which some couples circumvent by marrying abroad.¹⁷

⁹ [Labour Force and Household Living Conditions Survey \(2018-19\)](#), conducted by Lebanon's Central Administrations of Statistics. This survey did not include populations living in refugee camps, so the real foreign population may be higher still.

¹⁰ Over 700,000 Palestinians were displaced to surrounding countries during the 1948 and civil war in Mandatory Palestine and the subsequent Arab-Israeli war. Rogan, E. L. and Shlaim, A. (2010) *The War for Palestine: Rewriting the History of 1948*. 2nd edition. Cambridge: Cambridge University Press (Cambridge Middle East studies, 15).

¹¹ During and before the 1975-1990 Lebanese civil war, Palestinian militant groups were active in Lebanon as part of their insurgency against Israel. Tara ḥ-bulsi ḥ-Fawwa ḥ-ḡ (2007) *A History of Modern Lebanon*. London: Pluto.

¹² [Lebanon conducts first-ever census of Palestinian refugees | Jordan Times](#)

¹³ More than 479,000 Palestinian refugees are registered in Lebanon with UNRWA, about 45 per cent of them live in the country's 12 refugee camps. Palestinians in Lebanon do not enjoy several important rights because they are not formally citizens of any state. [Where We Work | UNRWA](#)

¹⁴ Lebanon is not party to the 1951 Refugee Convention, which would impose several obligations on the Lebanese government vis-a-vis refugees.

¹⁵ <https://reporting.unhcr.org/lebanon>

¹⁶ <https://www.unhcr.org/lb/at-a-glance>

¹⁷ Recently, some couples have attempted to circumvent religious marriage laws without travelling by getting married online. [Lebanese seeking civil marriages are getting wed online | The Economist \(Sept. 8, 2022\)](#)

When it comes to identity and nationality, individuals do not stand equal before the law; women and foreigners do not share the same privileges that are conferred to male Lebanese citizens. For example, only Lebanese men can confer nationality to their spouses or their children. Children born to Lebanese women married to foreign spouses (who cannot become Lebanese by marriage) thus do not acquire Lebanese nationality, despite being born on Lebanese soil to a Lebanese mother. This has important consequences for individuals: non-citizen children and spouses must reapply for residence in Lebanon every 1-3 years and must routinely obtain work permits.¹⁸ There is an increased risk of statelessness for children born to a Lebanese woman and a non-Lebanese man; one study suggests that 73 percent of non-Palestinian stateless persons in Lebanon are born to a Lebanese mother.¹⁹ Due to the historical and political significance of their migration flows, but also large population size, Palestinians and Syrians also receive special treatment under the law, above and beyond the differential rules that generally apply to foreigners of other nationalities.

Institutional arrangements in Lebanon reflect the influences of former colonial powers, with its administrative law being a hybrid between multiple legal traditions, notably French and Ottoman colonial legacies. From an administrative standpoint, Lebanon is highly centralized, with local governments having little to no autonomous decision-making power. This stands in contrast to other French-inherited administrative structures. The dual mayor system, where both mayors and *moukhtars* coexist as locally elected officials, is a particular idiosyncrasy of Lebanon, reflecting the legacy of an Ottoman institution coexisting with that of a French institution.

Despite Lebanon's ability to make advancements towards human development and life expectancy, it is currently struggling to endure one of the worst economic crises in nearly a century. Much work will need to be done to rehabilitate the country's crippled economy. A digitally-led recovery could be instrumental.

¹⁸ [Lebanon: Discriminatory Nationality Law | Human Rights Watch \(hrw.org\)](#)

¹⁹ [Who are stateless in Lebanon? Victims breeding genetically in the state's indifference | Legal Agenda \(legal-agenda.com\)](#)

ADMINISTRATIVE AND INSTITUTIONAL STRUCTURE

The table below summarizes the key institutions involved in civil registration and ID in Lebanon. They are presented alongside administrative divisions, reporting lines, and a summary of each institution's function and role in the ID ecosystem.

Level	Institution	Reports to	Function	Appointment type	Salaried?
1. Central government	Ministry of Interior and Municipalities (MoIM)	Prime Minister	Overall management and oversight of Lebanon's ID ecosystem; delegation of various tasks to administrative subdivisions.	Political appointment	Yes
	Directorate General of Civil Status (DGCS) ²⁰ – part of MoIM.	MoIM	<p>Within the MoIM, the DGCS is responsible for legal ID, including national ID (NID) and the civil registry (CR). DGCS' responsibilities include:</p> <ul style="list-style-type: none"> Civil registry (DGCS Civil Status Bureau). Registration of vital events such as birth, marriage, divorce, and death, and supervision of the application of laws related to civil status, such as acquisition and loss of nationality. National ID system (DGCS National ID Card Bureau). Processing of ID card applications, production of identity cards, updating and managing of the NID card database. Electoral registry (DGCS Electoral Bureau). Management and maintenance of electoral lists. Civil registration of foreigners (DGCS Occurrences of Foreigners Bureau). Maintaining civil registries for foreign residents in Lebanon. 	Civil servant (MoIM)	Yes
	Directorate General of Political Affairs and Refugees (DPAR)	MoIM	Responsible for civil registration of Palestinians and Syrian refugees.	Civil servant (MoIM)	Yes
	General Directorate of General Security (GDGS)	MoIM	Responsible for issuing passports, entry visas, permanent and temporary residence permits, and travel documents for Palestinian refugees living in Lebanon.	Civil servant (MoIM)	Yes
	Office of the Minister of State for Administrative Reform (OMSAR)	Prime Minister	Responsible for the implementation of the government's digital transformation strategy, including the building blocks for digital ID.	Political appointment	Yes

²⁰ DGCS is subdivided into eight specialist bureaus: Legal Affairs, Vital Statistics, National ID Card, Electoral Lists, Coordination and Monitoring, Occurrences of Foreigners, Expatriates, and Nationality Affairs and Issues.

Level	Institution	Reports to	Function	Appointment type	Salaried?
2. Governorate / Mouhafaza / Province ²¹	Governor (<i>Mouhafeg</i>)	MoIM and other ministries	Administrative function that represents all ministries at the governorate level except the Ministry of Justice (MoJ) and the Ministry of Defense. Implements central government policies at the local level and coordinates with central government and regional officials.	Civil servant (MoIM)	Yes
	Civil Status Bureau (CSB) ²² – part of DGCS. Headed by a Chief of Bureau.	DGCS	Responsible for administering civil registration in its jurisdiction and overseeing CSQs.	Civil servant (MoIM DGCS)	Yes
3. District / Caza/Qada ²³	<i>Qaemaqam</i> ²⁴	Governor	General oversight of the district, reporting developments to the central government and administering the regional offices of various ministries in the district.	Civil servant (MoIM)	Yes
	Civil Status <i>Qalams</i> (CSQ) ²⁵ Headed by a Chief of <i>Qalam</i> .	DGCS	Responsible for administering civil registration in its jurisdiction.	Civil servant (MoIM DGCS)	Yes
4. Municipality ²⁶	Mayor	<i>Qaemaqam</i> ²⁷	As head of municipalities, mayors are responsible for the provision of public services and goods and for local regulations. Mayors are indirectly elected and, as local representatives of MoIM, have little independent decision-making authority. ²⁸ Mayors have no role in the CR and ID systems.	Elected	Yes
5. Town/ locality/ village/city ²⁹	<i>Moukhtar</i>	<i>Qaemaqam</i> ³⁰	Key institutional actor for CR; the moukhtar is the point of contact between Lebanese citizens and foreigners and the government; almost all ID-related requests and services are routed through the moukhtar, who then interfaces with the relevant CSQ.	Elected	No ³¹

²¹ There are 8 governorates in Lebanon: Akkar, Baalbeck-Hermel, Beirut, Bekaa, Mount Lebanon, North Lebanon, Nabatiyeh, and South Lebanon.

²² There are six CSBs in total, located in the governorates of Nabatiyyeh, South Lebanon, North Lebanon, Beqaa, Mount Lebanon, and Beirut.

²³ 26 districts in total (counting Beirut and Akkar each as one district).

²⁴ Except for five districts (regional capitals), which are administered directly by the governorate.

²⁵ There is a total of 49 CSQs. These are distributed among the 6 governorate-level civil status bureaus as follows: Nabatiyyeh: 7, South Lebanon: 4, North Lebanon: 13, Beqaa: 10, Mount Lebanon: 14, Beirut: 1.

²⁶ A municipality is a community with at least 500 inhabitants; there are 1029 municipalities in Lebanon.

²⁷ Reports to governor in regional capitals.

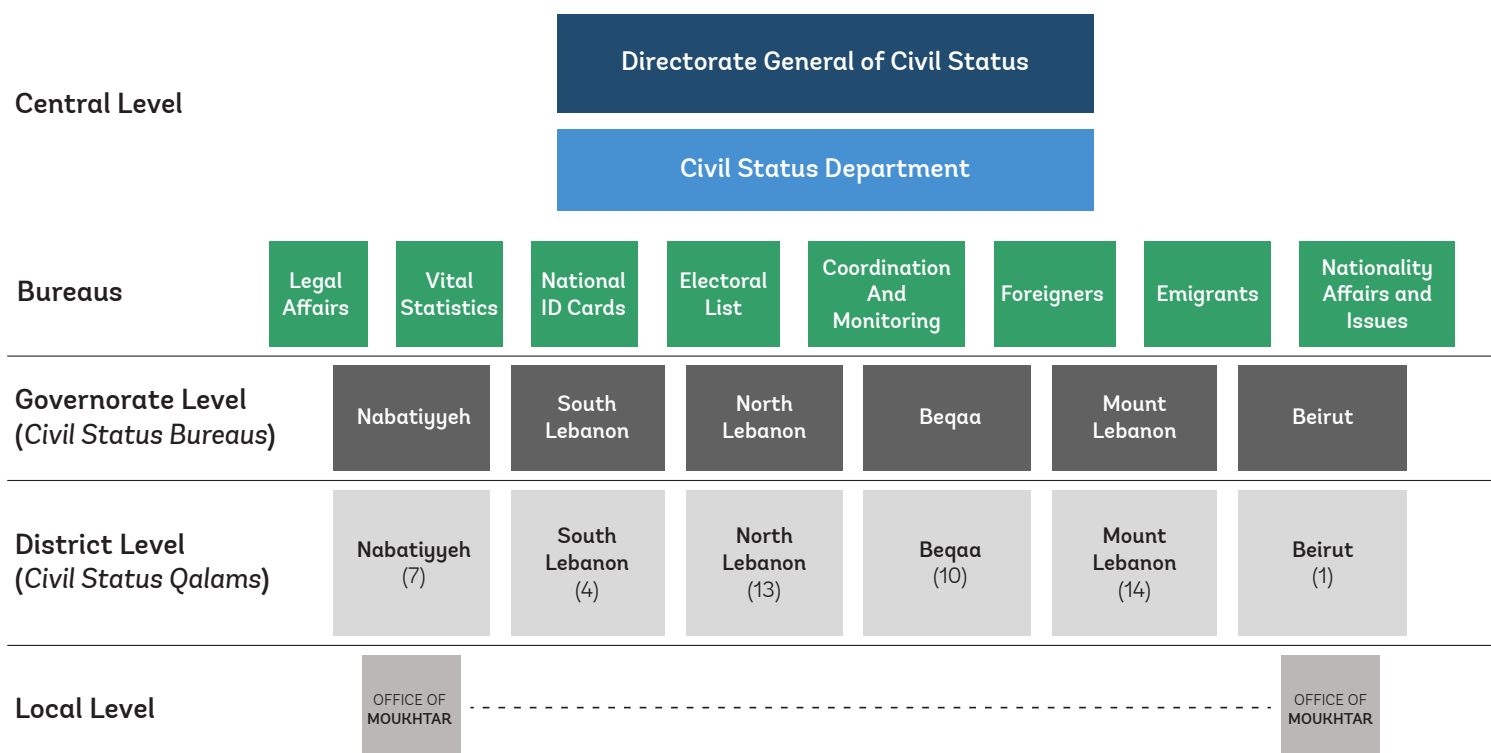
²⁸ Municipalities (communities with at least 500 inhabitants) elect their own councils, which in turn elect mayors and vice-mayors. Although mayors are not MoIM officials, they report to MoIM and have only limited independent decision-making and budgetary autonomy.

²⁹ There are 1642 towns and villages in Lebanon.

³⁰ Reports to governor in regional capitals.

³¹ However, governmental decrees do allow *moukhtars* to charge for specified transactions or services, the price of which is set by the government and is paid in tax stamps. Transactions and services that fall under this category include civil status services, as well as services related to inheritance, mortgages, and sales, as well as legally ratifying signatures.

Figure 1. Organization of the DGCS within different administrative divisions



LEGAL FRAMEWORK

Identification and Civil Registration

In 2012, a law established a unique ID number (UIN) to be used as a means to identify citizens on administrative documents and transactions.³² This law was followed by a decree issued in 2017 (the “2017 decree”) that set forth the modalities for the issuance and management of the UIN. The 2017 decree defines the UIN for each citizen as being the number written on a person’s NID and provides that all public-sector entities shall adopt the UIN as the only means of identification of Lebanese citizens. It further states that citizens shall use the UIN for all paper-based and electronic transactions before the public administration, public institutions, and municipalities. Similarly, these entities shall use the UIN of each citizen to exchange data relevant to any transaction that falls within their respective mandates. By making the UIN the only means of identification to be recognized by the public administration and a requirement for completing any transaction with public entities, the 2017 decree excludes those who do not have a NID. Yet, the 2017 decree provides that the DGCS is entrusted with developing a “roadmap” to provide UINs to all relevant public-sector entities, as well as to establish and sign memoranda of understanding with these entities before updating any database. These implementation arrangements would need to be adopted to fully operationalize the use of the UIN.

The governing law for civil registration was enacted in 1951³³ and last amended in 1993. This legislation provides the modalities for registering births, deaths, marriages, divorce, annulments, as well as for modifying residency, religion, and sect. On an institutional level, these vital events involve the presence of a *moukhtar*, an elected chief present at each village, town, or city, who is responsible for certifying declarations of vital events. The law provides that births should be declared by a parent, guardian, or doctor within 30 days from the birth date. After this period of 30 days, births can be registered only through a judicial decision, upon the request of the relevant individual and the attorney general. Deaths, on the other hand, should be declared within 30 days by the *moukhtar*, doctor, director of hospitals, prisons, or the police. Aside from involving the *moukhtar* as an intermediary between individuals and the Directory General of Civil Status (specifically its personal status offices in each *caza*), the processes for registering vital events also involve the presence of witnesses to enable certification by the *moukhtar*. Although no provision specifically precludes the digitalization of these processes, the physical presence of witnesses derives from a legacy system, and the law would need to be updated in that regard if more modern means could serve the same purpose of authenticating a birth, a death, or a marriage. While registration of these vital events is free of charge, any delay in registration would consequently impose the payment of penalties. For delays in registering deaths, the law imposes a fine on the mukhtar himself and, if the latter does not remedy the delay, the burden of certifying death and transferring the certified act to the civil status office is borne by the muhafaḡ (the governor of the relevant governorate).

³² Law 241 of October 22, 2012, on the use of the Unique Identification Number by public administration.

³³ Law issued on December 7, 1951, on documenting civil status.

Data Protection

Lebanon lacks a comprehensive data protection law, leaving personal data susceptible to potential misuse. Although the Constitution does not explicitly recognize the right to privacy, the latter can be implied from the Universal Declaration of Human Rights, which is incorporated by reference. The Electronic Transactions and Protection of Personal Data Law (Law 81-2018)³⁴ attempts to address these concerns but falls short in several critical areas. Specifically, it fails to provide clear definitions for key concepts like data controllers and processors and lacks essential principles such as privacy by design and privacy by default. Furthermore, Law 81-2018 does not establish an oversight agency responsible for ensuring compliance with data protection obligations. Under the current regulatory framework, the Ministry of Economy and Trade (MoET) is entrusted with granting authorizations and licenses and receiving notifications related to personal data processing. However, this model has proven inefficient, as very few authorizations and licenses have been issued by the MoET in practice, highlighting its shortcomings. Providing the executive branch with the authority to issue authorizations for data processing can potentially lead to conflicts of interest and undermine transparency and public accountability. Law 81-2018 also includes a wide range of exemptions, notably exempting public-sector agencies from complying with data protection obligations when acting within the scope of their “public service” mandate. These gaps in the legislation pose significant risks to the protection of individuals’ personal data, particularly in the context of digitalized public services such as digital ID and civil registration. This situation could deter various sectors from implementing best practices in data protection, heightening the likelihood of privacy violations and eroding trust in the government, particularly in the context of a digital transformation.

Electronic Transactions and e-Signature

As previously mentioned, Law 81-2018 plays a pivotal role in regulating electronic writings, signatures, and documents within Lebanon. It recognizes legal validity for electronic signatures and documents as their traditional paper counterparts, subject to specific conditions. However, substantial gaps and ambiguities remain, hampering the effectiveness of these provisions.

There is a significant lack of clarity in Law 81-2018 around certain terms that are either undefined or used in different meanings. Several cross-references within the provisions also create confusion when it comes to understanding the conditions under which an e-signature would be valid, and the various levels of trust and assurance provided.

Despite these ambiguities, Law 81 can be construed as acknowledging at least two distinct types of e-signatures:

- (i) High-trust electronic signatures: These are e-signatures that comply with certain conditions and are issued by “accredited”³⁵ trust service providers (sometimes referred to as “qualified” in international instruments),³⁶ a status granted by the Lebanese Accreditation Body, COLIBAC.
- (ii) Low- to medium-trust electronic signatures (sometimes referred to as “advanced” and/or “simple” electronic signatures in international instruments), which do not benefit from the rigorous standards-based “accreditation” (“qualification”) process.

³⁴ See Part V of the Law

³⁵ The term “accredited” is a literal translation from Arabic but the drafters appear to have intended to refer to “qualified” trust service providers at least when referring specifically to those qualified by ANSSI and other assessment bodies within the EU. For additional details, the reader is referred to: David Black and Christopher Tullis (forthcoming), “Public Key Infrastructure: A Practitioner’s Guide,” Digital Public Infrastructure Practitioner’s Note Series, World Bank.

³⁶ European Union Regulation on electronic identification and trust services of 2014 accessible at: <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32014R0910>

While the first type of e-signature benefits from a presumption of reliability, the second one does not and would need to be proven reliable in court. Yet, it is unclear from the provisions of Law 81-2018 how this “accreditation” process would occur and what standards and requirements would need to be complied with for an e-signature to be “accredited”.

An additional layer of complexity in Law 81-2018 is that it draws a separation between (a) e-signature used in the private sector, (b) e-signature used in the financial sector, and (c) public-sector e-signature and the requirements needed to fully operationalize the applicable regime for e-signature in the country warrant additional legal provisions.

- (i) The requirements needed for using high trust/ “accredited” e-signatures hinge on the operationalization of COLIBAC, which should help clarify the processes and standards needed for such a level of assurance.
- (ii) For the financial sector, the Central Bank has adopted a circular clarifying the conditions under which e-signature can be used for banking and financial transactions.³⁷
- (iii) Similarly, the Ministry of Justice and OMSAR have collaboratively drafted a decree outlining the requirements for e-signatures in the public sector. This decree has been submitted for adoption by the Council of Ministers in January 2024. Notably, the draft decree affirms the equivalent legal status of electronic official documents compared to their traditional paper-based counterparts. Its objective is to establish prerequisites and safeguards, ensuring the recognition of electronic official documents. This involves defining the conditions and requirements necessary for electronic official documents to guarantee their probative value and enforceability, aligning with the Lebanese Procedural Code (Article 2). The decree prioritizes the adoption of the highest level of trust for electronic signatures used by public officials, as outlined in Articles 25-27. The decree adopts a comprehensive approach to high trust e-signature that is designed to bolster the security and reliability of electronic signatures within Lebanon’s legal landscape while aligning it with international good practices such as the EU eIDAS regulation.

Despite the remaining gaps, these legislative efforts both at the financial sector level and for public sector e-signatures provide an efficient pathway toward ensuring trusted transactions, key to robust digital ID and CR systems.

Cybersecurity

A national cybersecurity strategy was adopted in 2019. The strategy aims to “develop the legal, procedural, and technical means to defend Lebanon against constantly evolving cyber threats, to provide an effective response to incidents, and to ensure the protection and resilience of the country’s networks, data, and systems. The strategy also establishes a National Cybersecurity and Informational System Agency (NCISA), which shall report directly to the Prime Minister and shall be responsible for, inter alia, the facilitation and supervision of the design, implementation, and coordination of secure inter-ministerial and interdepartmental means of electronic communications at the governmental level, the implementation of the country’s cybersecurity policy for information systems, support in establishing, at the national level, the Cybersecurity Incidents Response team (CSIRT) that works daily with ministries and law enforcement agencies.

³⁷ See Intermediate Circular 667, updating Basic Decision 7548, accompanying Circular 69 of 7 June, 2023 accessible in Arabic at: https://www.bdl.gov.lb/CB%20Com/Laws%20And%20Regulations/Basic%20Circulars/Decision_7548_AR%C2%A782_1.pdf

Cybercrime

Although no comprehensive law on cybercrime has been adopted, Part IV of Law 81-2018 criminalizes certain offences related to IT systems and data, as well as crime related to banking cards. The offences covered include illegal interception, illegal access, data and system interference, misuse of devices, computer-related forgery, child pornography, offences related to copyright infringements, attempts to commit such offences, as well as corporate liability. It must be noted that Lebanon has not acceded to the Budapest Convention, and that no provision on international cooperation is included under Law 81-2018.

Foundational ID Systems

CIVIL REGISTRATION

Overview

The Lebanese Civil Registration (CR) system organizes the collection, processing, and archiving of records related to vital events (such as birth, marriage, and death) occurring in Lebanon. It is modeled after the French CR, but contains additional elements carried over from the Ottoman era, as well as some particularities unique to Lebanon. The system is primarily paper-based and decentralized. Registers, which are all written in Arabic, are maintained at the district level (in CSQs) for Lebanese citizens, and at the governorate level (in CSBs) for foreigners. Some data is centralized at the DGCS.³⁸

Certified copies of civil records, commonly referred to as birth certificates in many countries, are known in Lebanon as “civil status extracts.” There are two types of civil status extracts that can be requested depending on the intended use: the individual civil status extract (ICSE) and the family civil status extract (FCSE). Such extracts are needed for access to various services and are valid for a period of three months. Historically, the issuance of these civil status extracts was entirely paper-based, but recent reforms have seen digitalization of some of the underlying business processes, as well as the document issuance itself. This report focuses on the ICSE, as it is the document required for most identity-related transactions.

Organization

The civil registry is managed by the MoIM, which delegates some administrative tasks and procedures to its various district- and local-level representatives.

Moukhtars

Access to ID and CR registration services is mediated by *moukhtars*. *Moukhtars* are the interface between individuals and the state for all matters relating to civil status, such as the registration of a vital event or the obtention of a related document, such as a marriage certificate or an ICSE. *Moukhtars* perform the role of intermediary, routing requests from individuals to local CSQs, and distributing documents to individuals once they are available. They also play an authentication and certification role for the identities of people requesting CR services, as they are presumed

³⁸ The e-ICSE system is centralized. Microfilming and indexing projects are carried out at the *qalam* level. There are no duplicate paper registers maintained at *qalam* or centralized level.

to know the identities of people living in their districts. *Moukhtars* do not keep local records of the civil registry and are not authorized to consult civil registries at their local CSQs or CSBs.

In general, *moukhtars* are not paid salaries or otherwise compensated. Their role is considered an honorary position that comes with a certain community prestige. However, governmental decrees do allow *moukhtars* to charge for specified transactions and services, including some civil status services, the price of which is set by the government and is paid in tax stamps. The proceeds of *moukhtar* stamp costs go to the *moukhtar* mutual fund, which provides compensation to *moukhtars*. Informal fees are also common.

Civil Status Qalam (CSQ)

The 49 CSQs in Lebanon are responsible for managing civil status records and issuing certified copies and summaries. They keep the family civil registers for Lebanese citizens (and foreign spouses)³⁹ as well as binders of supporting documents for births, deaths, marriages, and divorces. Examples of supporting documents include declaration forms, submitted photos, a birth notification document from the hospital, or a court judgment from a divorce.

The CSQs also collect and share data and statistics with relevant stakeholders and departments. This includes monthly reports of births, deaths, and other vital events, and annual lists of Lebanese citizens who have fulfilled the legal conditions to be registered in the electoral list.

The employees of the respective *qalams* are the only authorized personnel who register and update the civil registers and produce civil status extracts and other certified copies for Lebanese citizens in their respective district, under the supervision and authorization of the Civil Status Commissioner of that *qalam*. The CSQs represent the DGCS in civil courts for civil status cases.

Civil Status Bureau (CSB)

The CSBs supervise the CSQs in their respective governorates, coordinate the work among them, and express an opinion on matters presented by the Civil Status department.

Directorate General of Civil Status (DGCS)

The DGCS, at the Ministry of the Interior and Municipalities (MoIM), is the sole entity that owns and is responsible for the national civil registries for Lebanese citizens and residents. The DGCS is subdivided into several bureaus that manage different aspects of civil registration and ID. Foreigners are registered in the Bureau of Occurrences of Foreigners in DGCS, which has an office in every governorate. This is not the case, however, for Palestinians and other refugees⁴⁰ who are registered in another directorate of the MoIM, the Directorate General of Political Affairs and Refugees (DPAR).

Revenue sources

Revenue that stems from civil status acts is generated through revenue stamps paid by applicants, the value of which is determined by the central government and validated by the Ministry of Finance. These stamps are printed by the Ministry of Finance and purchased from *moukhtars* or from canteens or shops close to government institutions. The proceeds of revenue stamps go to the central government (the Treasury); no direct revenues go to the DGCS, CSBs, or CSQs who receive central government funding. *Moukhtar* stamps, paid in addition to revenues stamps, go to the *moukhtars'* mutual fund, which also receives central government funding.

³⁹ Foreigners' records are kept in the Occurrences of Foreigners Bureau in the DGCS.

⁴⁰ In Lebanon, Palestinians are considered refugees by the Government, while Syrians are considered displaced.

Processes

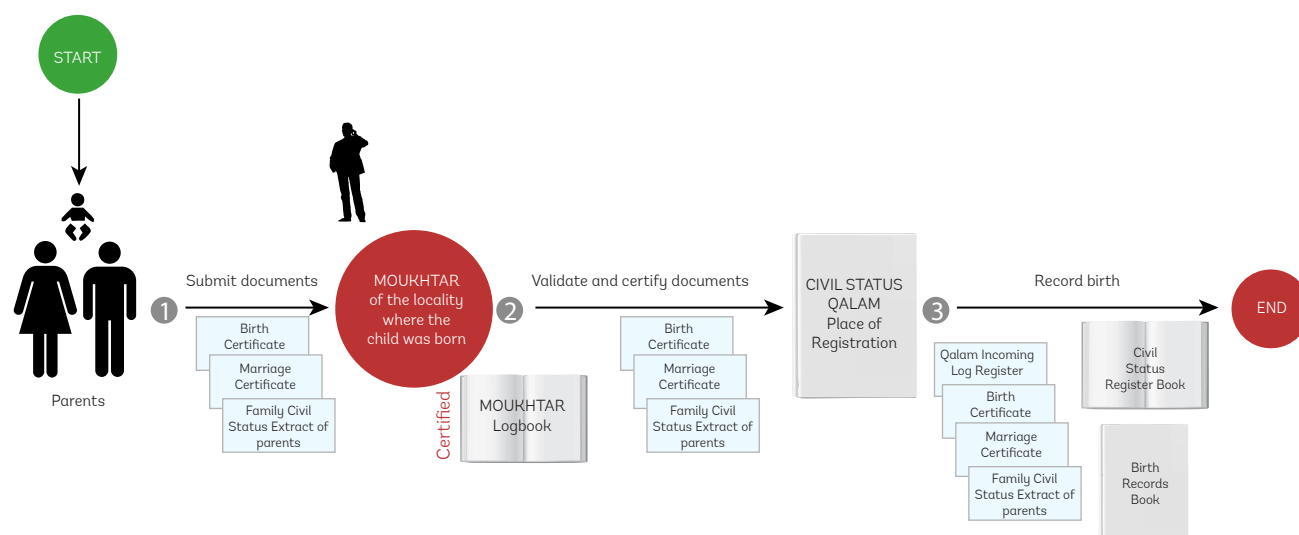
Most procedures are initiated via the *moukhtar*, either at an individual's place of registration (usually at the family's ancestral home) or place of residence, according to the type of registration or request. The *moukhtar* certifies registration documents and transports them to the respective CSQ for processing.

Birth registration

The registration rate of children under five years of age is estimated at 99.5 percent in Lebanon.⁴¹ Birth registration is compulsory within 30 days; between 30 days and 1 year, registration is considered late; after 1 year, registration requires a separate judicial process. As of the date of this writing, birth registration costs 20,000 LBP in revenue stamps, whether it is done within the compulsory 30 days or during the late registration period. Delayed birth registration, taking place after one year, entails additional court fees. Most births are registered within the compulsory 30-day period.

Birth registration takes place with the *moukhtar* at his place of registration in the locality where the child was born. To complete this process, parents must present a medical birth certificate issued from the hospital where the child was born,⁴² witness testimony, the parents' ID cards or a family civil status extract (FCSE), and the parents' marriage certificate.⁴³ All documents are submitted to the *moukhtar* who then travels to the Civil Status Qalam of the father's place of registration to submit the documents for registration in the father's family civil register. The process is described in the diagram below:

Figure 2. Birth Registration



Recently, a circular was issued by the DGCS that allows fathers to register their children's births directly with the *moukhtar* at his place of registration, providing that all supporting documents are duly submitted. There is no possibility to submit the registration documents electronically; either the father or *moukhtar* must go to the respective CSQ.

⁴¹ ID4D Global Dataset, World Bank 2021

⁴² The same applies for registration purposes of a child through witnesses.

⁴³ In the case of a single mother, the mother can register the child under her own name and no marriage certificate is required.

The process for registering a birth varies depending on whether the child is legitimate (born to married parents), illegitimate (born to a single mother or to a couple out of wedlock) or a foundling (whose parents are unknown). In the latter two cases, further investigations may be carried out to ensure the validity of the transactions.

Data collected

The data collected through the birth registration process include name, filiation, sex, birthplace, date of birth, religion, and the applicant's place of registration and family number.

Syrian migrants: Although birth registration is a legal obligation for all persons residing on Lebanese territory, between 50,000–100,000 children born to Syrian parents were not registered within the requisite legal timeframe in the 2011–2018 period. Failure to meet the one-year deadline necessitates a separate judicial process, which can be costly and cumbersome. Considering this issue, the DGCS made a request in 2018 to the Council of Ministers to register these children with the assistance of UNHCR, suspending the late registration fee and judicial process. These special registrations were undertaken in the 6 Civil Status Bureaus using a digitized system.

Civil status extracts

Individual civil status extract (ICSE)

The ICSE is a certified copy of an individual's civil status information as contained in the civil service registry. Equivalent to a birth certificate in other countries, the ICSE is necessary to access a range of services. For example, an individual's religion is no longer printed on their national ID card; however, it is included in the ICSE as this information is necessary for specific purposes, such as voting. As an ICSE is only valid for three months, individuals must obtain fresh ones on a regular basis.

The ICSE is printed on paper and contains the following human-readable data: photo, district, name and number of place of registration, serial number and date of the ICSE form, first name, family name, father's name, mother's full name, place and date of birth, religion, gender, marital status, any remarks from CSQ (such as whether the person has had Lebanese nationality for at least 10 years⁴⁴), and name of Civil Status commissioner. Each ICSE contains a unique alphanumeric identifier that is prefixed with the year of issuance of the extract.

Electronic individual civil status extract (e-ICSE)

In recent years, a digitally verifiable or electronic ICSE (e-ICSE) has been issued that also contains machine-readable data available via a QR code. This machine-readable data includes first name, family name, father's name, mother's full name, date and place of birth, sect, gender, and date of printing. The data is encrypted and proprietary; it can only be read by authorized DGCS personnel. There are currently no verification or authentication services allowing relying parties to digitally verify e-ICSEs directly, although an upgrade is planned whereby two QR codes will be printed on the extract, one of which will be for use by relying parties.

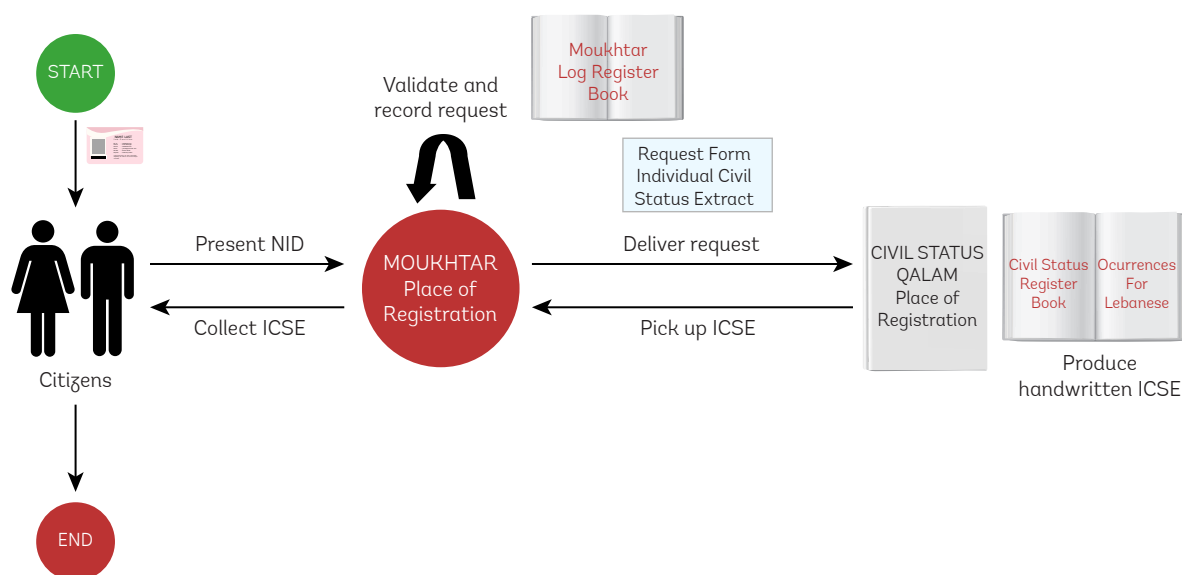
As of the date of this writing, the cost of obtaining an ICSE is 20,000 LBP in revenue stamps, the proceeds of which go to the Treasury.

⁴⁴ The rationale for the inclusion of this data field is because certain privileges, including public sector employment, are not open to newly naturalized citizens.

Process for obtaining an ICSE (paper-based, pre-2020)

The legacy process for obtaining an ICSE, prior to reforms undertaken in 2020, is described in the diagram below:

Figure 3. Individual Civil Status Extract – Legacy System (before 2020)



Traditionally, applicants requested an ICSE from the *moukhtar* of their place of registration rather than their place of residency since the information was extracted from an applicant's family register, which was kept at the CSQ of the family's place of registration. The *moukhtar* needed to travel to the CSQ to deliver the request form. CSQ employees then produced a handwritten ICSE to be carried back by the *moukhtar*. The applicant then had to return to the *moukhtar* to collect their ICSE. Consequently, applicants were required to travel to the *moukhtar* of their place of registration twice (first to request an ICSE, and then again to collect it) every time they needed to obtain a fresh ICSE. In practice, this requirement imposed significant time and cost burdens, as many Lebanese live outside of their family's place of registration.

Process for obtaining an e-ICSE (digitalized, post-2020)

The Directorate General of Personal Status at the MoIM launched the electronic Individual Civil Status Extract (e-ICSE) service in September 2020 to digitalize the production of the ICSE, allowing applicants to obtain an ICSE from their place of residence under certain circumstances.

Following this reform, the first time a citizen obtains an ICSE, she must still make her request through the *moukhtar* of her place of registration so that the latest information from the paper civil register is obtained. The request is brought to the respective CSQ, whose employees enter the paper civil record data into an electronic system created by the DGCS. An electronic civil record for that individual is thus created and stored in the DGCS' centralized e-ICSE database. Once the electronic civil record is created, citizens can request new ICSEs through the *moukhtar* of their place of residence, who can make the request at their local CSQ, which can access the central e-ICSE database to generate and issue a paper ICSE. This service is only available if none of the information in the civil registry has changed (i.e., no vital acts have taken place in the intervening period).

Whenever a person changes her civil status, e.g., through a marriage or divorce, an updated ICSE must thereafter be issued. Any requests for updated ICSEs must again be made through the *moukhtar* and *qalam* of the place of registration, at which point the e-ICSE record is updated in parallel with the paper records, thus ensuring that the e-ICSE database remains up to date. Once the update has been made, citizens can again request ICSEs from their place of residence.

As such, there has been no mass digitization of paper civil status records, which are created ad hoc based on requests for ICSEs.

The following steps must be followed to create, obtain, and update an ICSE through the electronic service:

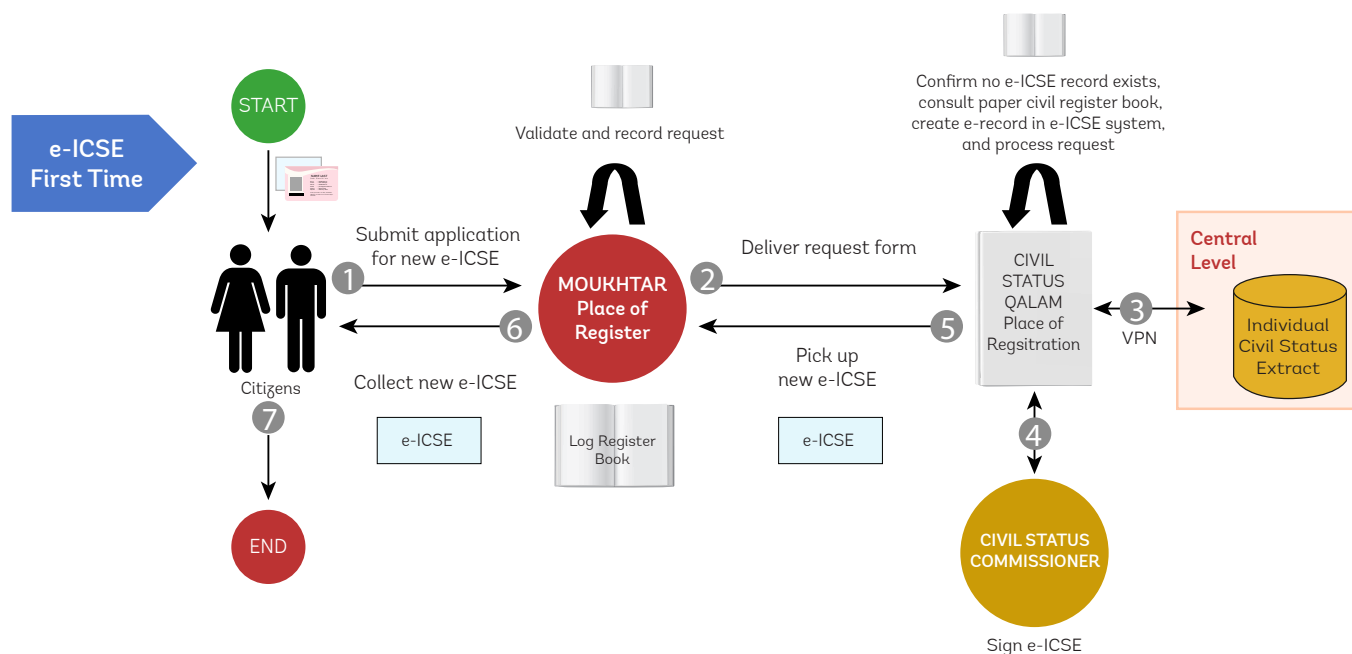
Step 1: Initial creation of the electronic civil record

The ICSE is first requested through the *moukhtar* of the applicant's place of registration as follows:

- a. The *moukhtar*, or applicant, digitally completes and prints out a request form from the DGCS website.⁴⁵
- b. The *moukhtar* signs the completed request form and certifies two passport photos.
- c. The *moukhtar* transports the request form to the local CSQ at the applicant's place of registration.
- d. Authorized CSQ staff search the database to see if there is an existing record for the applicant. If no record is found, CSQ staff validate the information on the application form against the civil registry record. Upon validation, CSQ staff create an e-ICSE record and transmit the applicant's data to the centralized e-ICSE database.
- e. The CSQ issues a paper ICSE, which is given to the *moukhtar* to return to the citizen.

⁴⁵ www.dgcs.gov.lb

Figure 4. Process to obtain an e-ICSE for the first time



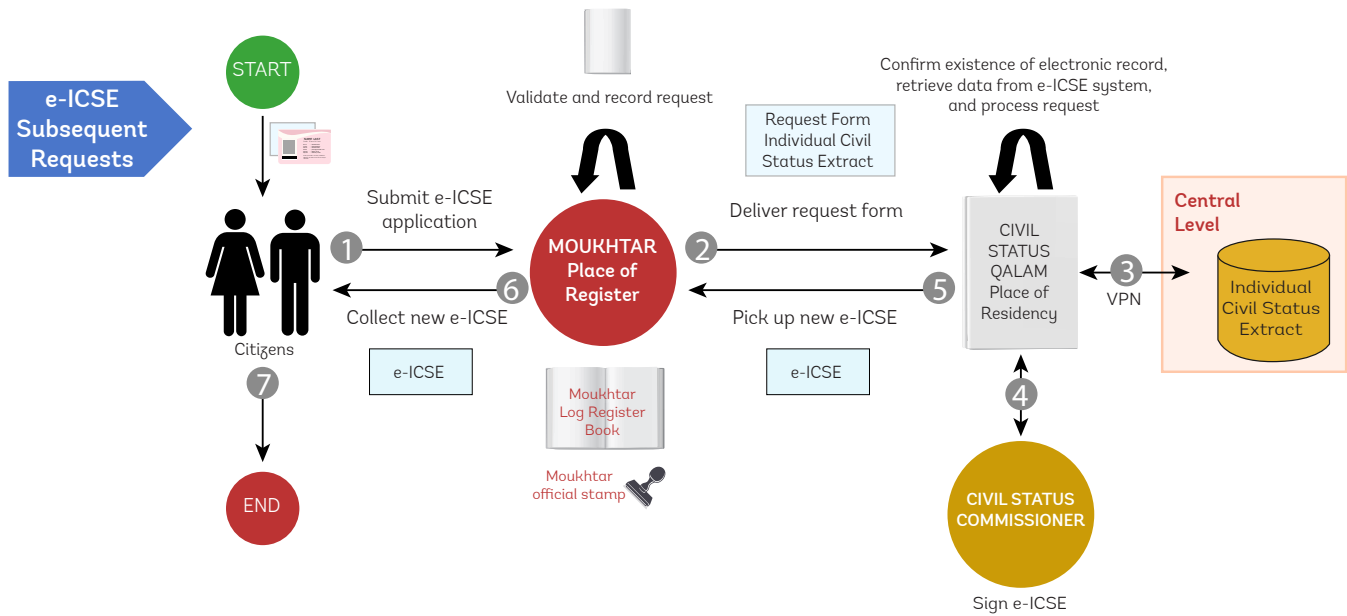
Typically, this process takes approximately one day.

Step 2: Subsequent requests for civil extracts

For an applicant to subsequently obtain an ICSE from her place of residence:

- The applicant must first obtain his/her ICSE from her place of registration.
- The applicant then completes a request form and supplies two passport photos. The *moukhtar* of their place of residence signs the form and certifies the photos.
- The *moukhtar*, or the citizen, brings the signed e-ICSE request form, passport photos, and a previous ICSE (or a copy of it) to the CSQ of the place of residence.
- The CSQ's staff generate a new ICSE from the central database, print it, and return it to the *moukhtar*.
- The *moukhtar* returns the paper ICSE to the applicant.

Figure 5. Process for subsequent e-ICSE applications



Typically, this process takes approximately one day.

Step 3: Updating electronic civil records

To update an e-ICSE record:

- The applicant must register the vital event according to the procedures in place (e.g., a marriage registration), so that the event is registered in the applicant's family register.
- The applicant must visit the *moukhtar* at her place of registration to request an updated e-ICSE, then complete an application form and provide two photos for the *moukhtar* to certify.
- The *moukhtar* then interfaces with the local CSQ to request an updated ICSE. CSQ staff update the e-ICSE database using the information contained in the paper civil register. Staff then issues an ICSE with the updated information to be returned to the applicant.
- Once this update process has been completed, the applicant can request subsequent ICSEs from their place of residency again.

Family civil status extract document

The family civil status extract document was also digitalized in mid-2023, allowing citizens to obtain FCSEs in a similar manner to ICSEs.⁴⁶

Systems

Paper-based Systems

The registers in which vital acts are recorded are organized according to the extended family to which an individual belongs, with a separate CR book for each Lebanese family. These extended families are essentially groupings of people of the same sect who share the same family name and who have family origins in the same place, regardless of their current place of residence or any present kinship ties. Each (family) register contains entries related to all vital acts that have been registered for individual family members, including births, deaths, marriages, and divorces. These records are the basis for generating both individual- and family-level civil status extracts. Individuals are identified in the register by their family name, family number, religious community, and place of registration.⁴⁷

These family registers have numbering systems designed to help assure uniqueness through the logical construction of the identifier. Extended families are identified by the family number, which is a sequential numeric identifier that is unique within a sect and district.⁴⁸ The family number determines which register (book) an individual's vital acts are recorded in; the number features on both individual and family CR extracts.⁴⁹ Data is recorded on a spread (two adjacent pages). The right page of each spread captures data on the individual collected at birth, while the left page is reserved for marginalia that update the birth record in light of subsequent vital events, such as marriage or death.⁵⁰

As the registers are organized by family, they are typically kept at the CSQ corresponding to the ancestral family home ("place of registration"), even when the family or some of its members reside elsewhere ("place of residency") — this is the case for 58 percent of the population living in Beirut.⁵¹ As described below, many transactions must be carried out in an individual's place of registration. Moving a family's place of registration from one district to another is a cumbersome process that includes moving the physical storage location of a paper register that contains information on generations of family members. It therefore has far-reaching implications for the extended family, including changing their electoral constituency. For this reason, changing a family's place of registration is rare, despite the burden it creates for individual members of the family who live elsewhere.

⁴⁶ This is not treated in detail in the present report, as the reform took place after the fact-finding mission undertaken to gather information for this diagnostic. However, the two systems are based on a number of common technology elements and shared data sources, and are both managed by the Directorate General of Civil Status.

⁴⁷ Place of Registration is where the family name is registered. This place may differ from Place of Residency.

⁴⁸ For example, the first Sunni family with a particular family name to register in Ras-Beirut would receive family number 1, while the first Greek Orthodox family to register in Ras-Beirut with the same last name would also receive the number 1; as will a family of the same community and name who is the first to register in a different district. In each district, there could be up to 16 families sharing the name family number if each of Lebanon's 16 recognized religious sects was represented by families in that district.

⁴⁹ There is no unique identifier for individual personal records in the CR. Instead, individual records are identified using the family number, religion, and place of registration. Biographic details of the individual and their ascendants are used to identify the individual within the family.

⁵⁰ The right page of each spread (Resident Register) contains the following data: book page number, district, town, serial number, family number, first name and family name, father's name, mother's first name and family name, date of birth, place of birth, religion, profession, educated or not, family status, gender, entry of transaction date, and updated transaction date. The left page (Transaction Entries) includes marginalia such as: dates of child delivery, death, marriage or divorce, changes of residency, corrections, and remarks.

⁵¹ According to the Labour Force and Household Living Conditions Survey conducted by CAS in 2018-19, an estimated 32 percent of Lebanese do not live in their place of registration. In Beirut, this rises to 58 percent. Source: [Lebanon's population hits 4.8m with 20% non-Lebanese | Arab News](#)

The registers are complemented by separate binders that contain supporting documentation that was submitted during the initial registration of that vital act (e.g., birth or marriage). These binders are organized by transaction type (e.g., birth, marriage); records kept here include birth certificates, marriage certificates, death certificates, and any other type of document used as evidence of a change of civil status.

As described above, family civil registers (books) are kept at Civil Status Qalams for all families registered in the respective district. These registers are not systematically duplicated or backed up, and to date, there is only partial digitalization of the information contained within, through the e-ICSE and e-FCSE systems. Only these paper-based civil registers are considered authoritative under Lebanese law. Therefore, no digital database can produce records with the same legal weight as paper birth records maintained by CSQs.

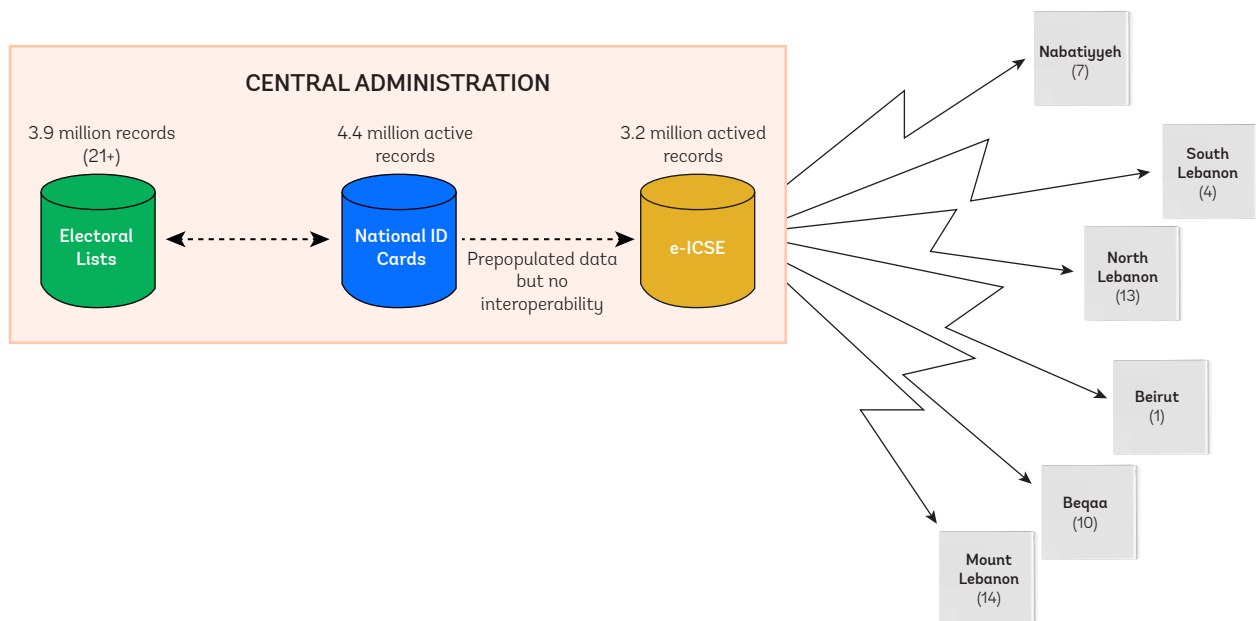
Foreigners in Lebanon: Foreigners' records are kept at the governorate instead of the district level. These records reside at the Bureau of Occurrences of Foreigners at the DGCS, which has an office in every governorate. Foreigners born in Lebanon, including children born to Lebanese women with foreign spouses, are identified using an individual serial number instead of a family number. Foreigners, like Lebanese citizens, register vital events via a *moukhtar*.

Digital Systems

Although the authoritative version of the civil registry must legally reside in the paper records maintained in CSQs, there are several supporting digital systems intended to improve the efficiency and resilience of the overall civil registration system. There are also plans to expand the scope of these digitalization projects to eventually replace the paper registers, pending a future enabling legal reform.

The DGCS houses three separate digital ID databases in its head office: the Lebanese National ID card system, which comprises the records of approximately 4.4 million active NID cardholders (out of a total of 6.7 million records, including deceased persons and lost cards); the electoral lists database, which comprises approximately 3.9 million records for adults aged 21+; and the e-ICSE database, which contains approximately 6.7 million records seeded from the NID database, 3.2 million of which have been “activated” by citizens requesting e-ICSE extracts. Of these databases, only the e-ICSE database is discussed in this section.

Figure 6. Current databases at DGCS



The Electronic Individual Civil Status Extract (e-ICSE) Database

Since September 2020, the e-ICSE project has allowed partial digitalization of the “flow” of birth, marriage, divorce, death, and other vital act registrations at a national level. In addition to providing individuals with a streamlined process for obtaining an ICSE, the e-ICSE system also includes a centrally hosted database for individual-level (but not family-level) CR records, as well as a data collection mechanism, deployed in all CSQs in the country over VPN, to update these records.

While the e-ICSE system was initially pre-populated with data from the NID card and electoral list databases, these records were never “activated” as it was impossible to verify the e-ICSE database against the authoritative CR records. This barrier arose because the legacy CR data, considered the authoritative source of foundational biographic attributes in Lebanon, is not digitized.

A batch verification process would have first required a costly digitization of legacy CR records. Instead, the Lebanese government opted for a piecemeal verification process, where an individual’s CR record is digitized on demand when they request their first digital civil status extract—the pre-populated record is thus updated and considered “activated”. The process starts when an individual makes an e-ICSE request, at which point the respective CSQ verifies the individual’s data using the paper CR register and creates an up-to-date entry in the centralized database (while also updating the paper registers in parallel, if any changes to a person’s civil status have taken place). The records in the database are thus activated and updated on an ad-hoc basis every time a citizen requests an e-ICSE; there has been no en masse digitalization of the civil registry. Each CSQ has access to the records belonging to its own district.

According to MoIM, approximately 3.2 million individual citizens’ records have been activated in the e-ICSE system to date.

The Microfilm Project

Because the legacy CR systems archive data in paper registers without systematic backup, various projects have been undertaken to digitalize aspects of the CR system and to duplicate CR records for backup purposes.

An effort to photograph paper register books and conserve them on analogue microfilms has been underway since 2014. The Statistics and Microfilm Bureau at the DGCS is in charge of microfilming and archiving civil status records and their respective supporting documents at its premises. The project was launched with the cooperation of OMSAR and involves:

- Hand copying severely damaged registers that are beyond repair to new registers, with the exact information copied over from the damaged register;
- Repairing existing registers, which involves the reconstitution of damaged or destroyed entries using information contained in respective supporting documents. To protect these repaired registers from further wear and tear, they are closed and archived by the CR, and printed copies of the registers are distributed to *qalams* for consultation in their daily work. New registers are also opened for the registration of future vital acts;
- Microfilming registers and related supporting documents using analogue microfilm;
- Digitizing microfilmed registers and related supporting documents, which involves creating PDF files containing photos of book pages and indexing these files for easier access and organization.

Since the launch of this effort, 14 of the largest *qalams* (accounting for 25 percent of the population) have had their registers fully microfilmed and digitized. For the remaining 35 *qalams*, the microfilm and digitization process has yet to be started. It should be noted that the microfilm project does not entail data entry of duplicated records into a database; the microfilms are simply indexed for easier access. The microfilmed registers are indexed by governorate, town or village, daira (district), religion, and city.

Figure 7. Microfilm database

The screenshot shows a web-based data entry interface. At the top, there is a teal header with a 'Data Entry' tab. Below this, a white bar contains 'Select Colum: 3' with a dropdown arrow and 'Back' and 'Submit' buttons. The 'Spects' section is a blue bar with a table of dropdown menus: Mouhafaga (N/A), Daira (N/A), Madina (N/A), Karya (N/A), and Religion (N/A). The 'Registers' section is a purple bar with a table with columns 'Register No.', 'Description', 'regnb1', 'regnb2', and 'Status'. Below this is a 'Content Table' with 'Add new' and 'Delete' buttons. The 'Upload Attachments' section is a purple bar with a '+Load files' button and a 'Select Folder' dropdown. At the bottom, there are 'Back' and 'Submit' buttons.

Prior to the initiative launched in 2014, microfilming of civil registers had already been undertaken by the Statistics Department at the DGCS, which stored civil registers based on the 1932 census with microfilms of these registers dating back until 1967, and microfilms of the respective supporting documents dating back until 1975. These microfilm archives only contain data up until 1975 as the process stopped due to the outset of the Lebanese Civil War. While the 2014 microfilm project focused on microfilming and repairing paper registers, the vendor, as a gesture of good will, repaired old microfilms and duplicated some of them onto new microfilms, to allow the continued preservation of historical records.

Integration and interoperability

Current good practice for foundational identification systems recommends interoperability between civil registration and identification systems, subject to adequate data privacy and security safeguards. Interoperability refers to the ability of digital systems to readily exchange information between one other; precise data to be shared between systems is highly context-dependent and can range between simple 'Yes/No' verification of data in linked database (a checking service) to on-demand sharing of personal data attributes, up through wholesale data sharing to enable automatic duplication using data from another system. In the case of civil registration and identification systems, interoperability can enable automatic checks of data accuracy in both databases, and updates in one system can be automatically pushed to another. For example, if the civil registration system registers a death, interoperability with the identification system could allow for the automatic deactivation of the deceased person's ID card. Similarly, interoperability between civil registration and identification systems is necessary to allow for unique identifiers to be generated and attributed at birth. Overall, interoperability has the potential to increase the accuracy of data held by governments on individuals, and allow for increased efficiency, smoother administration, cost savings and a reduced risk of fraud.

In Lebanon, the main CR system is paper-based and thus not interoperable with any other system. Although the e-ICSE database is prepopulated with information from the NID database, these two systems also remain non-interoperable.

While the e-ICSE system is digitalizing the CR "flow," further development is needed to prepare this system for full integration with the NID database, including improving technical robustness, such as cybersecurity. Future evolutions of the e-ICSE system could extend its capacity by digitizing the "stock" of legacy paper records—in a one-off data entry project or through a continuous digitization project, for example, as citizens renew their old NID cards.

NATIONAL ID

Overview

The current version of the Lebanese national ID (NID) card was launched in 1997. Prior to this, the country issued a paper card to its citizens, but it had fallen into disuse.⁵²

The biometric NID card in use today—*Bitāqa al hawīya* or *Carte nationale d'identité*—is managed by the DGCS, which keeps a corresponding database of national ID records, comprising both biographic and biometric data (fingerprints).

The NID card is mandatory for Lebanese nationals over the age of 15, although parents or guardians can also choose to apply for NIDs for children ages 0-15. Fingerprints are not collected until after applicants have turned 15, at which point they can be uniquely identified using biometrics.

The NID card is held by approximately 4.4 million people. Of these, there are 3.8 million citizens that can be uniquely identified using biometrics, i.e., who have supplied fingerprint data. This represents a high level of coverage among the eligible population (around 76 percent of an estimated 5.8 million people of all ages, and 97 percent of adults over the age of 15).⁵³ Non-nationals, including refugees and registered residents, are not eligible for the NID card, but may be eligible for other credentials such as a residency card or refugee card.

The National ID Card Bureau in the DGCS is responsible for all work related to the ID card. There are 49 NID registration centers across 49 districts, housed in civil registration offices, as well as a central location at the MoIM. These serve as the interface for citizens who wish to apply for, or renew, their NID.

Processes

The NID application takes place at a NID registration center; there are 49 of these across Lebanon. Prior to February 2019, Lebanese nationals could also apply for the card through their *moukhtar*, who would come to their house and collect inked fingerprints on paper. This practice was discontinued in February 2019⁵⁴ upon a circular issued by the general director of the DGCS mandating that fingerprints must be taken at enrollment stations and not through the *moukhtar*. This was due to concerns over identity fraud, as it was impossible to verify whose fingerprints the *moukhtar* had collected and submitted with the application. Under the current regime, applicants must still visit a *moukhtar* before submitting their application at the NID registration center, for the *moukhtar* to verify and certify their photos and their official identity attestation (see Documentary Evidence below), as well as to obtain an ICSE issued within the previous 6 months, which is one of the documents required for registration.

Although the system was designed to allow online data transfer during registration, the 49 district-level registration centers are not connected to the central system, due to concerns about the security of data transfers. Instead, newly collected data are stored locally at registration centers (in encrypted format) on CD-ROMs. These are then collected daily by the post office or the army, and are transported to the central DGCS office for deduplication using the ABIS. Issuance of NID credentials is slowed down by registration terminals that are not enabled to work online for reasons of technical robustness and security. They thus require significant manual intervention, such as batch data transfer using antiquated methods such as CD-ROM.

⁵² This was in response to the discriminatory targeting of certain sects during the Lebanese Civil War, enabled by the fact that an individual's sect was printed on her ID card alongside other biographic information.

⁵³ [World Bank. ID4D Global Dataset - Volume 1 2021](#): Global ID Coverage Estimates (English). Washington, D.C.: World Bank Group.

⁵⁴ http://www.dawlati.gov.lb/news-detail/-/asset_publisher/TnFLM2HDHkp4/content/electronic-identity-card-applications.

Cards are personalized centrally, at the DGCS, and distributed to the local registration centers for collection. It is currently estimated that it takes around three days to process a NID application once it arrives at the DGCS.

Cost

As of the date of this writing, the cost of applying for a NID card for the first time, replacing or renewing a card, or updating or correcting information on a NID card is 5,000 LBP, paid in tax stamps. This is in addition to any fees that must be paid to obtain the necessary supporting documents, such as an ICSE.

Delays

A NID application is processed in approximately three days once it arrives at the central DGCS office, although it may take an applicant several weeks to collect all the necessary supporting documents.

Previously, obtaining the NID card would take around two to three months. An express service was briefly available which offered delivery of a NID card within 15 days of registration for an additional fee. This service was created to respond to a large backlog in NID registrations ahead of the 2018 elections, as citizens were encouraged to obtain ID cards to be able to vote (a NID card or ICSE are needed to vote). The DGSC made a push to shorten this timeline by renting extra cars and allocating more soldiers to transport application data from registration centers to the DGCS, and working in partnership with the Online Money Transfers (OMT) company.

When citizens applied for this service, they had the option to check an “express service” box and provide a phone number during the registration process. OMT called the applicant to choose a local branch to pay the additional cost of the express service. Once the NID was ready, the applicant received a one-time password (OTP) on their mobile device, to be presented at their selected OMT branch to confirm their identity and collect their card. With the express service, card delivery time was reduced to 5-15 days, and, at the time, around 15-20 percent of applicants used this service.⁵⁵ The service was eventually discontinued, in part due to Lebanon’s current economic crisis.

Data collected

The following biographic data is collected during the NID application process: name, filiation, sex, blood type (since 2015), birthplace, date of birth, marital status, place of registration, family number, sect, current residential address, and telephone number.⁵⁶

The biometric data collected consists of 10 fingerprints for all applicants over 15 years old.

⁵⁵ <https://www.omt.com.lb/en/services/governmental/id-express-service>

⁵⁶ Name includes fields for: first name, family name. Filiation includes fields for: father’s name, mother’s name, mother’s maiden family name. Birthplace includes fields for: country of birth, town/city of birth. Marital status includes fields for: first name of spouse, family name of spouse, nationality of spouse, national ID number (if replacing the card), national ID number of spouse. Place of registration includes fields for: district of registration, Civil Status Qalam of registration, and town/place of registration. Religion includes fields for official religion or confession (as determined by the family’s civil registry record), and personal religion (applicable to married women whose husband’s family religion differs from their family’s official religion at birth). Current residential address includes fields for district/caza, city/town, area/street, neighborhood, name of building, floor, and apartment number. Telephone number includes fields for: residential telephone number and mobile number.

Documentary evidence

Supporting documentation and identity evidence that must be submitted with the application include:

- (a) two recent passport photos, printed and certified by the *moukhtar* of the place of registration,
- (b) an ICSE (less than 6 months old),⁵⁷
- (c) a residence identification statement, completed by the *moukhtar* of the place of registration or the place of residence,
- (d) an official medical report that indicates blood type, and
- (e) an official identity attestation form filled out and certified by the *moukhtar* of the place of registration.⁵⁸

To renew a card, the original NID card must also be provided. To replace a lost or stolen card, a copy of the card and a police report are also needed.

Citizens abroad: Lebanese residing abroad must apply for a new identity card at a NID registration center upon their return to Lebanon. The DGCS determines which citizens live abroad based on voter lists collected annually by embassies and sent back to Beirut, to be cross-checked against the NID card database.

Lost or stolen cards

To replace a lost or stolen ID card, an individual must first go to the Public Prosecution Office in the area where the incident occurred; this office is in the Palace of Justice in each governorate. The request is referred to the competent police station, which writes a report and delivers a certified copy of it. The certified copy is attached to a NID request form that is filled out with the *moukhtar* of the place of registration or at registration centers, if a copy of the lost identity card is available, in addition to other documents. As of the date of this writing, replacing a card costs 5,000 LBP in tax stamps, in addition to any fees incurred in obtaining the necessary supporting documents.

Data correction or update

If a person wishes to correct a mistake in their data, or to update it, they must fill out a form at the *moukhtar* of the place of registration or at NID registration centers. They must provide the NID to be corrected in addition to other documents. As of the date of this writing, this costs 5,000 LBP in tax stamps.

⁵⁷ It is also possible to use an older civil status extract but, in this case, it must be updated with a recent endorsement stamp by the *qalam* to certify that the data is up to date. The price for this service is the same as that for a new individual extract.

⁵⁸ This attestation, also known as an official proof of identity document, is not a civil extract copy of an official identity record; rather, it is a means of authenticating the identity of the NID card requestor against the civil registry record. In effect, in this document, the *moukhtar* is attesting that the requestor is the person whose civil registry record they are attempting to use.

Systems

The National ID Card

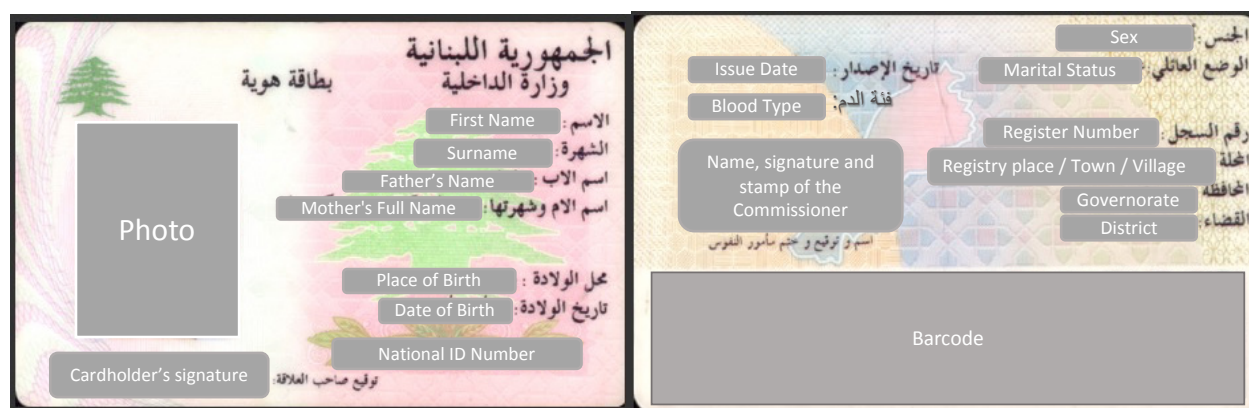
The National ID card is a Teslin-based card. The current iteration of the card remains the original design of 1997, with only very minor modifications. It includes a 2D Cypher barcode, a digital photo, a scanned signature of the bearer, along with several visible biographic data fields. The specifications of the card have not changed since the system's inception in 1997, apart from the addition of a new field for blood type in 2015.

Data

The following biographic, human-readable data fields are visible on the NID card: name, father's name, mother's full name including maiden name, place of birth, date of birth (DD/MM/YY), national ID number, sex, marital status, register number, place of registration, card issue date and blood type (since 2015).

Previous versions of the card also included a person's religious sect, but this was removed in 1975. Information on a person's sect is collected during enrolment, however, and stored in the NID database.

Figure 8. The Lebanese National ID card



Barcode

The barcode on the NID card contains the following data: first name, surname, place and number of registration, date of production, blood group, and two fingerprints. It can be read with a 2D417 barcode reader, although the information is compressed and needs to be decompressed with a proprietary algorithm to return the original information.

Expiration

The NID card has no expiration date. Furthermore, due to lack of technical integration between the civil registry (whose digitalization is partial and incomplete) and NID systems, there is no mechanism to automatically update the NID registry following major life events, such as name change or marriage, even when these events are recorded in the CR. This means that in practice, the only time NID data is updated is when a NID card is renewed or replaced. This may not happen for decades at a time, as citizens have no obligation to update their NID data (contrary to CR data). As a result, NID cards that are decades old are in common use. These may contain outdated data, such as former names, or childhood or outdated photos, limiting the ability of NID cards to be used for in-person authentication through visual inspection of the photo.

Unique Identification Number

The NID system is based on a unique identifier that is separate from the logical identifiers used in the civil registration system (discussed above). This unique ID is a random, non-sequential number generated by an algorithm, which does not in any way correspond to any of the information contained about the individual. This has been the case since the introduction of the current NID card system in 1997. Information on an individual's sect is no longer printed on the card.

Although the NID system has used automated biometric deduplication based on fingerprints since being launched in 1997, flaws in the initial deduplication processes led to the issuance of some duplicate NID numbers. Specifically, before 2012, biometric data was collected locally using an ink-on-paper process. Because this process often resulted in poor quality data, it was common to “force” the system to accept the data and issue a new NID number even though uniqueness could not be assured. There were also some reports of deliberate fraud, sometimes in collusion with *moukhtars*, CSQ personnel, and other insiders, to inject duplicate records into the system. Such fraud was facilitated by the fact that inked fingerprints were easier to switch out for another set than digitally collected fingerprints, where liveness can be assured.

Starting in 2012 with the passage of the unique ID number law⁵⁹ and continuing with the 2015 migration to the upgraded NID system (see below), such duplicate records have been progressively identified and eliminated, with concerned persons being required to return to provide their fingerprints again, and some NID numbers identified as fraudulent being deactivated. With this migration now concluded, the MoIM has a high level of confidence in the uniqueness of the NID number.⁶⁰ However, public perception and trust in the uniqueness of the NID number remains influenced by earlier flaws in the system.

Once issued, a NID number lasts for a person's lifetime (i.e., each time they renew or replace a stolen card, the same number is used). The structure of the NID number went unchanged throughout the deduplication process, with individuals whose records were not flagged as potentially fraudulent keeping their existing NID number. A 2017 decree mandates the use of the NID number as a unique identifier for citizens by all government entities,⁶¹ although the implementation of this decree is currently limited.

⁵⁹ Unique ID Number Law 241 was passed in 2012. It mandates the adoption of a unified identification number for each citizen in public administrations, institutions, and municipalities. This law created a legal obligation to issue and maintain a list of unique ID numbers for all citizens for the first time, which increased pressure on MoIM to advance in its cleaning and deduplication efforts.

⁶⁰ Unique ID Number Decree 168 was passed in 2017. It establishes that the National ID card number issued by the DGCS is the unique number that identifies Lebanese citizens. Moreover, it mandates all public administrations, institutions, municipalities, and other public bodies to use this number as the only means of identifying each Lebanese citizen. In addition, it mandates the public administrations to update their databases with this number and lists the rules and procedures for the adoption and exchange of information (through an interoperability platform) amongst themselves.

⁶¹ Decree No. 168/2017 “Setting the Rules and Procedures for adopting a unified identification number for each citizen to be used before the public departments and agencies, municipalities and all public legal persons.”

National ID Card Database

This NID database stores information on NID card holders captured during the enrollment process. The database contains over 6 million records of cards that have been issued since 1997, although this number also includes lost or duplicate cards and deceased persons. It is estimated that 4.4 million active NID cards are currently held by Lebanese citizens, of which 3.8 million have provided biometric data.

The information stored in the database reflects data collected at registration (see Data Collected in the Processes section below). Records in the database are identified by the unique identification number associated with each individual. As detailed above, deduplication efforts have been undertaken to ensure that each unique identification number corresponds to one person, and the DGCS is confident that this goal has been achieved. However, as the NID card has no expiry data and there is no mandatory legal requirement to renew a NID card whenever an update is needed (e.g., for a name change), the database reflects the information given when each citizen registered for the card, and thus may not always be up to date.

There has been a recent effort to improve the accuracy of the data contained in the NID database through removal of the records of deceased persons, via a process of deactivating their NIDs as part of death registration. This has entailed an additional step in the death registration process, whereby the NID card of the deceased is presented to the local registrar. Copies of the NID card and death certificate are then scanned and sent to the DGSC to update the NID database (and also to the Ministry of Finance to update the tax register—previously, registrars would have to submit duplicate forms for a deceased person both to the DGSC and Ministry of Finance). Further digitalization of death registration systems and their integration with the NID system could allow the deactivation of NID numbers at death to be automated.

The current system was first deployed in 1997, and received software updates in 2009 and a major system upgrade in 2015. The latter included a complete migration of the system, as well as the previously noted deduplication efforts. The solution—including the database, Automated Biometric Identification System (ABIS), enrollment kits—is provided by Idemia (previously known as Sagem).

Services

Interoperability

There is no interoperability between the NID database and other digitized systems, whether the e-ICSE database or functional ID systems, such as health sector management information system, education registry, or the voter database. DGCS does not have sufficient confidence in the system's technical robustness and cybersecurity to allow the systems to operate in a networked environment, as originally designed.

Verification

The NID system offers no capacity for backend verification of ID records against the NID system, for example through a verification API. This limits the ability of relying parties to make use of the NID system for their identification needs, leading various sectors (health, education, financial) to launch their own sector-specific unique ID projects to fill this gap.

Authentication

In theory, a NID card can be validated by scanning the barcode on the back of the card. However, the compression used for this barcode is proprietary, and in practice, relying parties are unable to make use of this functionality. The inability to digitally validate NID cards has helped lead to a perception that many NID cards in circulation, and used for transactions, are fake.

No digital authentication of a user is possible using the NID system, reducing its utility for online transactions.

Disaster recovery

A full backup of the NID database is done daily by the ID Card Bureau at the DGCS and is stored on-site in a safe. Full backups are also done periodically, and are kept safe at the central bank.

SUMMARY

A comparison between the ICSE and NID is provided in Table 1.

Table 1: Comparison of ICSE and NID

	ICSE system	NID system
Data collected	Biographic data: name, filiation, sex, birthplace, date of birth, religion, and place of registration and family number. Biometric data: none	Biographic data: name, filiation, sex, blood type, birthplace, date of birth, marital status, place of registration, family number, sect, current residential address, and telephone number. Biometric data: 10 fingerprints for applicants over 15 years old.
Estimated coverage (number of individuals)	3.2 million	4.4 million
Credential issued	ICSE (printed on paper)	NID card (Teslin)
Data on credential	Human-readable data: Photo, district, name and number of place of registration, serial number and date of the ICSE form, first name, family name, father's name, mother's full name, place and date of birth, religion, gender, marital status, any remarks from CSQ, name of Civil Status commissioner. QR code: first name, family name, father's name, mother's full name, date and place of birth, sect, gender, and date of printing (data encrypted and can only be read by DGCS staff; upgrade planned for 2 nd QR code for relying parties)	Human-readable data: photo, name, father's name, mother's full name including maiden name, place of birth, date of birth (DD/MM/YY), national ID number, sex, marital status, register number, place of registration, card issue date, blood type. Barcode: first name, surname, place and number of registration, date of production, blood group, and two finger prints (readable with a 2D417 barcode reader, but information compressed with proprietary algorithm)
Time to obtain	Approximately one day (plus travel time to place of registration for 1 st ICSE)	Approximately three days
Cost (as of January 2024)	20,000 LBP	5,000 LBP
Credential validity period	Three months	Lifetime (no expiration date)
Registration Location	<i>Moukhtar</i> (place of registration for 1 st ICSE, place of residence for subsequent ICSEs)	NID registration center (49 in Lebanon)
Primary use cases	Obtention of NID card, proof of marital status, voting	Access to most services
Digital verification or authentication	No verification or authentication services for relying parties (planned upgrade to add 2 nd QR code for relying parties)	No authentication (cf. possibility to enable this using the barcode on the card, which can currently only be decompressed using a proprietary algorithm) No capacity for back-end verification of ID records

Conclusion

This diagnostic provided a description of the foundational identity ecosystem of Lebanon, which is comprised of the civil registry and the national ID system. Broadly speaking, each system has good coverage (99 percent of birth registration in the civil registry, and 4.4 million NID card holders). There are well-established and functioning mechanisms for registration and data collection, to which the high coverage rates attest.

While the paper-based civil registry continues to inconvenience citizens, the partial digitization of the ICSE request process has resulted in a less burdensome process for applicants, who after making an initial e-ICSE request at their place of registration, can subsequently request ICSEs at their place of residency. This has also allowed for the creation of the e-ICSE database, which contains digitized civil registry records for some 3.2 million Lebanese citizens. Further efforts are needed to digitize the “stock” of civil registry records, to allow the e-ICSE database to become a fully digitized civil registry and pave the way for integration with the NID database.

The NID system produces UINs for citizens and issues them with biometric NID cards; following commendable deduplication efforts, the authorities now have confidence in the uniqueness of identity records held in the database. However, there is no obligation to renew any cards, meaning that some records may be out of date, resulting in many cards in circulation with childhood or decades-old photos and limiting the usefulness of the card in allowing visual authentication. Also, lack of interoperability between the NID system and the civil registration system does not allow for automatic updates to occur in the NID database when a vital event is registered. While there is a barcode on the NID card, relying parties are currently unable to provide identity verification. This reduces trust in the identity system and undercuts its usefulness for both cardholders and service providers. Improvements should focus on remedying these deficiencies, as well as improving the system’s security and reliability to allow for interoperability and integration with other sectoral databases.

While a 2017 decree mandates the use of the NID number as a unique identifier for citizens by all government entities,⁶² most ministries currently use their own identifier for an individual. Although there are potential benefits in using a unique identifier across government systems (increased efficiency, improved data accuracy, reduction of fraud and leakages), improvement to Lebanon’s digital trust environment would be needed to allow such linkage to take place. In addition, the adoption among service providers of the NID number as a unique identifier is hampered by the inability to correlate credentials other than the NID card, such as the passport, with the holder’s underlying NID number. Another barrier to NID adoption is a perception that many fraudulent NID cards are in circulation, a perception that can linger due to the lack of robust means of verifying the authenticity of the NID card or authenticating its holder. In most cases, the various identifiers deployed by line ministries for their sectoral needs lack robust assurance of uniqueness, leading to some concerns of persons with duplicate identities, either within or across sectors. This situation limits the ability of service providers and ministries to identify individuals reliably and uniquely, as well as to share data on citizens between administrations or to make use of data verification against other governmental datasets.

Further analysis and recommendations for creating a digital identity for Lebanon can be found in **Digital ID Use Cases: Lebanon**, which serves as a companion note to this diagnostic. It focuses on identifying digital identification use cases and considers various models to assist Lebanon in pursuing deeper digital transformation and transitioning towards digital government.

⁶² Decree No. 168/2017 “Setting the Rules and Procedures for adopting a unified identification number for each citizen to be used before the public departments and agencies, municipalities and all public legal persons.”

Annexes

ANNEX 1: OTHER CIVIL REGISTRATION PROCESSES

Marriage Registration

All marriage in Lebanon is religious marriage: only marriages officiated by a religious authority are recognized by law. The religious authority issues a marriage certificate, and the marriage is then registered in the husband's place of registration. The wife is transferred from her own family's civil register to that of her husband.

The registration is initiated at the *moukhtar* of the locality in which the marriage took place. The process varies according to the nationality of the husband; different rules apply according to whether he is Lebanese, of a "nationality under study,"⁶³ Syrian, Palestinian, or any other nationality. Extra permissions are needed for a Lebanese man to marry a foreign woman, whereby approval must be sought from the General Directorate of General Security; for Muslims, this must be done before the religious marriage can take place. Lebanese men, but not Lebanese women, can confer Lebanese nationality to foreign spouses, after a period of one year.

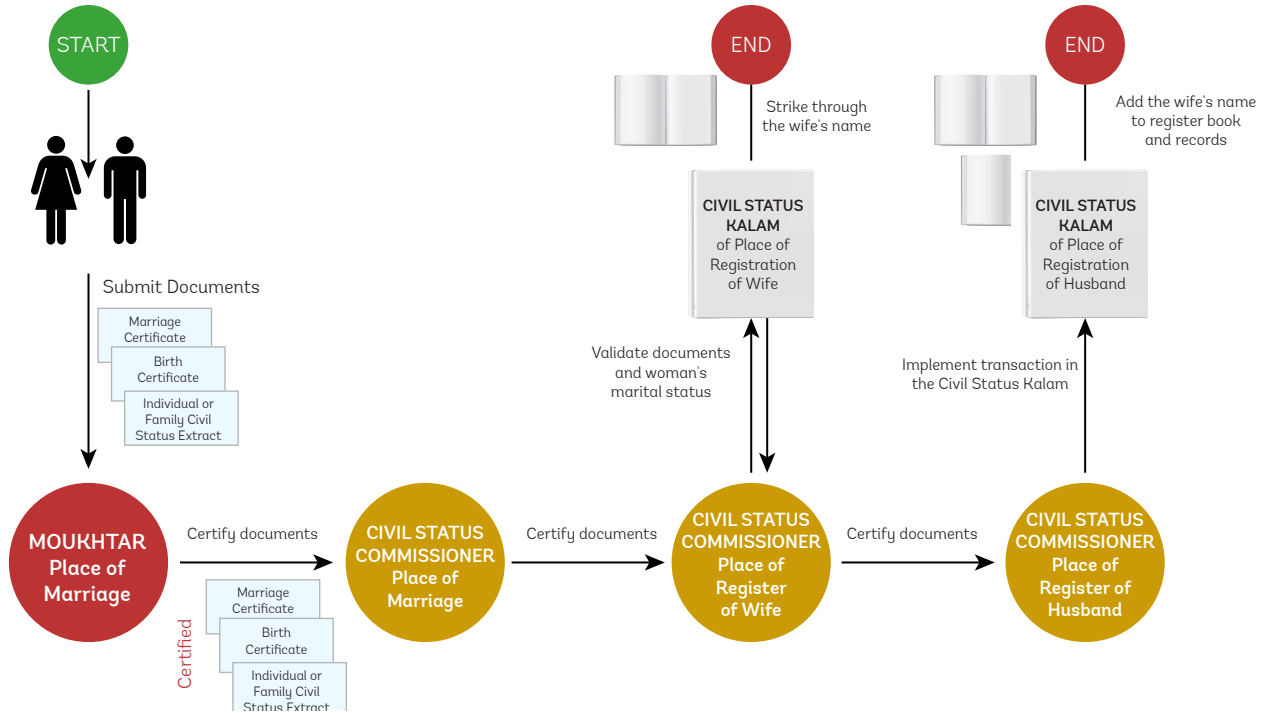
Typically, couples must provide ID cards (or ICSEs, or FCSEs, if both partners are Lebanese,) witness testimony, and a religious marriage certificate. Additional documents must be provided when either party to the marriage is foreign, such as a passport, residence permit, and a document proving that person's marital status. Any marriage occurring between a non-Lebanese man and a woman of any nationality, including Lebanese, is registered at the Bureau of Occurrences of Foreigners Registry at the DGCS, except for Palestinian men and displaced Syrians, where, under such circumstances, the marriage is registered at DPAR.

Civil marriages that occurred in other jurisdictions can also be registered in Lebanon. Couples must first consult the Lebanese embassy or consulate in the country where the marriage took place. The transaction is referred to the Ministry of Foreign Affairs in Lebanon, then to the MoIM, and then to the responsible Civil Status Bureau for registration.

⁶³ In 1962, the General Directorate of General Security (GDGS) devised the category of "nationality under study," for people who are on Lebanese territory and do not possess any nationality. The GDGS also established special registers to record births, marriages, and deaths, in a manner similar to the records of the Civil Status departments. Fathers in this category transmit this classification to their children; this category thus includes all stateless persons whose statelessness resulted from the status of their father.

Marriage between a Lebanese man and a Lebanese or foreign woman

Figure 9. Workflow for Registering a Marriage between a Lebanese man and a Lebanese or foreign woman



Change of Place of Registration

If a family wishes to change its place of registration, it must provide a signed change of place of registration request form, a statement from the *moukhtar* of the new registration locality, and a family record statement for the summoner. The transaction is submitted to the MoIM for the approval of the Minister. During this process, the request is transferred to the local Governor who instructs the Internal Security Forces to investigate the relevant persons' residence for the preceding three years, to ensure that it corresponds to the new place of registration. The CSQ of the family's previous place of registration must then provide copies of all the relevant registry entries, and when approval is given, these are referred to the new CSQ, while being struck out from the register of the previous CSQ. The Judicial Registry Office also receives an official report of this transaction.

ANNEX 2: DOCUMENT SPECIMENS

إفادة تعريف
- لزوم طلب بطاقة الهوية -

صورة ثانية مصدقة مع اثنتي عشرة

صورة أولى مصدقة مكتوبة

أنا الموقع أدناه مختار محلّة
أفيد أنّ السيّد/ة مواليد
قضاء محل ورقم القيد
م معروف منّي شخصياً؛
وه مقيم في محلّي : ملك بناية
شارع الحي
رقم الهاتف

تعريف من قبل شاهدين :

شاهد أول : مواليد
قضاء محل ورقم القيد
رقم الهاتف رقم ونوع مستند التعريف

توقيع الشاهد الأول طبع ١٠٠٠ ل.ل.د.

شاهد ثان : مواليد
قضاء محل ورقم القيد
رقم الهاتف رقم ونوع مستند التعريف

توقيع الشاهد الثاني طبع ١٠٠٠ ل.ل.د.

في / /
ربطاً : - بين قيد إفرادي لايتجاوز تاريخ إصداره السنة
- محضر مصدق من قوى الأمن الداخلي (تطلب هوية بدل عن ضلع)

المصادقة
خاتم وتوقيع المختار
طبع ١٠٠٠ ل.ل.د.

Specimen 1: Official Proof of Identity form

الجمهورية اللبنانية
 وزارة الداخلية والبلديات
 المديرية العامة للأحوال الشخصية

وثيقة ولادة

رقم تذكرة الهوية المسائل

1. اسم المولد		أ. اسمه وكنيته		ب. اتى		ج. الجنس: ذكر ب. انثى	
2. محل الولادة		أ. المدينة أو القرية		ب. قضاء		ج. المحافظة	
3. تاريخ الولادة		أ. الساعة والدقيقة		ب. اليوم		ج. الشهر	
4. شهادة الوالد		أنا		ب. أمه		ج. غيره	
5. شهادة الوالد		أ. أمه		ب. أبه		ج. غيره	
6. نظام الوثيقة		أ. أصله		ب. نسخة		ج. غيره	
7. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	
8. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	
9. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	
10. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	
11. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	
12. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	
13. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	
14. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	
15. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	
16. الشاهد		أ. اسمه وشهرته		ب. تاريخ ولادته		ج. مكانه	

Specimen 2: Birth registration form for births in Lebanon

سفارة اللبنانية
 لقنصلية العامة
 في
 عن سجل الولادة رقم ٤٢ الصفحة ١٧
 وثيقة ولادة رقم ٢٧٧٤

اسم المولود بالحرف العربية واللاتينية		اسم الأب وشهرته	
محل الولادة		تاريخ ولادته	
السنة		مذهبه	
الشهر		صنعتة	
اليوم		اسم الام وشهرتها	
الساعة		تاريخ ولادتها	
ذكر ام انثى		مذهبا	

قيده الاساسي في البعثة
 رقم السجل الصفحة رقم العائلة رقم الفردي
 قيده الوالدين الاساسي في لبنان
 رقم السجل الصفحة القضاء القرية المنطقة او القرية نوع ورقم السجل
 الاب
 الام

تحريراً في ملاحظات
 الاسم
 التوقيع والختة

وزارة الخارجية والمغتربين - مديرية الشؤون الاشرافية
 الرقم
 بيروت في
 لجان المديرية العامة للأحوال الشخصية
 دائرة المغتربين
 الاسم
 التوقيع

تعاد بعد اجراء الاجاب الى السفارة اللبنانية في
 قسمة وثيقة ولادة رقم
 عن سجل الولادة رقم
 الصفحة

سجلت هذه الوثيقة لدى دائرة نقوض
 في سجل تحت رقم
 وجرى ايجابها.
 رئيس قسم النفوس
 ملاحظات

Specimen 3: Birth registration form for births outside of Lebanon

الجمهورية اللبنانية
وزارة الداخلية
ال مديرية العامة للأحوال الشخصية

وثيقة وفاة

لغة الوثيقة ب. ب. ج. ح. د. الرقم والوثيقة	أ. الاسم ب. تاريخ الميلاد ج. الجنس د. الحالة المدنية هـ. العمر و. مكان الميلاد ز. مكان الوفاة ح. التاريخ ط. الساعات ي. الدقائق ك. المدة	١٦ - سبب الوفاة أ. مرض طبي ب. حادث ج. أسباب طبيعية د. أسباب غير طبيعية هـ. أسباب مجهولة و. أسباب أخرى	١٧ - إذا كانت عملية طارئة أ. تاريخ العملية الجراحية ب. أهم ما كُتِبَ منه العملية ج. كيف حصلت الوفاة	١٨ - أ. إذا توفي هذا قبل هذا تاريخ آخر الوفاة ب. كيف حصلت الوفاة	١٩ - أ. اسم الطبيب ب. مكان العمل ج. العنوان د. التخصص هـ. رقم الهاتف	٢٠ - أ. تاريخ الميلاد ب. تاريخ الوفاة ج. الجنس د. الحالة المدنية هـ. العمر	٢١ - أ. اسم الشهادة ب. تاريخ الميلاد ج. تاريخ الوفاة د. الجنس هـ. الحالة المدنية و. العمر	٢٢ - أ. اسم الشهادة ب. تاريخ الميلاد ج. تاريخ الوفاة د. الجنس هـ. الحالة المدنية و. العمر	٢٣ - أ. اسم الشهادة ب. تاريخ الميلاد ج. تاريخ الوفاة د. الجنس هـ. الحالة المدنية و. العمر	٢٤ - أ. اسم الشهادة ب. تاريخ الميلاد ج. تاريخ الوفاة د. الجنس هـ. الحالة المدنية و. العمر	٢٥ - أ. اسم الشهادة ب. تاريخ الميلاد ج. تاريخ الوفاة د. الجنس هـ. الحالة المدنية و. العمر	١. اسم المتوفى وشهرته ٢. محل تاريخ ولادته ٣. اسم والده ٤. اسم والدته ٥. وصل العائلي ٦. عدل ودفن الوفاة ٧. توقيع ورسوم ٨. الجنس ٩. العمر ١٠. رقم بطاقة الهوية ١١. تاريخ الوفاة ١٢. محل الوفاة ١٣. محل سكن المتوفى ١٤. محل دفن المتوفى ١٥. المختار ١٦. سبب الوفاة ١٧. إذا كانت عملية طارئة ١٨. إذا توفي هذا قبل هذا تاريخ آخر الوفاة ١٩. اسم الطبيب ٢٠. تاريخ الميلاد ٢١. تاريخ الوفاة ٢٢. إذا كانت عملية طارئة ٢٣. إذا كانت عملية طارئة ٢٤. اسم الشهادة ٢٥. اسم الشهادة
---	---	---	--	---	--	--	--	--	--	--	--	--

Specimen 4: Death certificate

صفحة ١٤

سجل المقيمين

القضاء: سجل بئر

القرية:

الرقم التسلسلي	رقم العائلة	الاسم والشهرة	اسم الاب	اسم الام وشهرتها	تاريخ الولادة	محل الولادة	المذهب	الصحفة	متعلم او امي	متاهل	عازب	ذكر او انثى	تاريخ القيد	القيد المجدد

Specimen 6: National civil register (family register), first page of a double-page spread

الوقوعات

صفحة

الولادة	الوفاة	الزواج	الطلاق	تبدل المكان	تصحیح القيد	ملاحظات

Specimen 7: National civil register (family register), second page of a double-page spread

الجمهورية اللبنانية
وزارة الداخلية والبلديات
المديرية العامة لأحوال الشخصية



الرقم المتسلسل:	_____
التاريخ:	202 / /

طلب بيان قيد أو وثيقة من دائرة النفوس

المحافظة:	_____
القضاء:	_____
مختار بلدة/حي:	_____
حضرة:	_____
نفوس:	_____
المحترم:	_____
بواسطة حضرة:	_____
نفوس:	_____
المحترم:	_____

رقم بطاقة الهوية		مقدم الطلب	
الاسم	اسم الأب	الشهرة	
اسم الأم وشهرتها	محل الولادة	تاريخ الولادة	/ /
الوضع العائلي	اسم الزوج وشهرته (للزوجة فقط)	عدد الأولاد	
المدون في البلدة/الحي	القضاء	رقم السجل	المذهب
عنوان السكن (للتحويل فقط)	المحافظة	القضاء	بلدة/حي
	المنطقة	الشارع	المانف
أرجو إعطائي: ...			
.....			
.....			
.....			
طابع مالي	وتفضلوا بقبول فائق الاحترام		
1000 ل.ل.	<u>توقيع مقدم الطلب</u>		
اسم وشهرة المختار :			
أصادق على صحة توقيع مقدم الطلب استناداً الى: رقم تاريخ/...../.....			
<u>توقيع وخاتم المختار</u>			
طابع مالي	طابع المختار		
1000 ل.ل.			

نفوس

حضرة

حسب العائدية:

Specimen 8: Request form for e-ICSE

بيان قيد إفرادي
عن سجلات المقيمين لاحتساب ١٩٢٢

الجمهورية اللبنانية
وزارة الداخلية والبلديات
المديرية العامة للأحوال الشخصية

رقم القيد _____ محل ورقم القيد _____ رقم _____

الإسم _____ الشهرة _____
 الإسم الأب _____
 إسم الأم وشهرتها _____
 محل وتاريخ الولادة _____

الجنس ذكر أنثى
 المذهب _____
 الوضع العائلي _____

ملاحظات** _____

مأمور نفوس _____
 التوقيع _____
 التاريخ _____

أعطيت هذه الوثيقة على مسؤوليتي
مأمور النفوس

٠١٢٩٢٩٠٦ ٠١٢٩٢٩٠٦

إن مندوبات هذا البيان هي مطابقة للبيانات وقد أُعطيت ووافق عليها منتم العليين عند الاستلام.
 * إن كان من سائل العلاقة لبيانات منذ عشر سنوات يقتضي أن يُذكر ذلك خطياً في هذا الحقل. كما يُذكر تاريخ صدور القيد وكيفية إدراجه
 ** وضع إشارة في المربع المناسب.

Specimen 9: Individual Civil Status Extract (issued by e-ICSE system)

الجمهورية اللبنانية
 وزارة الداخلية والبلديات
 المديرية العامة للأحوال الشخصية

بيان قيد عائلي
 عن سجلات المتقنين
 لإحصاء ٢٠٢٢
 رقم ٢٠/ع/ ١٩٢٦٢٢٠١
 رقم ٢٠/ع/ ١٩٢٦٢٢٠١

الإسم والشهرة	إسم الأب	إسم الأم وشهرتها	محل وتاريخ الولادة (بالميلاد والبروز)	المذهب	متاحد أم غير	تاريخ التسجيل وكيفية	ملاحظات
الإسم:							
الشهرة:							
التاريخ:							
محل ورقم القيد:							
مقدم الطلب:							
المعرف عنه:							

أعطيت هذه الوثيقة
 على مسؤوليتي
 متأمورا بالتأشير

Specimen 10: Family Civil Status Extract

الجمهورية اللبنانية
 وزارة الداخلية والبلديات
 المديرية العامة لأحوال الشخصية

قائمة الناخبين الذكور النهائية
 المعمول بها من ٣١ آذار ٢٠٢١ لغاية ٣٠ آذار ٢٠٢٢
 إرفقت إرثوذكس

المدير العام للأحوال الشخصية
 العميد الياس الجوري

المحافظة :
 القضاء :
 القرية أو الحي :
 صفحة رقم :
 من ١

الإسم والشهرة	إسم الأب	إسم الأم وشهرتها	تاريخ الولادة	المذهب	رقم القيد	ملاحظات

Specimen 11: Voter's List Form



THE WORLD BANK



IDENTIFICATION FOR DEVELOPMENT