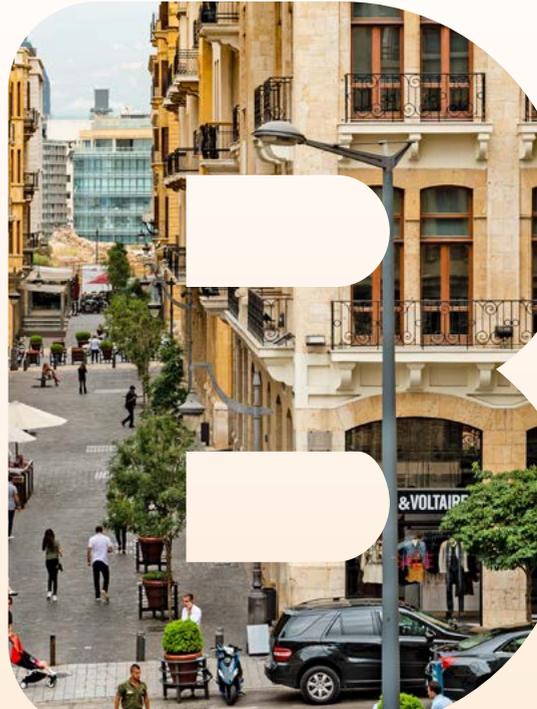


Justice Needs
and Satisfaction
in **Lebanon**
2017

Legal problems in daily life





This research was supported by the Ministry of Foreign Affairs of The Netherlands. This study would not have been a success without the collaboration of our partner The Arab Center for the Development of the Rule of Law and Integrity (ACRLI)

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Disclaimer

This report is a living document and subject to revision. Whenever the report is revised it will be posted at www.hiil.org/publications/data-reports. This version of the report was generated on November 6, 2017.

Executive Summary

The Ministry of Foreign Affairs of the Netherlands commissioned Hiil to conduct a nationwide Justice Needs and Satisfaction survey (JNS) in Lebanon. First, we aim to make the demand for justice of Lebanese citizens and Syrian refugees transparent. Our second goal is to find out how the people perceive the available justice journeys. Using a bottom-up approach, we interviewed 6000 people in all Lebanese governorates at the beginning of 2017 – 1200 were Syrian refugees, one of the most vulnerable groups in Lebanon. Our local partner, The Arab Center for the Development of the Rule of Law and Integrity (ARCLI) conducted 30 in-depth interviews with users of justice to complement the quantitative data with the human stories that normally stay hidden behind the numbers.

This report is the result of the examination of thousands of justice journeys. We discovered how people seek legal information and advice, and what steps, if any, they take to resolve their legal disputes. For those who achieve an outcome, we ask about their perceptions regarding the quality of the processes, the quality of the outcomes and the

tangible and intangible costs of justice. This data illustrates how the users of justice in Lebanon evaluate the formal and informal processes for resolving legal problems.

This report has the following objectives:

- Enhance the understanding of the justice needs of people in Lebanon.
- Highlight bright spots of the justice system and identify the potential for innovation.
- Examine the paths to justice for the Syrian refugees in Lebanon.
- Provide an agenda for justice innovation built on evidence-based interventions.

Needs for justice in Lebanon

Bottom of the pyramid: 68% of the adult population in Lebanon have experienced one or more legal problems in the previous four years. This means that more than 3 million people have encountered a situation that requires the protection of the law and access to solutions in an affordable and fair manner. Neighbour conflicts (630.000), employment (580.000) and family disputes (370.000) are the most common and

serious legal problems in Lebanon. These problems affect the most basic human needs, such as relationships, income, and shelter. They are common problems with a high impact on livelihoods.

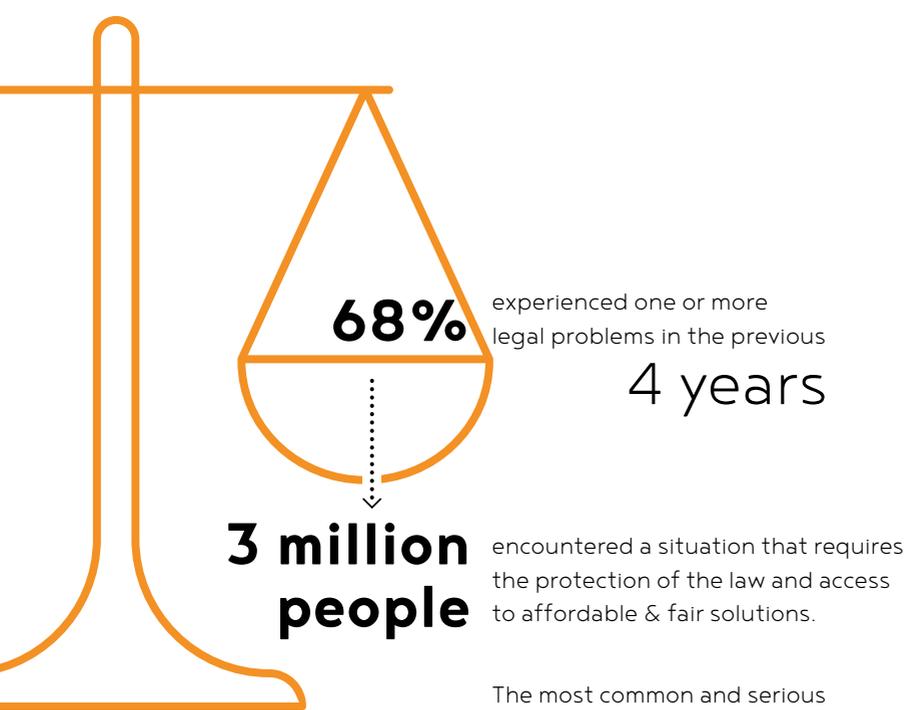
It is likely that the demand for justice will both increase and change in its nature during the coming years, due to the following social, institutional and demographic factors:

- The recent influx of refugees from Syria puts pressure on the justice infrastructure. This social dynamics creates tensions within local communities, strains public services and places pressure on the labour market.
- Despite the judiciary's efforts to increase efficiency, delays and backlogs remain. This makes it more difficult to deliver justice to those who need it.
- At 2.6%, the rapid growth in population will place increasing pressure on formal and informal, local and centralized justice providers.
- Lebanon is a middle income country; with rising incomes come a different kind of problems.

The right to access to justice is not explicitly regulated in the Lebanese Constitution of 1926 but it can be inferred from Art. 7, which proclaims the principle of equality before the law. The justice system must ensure that people have access to justice. Citizen centric justice requires constant monitoring of people's demand for justice. Data from the users of justice should be collected and placed at the centre of formulation and implementation of justice policies. A monitoring approach should be integrated within the justice institutions and the data should be publicly accessible. This will enable CSOs and other actors to hold the institutions to account. Gathering this data on a regular basis will make the justice system of Lebanon more transparent, accountable and citizen-focused.

Local problems require local solutions:

The data shows that people seek legal information and advice from institutions at the local, community level. Many people directly turn to their social network (47%), such as their friends and relatives, while seeking legal information and advice from institutional sources (32%) is less popular. However, the



The most common and serious legal problems in Lebanon:



Neighbour conflicts



Employment



Family disputes



1/2

claim that their legal problem strongly affected their lives

2 million people

did not receive a fair resolution for their disputes



71%

took action to resolve their legal problems

police and local public authorities, such as the mayor or public servants from the municipality, are considered to be the most helpful sources of information and advice by many.

Dispute resolution also takes place where people live – either through taking self-actions (53%), using the social network (35%) or by engaging institutions (29%). Again, people prefer to go to the police (9%) or local public authorities (8%) over going to lawyers (6%) or court (3%). However, for dispute resolution, taking some sort of action yourself is considered to be the most helpful strategy by most people. The patchy legal aid system in Lebanon means that those who need access to institutions the most will often have a difficult time doing so. People thus attempt to solve their problems outside of structured formal mechanisms and are forced to mostly rely on themselves.

One size does not fit all: Similar to many other countries, different people have different problems. Factors such as gender, economic and educational status or age, make for a diverse set of demands on the dispute resolution systems. Women are more affected by family problems than men. People younger than 25 encounter employment problems more frequently than other age groups. Therefore, stakeholders should design and implement justice solutions and innovations to deliver according to the target groups' specific needs.

Because of this diverse set of demands, there is also a need to increase the protection of the law for vulnerable groups. Lower income people are less likely to look for legal information and advice, and rely mostly on self-actions and their social network to resolve their problems. Moving to a next step (institutions) is apparently difficult. Refugees do not approach formal institutions due to their unclear legal status in the country. This lack of access to formal justice reduces the likelihood of obtaining fair outcomes. Vulnerable groups in the Lebanese society are not protected by the so-called “shadow of the law”, which reduces the number of alternatives available to them in dispute resolution.

Justice – shortages and opportunities: Almost 1 million people in Lebanon do not seek justice when facing a dispute. The main reasons why people do not attempt to achieve a solution are related to a sense of hopelessness. In addition, more than 1 million people who did act to solve their disputes had not yet received an outcome during the previous four years. As a consequence, for more than 2 million people in Lebanon, disputes have not received a fair resolution, which can have a profound impact on their lives. This is a challenge but also an opportunity for the tradition of justice delivery in Lebanon. Starting from this data many justice journeys can be improved or redesigned.

Bright spots of justice in Lebanon: There are many positive aspects of justice in Lebanon. People are relatively satisfied with the overall quality of the procedures and the outcomes of their justice journeys. In terms of the procedure they are particularly positive about the level of respect and politeness during the process. Looking at outcomes, provided there is one, people are quite satisfied with how the problem is resolved and the outcome is explained. This implies that outcomes are actually implemented, timely, effective, well explained and comparable to similar cases.

Generally, there is a solid basis and it is important to not only hold on to this, but use it to strive for continual improvement in the delivery of accessible, reliable and fair justice journeys. However, people mostly tend to resolve their problems outside of the structured formal legal system and this should be addressed by improving access in novel ways.

Another bright spot is the tendency of people to actively attempt to resolve their legal problems – 71% do so. Regardless of where people go, this illustrates a desire to find solutions and a degree of legal empowerment. People do not sit around and hope for the best; they take control of the issue and look for ways to find resolution and move on with their lives.

The way forward...

Prioritize justice reform in accordance with the needs of the people of Lebanon:

Focus the reform on the most frequent and pressing legal problems. Improve priority justice journeys to help hundreds of thousands of individuals and their families to resolve their problems in a fair and just manner. When the most frequent justice journeys are improved – continue with other frequent and pressing legal problems that the people in Lebanon encounter.

Improve information delivery: Empower citizens and refugees to find solutions to their legal problems. Provide accessible and easy to understand legal information and advice according to the specific needs of the users of justice. The legal aid schemes ran by the Beirut and Tripoli Bars are good but insufficient examples. Place special attention on the needs of young Lebanese, the low-income people as well as the Syrian refugees. Legal information should be tailored to the needs of women.

Pay special attention to the most vulnerable people: The process of improving the justice journeys in Lebanon should take into consideration the vulnerable groups – youth, poor and Syrian refugees. They need accessible and affordable justice journeys which protect their rights and interests and allow them to realize their human potential.

Build, sustain and promote justice innovations:

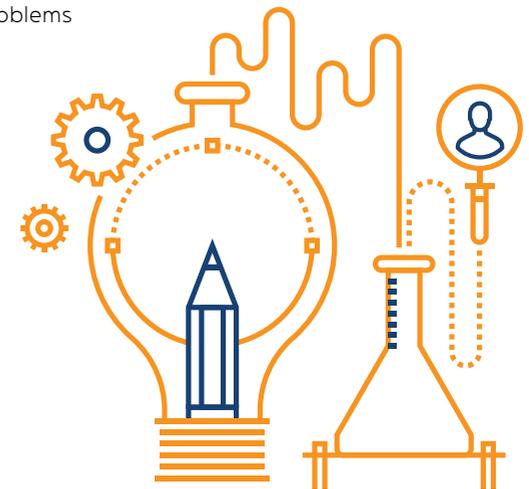
Traditional solutions have limited potential to answer the existing legal problems of the people of Lebanon. Justice innovators have huge potential to deliver better and increased access to justice. This requires an eco-system of justice innovation that supports justice delivery. Experiment and scale up solutions that work.

Stimulate the provision of hybrid justice services combining legal information, advice and dispute resolution:

Very few of the legal problems of the Lebanese people are brought for resolution to formal justice institutions. Alternative dispute resolution schemes are still not popular. Despite the Law on arbitration of 2002 this mechanism is not popular. Mediation is still making its first steps. What is needed in Lebanon are accessible and affordable hybrid justice services with a holistic focus on the legal problems and their impact.

Build systems that listen to the users of justice:

The accountability of the justice institutions in Lebanon will improve when they start continuously asking their users about the costs and quality of the available justice journeys. Bottom-up data from the users of justice in Lebanon will lead to justice indicators which show impact, identify gaps and track progress.





1

Introduction to Justice Needs & Satisfaction study in Lebanon

Introduction

Purpose

Our approach

Research Methodology

Demographics

Introduction

In 2017 Hiil, in partnership with the Dutch Ministry of Foreign Affairs, conducted a Justice Needs and Satisfaction (JNS) study in Lebanon. The aim was to map out the most pressing justice needs of the people and gain a better understanding of the different strategies employed to resolve them. To accomplish this, we knocked on the doors of 6.000 people across the country, discovering the scale and nature of the legal problems they had experienced during the previous four years.

Among the interviewees, we included a particularly vulnerable group: Displaced people from Syria living in Lebanon (1.200 respondents). Despite not having official refugee status in Lebanon, we will refer to this group as Syrian refugees throughout the report.

The JNS methodology aims to understand people's journeys to justice. The justice journey encompasses the entire process, from when a legal problem is first experienced to its final resolution.

In what ways do these journeys work?

In what ways could they be improved?

Where do they need to be entirely redesigned?



We start by **mapping out the existing justice needs**. What kind of legal problems do people face? How many people are affected by these problems? Are specific groups in society impacted differently or do they face different legal problems altogether? These questions help us create a basic map of the most pressing justice needs in a country.



We then look at **what people do in response to these legal problems**. Where do they go for information and advice, to understand their rights and determine what actions to take? Who do they ask? Is the information perceived as helpful? What do they do next to begin to resolve the legal problem? Hire a lawyer? Go to the police? Ask their friends for help? Go to a religious leader? Or do they try to solve the legal problem themselves?



Lastly, we investigate **the quality of the justice journey**. In this way we can evaluate the existing processes, as perceived by the people. Was the procedure they followed clear to them? Did they feel heard? Was it affordable? Was it too time consuming? Was the outcome helpful? Was the outcome actually implemented?

The report you are about to read contains all of this information and more. It serves as a valuable addition to the discussion around access to justice in Lebanon and a contribution to positive change.

INTRODUCTION TO JUSTICE NEEDS & SATISFACTION STUDY IN LEBANON

1

Scope of measuring the justice needs and satisfaction in Lebanon

This report highlights the main findings of the 2017 Lebanon Justice Needs and Satisfaction survey, covering input from **6,000 respondents in all 8 governorates** of Lebanon.



Purpose of the study

The main objective of this study is to **explore and understand the justice needs and experiences of the Lebanese people**. We map out the existing legal problems and aim to understand the strategies that the people employ to respond to these needs for justice. A legal problem is an event which can occur in the lives of everyone. Examples are: Divorce, unfair dismissal, a land dispute, or refused public service such as a driving license. The important characteristic is that the problem has a potential legal resolution. It is not essential whether the individual frames it as legal or how the respondent resolves the issue. We explore where the people of Lebanon seek legal information and advice and which justice journeys they pursue to resolve the problems.

The most important aspect of the study is attempting to understand how much fairness and justice the people receive when they need it. To answer this question we measure the costs, the quality of the procedure and the quality of the outcome of the existing justice journeys in Lebanon. This reveals what justice journeys deliver, what the people expect and which parts of the journey can be improved.

Lebanon has taken in a large number of displaced Syrians, due to the Syrian civil war that started in 2012. In order to understand their specific justice needs, **20% of the sample consists of displaced Syrian people**. They do not have official refugee status in Lebanon, but we will refer to them as 'Syrian refugees' throughout the report.

Approach of Hiil

- Focuses on justice in people's lives and understanding their experiences in seeking access to justice. Formal and informal justice journeys are mapped out.
- Enables decision-makers to focus on justice when and where it is needed most. The problem areas are highlighted by the citizens; a true bottom-up approach.
- Provides robust evidence that can support programming and policymaking in the areas of justice and the rule of law.
- Builds on local knowledge about what works best (identifying the bright spots)
- Informs users and suppliers about the quality of existing services. Enables users to be informed about where to go and which services to use and assists suppliers in improving their services.
- Offers a cost-effective way of monitoring progress in the justice sector. A standardised and replicable approach leads to: economies of scale, a reduction in operational costs, increased efficiency, a reduction in operational risk, and cross country benchmarking.



INTRODUCTION TO JUSTICE NEEDS & SATISFACTION STUDY IN LEBANON

1

Why the bottom-up justice matters

Men and women in Lebanon experience many justice needs in their daily lives. In the eyes of citizens, legal problems mostly concern disputes and grievances, such as family problems, crime, disputes with employers and neighbours, disagreements with administrative authorities, housing problems, etc. Very few of these problems are referred to and resolved by the formal justice system of courts and lawyers. Policy-makers, courts, providers of legal services and international donors are not always aware of these problems. Whether citizens **actually receive** fair, effective solutions through fair and effective processes, is rarely part of the debate about justice reform and its priorities. Most often the focus is on the supply side: How the courts, prosecutorial services, police and other justice institutions mobilise resources, cope with demand and deliver results

Understanding the demand for justice is key to innovating it. Firstly, more effective and innovative solutions could be designed and implemented if the citizens are at the centre of the reform. Secondly, change works best if it considers the problems at a macro level, but implements solutions where the people interact with justice. Thirdly, justice innovation is about the re-design and improvement of justice journeys. This is an iterative process, which, if implemented well, can deliver more justice to the people of Lebanon. There are no small justice problems: every injustice that is prevented or resolved fairly, contributes to the legal empowerment of citizens. Moreover, justice and the rule of law are positively linked to socio-economic development.



How we measure access to justice

To understand access to justice in everyday life, we asked a large number of Lebanese citizens and Syrian refugees about their experiences during their justice journeys. We used a specifically designed research tool, the Justice Needs and Satisfaction Tool, to measure people's justice needs. The questionnaire addresses the type of legal problem that people encounter, the solutions they get, how they seek legal information & advice, which dispute resolution mechanism they engage and how they experience the resolution process and outcome.

In particular, we measure the cost and quality of the dispute resolution procedure. These are some examples of what we asked to measure the cost and quality:

To what extent (scale 1-5)

- Did the process make you feel frustrated?
- Did the process make you feel angry?
- Were you able to express your views and feelings during the dispute resolution process?
- Were the same rules equally applied to you and to the other party/ies?
- Was the dispute resolution process based on accurate information?
- Did the adjudicator explain your rights and options during the process thoroughly and make sure you understood them?
- How much time in days did you spend resolving the problem?



INTRODUCTION TO JUSTICE NEEDS & SATISFACTION STUDY IN LEBANON

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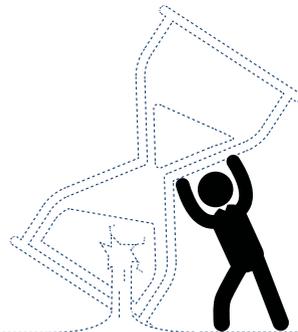
People use formal and informal processes to resolve their legal problems. In the Justice Needs and Satisfaction Tool the commonly applied justice processes are called justice journeys. HiiL quantifies these justice journeys by asking people about their perceptions of three dimensions: The process, the outcomes and the costs of the journeys. The questions are categorized and displayed in ten easy-to-understand indicators of the costs and quality of access to justice.

1. The costs of justice

- Money spent: Out-of-pocket costs for legal fees, travel, advisors
- Time spent: Time spent searching for information, attending hearings, travel
- Stress and negative emotions

2. The quality of the procedure

- Voice and neutrality: Process control, decision control, neutrality, consistent application of rules
- Respect: Respect, politeness, proper communication
- Procedural clarity: Timely explanation of procedures and rights



3. The quality of the outcome

- Fair distribution: Distribution is fair according to needs, equity and equality criteria
- Damage restoration: Fair compensation for monetary loss, emotional harm and damage to relationships
- Problem resolution: Extent to which the problem is solved and the result has been enforced
- Outcome explanation: Extent to which the people receive access to outcome information

A word of caution about the data

Data for this report was collected through survey research, in-depth interviews and discussions with experts. Inevitably there are limitations to the data. A small proportion of the findings are based on answers from a limited number of people. To enter into greater detail about people's experiences with specific justice journeys, different and/or larger samples are needed.

Our experience shows that people tend to underreport legal problems. The reported prevalence of legal problems should be critically assessed in light of the following:

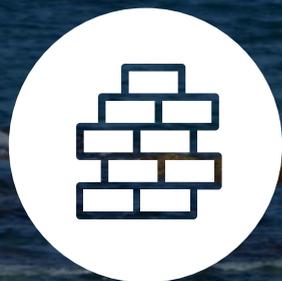
- Shame and fear may be reasons why some problems are not reported, for example, where people have been detained.
- Cultural norms may cause people to under or over report problems (in some cultures it is inappropriate to have conflicts with others).
- The interviewers were external to the local communities. It might have been daunting for some people to discuss personal experiences with strangers.



Research methodology

The research has been divided in four different phases:

1. The 'Project Foundation' phase
2. The 'Research' phase
3. The 'Data validation' phase
4. Report & Presentation



Project Foundation

Background research on the Lebanese judicial system and the local context in which it operates was conducted. Moreover, the research instruments were adapted to the local context and language through pilot testing and the use of Lebanese expertise.



Research

Quantitative data was collected by Statistics Lebanon. They interviewed 6000 randomly selected adult individuals across all 8 governorates of Lebanon between March and May 2017. This included 4800 citizens and 1200 Syrian refugees. Additionally, qualitative data was collected in the form of 30 in-depth interviews with users of justice.



Data Validation

A triangulation workshop was organised in Beirut in September 2017 to validate the data with a wide range of experts assembled by our local partner The Arab Center for the Development of the Rule of Law and Integrity (ACRLI). This group of individuals included judges, lawyers, representatives of civil society organisations, researchers and journalists. The provided feedback and their insights are incorporated into the report.



Report & Presentation

The final report was launched in December 2017. Participants at the launch included key stakeholders from the Lebanese justice sector.

INTRODUCTION TO JUSTICE NEEDS & SATISFACTION STUDY IN LEBANON

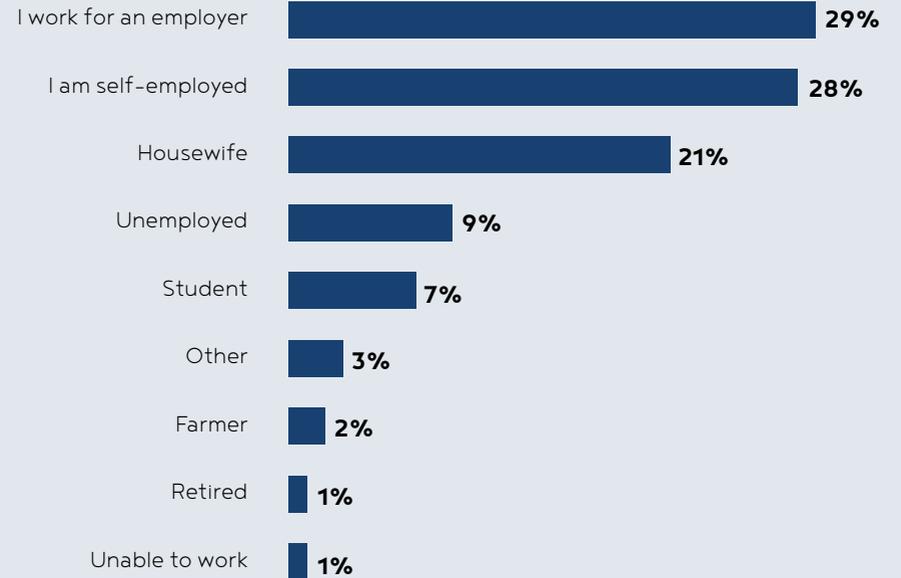
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Demographics

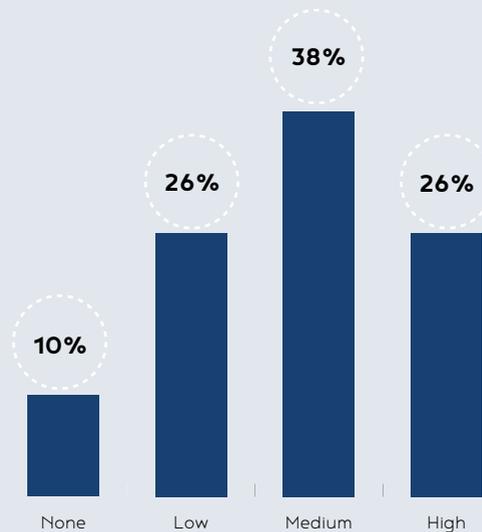
- The sample consists of **6.000 randomly selected adults**, who were interviewed for this study between March and May 2017.
- The respondents are 50% male and 50% female.
- The average age of respondents is 36 years old.
- Almost 60% of the respondents are married. 32% of them are single or never married.
- The average household consists of 4.6 people.
- About 90% of the sample has completed some level of formal education. Almost two thirds of the sample holds a high school diploma or above.

Age & category name		Gender	
Youth (18-24)	17%	Female	50%
Young adulthood (25-39)	49%	Male	50%
Middle adulthood (40-64)		Marital status	
Seniors (65+)	3%	Single, never married	32%
Monthly household income		Married	59%
Low (<\$750)	25%	Married, but separated	2%
Lower middle (\$750-\$1499)	38%	Divorced	4%
Middle (\$1500-\$2500)	26%	Widowed	3%
High (>\$2500)	10%		

OCCUPATION



EDUCATION



INTRODUCTION TO JUSTICE NEEDS & SATISFACTION STUDY IN LEBANON

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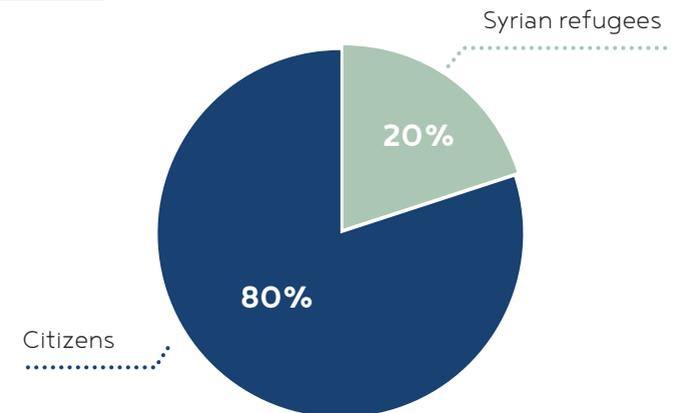


- The study was conducted in all **8 Lebanese governorates** covering all 26 districts. The exact breakdown of respondents is shown in the table below.
- The respondents are predominantly from urban areas: 90% of them, compared to 10% from rural areas. According to the World Bank 88% of Lebanese live in towns and cities and 12% in rural areas¹.
- 20% of the sample consists of Syrian refugees. There are roughly one million Syrian refugees living in Lebanon², which corresponds to a population share of about 17% (total population 6 million).

¹ <https://data.worldbank.org/indicator/SP.URB.TOTL.IN.ZS?locations=LB>

² <http://data.unhcr.org/syrianrefugees/country.php?id=122>

SAMPLE COMPOSITION



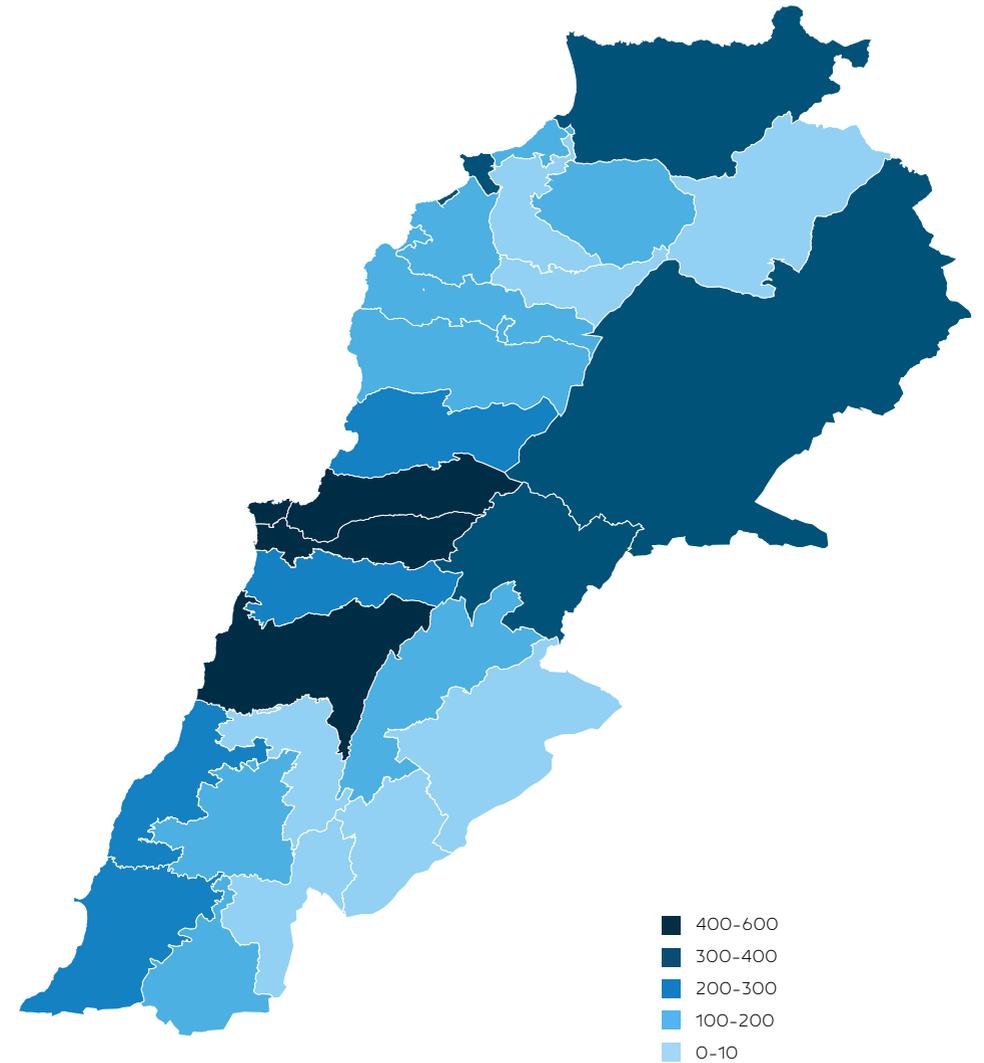
INTRODUCTION TO JUSTICE NEEDS & SATISFACTION STUDY IN LEBANON

1



DISTRIBUTION OF RESPONDENTS

Akkar	Akkar	7%
Baalbek-Hermel	Baalbek	6%
	Hermel	1%
Beirut	Beirut	9%
Beqaa	Rachaya	1%
	West Bekaa	3%
	Zahle	6%
Mount Lebanon	Aley	4%
	Baabda	8%
	Ech Chouf	8%
	Jbeil	3%
	Kesseroune	4%
	El Meten	10%
North	El Batroun	2%
	Bcharre	1%
	El Koura	2%
	El Minieh-Dennie	3%
	Tripoli	5%
	Zgharta	2%
Nabatiye	Bent Jbeil	2%
	Hasbaya	0.5%
	Marjoyoun	1%
	El Nabatieh	2%
South	Saida	3%
	Saida Villages	1%
	Jezzine	1%
	Sour	5%



Number of respondents sampled per district



2

Legal Problems in Lebanon

Problem prevalence

Most pressing justice needs

Types of problems

Impact

Introduction

We asked people in Lebanon, both citizens and refugees, to tell us about their experiences with legal problems during the past 4 years. Based on previous research, we have identified 127 specific problems that people around the world can resolve through access to the justice sector. The list of problems has been adapted to the Lebanese context through collaboration with local legal and social science experts. We aggregated these problems into **16 categories**:

In this chapter we present the prevalence, severity of the impact, and the type of consequences of the legal problems people reported. We disaggregate the results based on gender, location, household income, levels of formal education and income in the sample. We also analyse who was the other party in the dispute and the outcomes the people wanted to achieve.

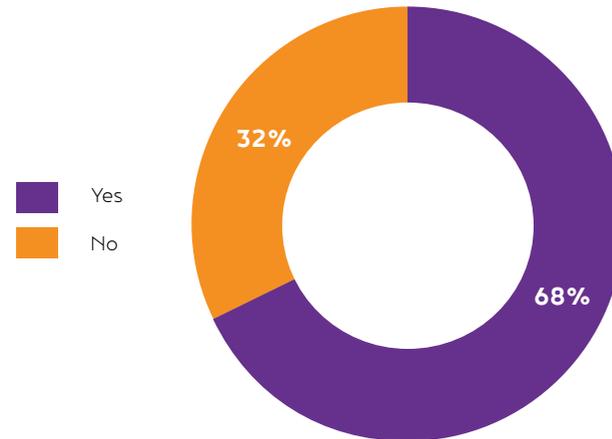
- | | | | |
|------------------------|---------------------------|-------------------------------|-----------------------------|
| Land | Housing | Neighbours | Employment |
| Family | Children | Social welfare | Public services |
| Crime | Consumption | Accidents/
Personal injury | Money |
| Obtaining ID documents | Business related problems | Police related problems | Corruption related problems |

2/3 people in Lebanon experienced legal problems

The data from the survey shows that 68% of the people experienced at least one legal problem that was serious enough to merit action towards resolution during the previous four years. This means that **between 3.1 and 3.2 million people experienced a legal problem.**

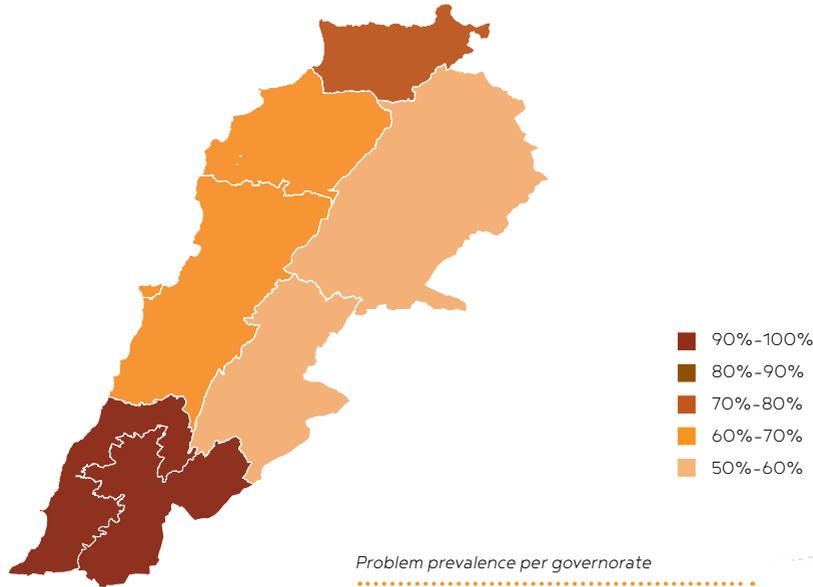
The prevalence of problems varies across governorates. A higher prevalence is found in the South and Nabatiye governorates, where almost all of the people have experienced at least one legal problem (92%). The rest of the governorates fluctuate between 60% and 70%, except for Beqaa, where prevalence is just over 50%.

EXPERIENCED A PROBLEM



LEGAL PROBLEMS IN LEBANON

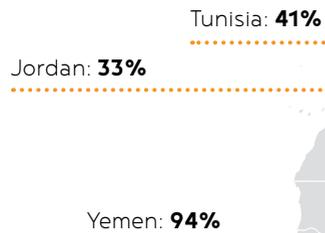
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Problem prevalence per governorate

INTERNATIONAL PERSPECTIVE

People who experienced problems:



Men are more likely to experience problems than women – **73%** of men have experienced at least one legal problem, while the proportion for women is **64%**. There is also a difference in terms of the urban/rural divide; people in rural areas are slightly more likely to have a legal problem than people living in towns and cities

People in young adulthood (25-39) experience legal problems most frequently, with **80%** of them having experienced one or more. Seniors (65+) have the lowest prevalence rate at 30%.

Legal problems are distributed evenly across formal education levels and income groups.



LEGAL PROBLEMS IN LEBANON

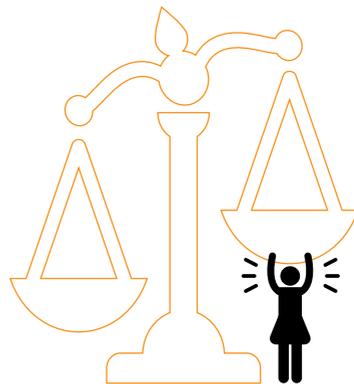
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There is a relatively low degree of co-occurrence of problems

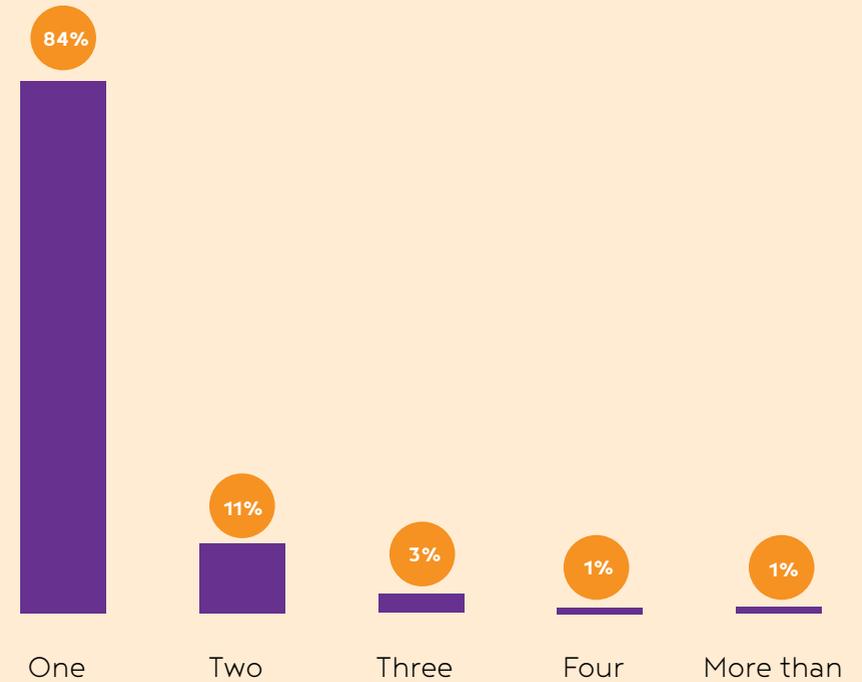
On average, each person in Lebanon experiences **1.2 legal problems every four years**. However, there are small differences in this number according to different social and geographic divides.

People in Beqaa are the least likely to report problems. However, when they do have problems, they experience the highest co-occurrence in Lebanon with a rate of 1.7 problems every four years. This rate is probably influenced by the high presence of refugees. Beirut residents also report an above average number of problems with 1.5 problems every four years. Akkar and North are the governorates where people report fewest problems, with just 1.1 problems every four years. People without formal education tend to have more problems than the other educational groups, and the same occurs with people in the low income group (<\$750).

Just over 15% of people with a legal problem experience two or more problems. More than one third of the inhabitants of Beirut have two or more problems. The same occurs in Beqaa, however, the proportion of Syrians refugees here is greater than in other governorates, which may explain the higher level of problem co-occurrence. People living in cities and towns, without formal education, and in the low income group are most likely to have more than one problem.



NUMBER OF PROBLEMS PER PERSON



LEGAL PROBLEMS IN LEBANON

2

The most pressing justice needs revolve around basic human needs in Lebanon

In Beqaa, housing, money, and obtaining ID documents are more common. Again, this is probably related to the relatively large proportion of refugees in the area. Crime is especially prevalent, at **17%**, in Beirut, employment is the most prevalent problem category in Mount Lebanon and Nabatiye.

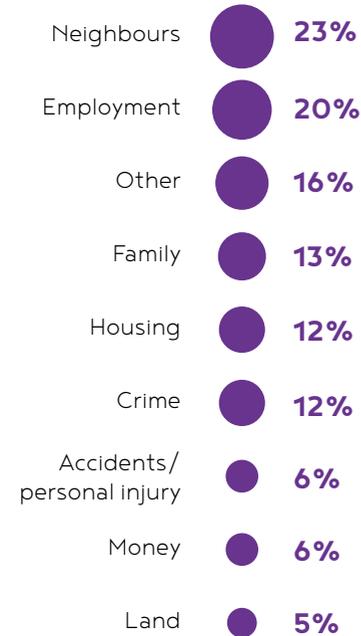
As in many other countries, family problems are more prevalent among

women. Men experience more crime problems. Urbanites are more affected by employment and housing problems.

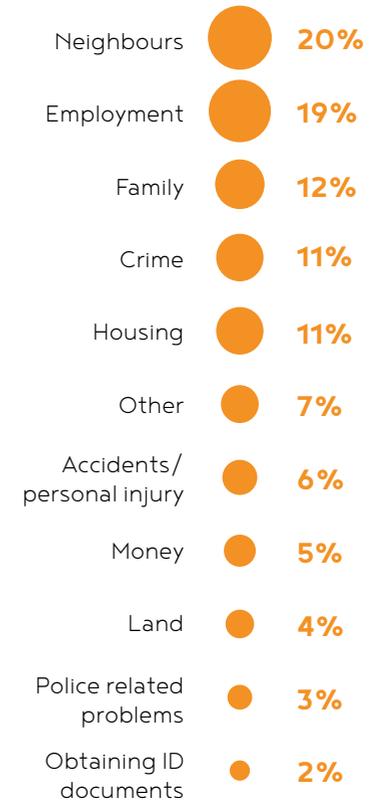
Employment is the most prevalent problem category among young people (18-24), lower income groups, and the highly educated, while housing problems are more prevalent for seniors (65+) and people without formal education.



MOST PREVALENT LEGAL PROBLEMS



MOST SERIOUS LEGAL PROBLEMS



People also specified which problem was the most serious of all the problems they encountered. Conflicts with neighbours, employment disputes, and family disputes are identified as the most serious legal problems.

68%

of Lebanese have experienced one or more legal problems in the previous four years

Neighbour conflicts, employment, family disputes and crime are the most common and serious legal problems

The table below specifies the estimated number of people in Lebanon affected by the four problem categories reported as most serious.

Problem category	Range
Neighbours	590.000 – 670.000
Employment	540.000 – 620.000
Family	340.000 – 400.000
Crime	330.000 – 390.000

Employment related legal problems are more common among younger people, and their prevalence decreases with age. A quarter of young respondents (18–24) suffer from employment disputes, while the figure is only 10% for seniors (65+). Employment related problems are also the most serious for the lower income groups and their prevalence decreases with higher income levels.

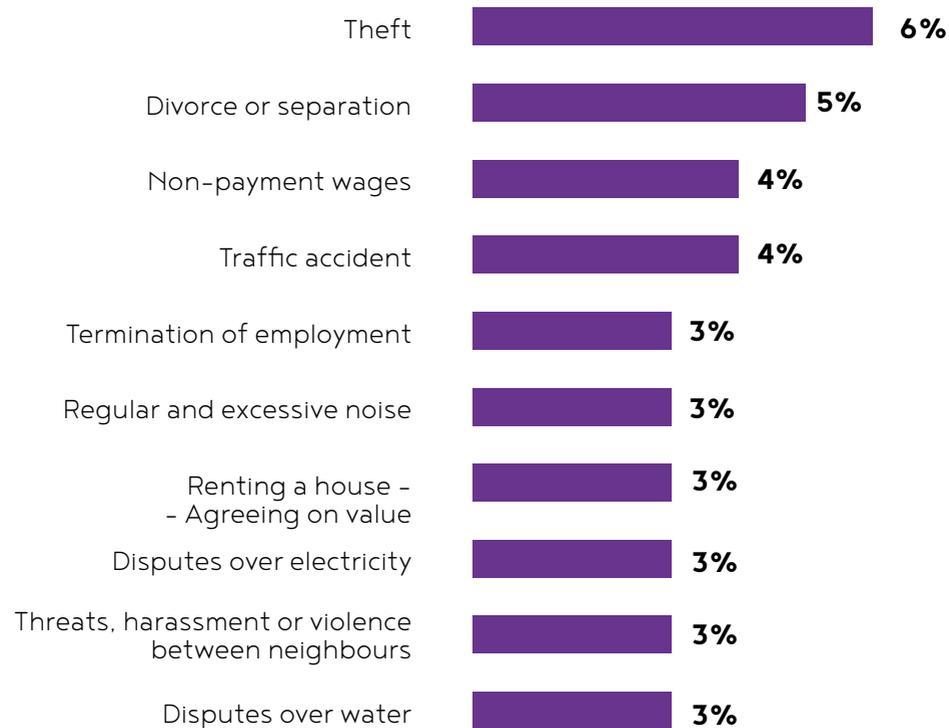
Crime is reported more frequently among people with a higher level of formal education, and its prevalence increases as one’s formal education level increases.

When looking at governorates, we see that **neighbour** related disputes are the most serious legal problem category in four out of eight governorates. **Employment** related issues are the most serious legal problems in Mount Lebanon, Nabatiye and Beqaa, while **family** disputes are the most serious in Baalbek-Hermel.

LEGAL PROBLEMS IN LEBANON

2

MOST SERIOUS SPECIFIC PROBLEMS



Theft, divorce or separation, non-payment of wages and regular and excessive noise are the most prevalent specific legal problems. Women are disproportionately affected by divorce, which is their most prevalent and serious specific legal problem at 8%. Theft, and

excessive noise complete the three most serious specific problems. For men, the three most serious specific legal problems are theft, non-payment of wages, and traffic accidents. We thus find that theft is a widespread legal problem regardless of gender.

The story of Carmen

Carmen is a 50 year old Lebanese national from, and residing in, a village in the North Metn District. She is married, works in the make-up field and holds a university degree.

In her words, "the story goes back three years when I was residing with my family in the Gulf and my husband and I were working there. However, we had to return to Lebanon due to the deteriorating economic conditions and the age of my children".

Carmen called a transport company to pack and transport her furniture from the Gulf to Lebanon.

Months passed by while the furniture was kept in the port of Beirut which led her to pay fees and incur unexpected expenses.

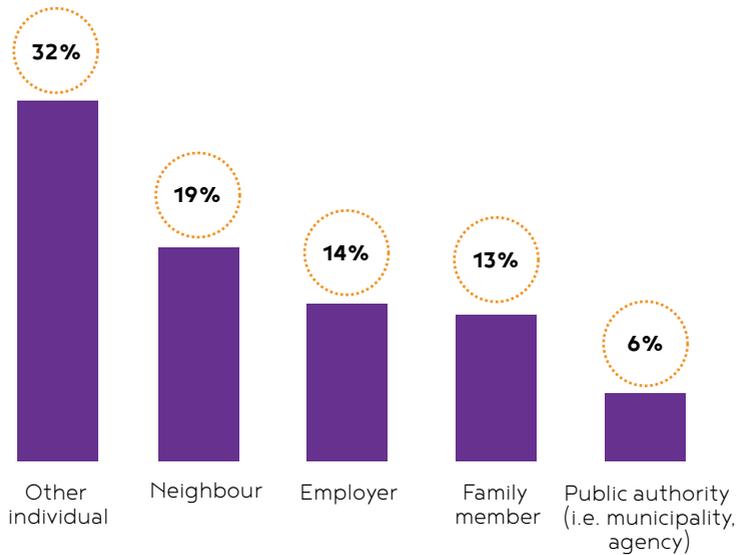
Carmen resorted to the court of law and filed a lawsuit against the transport company. As a result of the lawsuit which lasted for almost two years, the company had to deliver the furniture as agreed.

LEGAL PROBLEMS IN LEBANON

2

Opposing parties in disputes

COMMON OPPOSING PARTIES



Most conflicts involve people known to the person experiencing the conflict. Women reported family members as the opposing party more than twice as often as men did.

Employers are frequently reported as the other party in the legal problem by young people. When we look at the

five most serious problems, we find the usual suspects: neighbours in neighbour problems, employers in employment problems, relatives in family problems and other individuals in crime problems. Other individuals also appear in housing problems as the opposing party.

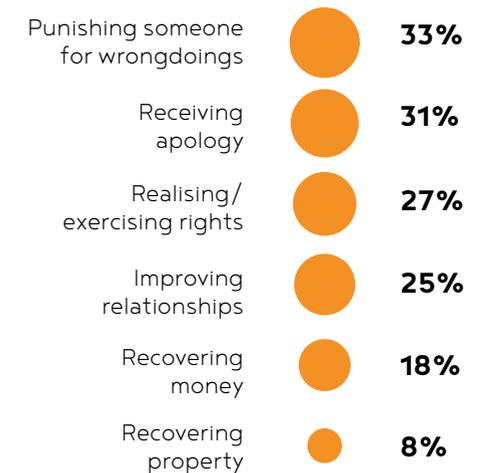
Expected outcomes are mostly non-material

People were asked to choose from a list of outcomes they would like to obtain.

Punishment and receiving an apology are the most frequent goals, followed by realising/exercising rights, and improving relationships. Recovering money or property are less frequently desired outcomes.

The expected outcomes are similar across genders and urban/rural location. Seniors (65+) give more weight to the material aspects of the outcomes - recovering money and property. The frequency of expecting someone to be punished for wrongdoings increases with the level of formal education, while hoping to improve relationships is more common among those with a lower level of formal education. Expecting to improve relationships is also more prevalent among lower income groups.

WHAT DID YOU EXPECT TO ACHIEVE?





Substantial impact on people's lives

Receiving apologies and improving relationships are the most common goals for people with neighbour problems. For employment disputes, receiving an apology and recovering money are the most common goals. For family problems, realising/exercising rights and improving relationships are the most important expectations. Punishing someone for wrongdoings is understandably the most common expected outcome in crime problems. Finally, improving relationships and recovering money are the most common expectations in housing disputes.

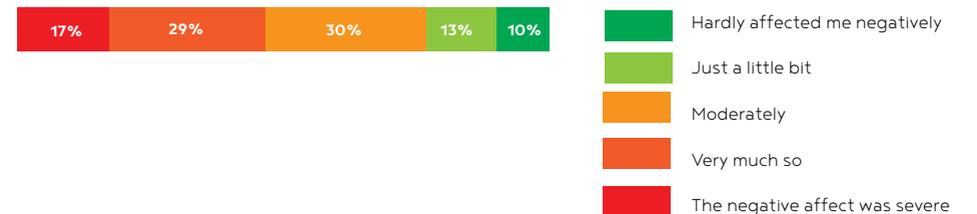


People in Lebanon suffer a moderate to severe impact on their lives due to their legal problems. No gender or urban/rural differences are found. Different age groups experience different impacts: Seniors (65+) disproportionately report severe negative effects (**36%**). People with little to no formal education also report more severe effects (**22%**). The low income group also reports severe effects (**26%**).

Almost one in three people from Beirut and Beqaa report severe effects, while one in four people from Akkar report that the problem hardly affected them.

Family disputes and crime have the most severe impact (30%). For neighbour disputes only 5% of the people report a severe impact

HOW DID THE PROBLEM AFFECT YOUR LIFE?



The story of Zalfa

Zalfa is a 62 year old widow and a teacher who reached secondary education. Residing in Beirut, Zalfa is originally from the Chouf region.

The issue has a long history. Zalfa and her family own properties and land in her village, a large portion of which are owned by way of inheritance, and most of which are registered in her and her late husband's name. The problem with these lands is that they did not undergo real estate surveying and uses therewith are done using "deeds". For the purpose of endowing the properties with lawfulness, Zalfa resorted to the court and requested a committee for boundary marking and optional registration.

After heading to the properties, the aforementioned committee undertook its work by examining the location. While the committee was undertaking its tasks, it was struck by the number of citizens who claimed the lands as their own and were simultaneously illegally occupying parts of it.

The surprise followed after the committee completed surveying the lands, mostly under the names of the illegal occupants.

This is what drove Zalfa to file an objection before the real estate Judge in the year 2005. Until this day, the decision is still pending.

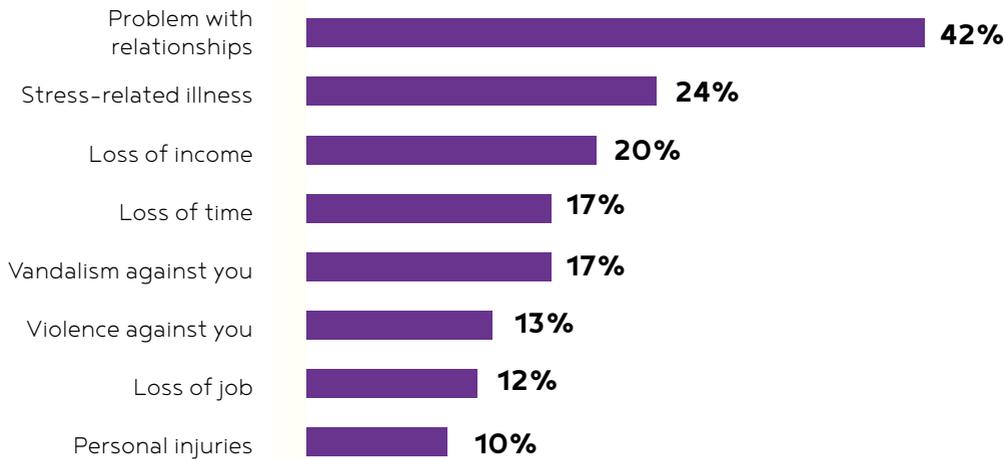


LEGAL PROBLEMS IN LEBANON

2

Relationships heavily impacted by legal disputes

DID YOU EXPERIENCE...?



By far the most common consequence of legal problems is problems with relationships. Men and women both report problems with relationships as the main consequence of their legal problems. Their second most reported consequence differs. Men report loss of income (22%), and women report stress-related illness (28%).

Among the top five problem categories, problems with relationships is the most reported consequence of three of them: neighbours, family, and housing. Loss of income and loss of job are the most prevalent consequences for people undergoing employment problems. For crime, vandalism and stress-related illness are the most common consequences.

Conclusion

Legal problems in Lebanon are common, with two out of three people experiencing them during the previous four years. This is higher than in other countries in the region we've surveyed, such as Tunisia (41%), Jordan (33%), and the UAE (45%). Problems are not equally distributed across territory, as governorates such as South and Nabatiye have a prevalence rate of 92%, while others, such as Beqaa, have a prevalence rate of just over 50%.

Neighbour, employment, and family disputes are the most prevalent and serious legal problems for the people of Lebanon. Women are disproportionately affected by family problems, while men are more affected by crime. Employment disputes are a significant problem for the young, low income groups and people living in the Mount Lebanon governorate.

Theft, divorce or separation, non-payment of wages, and regular and excessive noise are the most prevalent specific problems, which speaks to the need for protecting property, relationships, and quality of life in Lebanon.

Many conflicts involve people known to the respondents at the moment of experiencing a dispute.

People mostly hope to see someone punished for wrongdoings or receive an apology as an outcome to their legal problem. This suggests that they are more interested in non-material outcomes, instead of material ones, such as recovering money or property.

Unlike other countries, disputes in Lebanon have a moderate to severe impact on people's lives. Seniors (65+) and people without formal education report more severe effects. Crime and family related legal problems produce the most severe effects.

Problems with relationships is the most prevalent consequence of people's legal problems. Loss of income and loss of job are the most prevalent consequences for people undergoing employment problems. For crime, vandalism against the respondent and stress-related illness are the most common consequences.



3

Access to Legal Information and Advice

Sources of legal information and advice

Reasons for not seeking information

Most helpful sources

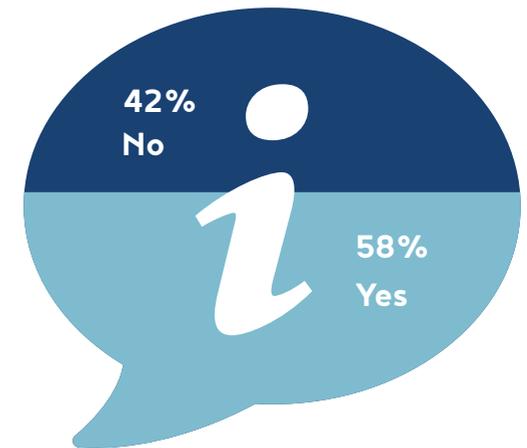
Introduction

In this chapter, we investigate where people go to find information and advice when they face a legal problem. Knowing whom they turn to for legal information provides an important insight into their resolution strategies. Moreover, it is also critical to know why certain respondents choose not to seek information and advice.

Need for increasing the availability of legal information

Finding relevant information and advice about the procedures to follow is often the first step to resolving a legal problem. Some people seek information and others do not.

HAVE YOU SOUGHT INFORMATION OR ADVICE TO RESOLVE THE PROBLEM?



INTERNATIONAL PERSPECTIVE

Tunisia: **60%** sought information and advice
 Jordan: **58%** sought information and advice

LEGAL INFORMATION & ADVICE

3



The infographic implies that between 1.8 and 1.9 million people sought information and advice, while between **1.3 and 1.4 million** people did not.

People between 18 and 24 (54%) and people with no (56%) or little (47%) formal education are less likely to seek information and advice. Older people and people with a higher income are more likely to seek legal information and advice.

Respondents who experienced family and crime problems are the most likely to search for information and advice. Almost **70%** of them did so. For neighbour and employment disputes, about half of the people seek legal information and advice. People with housing problems seek information and advice least (43%).



THE SOURCES OF INFORMATION AND ADVICE INCLUDED IN THE SURVEY

Social network	Institutions
Friend(s)	Municipal authority
Colleague(s)	Central government organisation
Neighbour(s)	Lawyer
Relative(s)	Civil society organisation
Religious leader	The police
Community leader	Notary
Community organisation	Syndicat
Professional organisation	
Employer	
Media	



LEGAL INFORMATION & ADVICE

3

More than 1/2 people did not reach out to their social network for legal information and advice



We divide the sources of legal information and advice into two groups, the social network and institutions. We start with the social network.

People from one's inner circle are the most commonly contacted sources.

People with family problems are most likely to reach out to their social network, at almost 60%. People facing housing problems are less likely to involve their social network.

Women consult relatives more often than men do and are slightly more likely to consult their social network in general.

Young people (18-24) and seniors (65+) are more likely to refer to relatives for

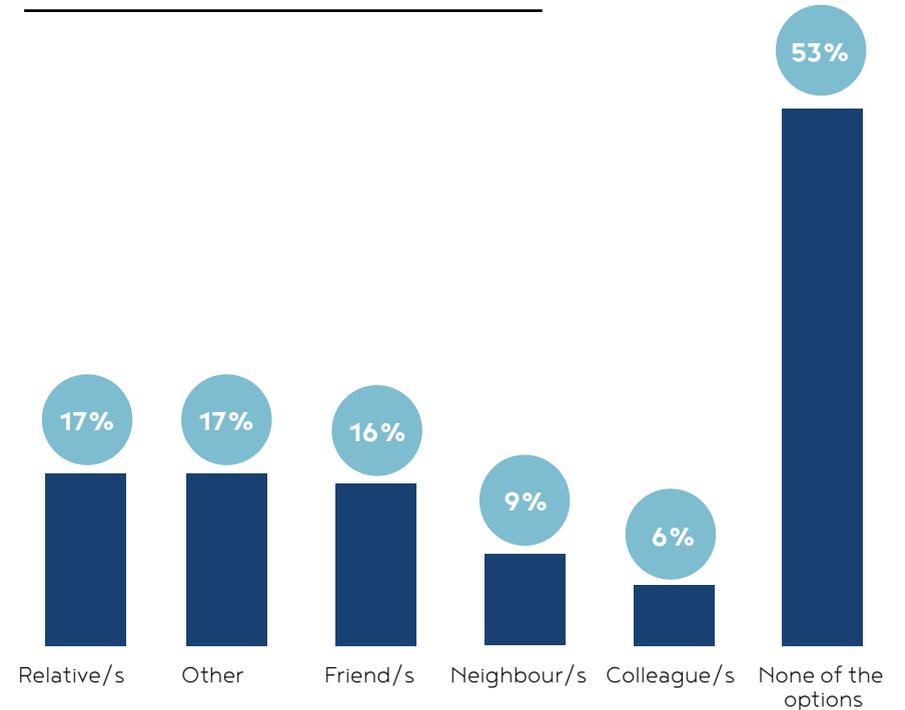
legal information and advice. The younger group is also more likely to go to their friends.

People with a low level of formal education are least likely to reach out to their social network. People with no formal education are equally likely as people with a high level of formal education to consult their social network. The low income group (<\$750) is least likely to refer to their social network for legal information and advice, at 39%.

People in Beirut are more likely to reach out to their social network, while people in governorates Beqaa and North are less likely to do so, with more than 70% of the people choosing not to do so.



LEGAL INFORMATION AND ADVICE - SOCIAL NETWORK



LEGAL INFORMATION & ADVICE

3

Only 32% of the people consulted institutions

Young people (18-24) are least likely to consult with institutions - only 20% of them did. The likelihood increases with age. The same relation can be found for education: the less formal education an individual has, the less likely they are to seek legal information and advice from institutions. The police and lawyers are consulted more as one's formal education level increases. People from the lower income groups are less likely to consult with institutions. The higher income

groups prefer to consult lawyers and police for legal information and advice. Municipal authorities are consistently consulted by all groups.

Lawyers are frequently consulted by people with family problems, while the police are the most popular choice for crimes. However, for the five most serious legal problems, **the majority of the people do not consult any institutions.**



LEGAL INFORMATION AND ADVICE - INSTITUTIONS



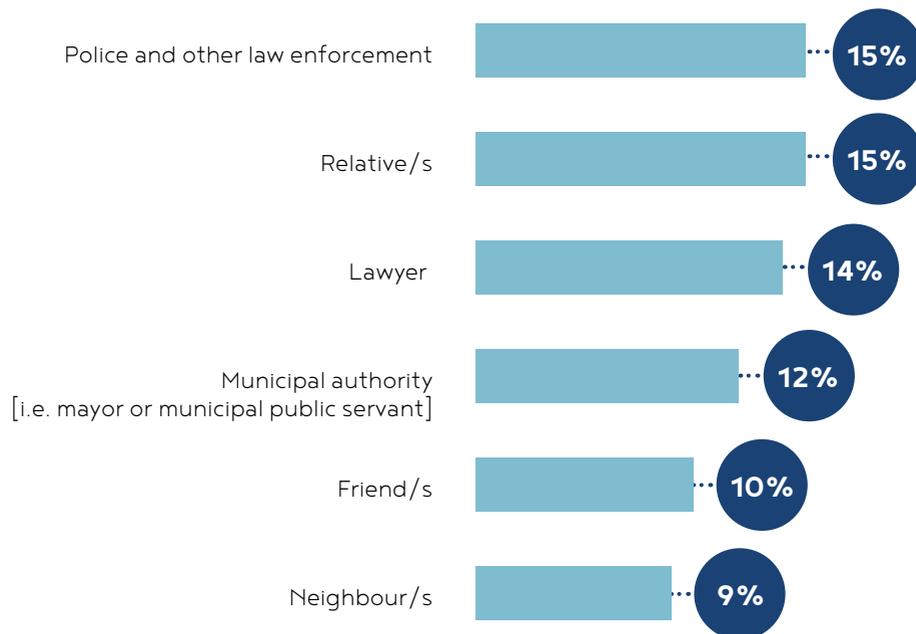
LEGAL INFORMATION & ADVICE

3

Institutions most helpful source of information & advice

Differences are minimal for the three most popular sources. The ranking suggests that institutions are perceived as more helpful than the social network, despite being used less often.

MOST HELPFUL SOURCES OF LEGAL INFORMATION AND ADVICE



Friends, neighbours, and relatives are less likely to be cited as most helpful the more highly educated a person is. When looking at income groups, the same occurs only with friends. Lawyers and the police are more likely to be recognized as helpful by people with a higher level of formal education and higher income groups.

For young people (18-24), relatives and friends are considered to be more helpful. Lawyers are considered to be more helpful as age increases.

People with neighbour related problems identify the municipal authority as the most helpful provider of legal information and advice. For people with employment related problems, the employer is the most helpful source of information and advice, followed by colleagues. For people with family related problems, lawyers and relatives are the most helpful sources. For victims of crime, it is the police and relatives. Finally, people with housing related problems turn to relatives and neighbours. This suggests that actors that have direct knowledge about a problem are more likely to be considered helpful.



LEGAL INFORMATION & ADVICE

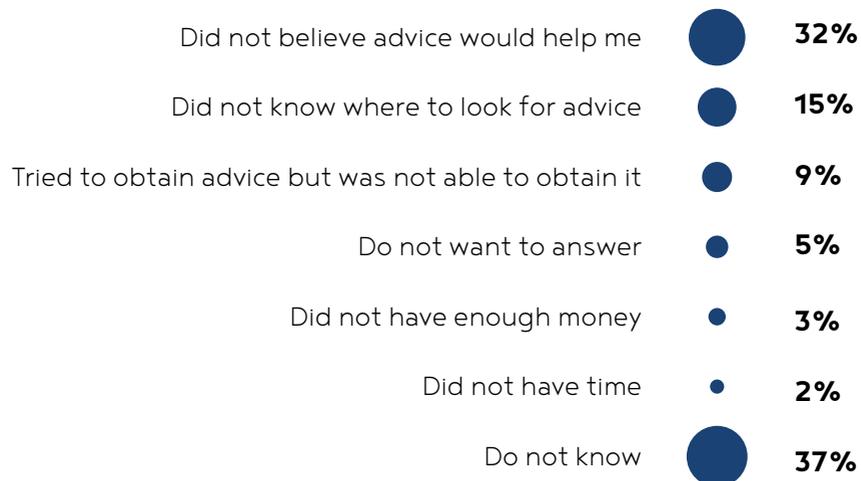
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Lack of confidence in the usefulness of legal information & advice

42% of the respondents did not seek legal information and advice from any source. The most frequently cited reasons for not seeking information and advice are that respondents either did not believe advice would help them, or that they were unsure where to obtain such information and advice.

People facing employment and crime problems argued that they did not believe advice would help them. For people experiencing neighbour, family, and housing disputes, "do not know" was the most frequently reported reason. In all problems categories, "do not know" and "did not believe advice would help" were the most frequently cited barriers.

BARRIERS



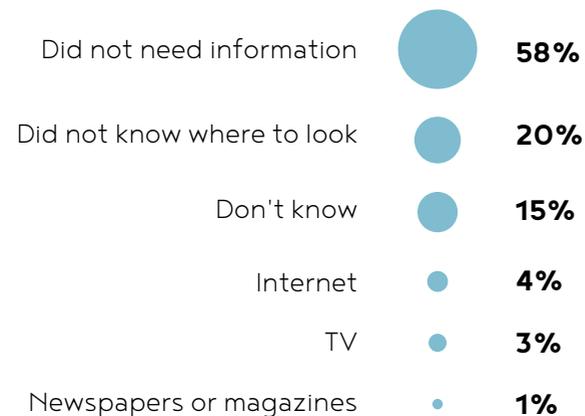
Public sources of information rarely used in Lebanon

We asked people whether they utilised publicly available sources of information, such as TV, magazines, or the internet.

Apparently, very few people use public sources of information to obtain information about their legal problems. The most popular source is internet, but

only **4%** of the people indicate having used it. Almost **60%** report not needing information, **20%** say that they did not know where to look for information, and **15%** indicate that they were not aware of any public sources of information.

PUBLIC SOURCES OF INFORMATION





Conclusion

Seeking legal information and advice is common in Lebanon – six out of ten people do so. This is comparable with Tunisia and Jordan. Family and friends are the most commonly used and the most helpful source of information from the social network. Among institutions, respondents consult the police and municipal authorities most often. In general, the social network as a source is consulted more often than institutions. However, the police, municipal authorities, and lawyers are identified as three of the four most helpful sources of legal information and advice. The biggest barrier to seeking information and advice is that people do not believe that it will help them. However, most people could not exactly say why they did not seek information and advice.

Public sources of information are typically not utilised in the search for legal information and advice. No less than 90% of the people indicate that they do not use any public source. We find the same in Tunisia and Jordan.

All in all, there is an important need to educate the people regarding the usefulness of legal information and advice. This is in line with the view that there is a degree of legal illiteracy in Lebanon, as expressed by some of the experts who attended the data triangulation session.





4

Dispute Resolution

Problem solving strategies

Most helpful dispute resolution mechanisms

Barriers to action

Costs and quality of justice journeys

Introduction

After establishing the most pressing justice needs and identifying the most important sources that people consult for information and advice, we focus on the different dispute resolution strategies that people use. We differentiate between three different approaches: Self-actions, engaging the social network, and engaging institutions. We reveal the specific actions that people take, investigate how helpful they are, highlight existing barriers to justice and assess whether taking action is helpful in resolving the problem at hand.

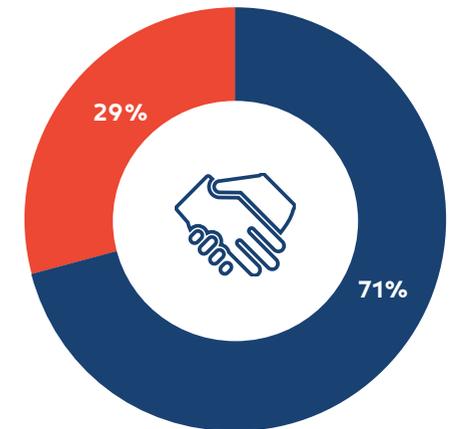


Taking action

More than 70% of the people who experience a legal problem take some form of action to resolve it. This means between 2.2 and 2.3 million people engaged in dispute resolution, while between 850.000 and 940.000 did not.

People are most likely to take action when faced with problems regarding public services, land, family or consumer problems (more than **80%** of people take action). On the other hand, people with problems related to obtaining ID, the police or employment were the least likely to take action (between 59% and 63 %).

ENGAGED IN DISPUTE RESOLUTION



■ Yes
■ No

INTERNATIONAL PERSPECTIVE

Jordan: **80%** engage in dispute resolution

Tunisia: **71%** engage in dispute resolution

DISPUTE RESOLUTION

4

In the two north-western governorates of Lebanon, North Lebanon (37%) and Akkar (53%), people are the least likely to act. By contrast, **92%** of the people in Beirut take action. There are multiple reasons for why this might be the case. The northern part of Lebanon is fairly poor and hosts many Syrian and Palestinian refugees. However, refugees and poverty are even more common in Beqaa, where substantially more people take action (76%). Further investigation is needed to reveal what the barriers are and how to overcome them in these areas.

People are more likely to take active steps towards resolution when they are older, have a higher level of formal education or have a higher income level.

Since we have established that three quarters of the people actually take some kind of action to resolve their problem, it is worthwhile to examine what kind of dispute resolution mechanisms they use. The following analysis focuses only on those people who have made at least one attempt to solve their legal problem.

Age	Formal education		Income	
Youth	63%	None 64%	Low	59%
Young adulthood	73%	Low 61%	Lower middle	75%
Middle adulthood	72%	Medium 75%	Middle	73%
Seniors	74%	High 79%	High	82%

Self-actions most popular

Self-actions are the most popular dispute resolution strategy, in particular for conflicts regarding public services, consumer problems, and children, housing problems, family problems and neighbour conflicts. **People are least likely to attempt to resolve the problem on their own when faced with problems relating to crime, the police, and corruption.**

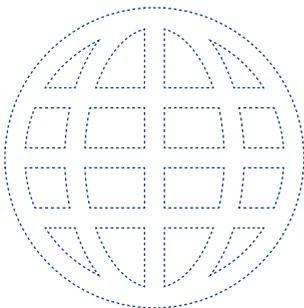
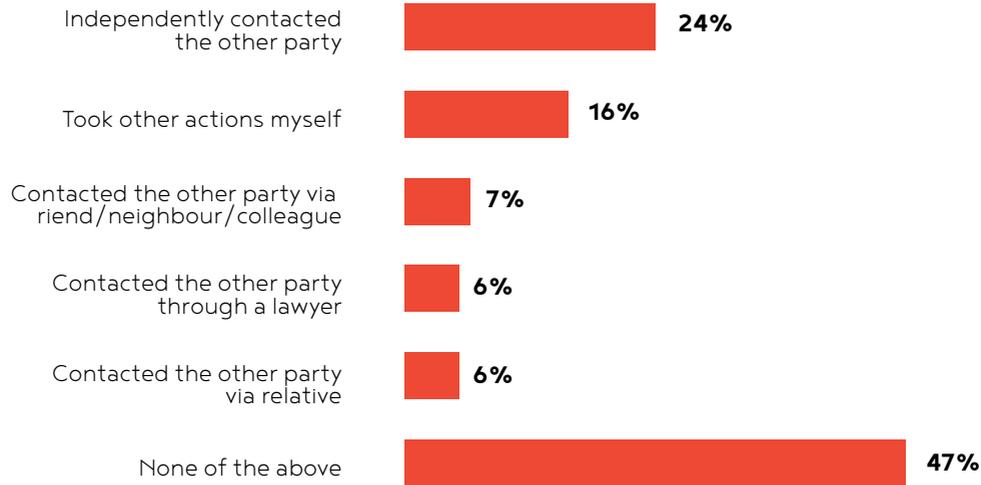
In addition, we observe that the use of self-actions as a dispute resolution strategy increases with age as well as with income.



DISPUTE RESOLUTION

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DISPUTE RESOLUTION - SELF-ACTIONS



Governorate	Self-actions
Akkar	19%
North Lebanon	21%
Baalbek-Hermel	56%
Nabatieh	60%
Beqaa	59%
Mount Lebanon	59%
Beirut	66%
South Lebanon	67%

THE DISPUTE RESOLUTION MECHANISMS INCLUDED IN THE SURVEY OUTSIDE OF SELF-ACTIONS

Social network	Institutions
Friends	Local public authority
Colleagues	Central government organisation
Family members	Court of law
Employer	Religious court
Family head	The police
Community organisation/ political party	Mediation
Religious authority	Notary
Elders	Syndicat
Sheikh	Lawyer
Neighbours	

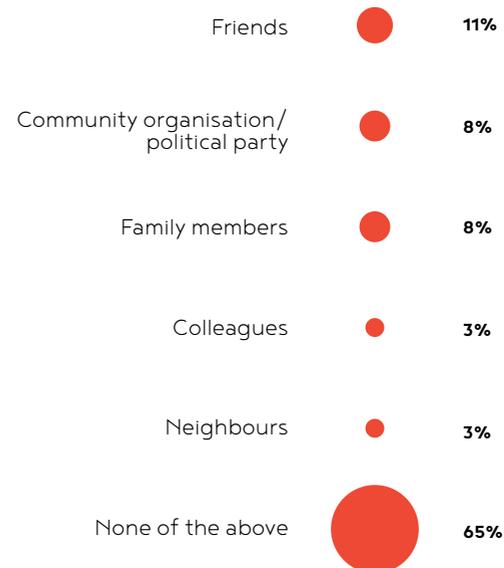


Engaging one's social network

Compared to self-actions, fewer people tend to ask people from their social network for help to resolve the dispute.

When they do, they mostly engage friends, family members and community organisations.

DISPUTE RESOLUTION - THE SOCIAL NETWORK



The social network is most frequently engaged by people with family problems (50%). They go to family members the most (21%), followed by religious authorities (11%) and the family head (8%).

In contrast to that, only 29% of people with crime or housing legal problems engage the social network. For both groups, friends are the most frequently engaged source of help. Among people with employment problems, the employer (16%) and colleagues (12%) are the most frequently engaged sources of help.

Engaging the social network is generally less popular among people in higher income groups.

Residents of Akkar are not likely to take self-actions, but tend to use their social network. In North Lebanon, people are not likely to engage their social network.

Governorate	Social network
North Lebanon	16%
Beqaa	26%
Baalbek-Hermel	28%
Nabatieh	31%
Akkar	34%
South Lebanon	39%
Mount Lebanon	44%
Beirut	60%



DISPUTE RESOLUTION

4

Most helpful dispute resolution mechanisms

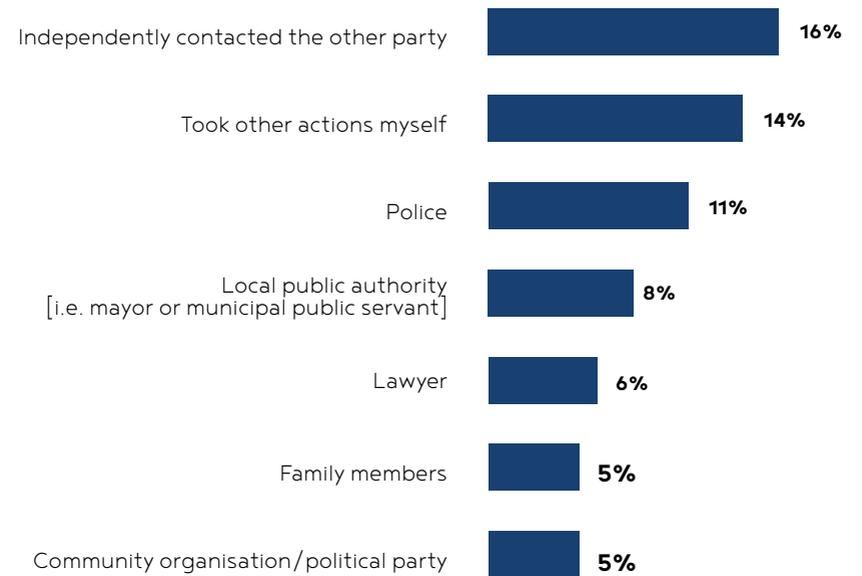


Overall, people find contacting the other party and taking other independent actions the most helpful dispute resolution strategies. People who are facing housing or employment problems find self-actions the most helpful strategy. For conflicts with neighbours, local public authorities are considered most helpful. For family problems, engaging family members is the most helpful strategy, followed

by engaging lawyers. Crimes are best solved by engaging the police. The helpfulness of the courts is perceived as low across all problem categories.

People between 40 and 64 rate local public authorities and the police as more helpful. People living in cities are less likely to take self-actions and find the police more helpful than people living in rural areas do. This also applies with increasing levels of formal education.

MOST HELPFUL DISPUTE RESOLUTION MECHANISMS



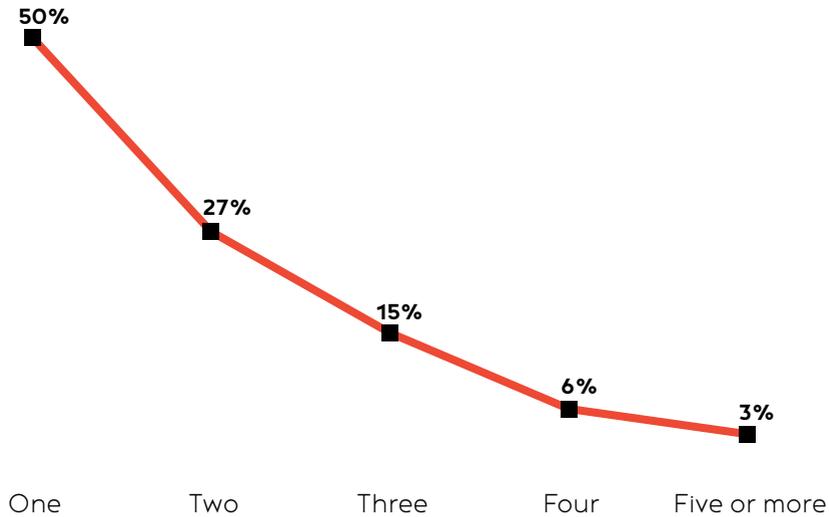
DISPUTE RESOLUTION

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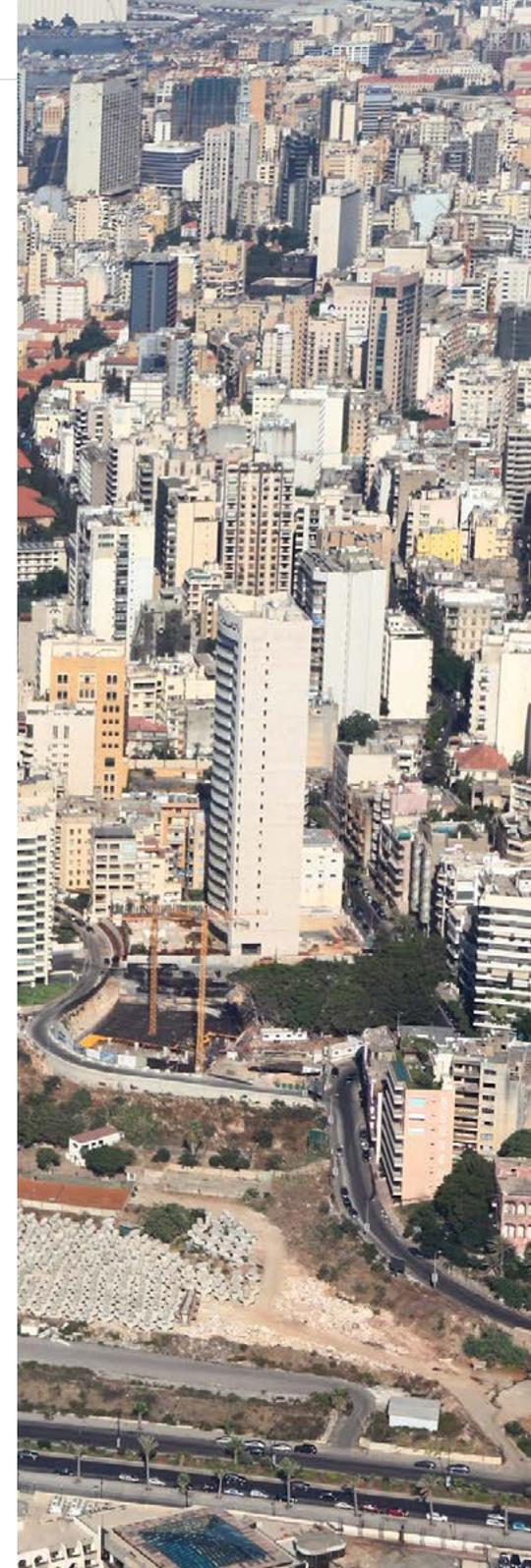
Many people pursue multiple paths to justice

Half of the people pursue more than one path to justice. We call these different paths the steps toward justice. On average, the justice journeys of people in Lebanon consists of 1.9 steps. For Jordan this is 2.4 steps and for Tunisia it is 2.0 steps.

TOTAL NUMBER OF ACTIONS TAKEN TO RESOLVE THE LEGAL PROBLEM



Category	Average steps
Neighbours	1.8
Employment	1.7
Family	2.3
Crime	1.9
Housing	1.6



DISPUTE RESOLUTION

4

Barriers to action

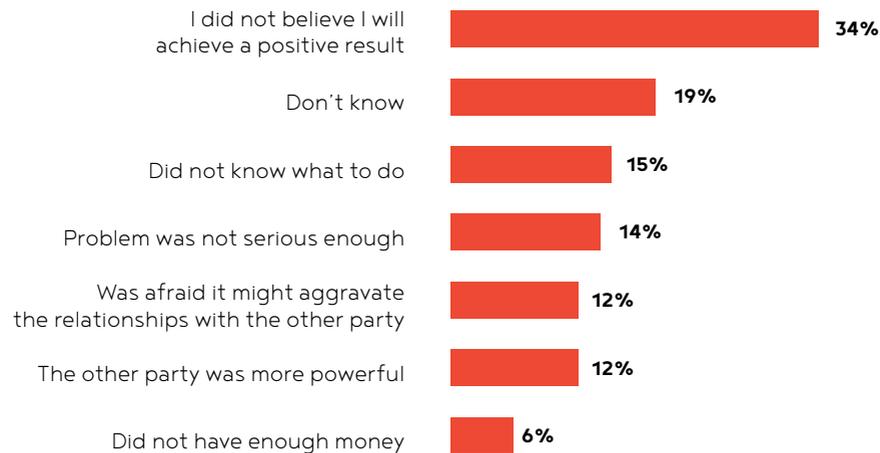
Recall that almost 30% of people do not attempt to resolve their problem.

Most of them do not believe that they will achieve a positive result. In addition, people do not know what to do or they feel that the problem is not serious enough to warrant action.

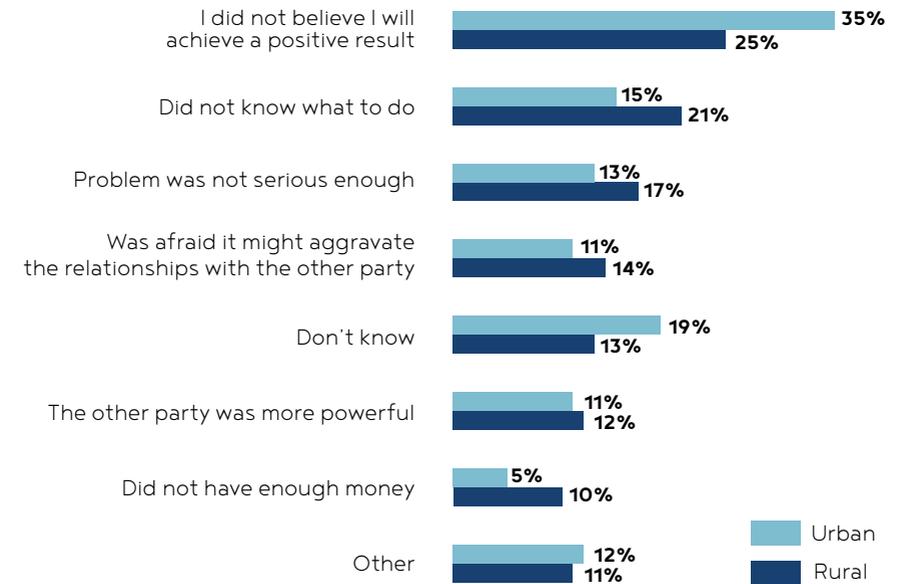
People who face conflicts with neighbours often feel that the problem is not serious enough (25%) and are afraid that attempting a resolution might aggravate the relationship with the other party (18%). When faced with

employment issues, 39% of people do not believe that they will achieve a positive result, and 19% do not take action because the other party is more powerful. For family issues, the most common reason for not engaging in dispute resolution is that customs and traditions do not allow it (24%). Among people facing crimes (51%) or housing (29%) problems, not expecting a positive result is the most common barrier to action.

REASONS FOR NOT TAKING ACTION



REASONS FOR NOT TAKING ACTION



Residents in rural areas more often do not have enough money to resolve the problem or do not know what to do. The same pattern is true when comparing people with a lower level of formal education to those with higher levels of formal education. People with a high level of formal education are less constrained by power imbalances.

DISPUTE RESOLUTION

4

Outcomes of conflict resolution process

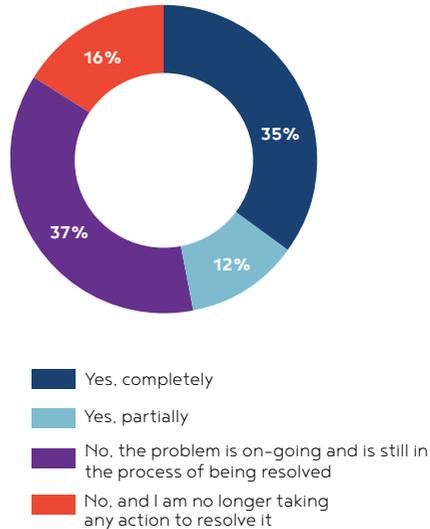
Next, we focus on the outcomes of the dispute resolution procedure. Taking action neither guarantees that the problem will be resolved completely nor that the outcome will be fair. 47% of the legal problems are resolved either completely or partially. In Jordan this number is 45% and in Tunisia it is 22%.

The numbers in the graph imply that between 1 and 1.1 million people resolved their legal problem either completely or partially. For between 1.1 and 1.2 million people the legal problem has not (yet) been resolved.

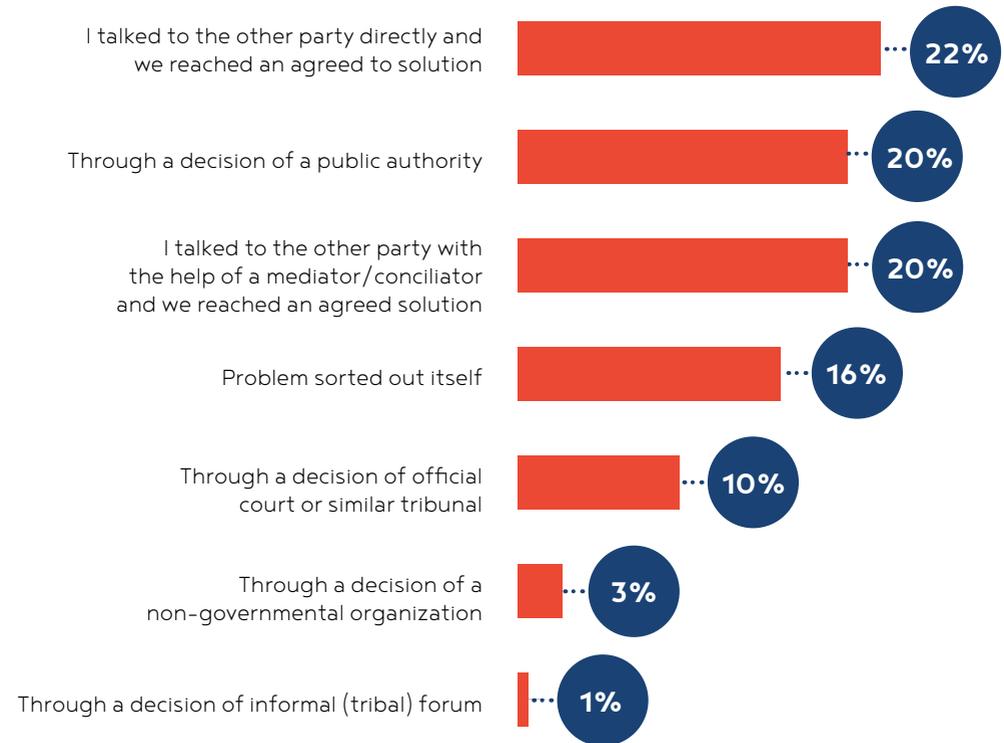
In 26% of employment-related problems, people are no longer taking action to resolve it. Only 28% of problems are resolved successfully. Neighbour related conflicts, on the other hand, are successfully resolved in 42% of cases, and only 12% are not resolved at all.

Most disputes have been resolved by either talking to the other party directly, through a decision of a public authority, or by talking to the other party with the help of a mediator or conciliator.

RESOLUTION



HOW HAS THE PROBLEM BEEN RESOLVED?



DISPUTE RESOLUTION

4

Costs & quality of justice journeys

The people who have taken some form of action to resolve their problems were also asked to evaluate the cost and quality of their justice journeys. **The biggest obstacles in the justice journeys are the amount of stress that the people experience and the time they spend resolving the conflict.**

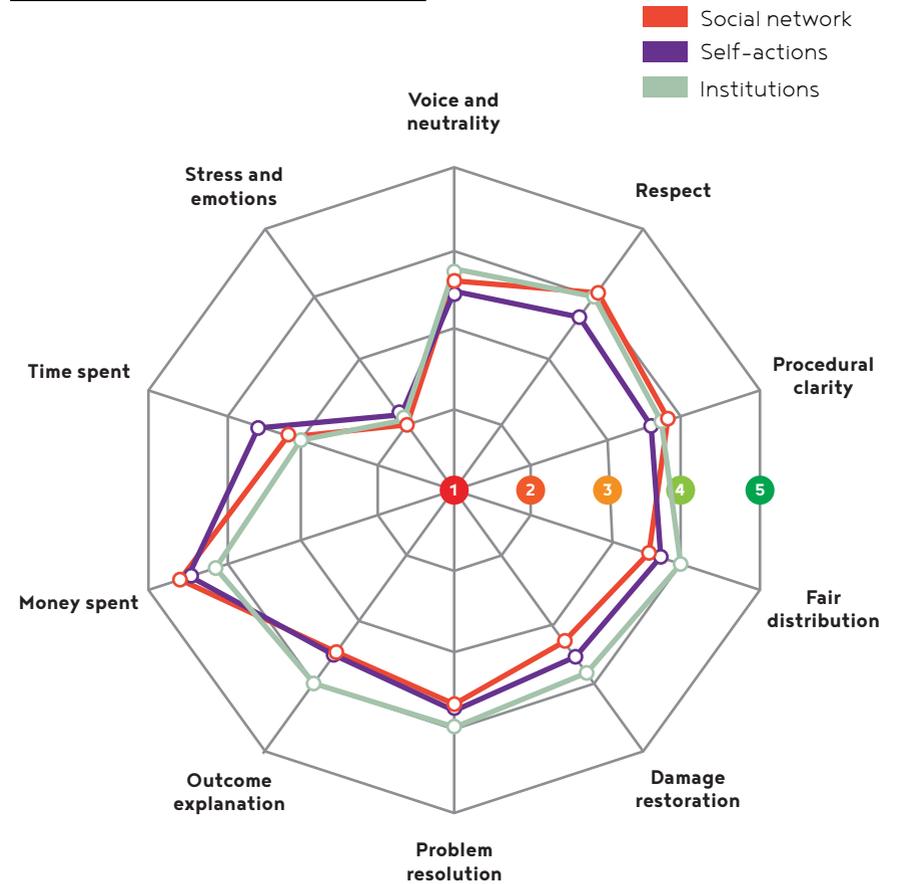
The three different broad paths to dispute resolution – self-actions, social network and institutions – produce similar justice journeys. Self-actions score best in terms of the cost, especially the amount of time invested to resolve the problem. Institutions are rated highly on the quality of the

outcome. The social network and institutions both do well on the quality of the procedure.

The justice journey is evaluated broadly the same by both genders, people with different levels of formal education and the different income groups. The lowest income group evaluates the quality of the procedure lower than the other income groups. This could be related to the fact that they use institutions less often and thus rely more on unstructured dispute resolution mechanisms.



COST & QUALITY OF THE JUSTICE JOURNEY



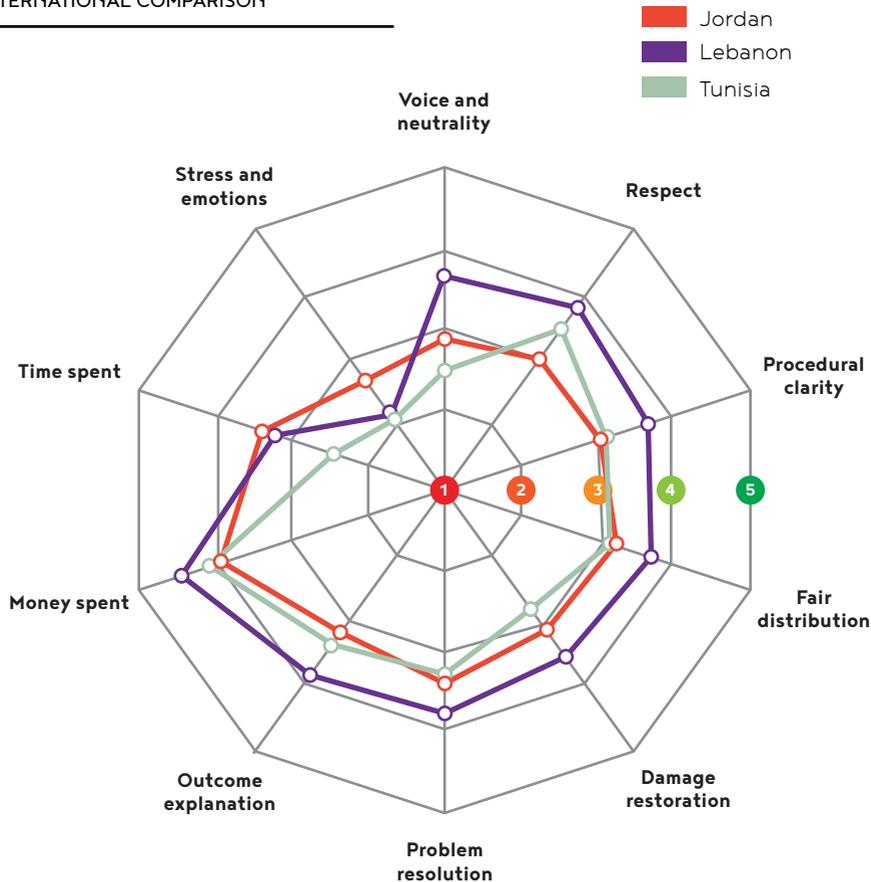
DISPUTE RESOLUTION

4

International comparison

The costs of the procedures in Lebanon in terms of stress and emotions are higher than in Jordan, but similar to Tunisia. Those on Lebanese justice journeys give better ratings to the quality of the procedures and the quality of the outcomes.

COST & QUALITY OF THE JUSTICE JOURNEY: INTERNATIONAL COMPARISON



Conclusion

Dispute resolution can be improved in Lebanon. Although more than **70%** of people with legal problems take some form of action to resolve their legal problem, not all of them achieve a satisfactory resolution.

The rate of taking action is highest among people with disputes around public services, land, family and consumer issues. In addition, people are more likely to take action when they are older, live in rural areas, are female, have obtained a higher formal education level or are in a higher income group.

Overall, the most prevalent resolution mechanism is self-actions. Independently contacting the other party is the most popular resolution strategy. Engaging one's social network or institutions is not common. When these strategies are used, engaging friends and the police is most popular.

Courts, however, are used by less than **5%** of people. The mechanism people employ depends on the type of dispute that needs to be resolved. The most helpful dispute resolution strategy is contacting the other party independently.

The biggest barrier to conflict resolution is that people do not believe that they would achieve a positive result. In addition, they often just do not know what to do, or think that the problem is not serious enough.

The cost and quality of the justice journeys are evaluated quite positively in Lebanon. This holds true regardless of gender, level of formal education, level of income and the type of mechanism used.



5

Trust and Legal Empowerment

Trust in institutions
Perceptions of courts
Legal empowerment

Introduction

In this chapter we look more closely at the levels of trust in institutions and legal empowerment among the people of Lebanon.

Institutional trust somewhat low

The amount of trust people place in institutions says a great deal about how they perceive those institutions. If people do not trust, for example, non-governmental organisations, then it will be very difficult for these kinds of organisations to engage people in legal matters. Institutional trust in Lebanon is on the lower side, which could have a strong impact on access to justice in general.

OVERALL INSTITUTIONAL TRUST

The Netherlands : **3.36**

Tunisia: **3.14**

Lebanon : **2.83**

Jordan: **3.81**

Uganda: **3.40**

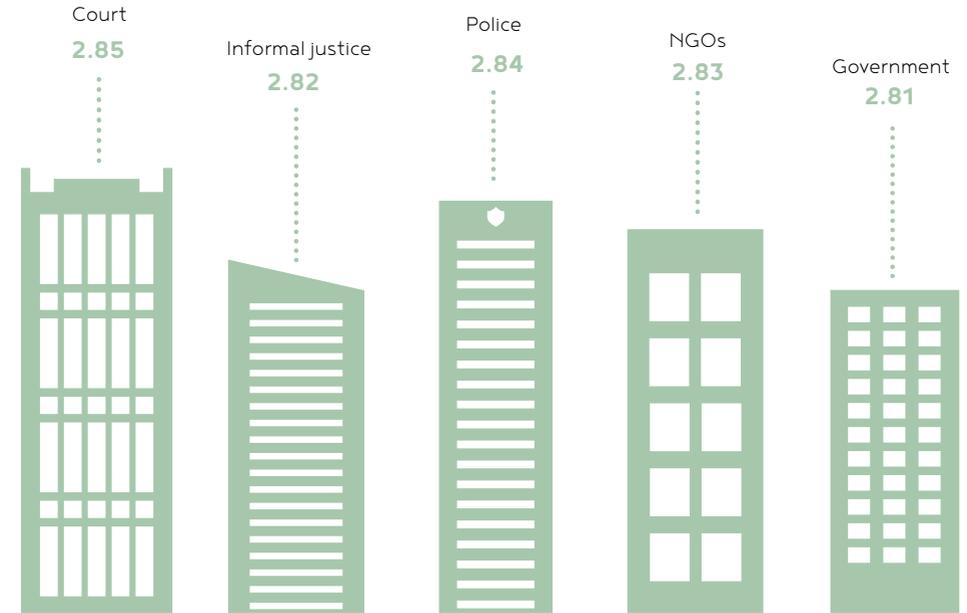
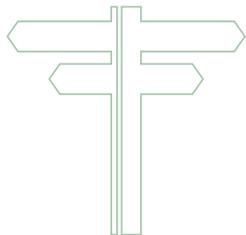


TRUST & LEGAL EMPOWERMENT

5

The graph below shows the trust levels for five different institutions in Lebanon: The government, non-governmental organisation, the police, informal justice mechanisms and the courts.

INSTITUTIONAL TRUST



All five of these institutions receive approximately the same score, indicating that people do not trust or distrust any particular institution more than another. However, with a score range of 1 (Disagree strongly) to 5 (Agree strongly), the average scores fall in the range 2.8-2.9, which is below the middle of the scale (3) and thus indicates a slight institutional distrust among the people of Lebanon.

- A higher level of formal education corresponds to a lower level of trust in the institutions.

- People under 40 years of age tend to have lower levels of trust in the institutions.
- Experiencing a legal problem substantially reduces overall levels of trust in the institutions.
- Trust in the court system and the police increases after taking action to resolve a problem.
- Trust in the governorates Nabatieh and South is quite low. Akkar, Beirut and Bekaa have higher levels of trust in the institutions.

TRUST & LEGAL EMPOWERMENT

5

Perceptions of the courts are divided

People were also asked about their perceptions of the Lebanese courts, based on four statements:

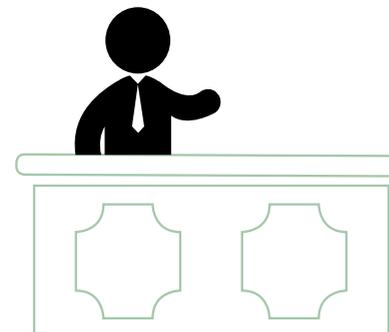
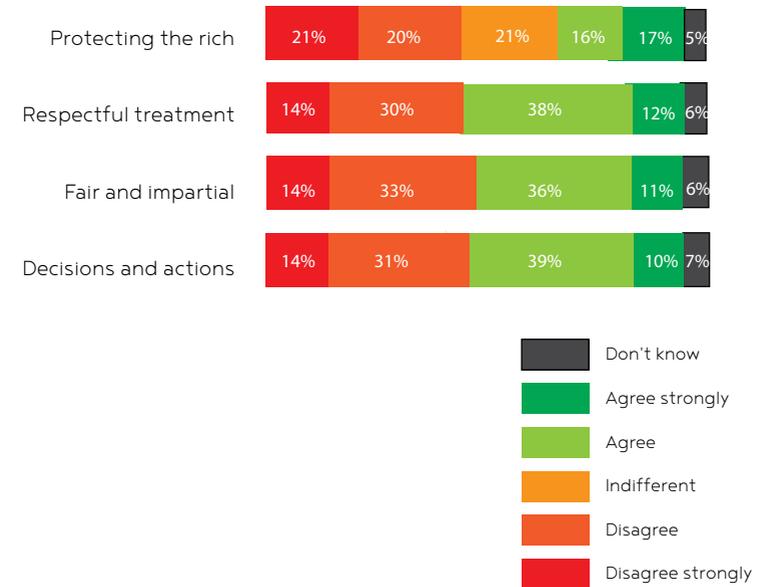
- i. Courts generally protect the interests of the rich and powerful above those of ordinary people
- ii. Courts generally treat the people in Lebanon with respect
- iii. Courts make fair, impartial decisions based on the evidence before them
- iv. Courts generally explain their decisions and actions when asked to do so

The perceptions of people are quite divided, with roughly an equal split between those who have a positive view and those who have a negative view of the courts.

- People with a higher level of formal education and/or income have a more positive view of the courts than those with lower levels of formal education and/or income.
- People from Akkar, Baalbek-Hermel, and Bekaa are notably more negative toward the courts than those from other governorates. It is interesting to note that these governorates share a border with Syria.



PERCEPTIONS ON COURT



TRUST & LEGAL EMPOWERMENT

5

Legal empowerment

Legal empowerment is a major factor in determining how confident people feel about dealing with legal problems. To test the degree of legal empowerment among the Lebanese people we presented them with the following six hypothetical situations:

- Imagine you had a conflict with a neighbour who often causes a significant disturbance to you, for instance by making a lot of noise or leaving garbage out.
- Imagine you had a problem with your employer, for example a conflict over your dismissal.
- Imagine you bought a cell phone from a big retailer, and it was defective.
- Imagine you had a conflict with the official authority that issues driving licenses (or similar).
- Imagine you became a victim of domestic violence, and were physically hurt by a family member.
- Imagine you lent approximately 180.000 Lebanese Pounds to a friend, and he refused to pay it back.

We asked people to rate these situations on both the likelihood of finding a resolution to the problem and the fairness of the resolution. As with institutional trust, the scale ranges from 1 (Very unlikely/Very unfair) to 5 (Very likely/Very fair).

Likelihood and fairness both show the same pattern, with people being **most positive about the neighbour and domestic violence situations and least positive about the employer and money situations.**



LIKELIHOOD OF RESOLUTION



FAIRNESS OF RESOLUTION



TRUST & LEGAL EMPOWERMENT

5



Neighbour



Employer



Consumer

Public
serviceDomestic
violence

Money

	Neighbour	Employer	Consumer	Public service	Domestic violence	Money
Likelihood of resolution	3.17	2.92	3.09	3.00	3.30	2.96
Fairness of resolution	3.19	2.92	3.07	3.00	3.35	2.93

- People who have a higher level of formal education and/or wealth are more positive about the likelihood of finding a resolution and the fairness of this resolution.
- When people experienced a problem during the previous four years, they are less confident about reaching a fair resolution



Conclusion

Institutional trust is slightly low in Lebanon, but also surprisingly stable across the institutions.

The level of formal education and age play a role in trust levels, but what really stands out is having experienced a problem during the previous four years and the governorate in which the individual resides.

The perceptions of the courts are mixed, with a roughly equal division of positive and negative views. The level of formal education and the governorate in which the individual resides again play a major role in determining these perceptions.

Lastly, the level of legal empowerment was measured based on six different hypothetical situations. People are most confident about being able to resolve domestic violence and neighbour problems, while employment and money related problems are seen as less likely to be resolved.

The overall conclusion is that levels of trust and legal empowerment vary throughout Lebanese society. The major factors of influence are level of formal education, income group, and the governorate in which the individual resides. A way forward could be to focus on specific regions to ensure that everybody in Lebanon feels legally empowered. Trust in the institutions in Lebanon is on the low side and efforts to improve this could significantly contribute to increased legal empowerment.

Additionally, the results suggest that the system is frustrating people, rather than empowering them. People could be empowered through innovation, simplified procedures and speedier resolution.



6

Deep Dive: **Legal Problems of Young People**

Most serious problems

Consequences

Legal information and advice

Dispute resolution

Introduction

The focus in this chapter is on young people, specifically people between 18 and 24. Their experiences are directly compared to the respondents who are 25 or older, referred to as non-youth in this chapter. The primary focus is to see if young people in Lebanon experience different kinds of problems and to investigate their resolution strategies in direct comparison to the non-youth group.

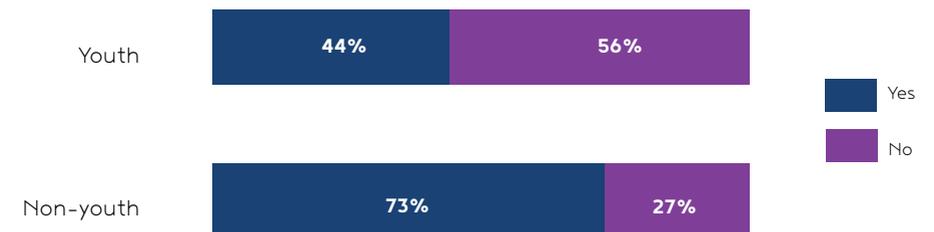


Legal problems

Young people experience substantially fewer legal problems than the non-youth group. While this could be positive it could also imply that young people are simply less likely to identify a problem as a legal problem. Additionally, young people are typically not yet in a phase of their life where they experience issues related to family, property, and children.



EXPERIENCED ONE OR MORE LEGAL PROBLEMS DURING THE PREVIOUS FOUR YEARS

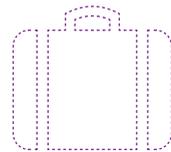


LEGAL PROBLEMS OF YOUNG PEOPLE

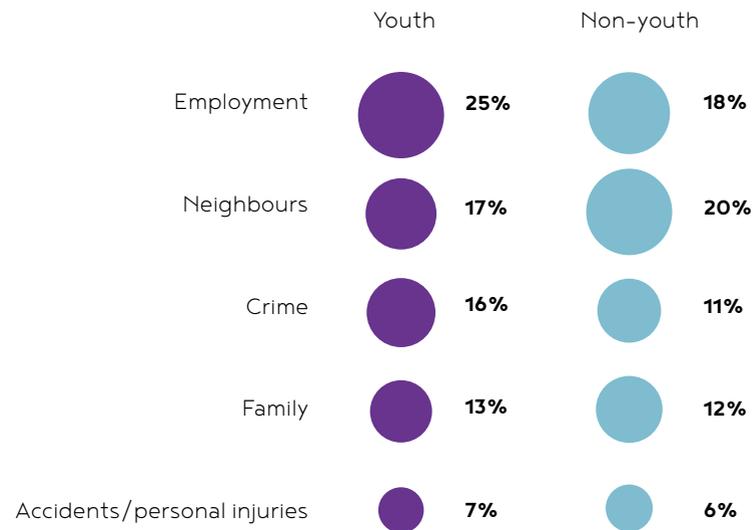
6

Young people impacted less severely

The most serious problems for young people are employment related. Within the employment category, the most frequently reported specific problems for youth are non-payment of wages, termination of employment, (sexual) harassment at work, and excessive working hours. Additionally, crime is a more frequently occurring legal problem for young people than for the non-youth group.



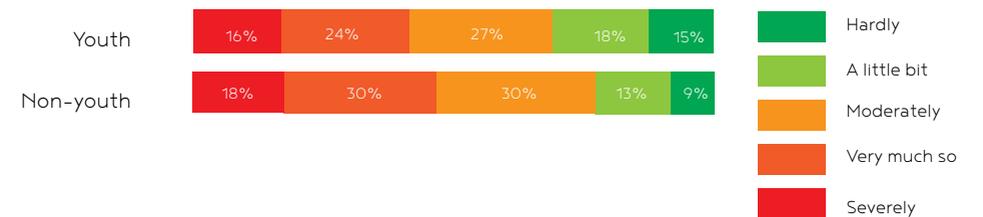
TOP MOST SERIOUS LEGAL PROBLEMS



Young people indicate that the impact of their legal problem on their lives is somewhat less than the non-youth group. For young people, 40% report quite a substantial impact, while for the non-youth group this is almost half at 48%.

This can be interpreted in two ways: i) younger people are slightly more resilient than the non-youth group when dealing with legal problems or ii) the legal problems faced by young people are not quite as serious as those faced by the non-youth group. Since the kind of legal problems faced by the two groups do not differ that much, as shown in the sub-section on legal problems, the first explanation is more likely than the second

IMPACT



LEGAL PROBLEMS OF YOUNG PEOPLE

6

Consequences

The consequences of the most serious legal problems are similar for young people and the non-youth group. **Young people tend to experience fewer problems with relationships, while stress-related illness and personal injuries are more common.** This is likely

related to the slight difference in the nature of the problems experienced by the two groups. Problems with relationships are a less common consequence of employment problems for example, while personal injury is the primary consequence of accidents.

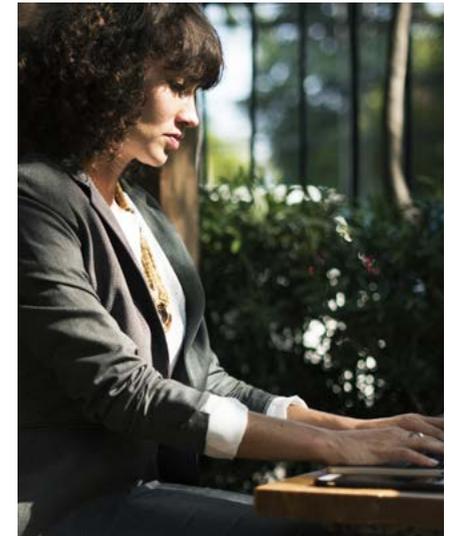
CONSEQUENCES



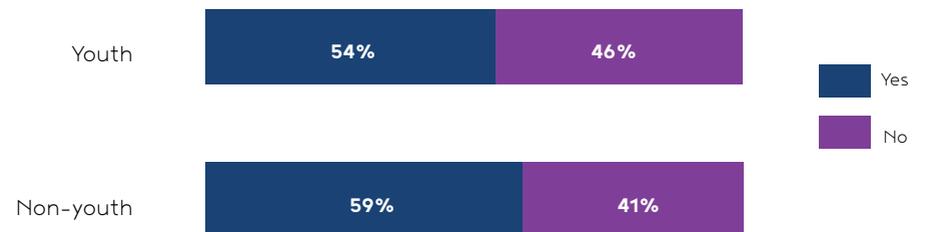
Legal information & advice

Seeking legal information and advice is a key first step towards problem resolution. There is only a minor difference between young people and the non-youth group.

The sources of legal information and advice differ substantially. Young people tend to consult their social networks (51%) rather than institutions (20%). The non-youth group also prefers its social networks (47%), but are more likely to go to institutions (34%) than young people are.



LEGAL INFORMATION AND ADVICE

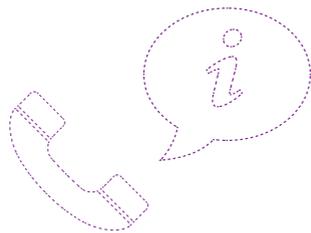
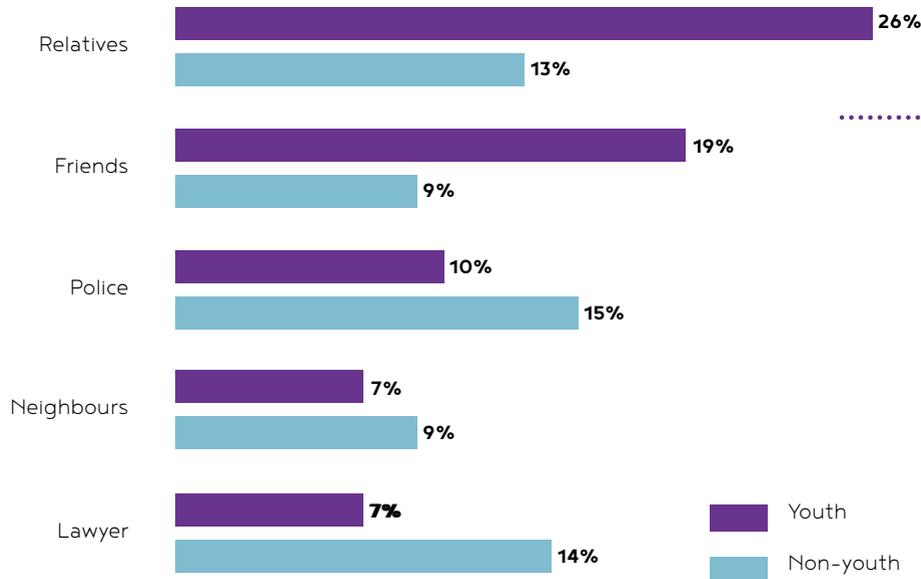


LEGAL PROBLEMS OF YOUNG PEOPLE

6

The graph below illustrates which sources are considered to be most helpful by young people and the non-youth group.

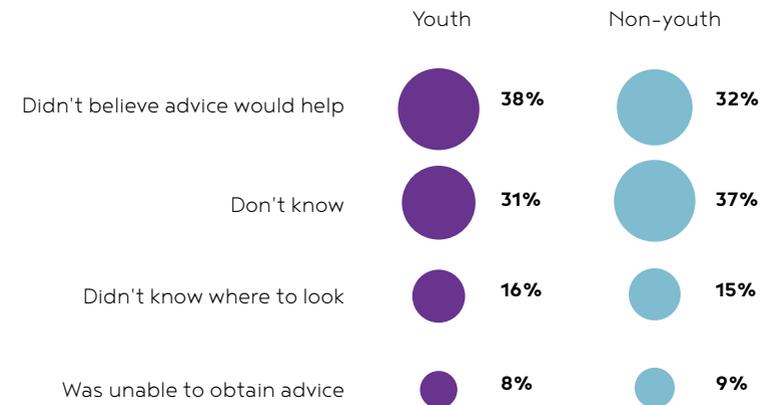
MOST HELPFUL SOURCES OF INFORMATION AND ADVICE



It is clear that young people consider their social networks the most helpful source of legal information and advice, with relatives and friends standing out as the two most helpful sources. In fact, young people cite their social networks as their most helpful source of legal information and advice 73% of the time, while for the non-youth group this is 50%. Hence, the non-youth group relies more on institutions than young people do.

The reasons for not seeking legal information and advice are very similar for young people and the non-youth group. Young people are somewhat more likely to indicate not believing advice would help them, but the overall difference between the two groups is negligible.

COMMON BARRIERS TO SEEKING INFORMATION AND ADVICE

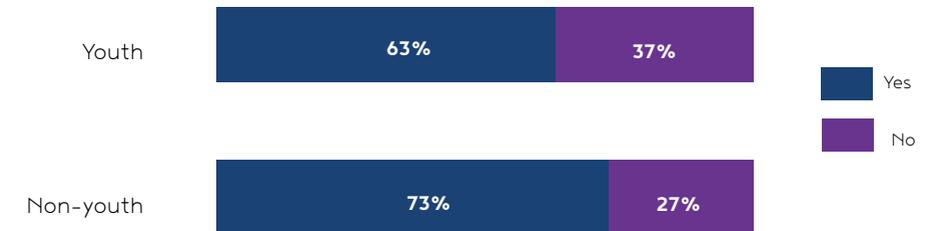




Dispute resolution

The critical next step in resolving a legal problem is engaging in a dispute resolution process. We find that young people are less likely than the no-youth group to engage in dispute resolution.

ENGAGED IN DISPUTE RESOLUTION



We distinguish three different types of action: i) self-actions, ii) engaging social networks, and iii) engaging institutions. The differences between the two groups are in self-actions and engaging institutions. For both of these categories, young people are less likely to take action to resolve their legal problem.

PERCENTAGE OF RESPONDENTS TAKING ACTION

Category	Self-actions	Social network	Institutions
Youth	45%	35%	16%
Non-youth	54%	35%	30%

LEGAL PROBLEMS OF YOUNG PEOPLE

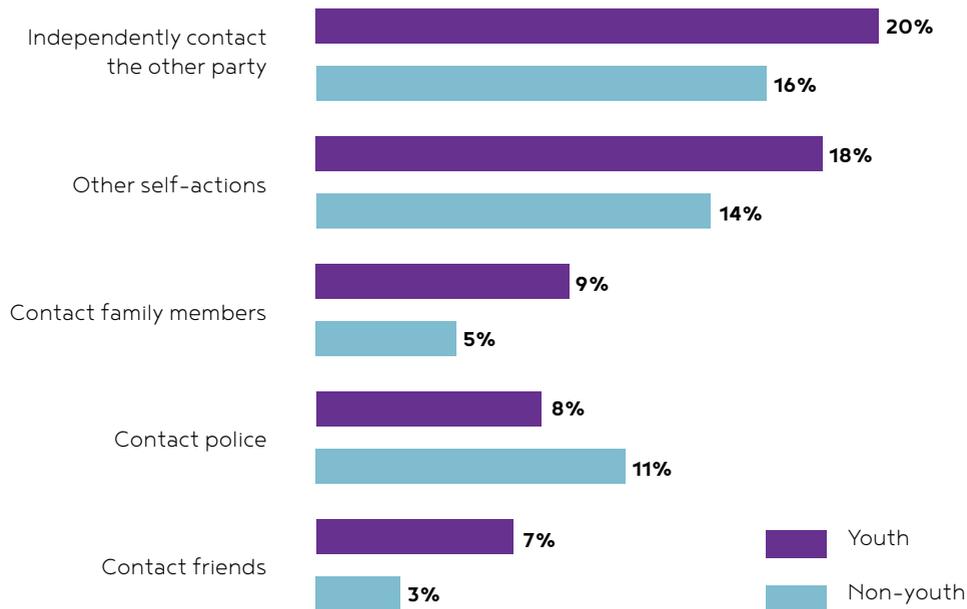
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Self-actions are rated highly by young people for helpfulness. What is particularly striking is that, besides contacting the police, going to institutions such as the court of law or a lawyer is not considered to be very helpful. Young people, in seeking legal

information and advice, tend to rely more on their social networks.

There are no major differences between young people and non-youth group in the reasons for not taking action.

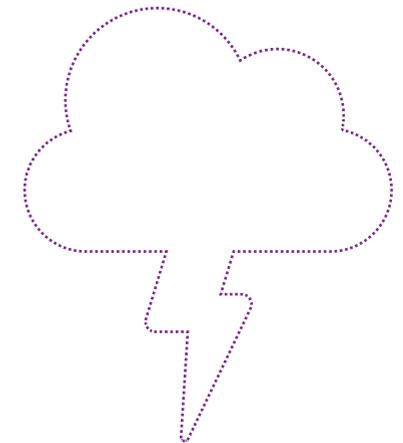
MOST HELPFUL MECHANISMS



Evaluation of dispute resolution

There are no substantial differences between young people and the non-youth group in terms of evaluation of dispute resolution. For young people, we also investigate the three problem categories indicated as most serious, namely employment, neighbours and crime. The spider web below shows the scores on the different dimensions for all three problem categories.

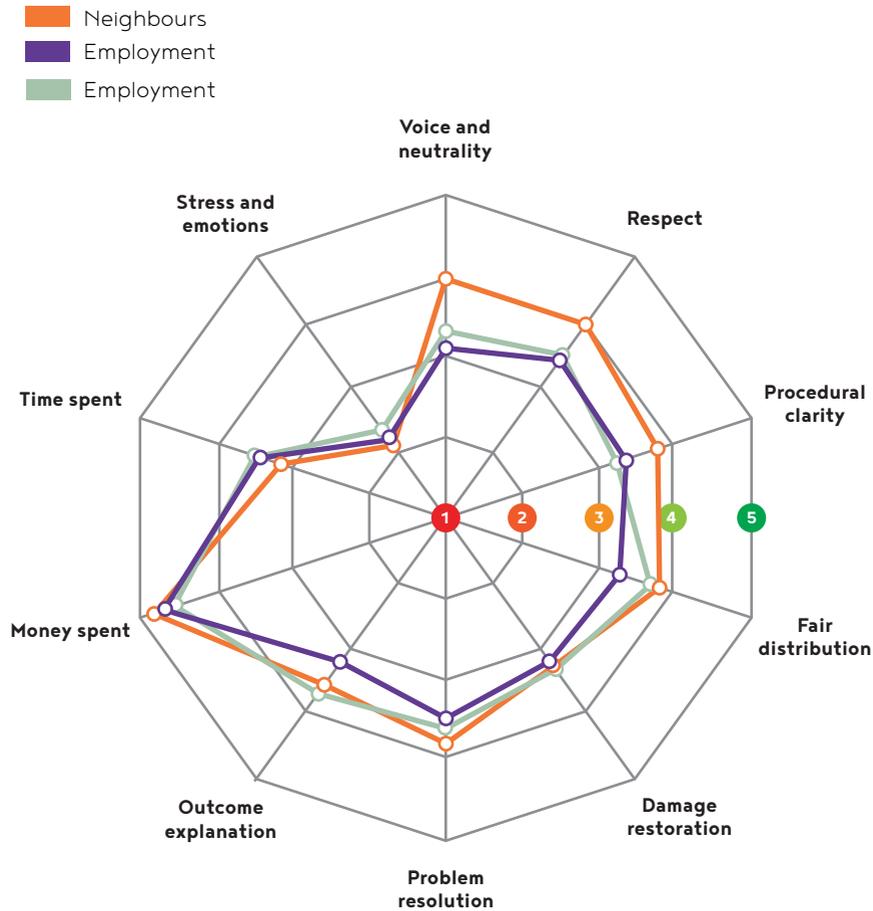
The scores on most dimensions are positive, with the notable exception of stress and emotions, which is low for all problem categories in Lebanon. This indicates that young people are reasonably satisfied about their experience of the resolution process of their legal problems. The resolution processes of employment disputes (3.38) and crime (3.46), however, are rated slightly lower on average than neighbour disputes (3.59). Neighbour related legal problems are scored particularly highly on the quality of the procedure. Young people find employment disputes to be somewhat lacking in the fairness of the distribution and the outcome explanation aspects.



LEGAL PROBLEMS OF YOUNG PEOPLE

6

YOUTH'S SATISFACTION WITH RESOLUTION PROCESSES

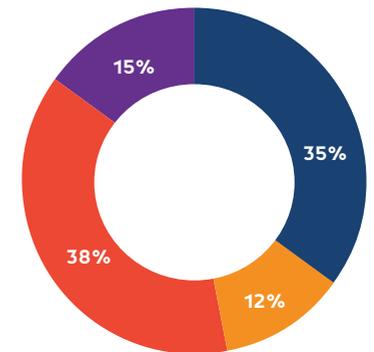
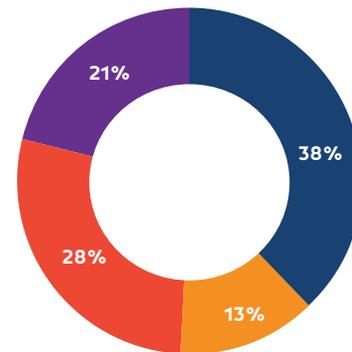


Problem resolution

In terms of problem resolution, young people again do not substantially differ from the non-youth group. Roughly five out of ten problems are resolved either fully or partially for both groups. Young people (21%) are slightly more likely than the non-youth group (15%) to give up altogether on resolving their legal problems.

PROBLEM RESOLUTION: YOUTH

PROBLEM RESOLUTION: NON-YOUTH



- Yes, completely
- Yes, partially
- No, still on going
- No, no longer taking any action to resolve it

LEGAL PROBLEMS OF YOUNG PEOPLE

6

Conclusion

Problem prevalence for young people is lower than for the non-youth group.

This is good news, as this implies young people are less likely to encounter legal problems.

Secondly, there is a clear difference in the kinds of legal problem this group runs into, with employment related problems being reported as the most serious. Legal problems related to crime are also more common for young people. A positive finding is that young people are impacted less severely by the problems they encounter than the non-youth group.

When seeking information and advice, young respondents prefer to consult their social networks rather than institutions. The same pattern holds for their dispute resolution strategies,

with only 16% choosing to engage an institution such as lawyers or the court of law.

When looking at the three most serious problems for young people, we find that the justice journeys for employment problems and crime are rated somewhat lower than problems related to neighbours, particularly when it comes to the quality of the procedure.

Overall, the different justice journeys for young people and the non-youth group are quite similar. Young people tend to rely more on their social networks rather than consulting or engaging institutions. Steps could be taken, such as information campaigns or a discounted rate, to ensure that young people have increased access to institutions.





7

Deep Dive: Legal Problems of Women

Demographics

Most serious problems

Legal information and advice

Dispute resolution

Costs and quality of justice journeys

Trust and legal empowerment

Introduction

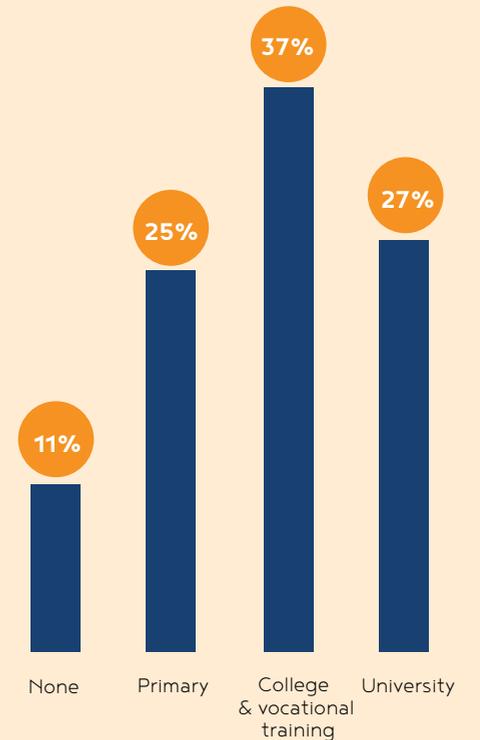
In this chapter, we focus on the justice needs of women in Lebanon. This is especially important, since according to Human Rights Watch, Lebanon has 15 separate personal status laws for its recognized religions but no unified civil code covering issues such as divorce, property rights, or care of children. These laws are administered by autonomous religious courts with little or no government oversight. We take a look at the prevalence of legal problems among women, examine the sources from which they seek legal information and advice, how they try to resolve their problems, and how they evaluate the costs and the quality of their justice journeys.



Demographics

Our sample includes 3,000 female respondents, 90% live in urban areas, which is the same as for men. Women are fairly well educated, with more than 50% having completed at least secondary education. This makes them slightly more educated than men. The self-reported economic status of women is rather low, with 75% of women indicating that their household can afford only what is absolutely necessary.

EDUCATION



LEGAL PROBLEMS OF WOMEN

7

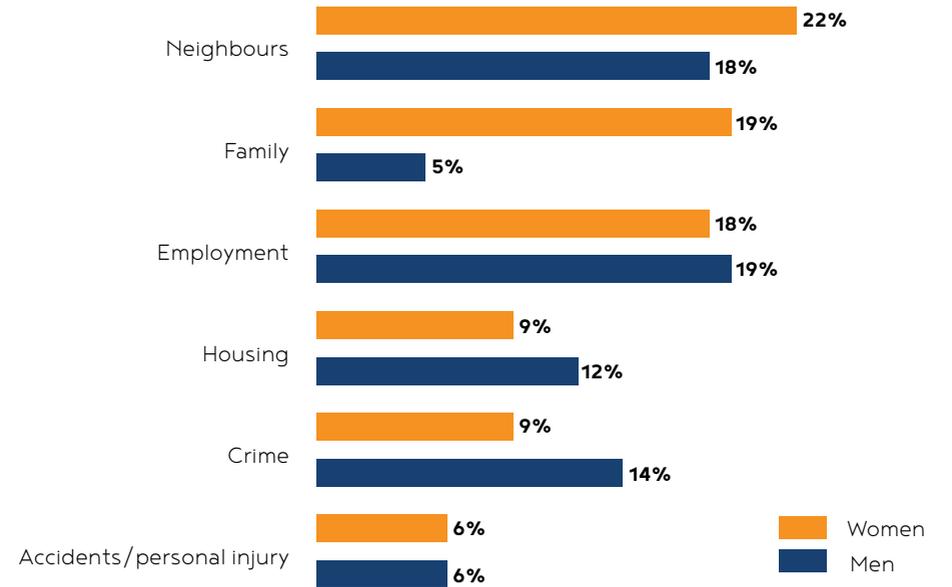
Most prevalent legal problems

Approximately **64%** of women have experienced one or more legal problems in the previous four years. This number is slightly lower than for men, of whom 73% have experienced legal problems.



64% Yes, 36% No

TOP MOST SERIOUS LEGAL PROBLEMS



The serious problems that are reported most frequently by women are conflicts with neighbours, conflicts within the family and employment disputes. While both neighbour and employment related problems are also highly prevalent among men, conflicts within the family are ranked only seventh by men. This is largely due to the high frequency of separation and custody issues among women: **40%** of their family problems are related to divorce or separation.

30% of all employment disputes for women involve either general

harassment or sexual harassment. This is three times higher than for men (10%).

Legal problems cause a variety of consequences in daily life. Approximately **46%** of all women experience problems with their relationships due to facing a legal problem. Approximately **28%** suffer from stress-related illnesses. In addition, among those women who face a family problem, **28%** experience violence against them as a result and **22%** incur personal injuries.

LEGAL PROBLEMS OF WOMEN

7

Seeking legal information & advice

There are no big differences between genders when it comes to seeking legal information and advice. In total, just 59% of women seek information on how to resolve their conflicts at all. When we look specifically at family problems, this number increases to 69%. For employment problems, it drops to 50%.

Among women, the most frequently consulted sources of information and advice are relatives. Approximately 17% of women seek legal information and advice from relatives. In general, women are slightly more likely than men to seek advice from relatives and friends.

The most helpful sources of information and advice for women are again relatives. In contrast, men rate the police as the most helpful source.

The biggest barrier to seeking legal information and advice for women is that they do not believe that advice will help them (31%). Approximately 17% do not know where to look for advice. There are no significant differences between women and men in this regard.



59%
women sought information



58%
men sought information

Dispute resolution mechanisms

Overall, 73% of women who face legal problems take some type of action to resolve their problems. There is no substantial difference with the behaviour of men.

The most popular choice among dispute resolution mechanisms for women is to independently contact the other party. Approximately 31% of women use this strategy.

Engaging their social networks is less popular among women. If such an option is used, however, the most popular choice is to engage friends to resolve the conflict (15%). Family members are also often engaged in dispute resolution (13%). While men also frequently engage friends in dispute resolution (14%), community organisations and political parties are their second most frequently used dispute resolution mechanism (8%).

Of the institutions, women prefer to go to the police. However, this option is rather unpopular overall, with only 11% of women engaging the police for dispute resolution. There are no major differences between how frequently men and women engage institutions in dispute resolution.

Focusing on two of the most prevalent problems for women highlights how much the use of specific resolution mechanisms differs across legal problems. For family problems, the most frequently used dispute resolution procedure for women is to contact the other party via a lawyer. For employment problems, however, this mechanism is rarely used. Instead, self-actions are the most prevalent mechanisms, followed by contacting the employer and engaging friends.



LEGAL PROBLEMS OF WOMEN

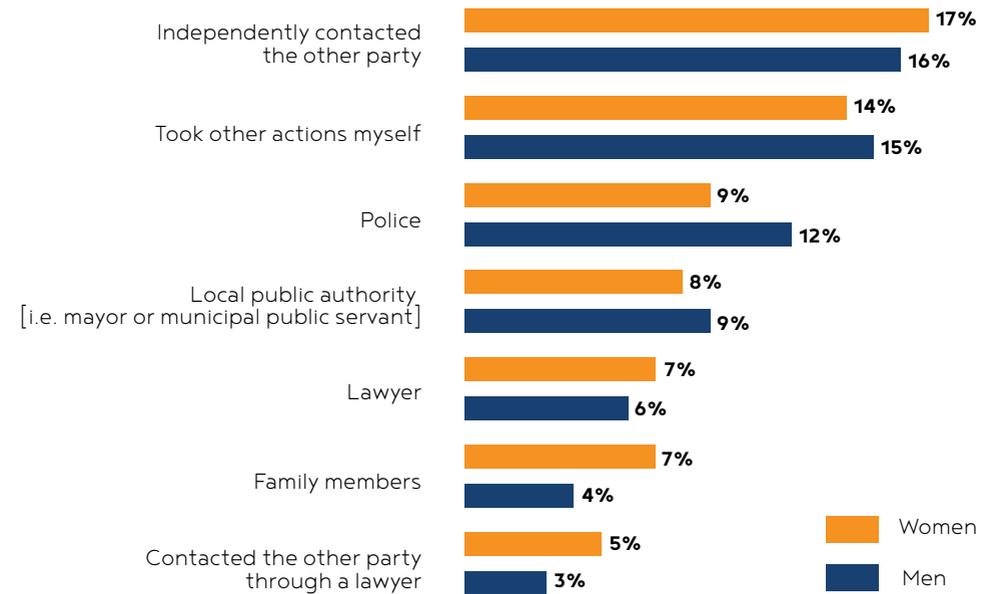
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Most helpful dispute resolution strategies

Overall, women rate taking own actions and engaging the police and public authorities as the most helpful dispute resolution strategies. We observe the same pattern for men. Furthermore, although women frequently rely on the help of friends to help resolve their conflicts, they do not rate them as particularly helpful. Dispute resolution procedures are rated as more or less helpful depending on the type of problem that the women experience.



MOST HELPFUL DISPUTE RESOLUTION STRATEGIES



LEGAL PROBLEMS OF WOMEN

7

Barriers to taking action

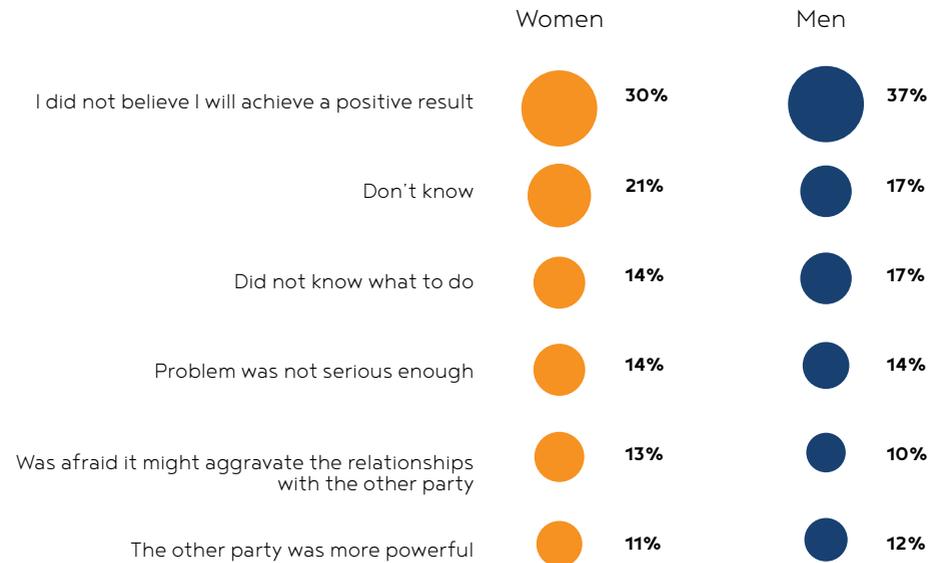


The most frequently identified barrier for women in attempting dispute resolution is that they do not believe that they would achieve a positive result (30%). Approximately 14% of women do not know what to do. In addition, 13% are afraid that attempting to resolve the problem might further damage the relationship with the other party. The overall picture is similar for men, except that they more often expect not to achieve a positive result.

Breaking it down to individual problem categories reveals that for women with family problems, the most common barrier to taking action is that customs and traditions do not allow it (22%).



BARRIERS



LEGAL PROBLEMS OF WOMEN

7

Costs & quality of justice journeys

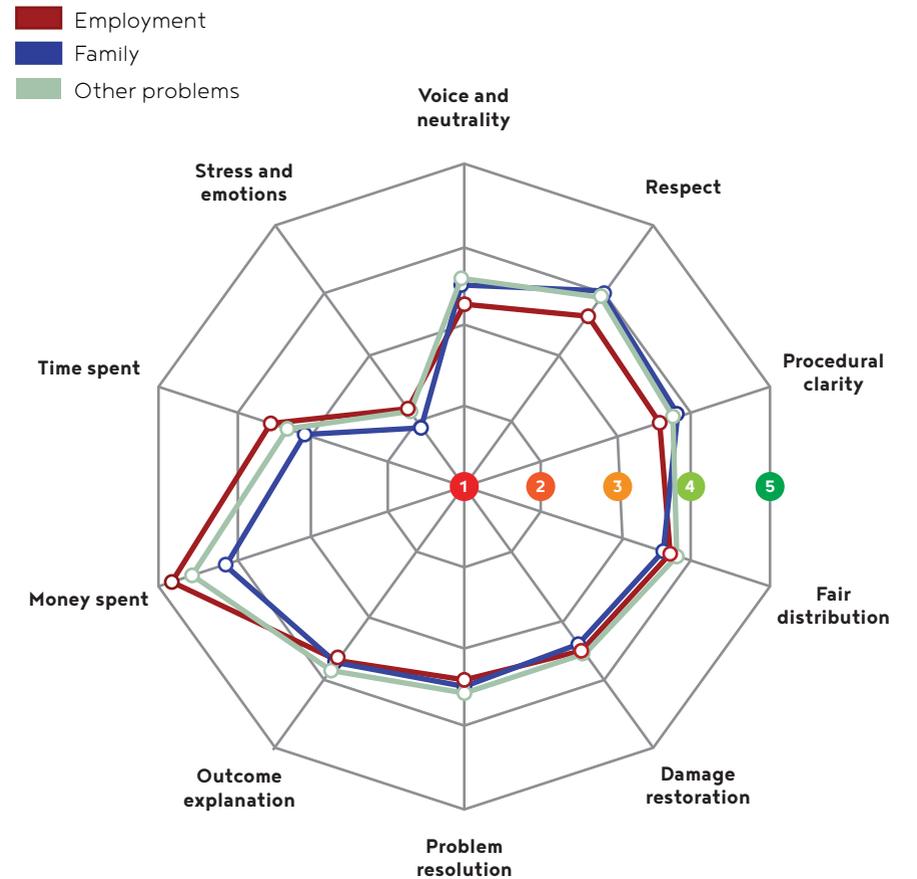
There are no differences between men and women in their overall evaluation of their justice journeys.

There are two main factors that might influence the perception of the justice journey: the type of problem that the people are facing and the dispute resolution mechanism that they engage. We look at both factors separately, although it is hard to distinguish which of them has more influence on how people experience their justice journeys.

There are notable differences in how women experience their justice journeys depending on which kind of legal problem they face. Women with family problems experience their justice journeys as costlier in terms of money, time, and stress than those with other problems. On the other hand, women who face employment disputes rate their justice journeys as less neutral, respectful and clear.



JUSTICE JOURNEYS - PER PROBLEM



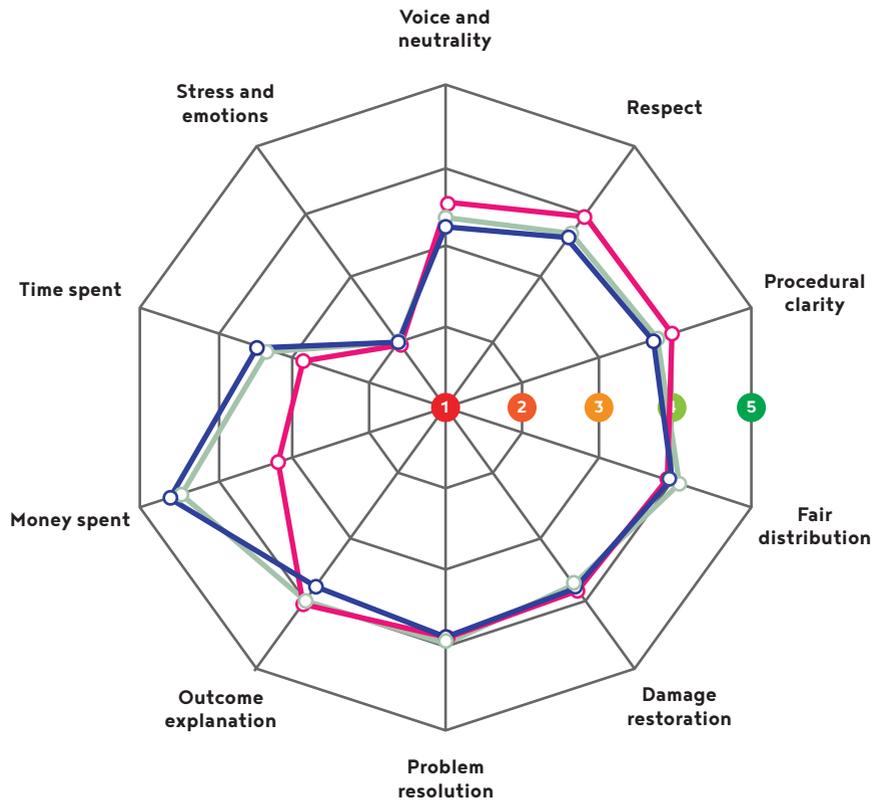
LEGAL PROBLEMS OF WOMEN

7

Moving to dispute resolution strategies, we find a different pattern. Taking self-actions, which is the most common strategy among women with employment problems, scores better in terms of money and time spent than contacting lawyers, which is the most common action when facing family problems. However, these self-actions score lower on the quality of the procedure.

JUSTICE JOURNEYS - RESOLUTION STRATEGIES

- Police
- Independently contacted other person
- Lawyer

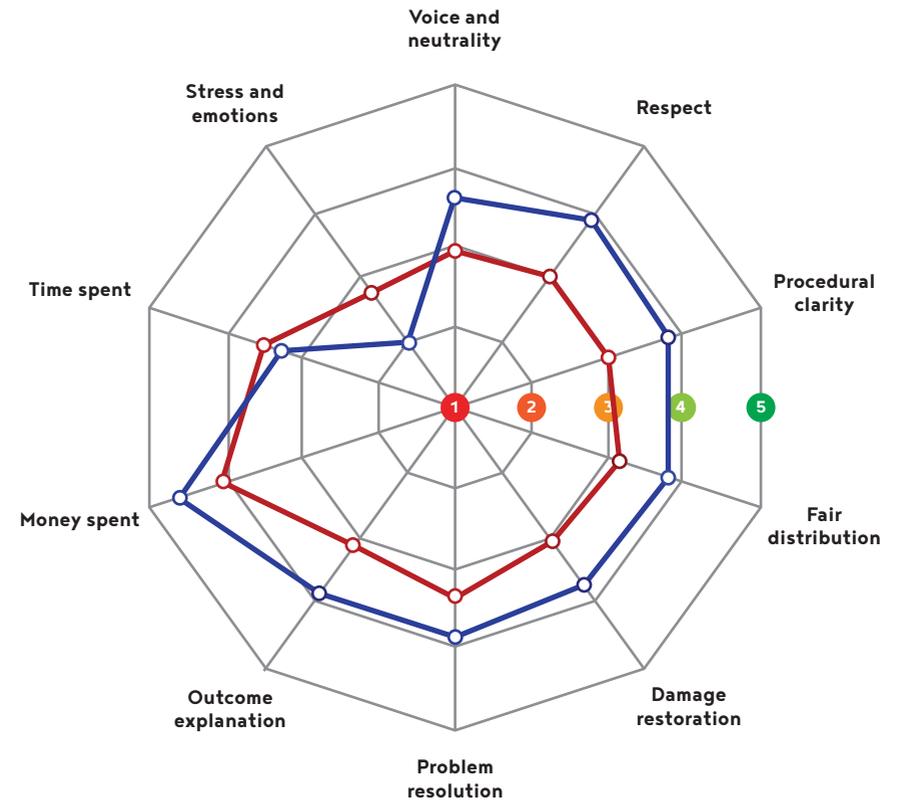


INTERNATIONAL PERSPECTIVE

The costs of the procedure in terms of stress is higher among Lebanese women than Jordanian women. On the other hand, Lebanese women experience substantially more respect and procedural clarity than Jordanian women.

JUSTICE JOURNEYS - INTERNATONAL COMPARISON

- Lebanon
- Jordan



LEGAL PROBLEMS OF WOMEN

7

Trust & legal empowerment



Finally, we examine whether women trust the legal institutions and whether they feel legally empowered.

As far as trust in the legal institution goes, there are no significant differences between women and men, except that **women exhibit slightly less trust in non-governmental organisations than men do.**

In addition, there are no notable differences in perceived legal empowerment between women and men. This is somewhat puzzling, since we have observed at least some evidence that customs and traditions prevent women from seeking dispute resolution.

Conclusion

Women often experience legal problems around human relationships. The most prevalent legal problems among them are disputes with neighbours, within the family and at the workplace. Compared to men, family problems in particular are more prominent. This is mostly due to separation and custody issues often being women's most pressing legal problems. In addition, women more frequently face disputes around (sexual) harassment at the workplace. Women experience a particularly strong impact of legal problems in terms of health. They suffer from stress-related illnesses due to legal disputes more often than men do, and also experience more violence against them.

When it comes to seeking legal advice and taking action, women's behaviour does not differ much from

men's. Women are more likely to seek information when facing family problems, and less likely to do so when facing conflicts at work. In general, the most popular choice of dispute resolution strategy among women is to take self-actions, preferably by contacting the other party directly. For family problems, lawyers are most frequently used. The biggest barrier to taking action for women is generally that they do not believe that they will achieve a positive result. For family problems specifically, the most frequent reason not to seek resolution is that customs and traditions do not allow it.

Regarding the perception of cost and quality of justice journeys, there are again no notable differences between women and men.



8

Deep Dive: **Family Justice**

Most common legal problems

Family disputes

Legal information and advice

Barriers to action

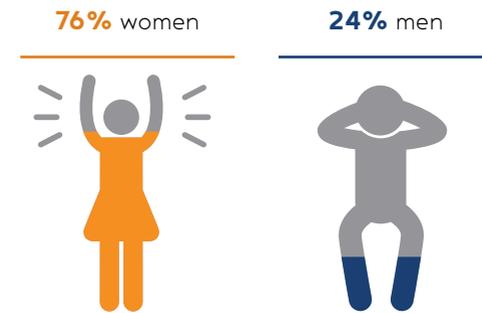
Evaluation of justice journeys

Introduction

In this chapter we focus on family related legal problems. It is a commonly occurring category of legal problems in Lebanon and typically has a significant impact on an individual's life. These are issues around, among others, divorce, inheritance, domestic violence, and child support. Family disputes can be a complex problem to grasp, since in Lebanon most family disputes and personal matters fall under the jurisdiction of the different religious courts, each having their own set of rules. Here, we shed light on the strategies people employ to resolve these issues and how they evaluate their justice journeys.

Specific justice needs

Between 340.000 and 400.000 people have experienced a family dispute during the previous four years. They disproportionately affect women. No less than 76% of the people who experience family related legal problems are female.

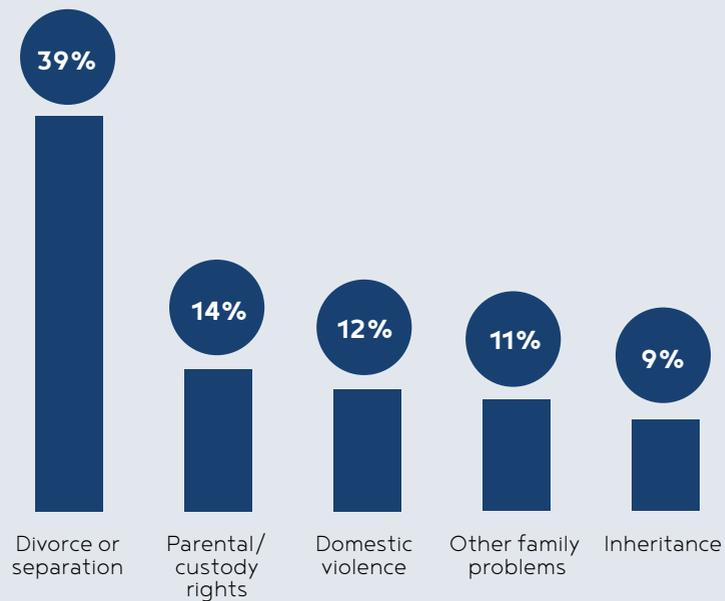


FAMILY JUSTICE

8

The most common legal problem within the family category is divorce or separation.

TOP SPECIFIC LEGAL PROBLEMS - FAMILY



- People in the young adulthood group (25-39) are most affected by problems related to divorce and parental rights. Those in middle adulthood (40-64) deal with inheritance problems more often.
- Young people (18-24) and particularly women are disproportionately affected by domestic violence. Men deal more with inheritance matters.
- Parental rights are a common problem for people with a high level of formal education. Domestic violence is the primary issue for those without any formal education.
- Inheritance problems are more common among the middle and high income groups. Domestic violence is more common in the low income group.



FAMILY JUSTICE

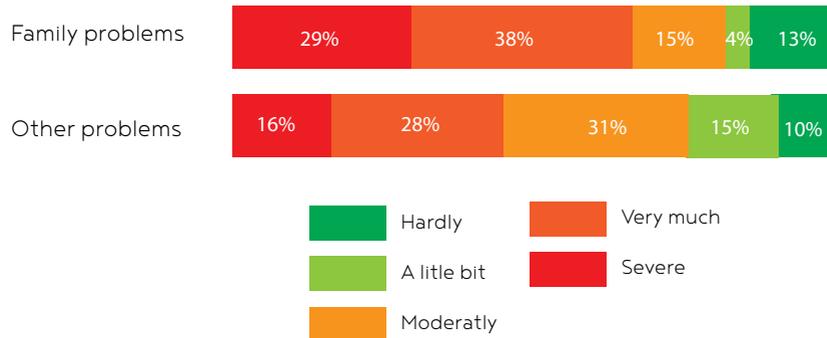
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Negative impact from family disputes

Legal problems related to the family have a strong impact on the lives of the people affected by them. Two thirds indicate being impacted to a strong degree ('very much' or 'severe'), which is 1.5 times more than for other legal problems. This illustrates the importance of designing expedient and simple resolution mechanisms for family problems.

- Women are impacted by family problems more severely than men are.
- People in the high income category report a lower impact from family problems.
- Individuals without any formal education are impacted more severely by family problems.

HOW DID THE PROBLEM AFFECT YOUR LIFE



Relationships are strained

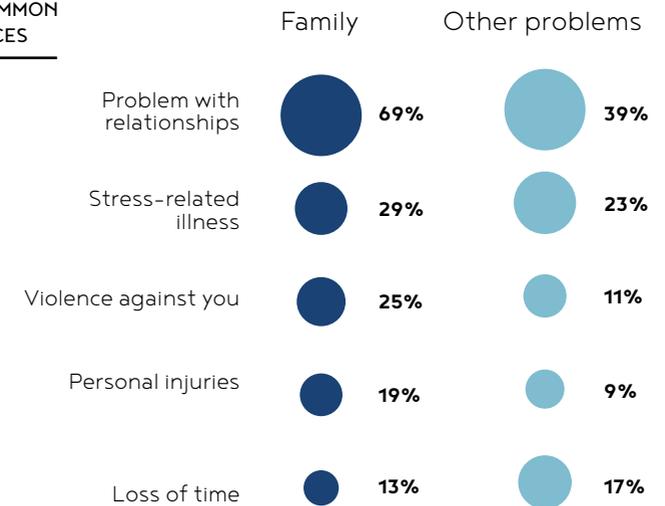
We also asked people to identify which consequences they experience due to their legal problem. Unsurprisingly, problems with relationships are very common when dealing with family related legal problems. Women face more violence and personal injuries, while men face more loss of time.

There are relatively high rates of violence and personal injuries associated with family problems. These two

particular consequences are the most common consequences for people dealing with domestic violence.

Co-occurrence of consequences is also more common for family related legal problems. The average number of consequences for the family category is **1.8**, while for other legal problems it is **1.6**. Domestic violence is a particularly concerning problem, with an average of 2.4 consequences.

THE MOST COMMON CONSEQUENCES





The story of Sara

Sara is a 33 year old Lebanese from, and residing in, the south. A married housewife, she has reached a primary-level of formal education.

The story is that her husband subjects her to constant abuse and humiliation. She has been the subject of humiliation and moral and physical abuse, which prevents her from practicing her rights as a woman, ever since they married.

As a result, she resorted to the court of law and filed a penal lawsuit against him before the Appeal Public Prosecution in the South. However, her husband did not appear before the court and kept treating her in the same shameful way.

The lawsuit has been going on for a long time and is still in its primary phase. In Sara's words "The defendant's vast relations and influence in the area prevented me from attaining a medical report I can use against him in court from a forensic doctor".

FAMILY JUSTICE

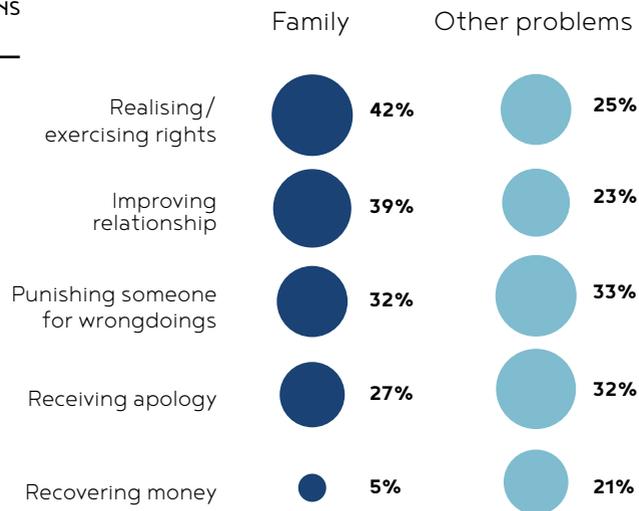
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Expectations from resolution focus on non-material aspects

People who encounter family related legal problems also have different expectations about what they'll receive by resolving the problem.

- The expectation of realising/ exercising rights is twice as common for women than for men. Men place a slightly stronger emphasis on improving relationships.
- The expectation of realising/ exercising rights is also more common for people with a high level of formal education.
- Improving relationships is a more common expectation for people without any formal education or with a low level of formal education, and for people in the lower income groups.

TOP EXPECTATIONS - PROBLEM TYPE



Seeking legal information & advice

For family related legal problems we find that seven out of ten people seek some sort of information and advice. This is substantially higher than the average for other legal problems.

- For divorce and parental rights related problems eight out of ten individuals seek information and advice.
- For domestic violence related problems slightly less than six out of ten people seek information and advice.

- People with a higher formal level of education are more likely to seek information and advice.
- Individuals in higher income groups are more likely to seek information and advice.

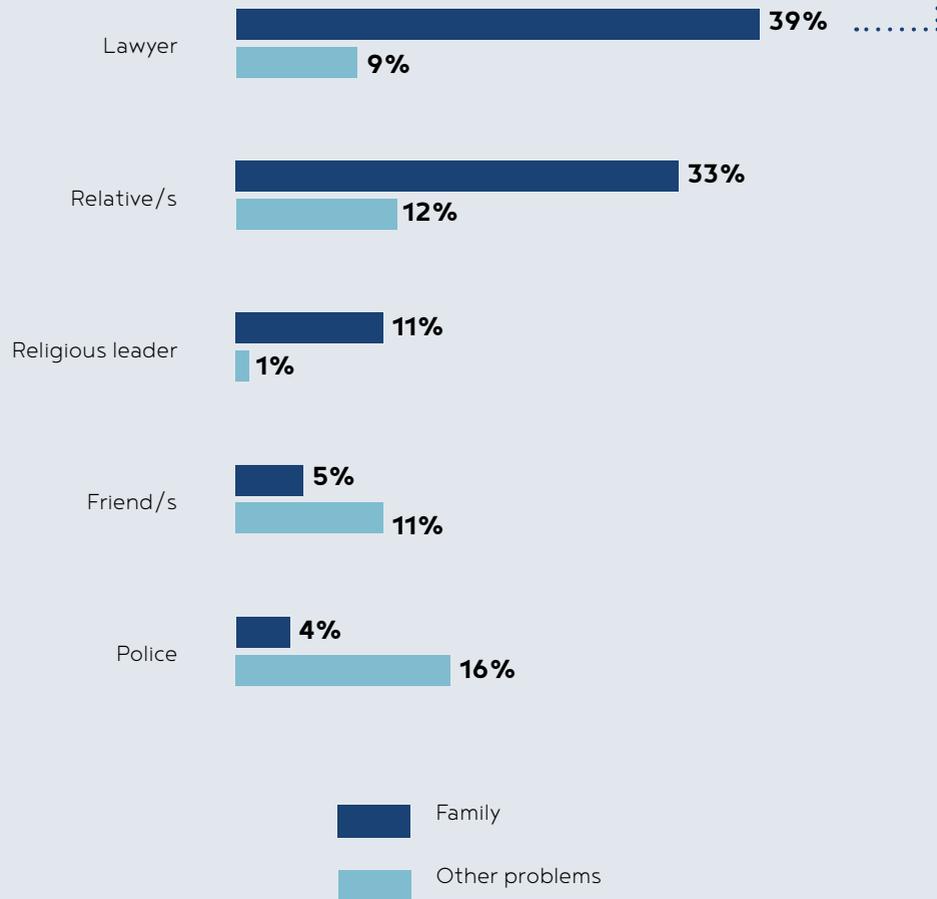
SOUGHT INFORMATION AND ADVICE



FAMILY JUSTICE

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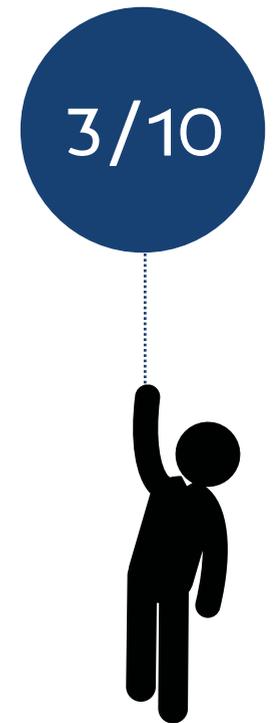
MOST HELPFUL SOURCES OF INFORMATION AND ADVICE



- Lawyers are consulted by four out of ten people. For divorce and parental rights related legal problems lawyers are consulted by one in two people.
- Family problems is the only category for which people consult with religious leaders and their relatives to a significant degree.
- Men and women use roughly the same sources of information and advice.
- Individuals with a higher level of formal education are more likely to consult lawyers (59%) than those with a lower level of formal education are.
- People with a lower level of formal education are more likely to consult with relatives (52%).

Three out of ten people who experienced a family related legal problem did not seek legal information and advice. In the graph below we explore the most common barriers to seeking legal information and advice people encounter.

Three out of ten people did not seek legal information and advice

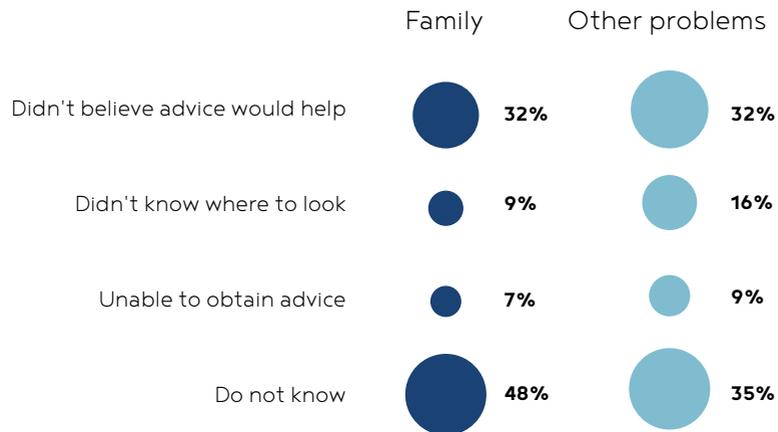


FAMILY JUSTICE

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Dispute resolution

COMMON BARRIERS TO SEEKING INFORMATION AND ADVICE



The most common barrier to seeking legal information and advice for family related legal problems is people not believing it would help them.

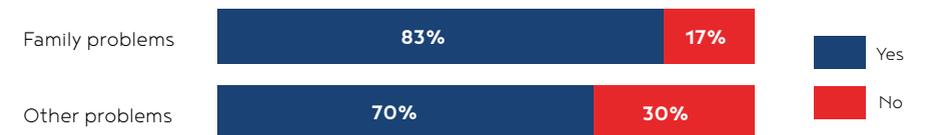
Nearly half of the people indicate they do not know why they did not seek legal information and advice.

We investigated which dispute resolution mechanisms are engaged by people who run into legal problems. For family related legal problems we find that people are very likely to engage in dispute resolution, with eight out of ten choosing to do so.

- Sunni Muslims are less likely than Shia Muslims and Christians to engage in dispute resolution.
- There is no substantial difference between men and women.
- People with a higher level of formal education are more likely to engage in dispute resolution.
- Individuals in higher income groups are more likely to engage in dispute resolution.
- Young people are less likely to engage in dispute resolution; slightly less than seven out of ten do so.



ENAGAGED IN DISPUTE RESOLUTION

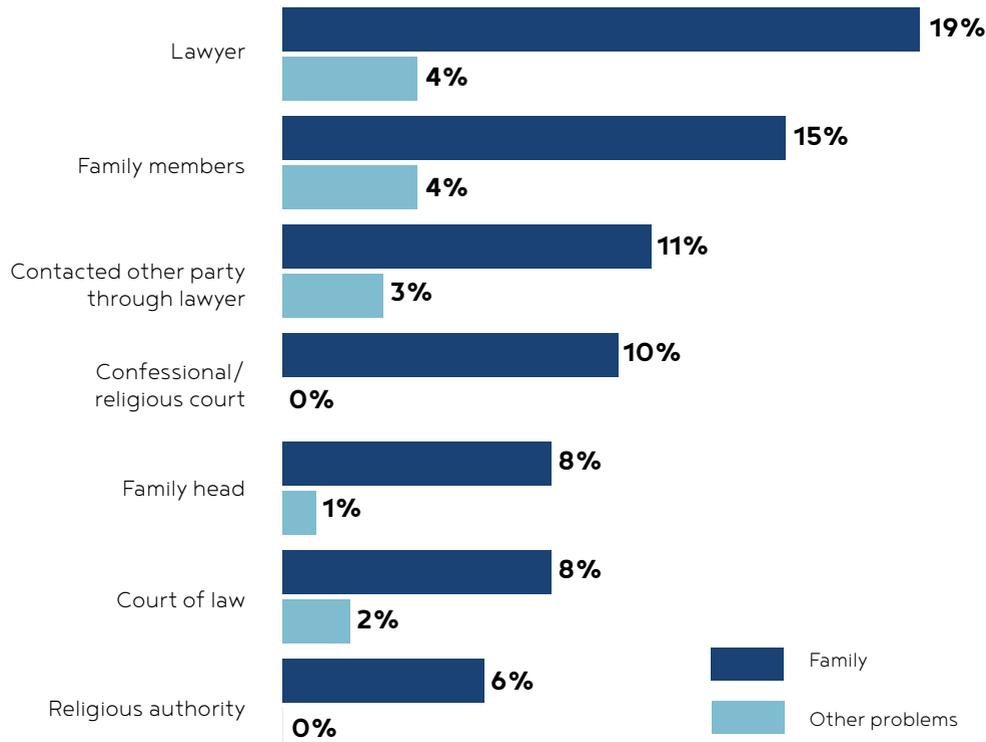


FAMILY JUSTICE

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The dispute resolution mechanisms that are engaged by people and are considered to be most helpful in resolving family related legal problems are very different from those engaged for other legal problem categories.

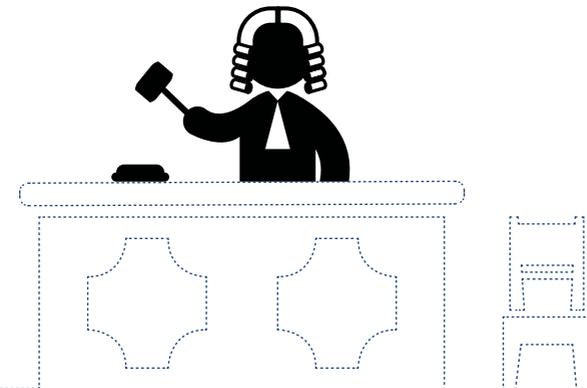
MOST HELPFUL MECHANISMS



- There is a very large role for lawyers, (religious) courts, and family members in family related problems compared to other problems.
- Lawyers are preferred by people with a higher level of formal education and/or those in higher income groups.
- Family members are preferred by people with a lower level of formal education and/or those in lower income groups.

Many people (**77%**) who engage a lawyer consider them to be most helpful. This number is similar for (religious) courts. Family members and religious authorities are considered as the most helpful dispute resolution agent less often after they are engaged.

	% Used	% Most helpful
Lawyer	25%	77%
Family member	25%	56%
Religious court	14%	67%
Court of law	12%	64%
Religious authority	13%	46%



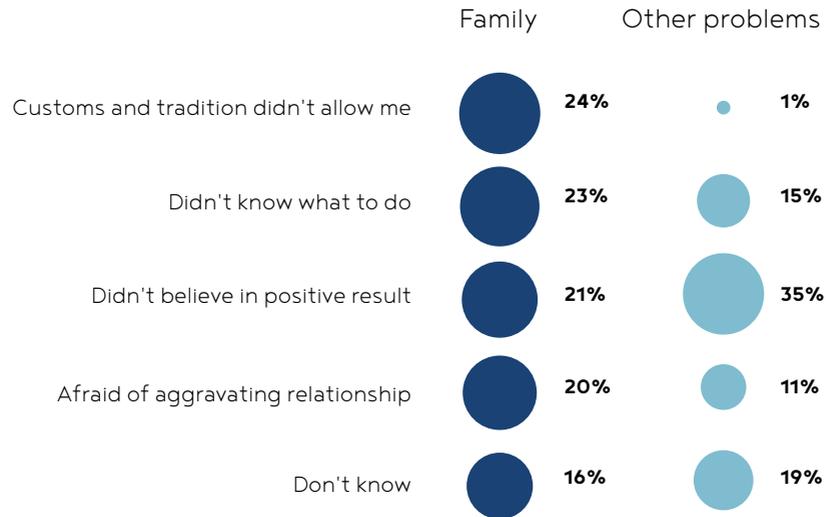
FAMILY JUSTICE

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Two out of ten people who experienced a family related legal problem did not engage in dispute resolution. In the graph below we explore the most common barriers to engaging in dispute resolution people encounter.

Custom and traditions are an important barrier to resolving family related legal problems.

BARRIERS



Evaluation

The overall evaluation of justice journeys for family related legal problems is slightly lower than for the other legal problems. The differences are generally not very substantial, except for in monetary and temporal costs. Here family related legal problems clearly score lower than other legal problems, indicating that they are more expensive and more time consuming to resolve. This could be related to the fact that lawyers are retained quite frequently for family related legal problems. (Religious) Courts are also used more often for family related problems, which involve a substantial time investment.



FAMILY JUSTICE

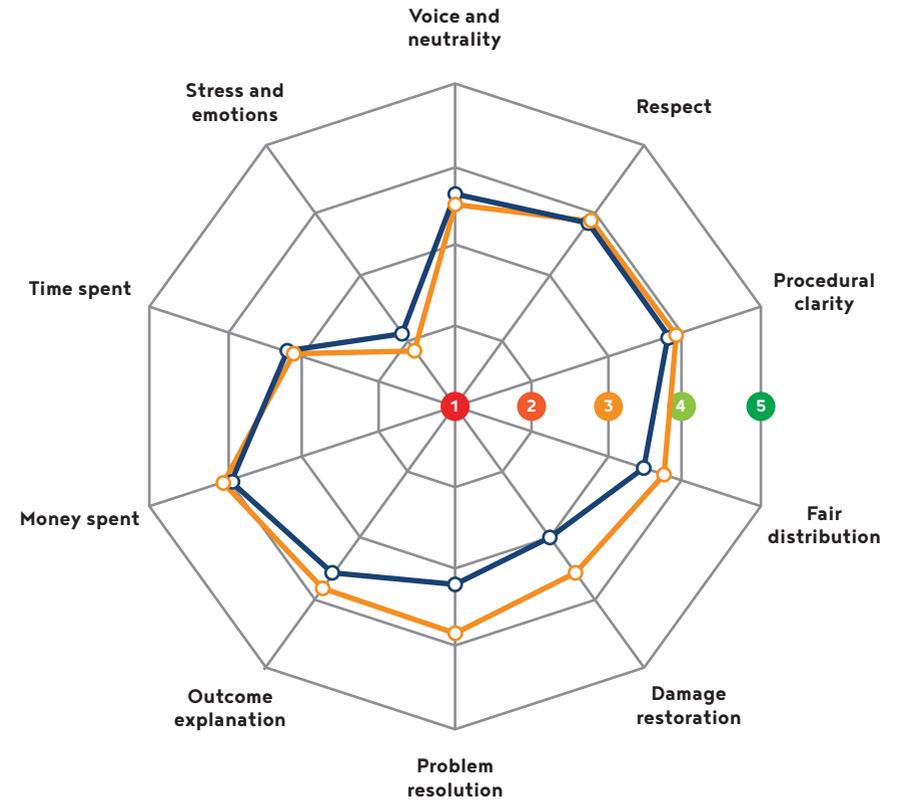
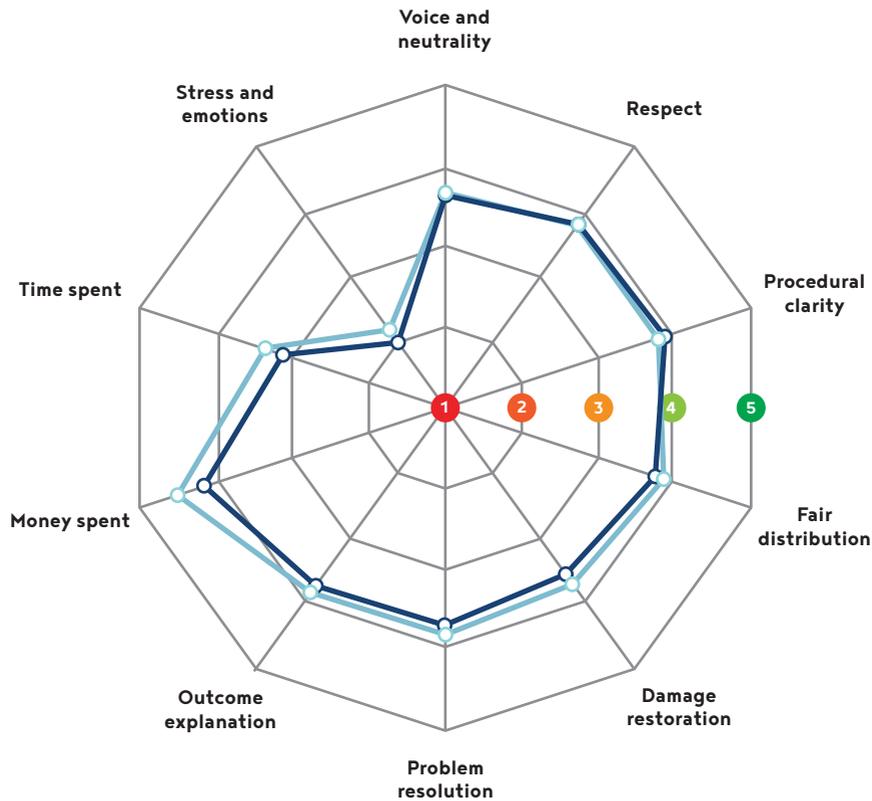
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COST AND QUALITY OF JUSTICE JOURNEYS

JUSTICE JOURNEYS - FAMILY JUSTICE

Family
Other problems

Women
Men



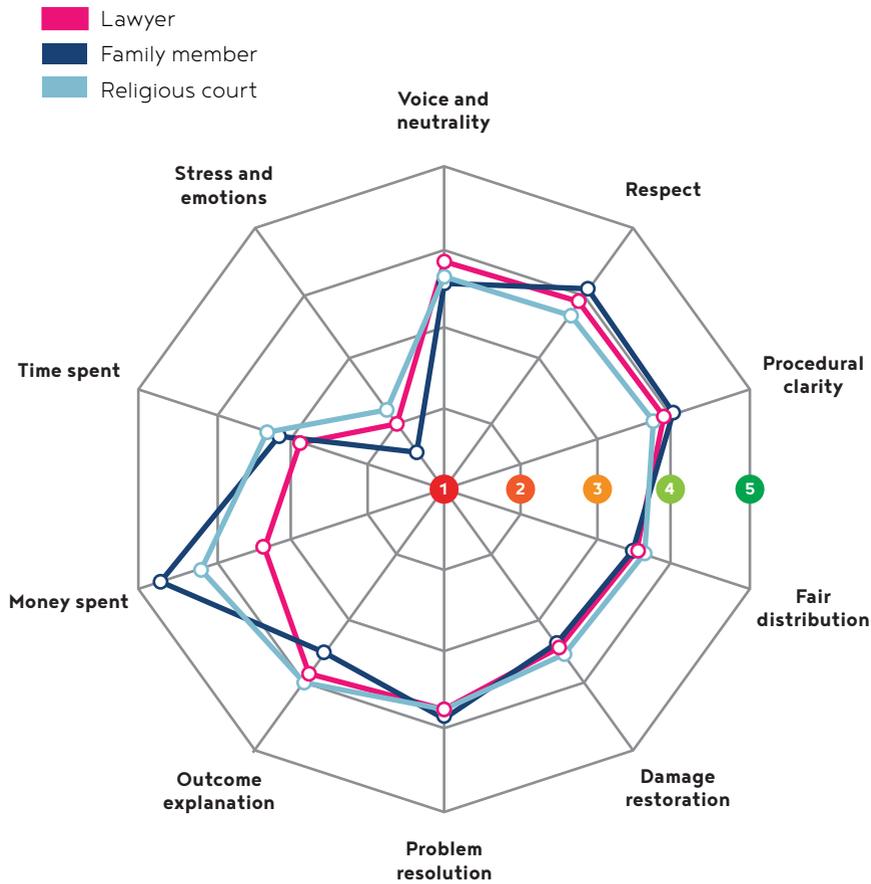
For family justice, we find that women rate the quality of the outcomes higher than men do. They do experience the justice journey as more stressful though. In terms of perceptions of other costs and the quality of the procedures related to family problems, there are no differences between women and men.

FAMILY JUSTICE

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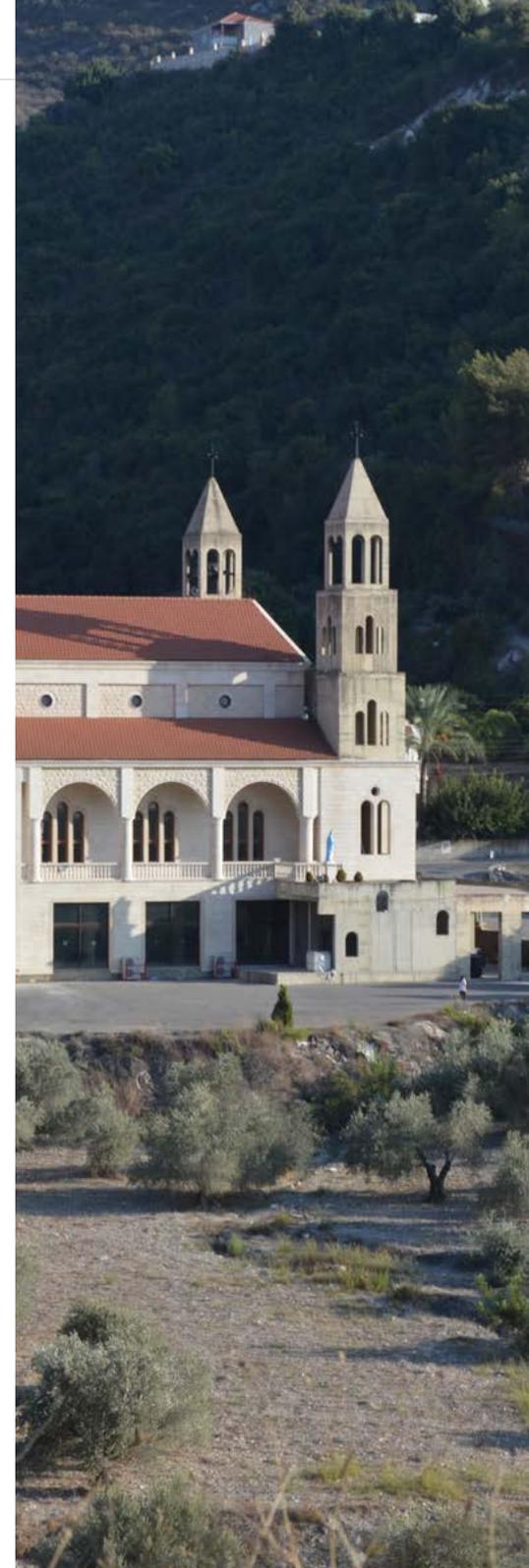
We also compared the three most helpful dispute resolution mechanisms for family related legal problems in terms of costs and quality.

COST AND QUALITY OF JUSTICE JOURNEYS



- Lawyers and religious courts provide slightly better outcome explanations to the justice users.
- Lawyers are particularly costly, both in terms of money and time.
- Family members are rated quite well, with the stress & emotions indicator being the exception.

The three formal and informal mechanisms are rated similarly in terms of the quality of the procedures and the quality of the outcome. The most substantial differences are found in the cost dimension. Furthermore, family members are evaluated somewhat lower in terms of Voice & Neutrality and Outcome explanation.



The story of Ghassan

Ghassan is a 49 year old Lebanese national who resides in the North Metn District. Ghassan is divorced, he holds of a degree in computer science and works for a company that deals with computers.

The story is that he fell in love with a girl, got engaged, then married and had a baby girl. One day, on returning home, he saw his wife with another man and realized that she was engaged in an extra-marital affair. Therefore, he filed for divorce before the spiritual court.

The trials extended for more than five years. During that period Ghassan sensed the compassion his wife receiving from the judges of the Spiritual Court. In the end, he was granted the divorce judgment after a prolonged period of suffering.



FAMILY JUSTICE

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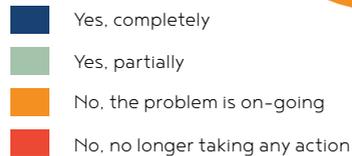
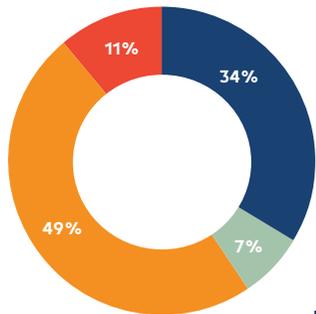
Lower Rates of Problem Resolution

The final part of any justice journey is the resolution phase. Ideally, problems are resolved and the individual who experienced the legal problem can move forward with his or her life. For family related legal problems, about four out of ten problems are resolved either partially or completely. For other problem categories this is slightly higher, at five out of ten.

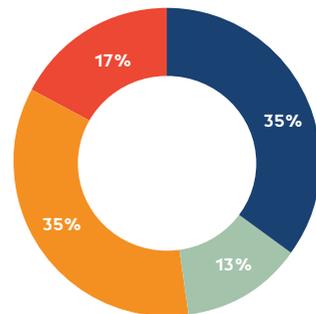
delay in the resolution process. It is also substantially higher than for the other problem categories. This could be related to the fact that family problems see a higher use of lawyers and (religious) courts. These more formal dispute resolution mechanisms involve more procedures and generally take longer to complete. This indicates a need for speedier justice journeys for family related legal problems.

Nearly half of family related legal problems are still on-going, which is a clear sign of

RESOLUTION FOR FAMILY JUSTICE

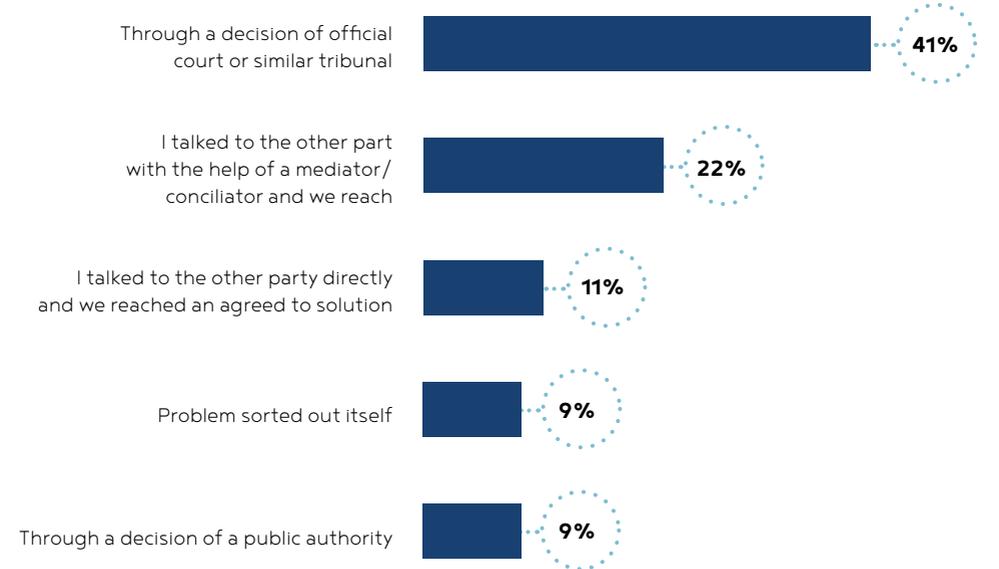


RESOLUTION FOR OTHER LEGAL PROBLEMS



The majority of family problems have been resolved in courts.

HOW HAS THE PROBLEM BEEN RESOLVED?



FAMILY JUSTICE

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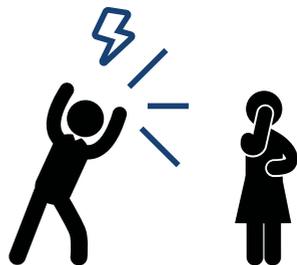
Conclusion

Justice journeys of family related legal problems are very distinct, people are very active both in seeking legal information and advice, and engaging in dispute resolution. People rely more on lawyers, relatives, and religious leaders/ courts to resolve these issues than with other legal problems. Additionally, family disputes disproportionately affect women and people tend to be impacted in their lives to a strong degree.

Resolving family disputes by engaging relatives is seen as quite helpful. Going to (religious) courts is typically seen as a last resort according to experts. If a dispute comes to this stage, it has already escalated and the parties are generally quite hostile to each other. For this reason, the experts believe family dispute resolution can benefit from mediators. This will promote mutual respect and could be integrated into court proceedings.

In family justice there is a very distinct role for lawyers and a clear need for access to formal dispute resolution institutions. Some people have this access. Many others do not.

Lastly, it is important to note the frequency of domestic violence. Law 293, passed in April of 2014, provides protection to women and family members from domestic violence. According to experts consulted during the triangulation session, there are still gaps in the current law and it is failing to adequately protect vulnerable people. Further improvement of the law could contribute to the reduction in the number of domestic violence cases in Lebanon.





9

Deep Dive: **Employment**

Impact

Legal information and advice

Dispute resolution strategies

Justice journeys

Introduction

For the people of Lebanon, employment related legal problems are the second most frequently occurring category of legal problem. Only disputes with neighbours are more prevalent in daily life. In total, 20% of the people who experienced a legal problem say they encountered at least one serious legal problem concerning employment.

People consider employment disputes as serious and impactful. When someone encounters one or more legal problems it is almost always the case that the employment dispute is seen as the most serious.

Two specific types of employment disputes occur particularly often:

- Non-payment of wages - 22% of all employment related problems.
- Termination of employment - 19% of all employment related problems.

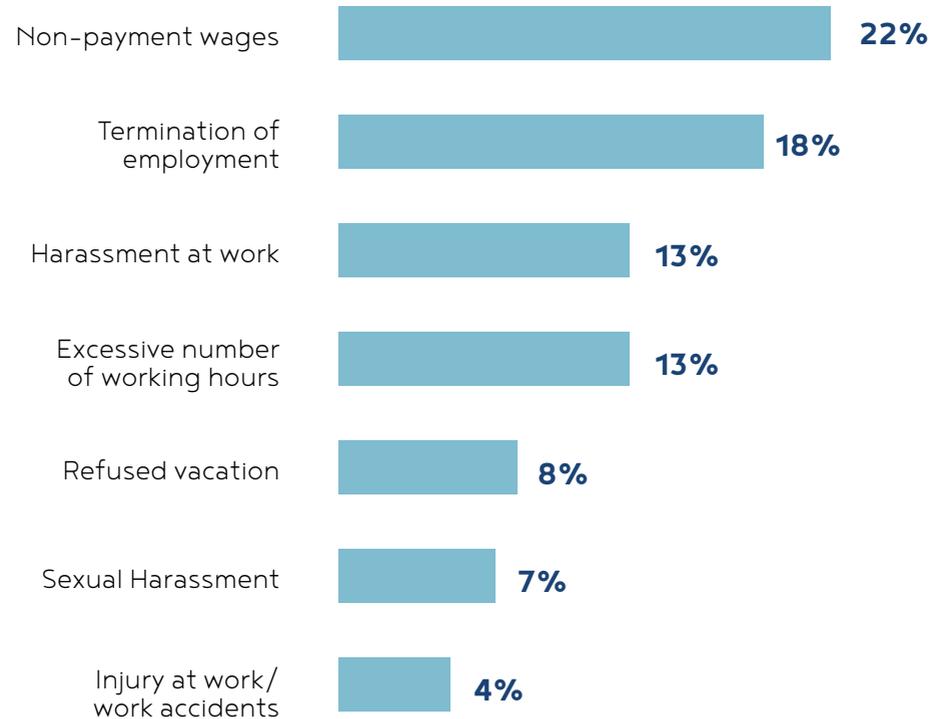
Two other instances are also frequently reported:

- Harassment at work - 13% of all employment related problems.
- Overtime (excessive work hours) - 13% of all employment related problems.

In most legal problems related to employment the other party is the employer (70%). Other individuals and colleagues are the other two sizeable categories of other party.



CATEGORIES OF EMPLOYMENT DISPUTES



EMPLOYMENT



Not all people living in Lebanon are equally exposed to the risks of facing an employment related legal problem:

- **Location:** People from the regions of El Nabatieh and Mount Lebanon report more legal problems related to employment.
- **Religion:** People from the Druze community report employment problems more often (23% against 18.5% for other communities).
- **Marital status:** Those who are single and never married face more employment problems. 32% of single people who report legal problems say that they had to deal with an employment dispute.
- **Citizenship:** Syrian refugees report slightly more employment problems (24%) compared to the rest of the population.
- **Socio-economic status:** People in the low-income group (<\$750) are twice as likely (22%) to report an employment related legal problem than those in the high-income group (>\$2500) (10%).

- **Age:** young people and young adults (18-24 and 25-39, respectively) have to deal with employment related legal problems significantly more often compared to the older age groups. For 25% of young people (18-24) employment is the most serious and difficult-to-resolve legal issue. For comparison, only 11% of the people in middle adulthood (40-64) say that their most difficult problem was employment related.
- **Education:** Individuals with a higher level of formal education are at a higher risk of experiencing employment related legal problems; 23% of those with a high level of formal education had to deal employment related legal problem. This percentage decreases for individuals with lower levels of education.

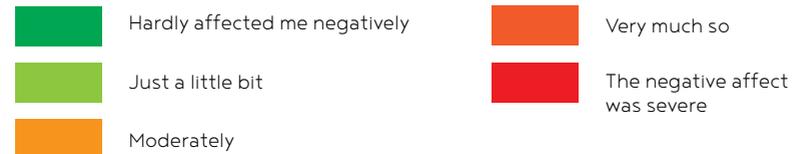
Impact of employment problems

Stable and predictable employment is central to the livelihoods of the people of Lebanon. Employment problems have a serious impact on the people involved, their families and the communities in which they live. Most individuals evaluate the impact of employment related problems as fairly serious; 19% say that the problem had a severe impact and 35% say the impact was very serious.

Unfair termination of the employment relationship, sexual harassment in the

work place and dangerous working conditions have the strongest negative impacts on people's lives and well-being. A small, in terms of prevalence, but notably impactful category is that of so called "irregular employment". Under this term, we understand informal employment. Working without the protection of a valid and recognized employment contract is a cause of problems but can also be seen as a legal problem in itself.

HOW THE EMPLOYMENT PROBLEM AFFECTED YOUR LIFE?



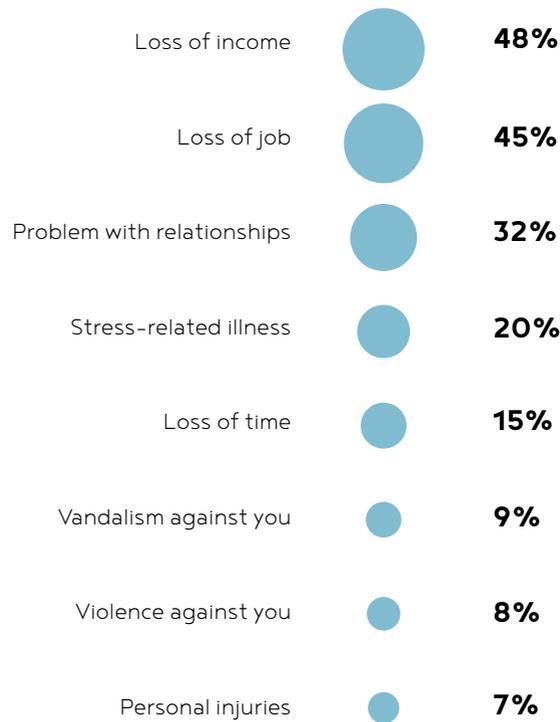
EMPLOYMENT



The two most common consequences of experiencing an employment problem are loss of income and loss of job. With employment problems it is easy to see why the third most prevalent undesirable consequence is deterioration of an important relationship. The relationship with one's job, employer and colleagues is one of the most important relationships in contemporary life.

The people who were involved in employment related disputes mostly wanted to receive an apology at the end of the justice journey (23%). This reiterates the importance of legally protected, stable, and respectful employment relationships. After an apology comes recovery of money (22%) and the ability to exercise one's rights (20%).

NEGATIVE CONSEQUENCES OF EMPLOYMENT PROBLEMS

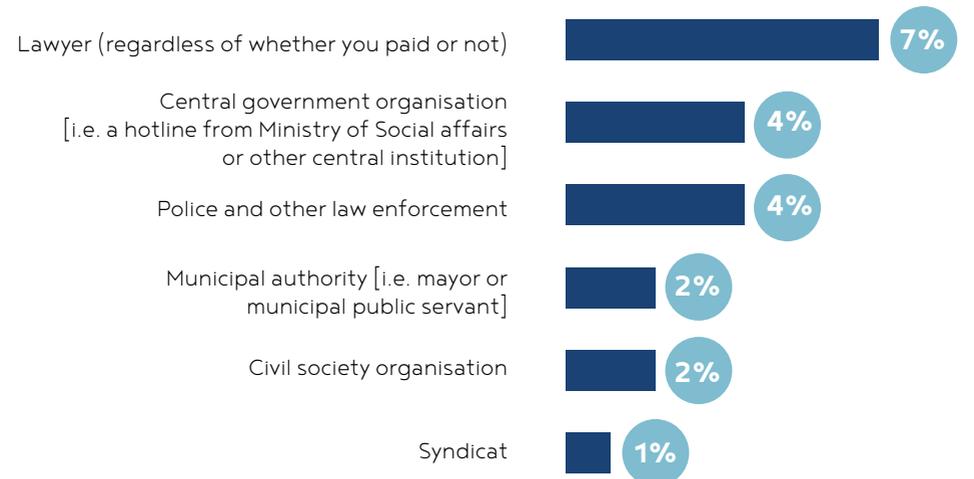


Legal information & advice

Slightly more than half (52%) of the people who encountered a serious legal problem related to employment sought legal information and advice. For other problems this number is 60%. This shows that half of the users of justice have a proactive approach, but also indicates difficulties with accessing proper, timely and helpful information about the strategies to respond to the problem.

When people do seek information and advice for employment related legal problems, lawyers are the most frequently used providers. Termination of employment is the problem for which the users of justice in Lebanon most often seek information and advice from a lawyer (16%). In other problems such as harassment, refused vacation or unfair disciplinary procedures, lawyers are seldom involved.

LEGAL INFORMATION AND ADVICE FROM INSTITUTIONS



EMPLOYMENT

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Public authorities such as regulatory and oversight bodies are rarely used

by the users of justice in Lebanon for obtaining legal information and advice in the context of employment problems. Trade unions and civil society organisations are also not very visible providers of legal information and advice for people who face employment disputes.

People who deal with employment related legal problems in Lebanon use their social networks significantly more often than they use institutions for obtaining legal information and advice.

The majority (**56%**) of the people who say that they did not seek legal information and advice explain that they did so because they did not believe that such efforts would have helped them to improve the situation. The second most prevalent reason for remaining

passive, however, is not knowing where one should look for information and advice (27% of respondents who had an employment problem and did not seek information and advice). During the triangulation workshop in Beirut, the experts suggested another reason for not responding to an employment problem: People are afraid of being earmarked as trouble makers in their sectors or industry, which can limit their employment options.

Why is access to legal information important? People who sought and received legal information are over twice as likely to actively pursue dispute resolution strategies. **69%** of the respondents actively looking for information took some action to resolve the employment related legal problem, compared to **31%** of those who did not seek information.

LEGAL INFORMATION AND ADVICE FROM THE SOCIAL NETWORK



Seeking information and advice is related to the extent to which people are satisfied with the outcome of their justice journeys for employment related problems.

People who sought legal information and advice from institutions (M=3.11) assess the process for resolving the

employment dispute as slightly more fair than those who did not receive information and advice from such sources (M=2.87). Asking someone from one's social network about the employment related legal problem does not improve perceived fairness of the process.

WAS THE OUTCOME OF THE DISPUTE RESOLUTION PROCESS FAIR?



3.92% Institutions

3.59% Social network



3.33% No info from institutions

3.26% No info from social network

WAS THE PROCESS FAIR?



3.11% Institutional sources

2.89% Social network



2.87% No info from institutional sources

2.93% No info from social network

EMPLOYMENT

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Dispute resolution strategies

Almost two-thirds of the people who had to deal with employment related problems took steps to resolve them.

The people in Lebanon are most active when the problem is about dangerous working conditions (88% undertake some form of action), refused vacation (79%) or irregular employment (75%).

Circumstances least likely to trigger dispute resolution action are work disruption (38%), working overtime (57%) and unequal employment opportunities (50%).

Very rarely are the employment disputes referred to formal institutions for resolution. Less than 4% of the individuals who report an employment related legal problem went to a central public authority for resolution. Courts are used by less than 1% of those who find themselves in a dispute related to employment.

Contacting the other party directly or other self-actions are the most common strategies for resolving employment related legal problems.

Slightly more than a quarter (26%) of the people who report an employment related problem say that they contacted the other party and 15% undertook some other action.

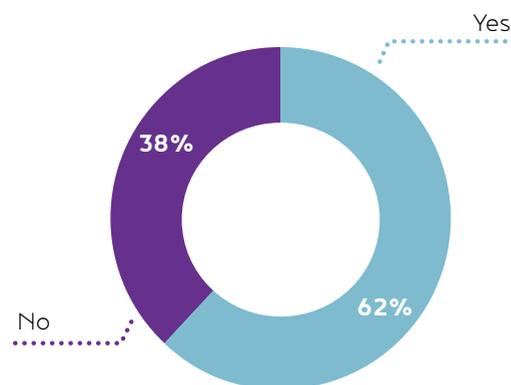
Social networks play a less prominent role in the resolution of employment related problems. The employer is engaged as a source of dispute resolution more often than friends, relatives and other members of one's social network.



2/3

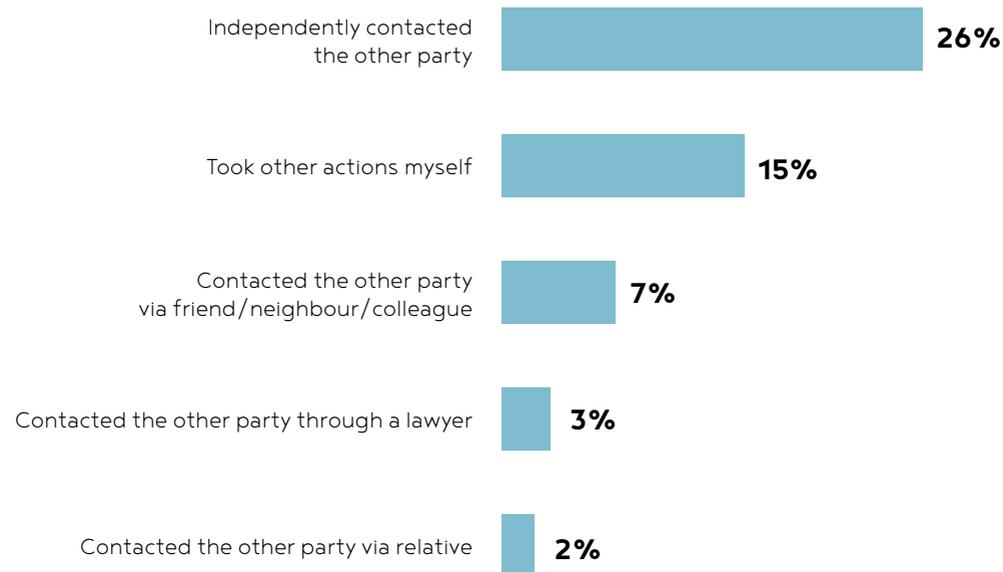
took steps to resolve employment problems

DID YOU TAKE ACTIVE STEPS TO RESOLVE THE PROBLEM?



EMPLOYMENT

9

SELF-ACTIONS

Lack of belief that anything can be done to resolve the employment related problem is the most common barrier to justice; 38% of those who faced such problems remained passive for this reason. For 19%, the biggest barrier was the stronger position of the other party.

Legal experts identified another barrier to taking action: cost-benefit analysis of the available options. When someone is in a low-paid job, efforts to resolve an employment related problem might be too expensive. This barrier reveals how important it is that justice is not only available and accessible, but also affordable.

Only 29% of employment related problems are reported as completely or partially resolved. The rest are either considered unresolved (39%) or are pending (32%). Almost 50% of the problems concerning harassment at work are viewed as completely or partially resolved. However, the most frequently occurring problems, such as termination of employment and non-payment of wages, are rarely perceived as resolved; 76% of the former and 82% of the latter are either pending or completely abandoned.



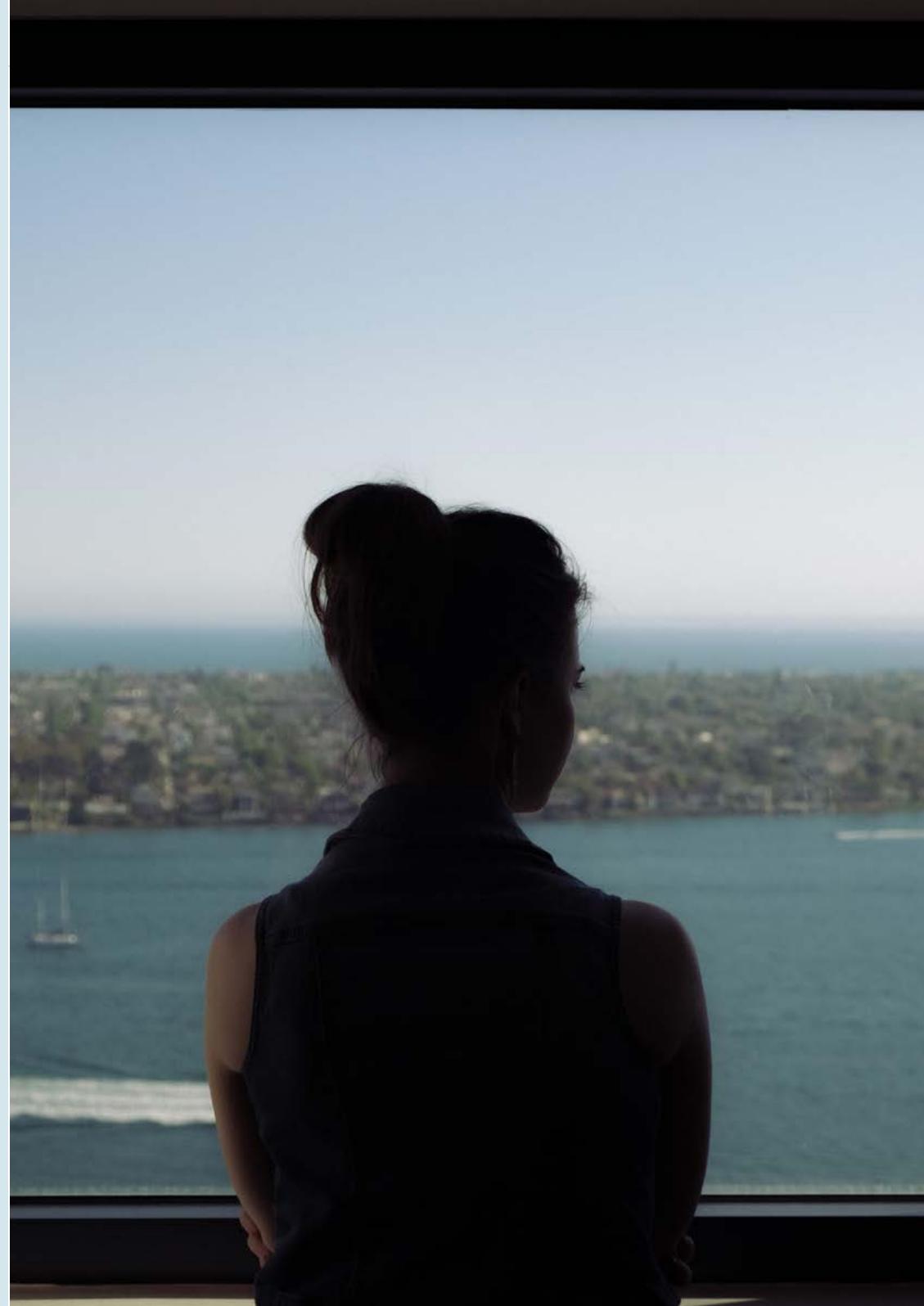
The story of Rima

Rima is 27 years old and resides in the capital, Beirut. She is married, has a university degree and works as a secretary.

The story goes back almost three years, when she was working as a secretary in a travel agency. After two years of work, the owner of the agency suddenly started to tell her stories which implied certain messages that shocked her deeply. He then began speaking to her in a way that showed a specific interest towards her. The owner has also asked her to stay for a paid overtime, but still she did not understand his intentions. After serious insistence, Rima has agreed to stay overtime.

Three days past by and nothing suspicious or unusual happened. On the fourth day, the owner asked her to copy a number of papers on the photocopy machine. While undertaking the task, he grabbed her, threw her on the floor and attempted to rape her. By that time, she ran away and left her job.

After the incident, she filed a lawsuit before the Public Prosecution in Beirut against him. The file was referred to the Investigation Judge and remains pending there until the present date.

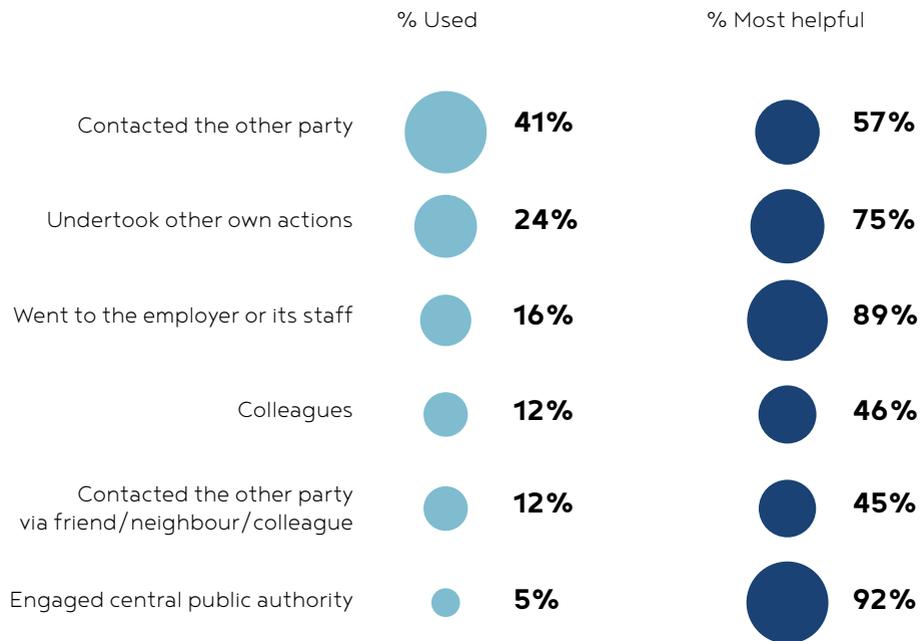


EMPLOYMENT

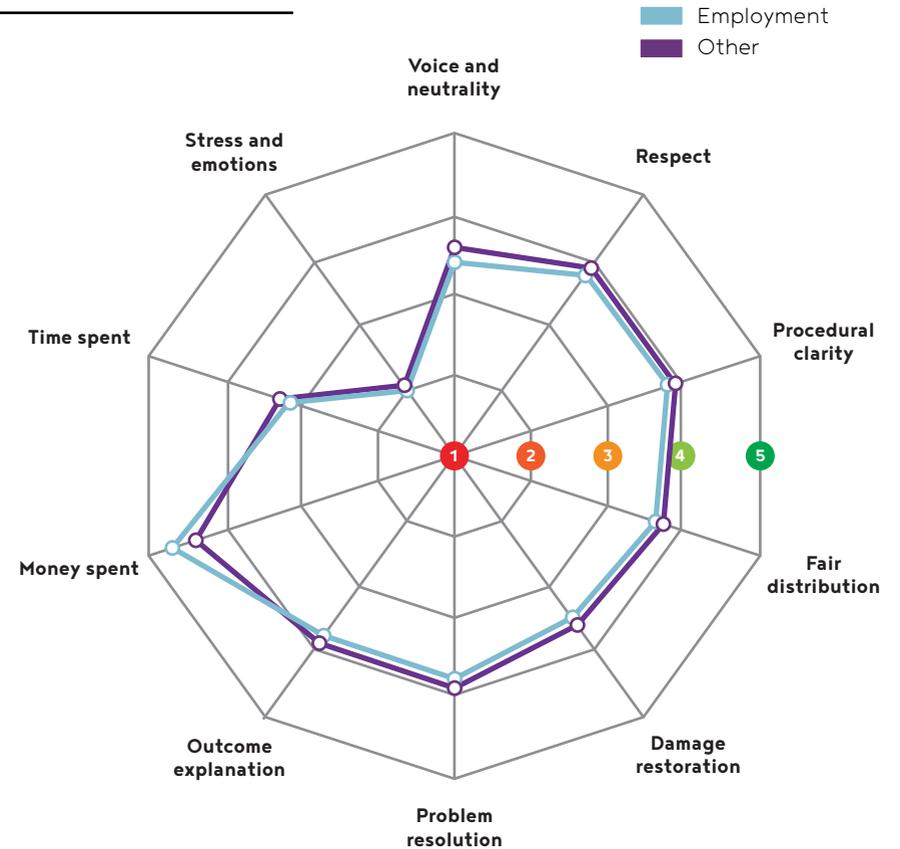


How do people perceive justice journeys for employment related problems?

We asked the people who encountered an employment related problem to identify the most helpful dispute resolution process. The table below works as follows: 41% of the people who acted contacted the other party themselves. Of those people, 57% identified this strategy as the most helpful.



COSTS, QUALITY OF PROCEDURE AND QUALITY OF OUTCOMES



A relatively small number of employment disputes are resolved either completely or partially (28%). Most problems either sorted themselves out or were resolved by self-actions.

Above is a general outline of how people in Lebanon experience employment dispute resolution processes.

EMPLOYMENT



Money is not a particularly big barrier. Most people rely on their social network, which is not very expensive or time-consuming.

Processes for reaching fair resolutions of employment related problems, however, cause significant stress and negative emotions for people. The procedural quality is rated as rather low. For instance, in terms of Voice & Neutrality, people are particularly dissatisfied that their views are not taken into consideration in the final outcome. They are also concerned that in the process different rules were applied to the different parties.

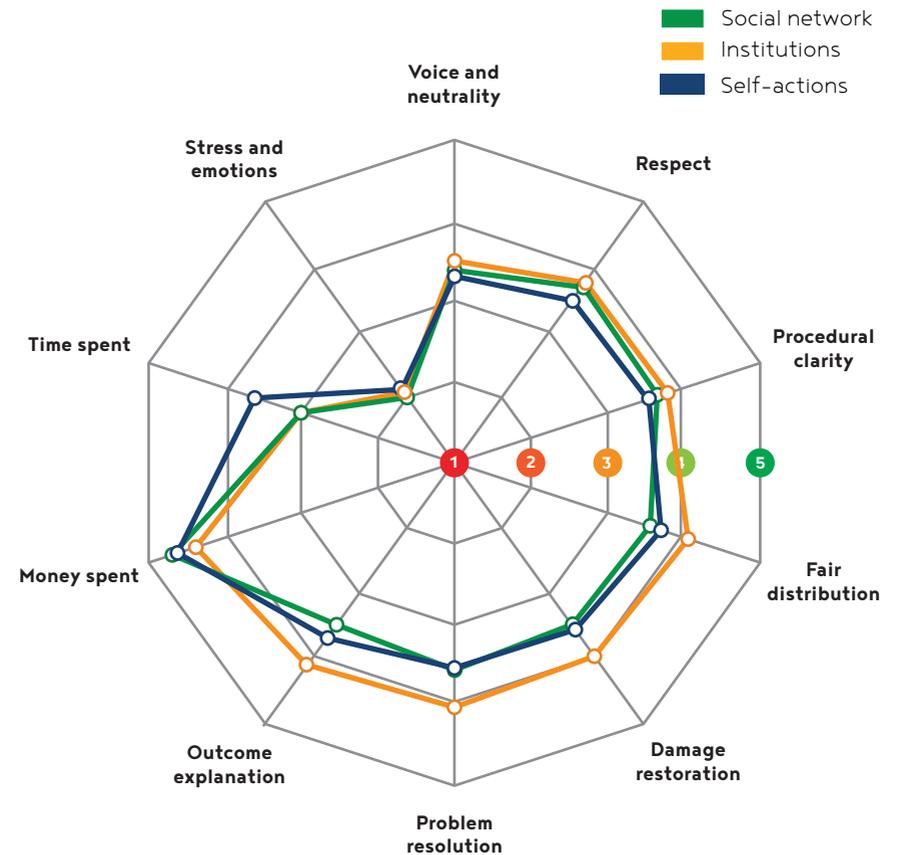
The outcomes of the employment justice journeys are also perceived as of medium quality. None of the aggregated dimensions exceeds an average value of 4. Of particular concern is the ability of the justice journey to restore the damages caused by the employment related legal problems.

Employment related problems are rated slightly lower than other problems in terms of the quality of both the procedure and the outcome.

We split the perceptions based on the type of dispute resolution process used - self-actions, social networks or institutions. Clear differences in the perceptions of the users of justice can be seen. People who used institutions report a higher quality of procedure and fairer outcomes. In explanation, experts pointed to various procedural and substantive devices in Lebanese law which aim to deliver better and faster adjudication of employment disputes. This is a bright spot of employment related justice processes but it has to be interpreted alongside the fact that very few people (16%) in Lebanon actually receive adjudicative resolutions to their employment related legal problems.

Engaging institutions is also more expensive than engaging one's social network. Attempting to resolve employment related problems with self-actions and through one's social network, which constitute the most common resolution strategies, are assessed with lower scores on process and outcome. We see in the chart above that the institutions are assessed as performing better in all aspects of process and outcome quality.

COSTS AND QUALITY OF JUSTICE PER TYPE OF DISPUTE RESOLUTION



EMPLOYMENT

9

Conclusions

Employment disputes are the second most prevalent legal problem in Lebanon.

They account for one fifth of the legal problems in the daily lives of people living in Lebanon. More than half of all people who encountered such a problem say that its impact was very serious or severe. Employment related legal problems often lead to loss of money and loss of job. For many respondents, the employment disputes cause deterioration of important relationships. When we ask people what they expect from resolving their employment related problems, many answer that they want an apology.

Two specific categories of employment disputes stand out: non-payment of wages and termination of employment.

Harassment at work and sexual harassment at work occur less often but are very concerning in terms of seriousness.

People with low incomes and Syrian refugees are two notable groups that report employment related problems often.

Both groups are at a double disadvantage: They are reliant on

the jobs market, but also have fewer resources to pursue just and fair resolutions when a dispute arises.

Very few people who are involved in employment related legal problems receive qualified legal information and advice.

Legal information and advice is sought mostly from social networks. For many people in Lebanon information and advice for dealing with an employment dispute comes from the employer or the staff of the employer. An employer is close to the dispute and a responsible employer should get involved in finding a fair solution. However, the employer is usually the opposing party in employment disputes and is often in a more powerful position than the complainant. We see that for many people facing employment related problems in Lebanon the weakest point of the justice processes is the equality of the parties as well as the opportunity of the parties (particularly, the smaller party) to influence the outcomes.

Contacting the other party or undertaking other activities to resolve the problem (e.g. preparing and sending documents, collecting evidence) are

the two most commonly used dispute resolution strategies.

Institutions, however, are very rarely used. Of the institutions, central public authorities are engaged most often, but only 3% of people with employment related problems used them. Less than 1% of employment disputes are referred to the courts

The perceived quality of the process and quality of outcomes are in the middle of the scale. This indicates challenges but also a lot of possibilities for improvement. Innovative solutions can bring a lot of procedural improvement and substantive justice to the field of employment related justice in Lebanon.





10

Deep Dive: **Refugees**

Types of legal problems

Strategies

Dispute resolution mechanisms

Quality of procedures and outcomes

Introduction

In our study we also focus on the legal problems of the Syrian refugees living in Lebanon. As mentioned in the introduction, Syrians in Lebanon are not officially recognized as refugees; they are displaced people. However, we refer to them as refugees in this report. To study their specific legal problems 20% of the sample consist of people who self-identify as refugees from Syria. Among the refugees, 85% state that they wish to return to Syria, 10% express the desire to stay in Lebanon and 5% are undecided.



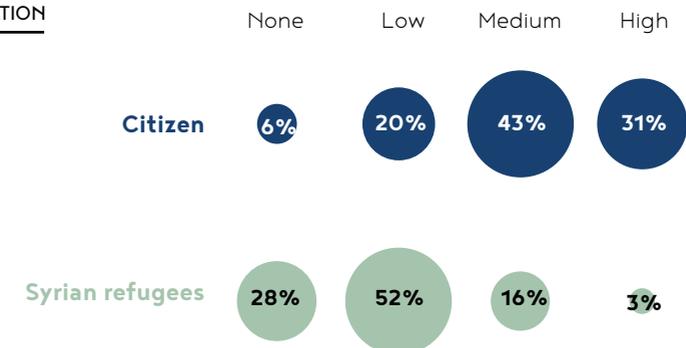
Two thirds of the interviewed refugees say that before the war in Syria they lived in a big city such as Damascus, Aleppo, Homs or Latakia. The remaining one third lived in rural areas of Syria. There are differences between the Syrian refugees and the rest of the sample. The refugees are slightly younger.

The refugees have lower levels of formal education. The formal education level of the Syrian refugees is similar regardless of whether they come from big urban areas or rural areas.

Despite the differences in formal education levels, the gap between the level of employment of refugees and citizens is not that stark. **55%** of the citizens and **51%** of the Syrian refugees say that they have a paid job. However, significantly fewer female refugees than female citizens have paid jobs. Also, citizens are much more likely to be self-employed (32%) than refugees (14%).

The Syrian refugees are in a worse economic situation than the citizens. Almost three in four refugees (74%) are in the low income group (<\$750). Among the citizens the percentage of people in this category is only 12%.

EDUCATION



REFUGEES

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Legal problems of Syrian refugees in Lebanon

Syrian refugees report slightly fewer legal problems than citizens.

LEGAL PROBLEMS



The male refugees are more likely to experience a legal problem: **70% of all interviewed male Syrian refugees report one or more recent legal problem.** Age also plays a role, as very young and senior Syrian refugees are less likely to be involved in a dispute or grievance which has a legal resolution. 73% of the Syrian refugees in young adulthood (25-39) had to deal with one or more

legal problem. Similarly, 68% of the refugees in the age bracket 40-64 experienced at least one legal problem. For comparison, around 43% of the Syrian refugees younger than 25 had to deal with a legal problem.

Refugees with a higher level of formal education are less likely to experience a legal problem.

ONE OR MORE PROBLEMS



REFUGEES

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Types of legal problems

Employment related problems are the most prevalent legal problems in the lives of Syrian refugees in Lebanon.

Disputes with neighbours and housing related legal problems are the second and third category of legal problems encountered by the refugees, respectively.

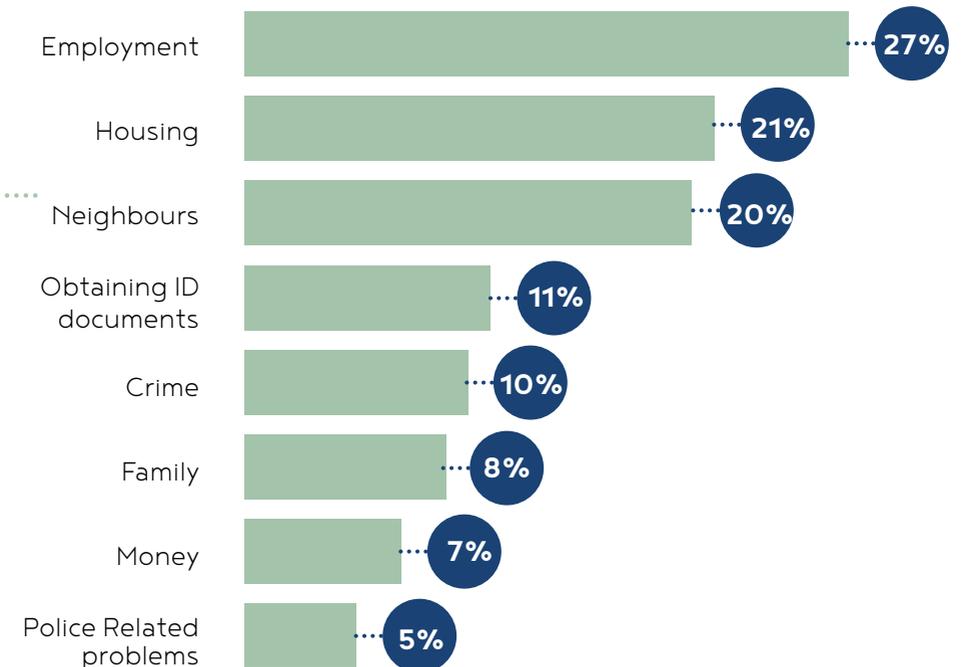
Obtaining ID documents and housing are two serious and pressing legal problems for the Syrian refugees, but are less of a burden for the citizens. Employment related problems are the main legal grievance for more than one in four Syrian refugees. This is markedly more than the almost one in five citizens that had to deal with labour disputes.

Almost one in four (21.4%) refugees had a dispute concerning housing, which were most often related to disagreements with a landlord. For the Lebanese, housing is a less pressing problem; 9% of the individuals with problems report it. Compared to the citizens, refugees report disputes with family and accidents less often.

Disputes related to employment, neighbours and housing are the most frequently occurring categories of legal problems for the Syrian refugees in Lebanon. These categories consist of specific types of problem.



MOST PREVALENT LEGAL PROBLEMS OF REFUGEES

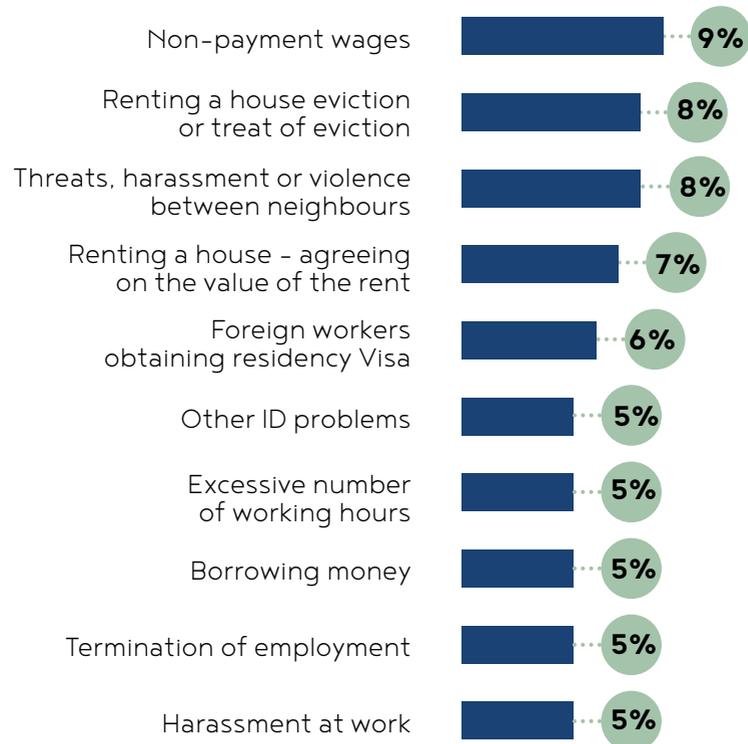


REFUGEES

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These problems have serious impact on the lives of the Syrian refugees. 60% of those who reported a legal problem say that the effect of the most serious problem was very serious or severe. Almost half of the Syrian refugees say that they experienced deterioration of an important relationship as a result of the legal problem. One fifth report that the legal problem led to violence against them.

MOST PREVALENT SPECIFIC LEGAL PROBLEMS OF REFUGEES



The story of Yousef

Youssef is a sixty-year old Syrian national who was displaced from Syria and currently resides in the Bekaa region. Married and a farmer, Yousef has reached a primary level education.

The issue goes back to the beginning of the summer of 2017 when Yousef, together with his wife, went to the market to buy some necessary house items. After gathering the items, Yousef wanted to pay for these products but could not find his wallet.

Youssef has realized that he has been robbed of his wallet, and all the money and documentation papers it contains. This issue caused him a great amount of concern since, from that moment, he became a target of suspicion.

On the following day, Yousef filled a lawsuit of robbery and loss of documentation papers against an anonymous before the Appeal Public Prosecution. Since then, Yousef has been following up with the clerk at the court without having any positive results.

REFUGEES

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Strategies for responding to legal problems

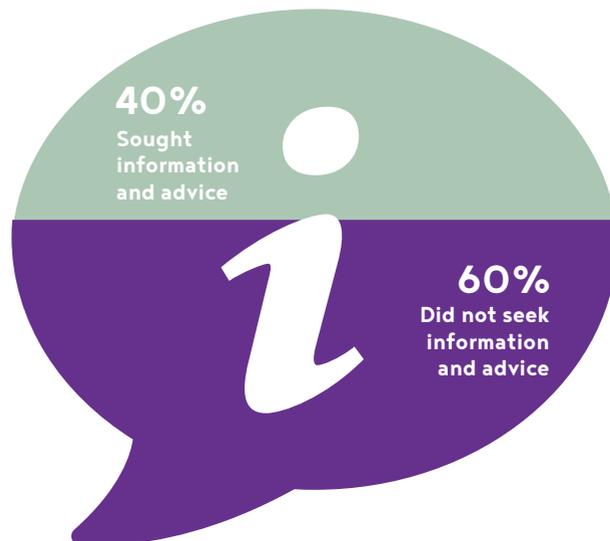
Four out of ten Syrian refugees who encountered a legal problem sought some sort of legal information and advice, while 62% of citizens did so.

The refugees' most frequently used sources of legal information and advice among social networks are friends, followed by relatives and neighbours.

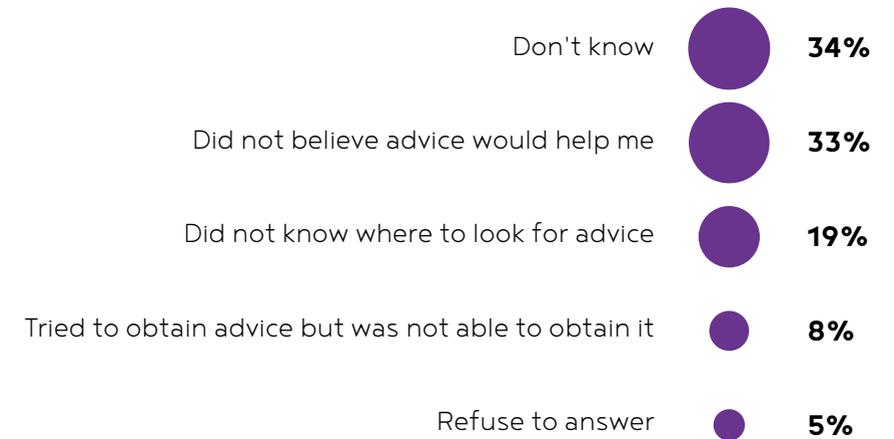
Of the institutions, Syrian refugees most often go to the police, civil

society organisations and local public authorities for help. Of all sources of legal information and advice, the refugees consider the police, relatives and lawyers to be the most helpful.

The majority of the refugees, however, do not seek any legal information and advice.



REASONS FOR NOT SEEKING LEGAL INFORMATION AND ADVICE



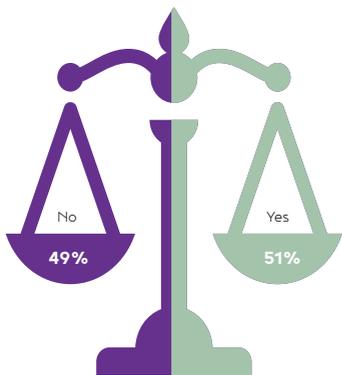
REFUGEES

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Dispute resolution mechanisms

Roughly half of the Syrian refugees take active steps to resolve their legal problem. This is again far less than citizens, of whom three in every four engage in dispute resolution. Legal problems in which the refugees are most likely to take active steps and pursue dispute resolution are related to land, money, children and public services. On the other hand, the refugees are least active in problems related to crime, accidents, disputes with neighbours, and employment.

DID YOU TAKE ACTION TO RESOLVE YOUR LEGAL PROBLEM?

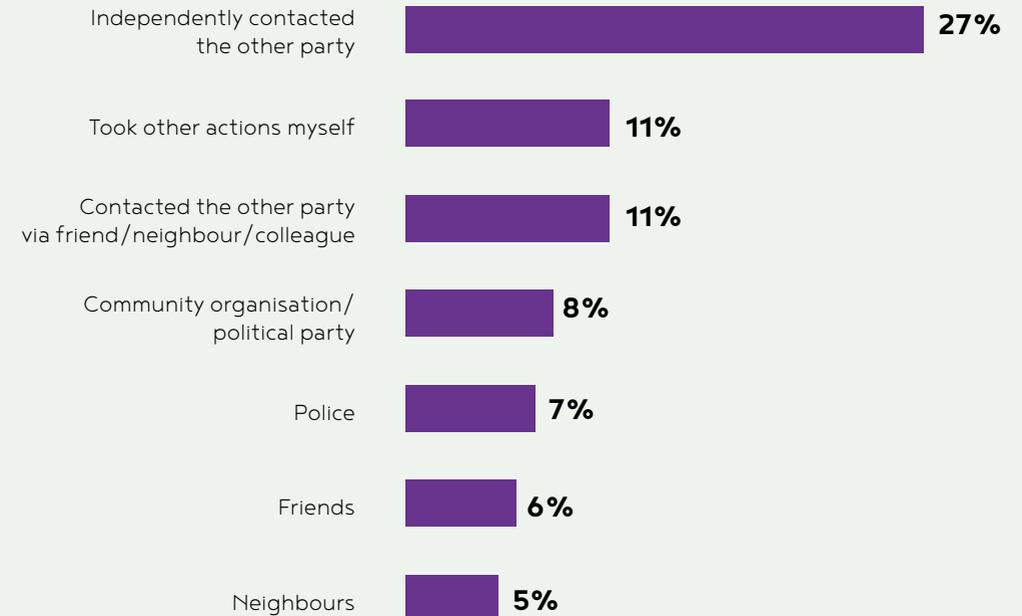


Most often the refugees rely on self-actions to resolve their legal problems.

Contacting the other party directly is the most helpful (and often the only) step of dispute resolution for more than a quarter of the respondents (27%). Furthermore, some refugees (11%) prefer to take other actions themselves (i.e. preparing documents, sending letters, collecting evidence etc.) or to contact the other party through someone in their social networks.

The Syrian refugees prefer to resolve their problems without engaging institutions. Only **1%** of Syrian refugees with a legal problem said that they referred the problem to a court of law. A lawyer is selected as the most helpful neutral third party involved in the resolution of legal problems by less than 2% of the refugees.

MOST HELPFUL DISPUTE RESOLUTION MECHANISM



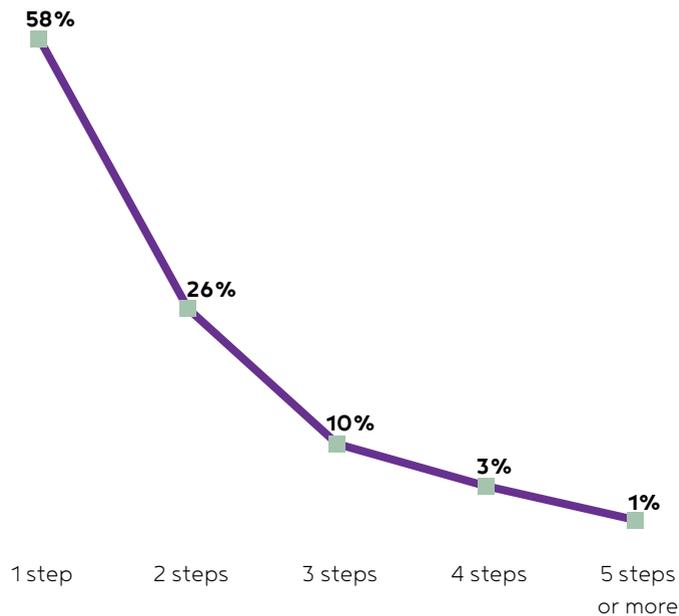
REFUGEES

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Lebanese justice experts provided two explanations for why refugees use informal justice mechanisms. Firstly, the refugees do not possess proper ID documents. Without residence permits and other documents they risk significant negative consequences when contacting the Lebanese authorities. This is particularly true for police, courts and other law and order institutions. For

instance, refugees could be arrested for violating residence rules if they go to the police to report a crime. Secondly, the experts agree that the Syrian refugees come from a culture which is more reliant on informal justice mechanisms. More focused study is needed to collect evidence about the roles and the interactions between these two factors.

NUMBER OF STEPS TAKEN TO RESOLVE THE LEGAL PROBLEM



Among all Syrian refugees who encountered a legal problem, approximately 36% took some sort of action themselves to resolve it. Contacting the other party in the dispute directly is the most common option; 21% spoke to the opponent in an attempt at resolution.

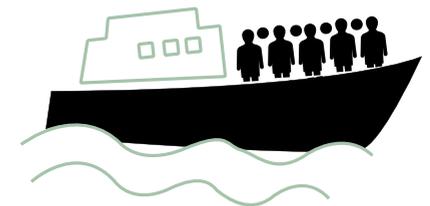
One quarter of the refugees (27%) engaged in some sort of dispute resolution aided by people in their social network. Friends (8%), community organisation/political party (6%) and family members are the most frequently engaged facilitators of dispute resolution for the Syrian refugees.

Refugees are unlikely to engage institutions for resolving their legal problems. Only 10% of the refugees who report one or more legal problems said that they referred the problem to an institution.

The majority of the refugees (58%) who encounter a legal problem and take some form of action take only one step on their path to justice. One quarter (26%), however, reports two steps and 10% say that they embarked on three dispute resolution processes.

As reported above, **contacting the other party in the dispute is the most prevalent dispute resolution strategy.** After contacting the other party the second most prevalent step is to contact the other party through someone from one's social network. Few people involve friends, employers or community organisations. Formal dispute resolution institutions are almost absent from the justice journeys of refugees that start from the initiative to contact the other party.

When Syrian refugees contact the other party through a relative, most often the next step is to make direct contact, or to involve friends or colleagues as third parties in the dispute. Refugees who first contact the police for resolving the legal problem rarely refer to other dispute resolution methods.

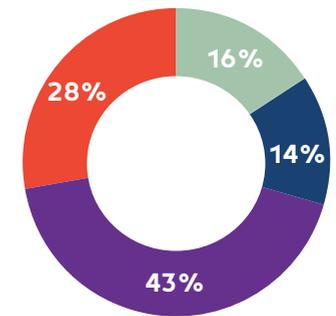


Quality of procedures & outcomes

Of the refugees who report a legal problem and took some sort of dispute resolution action, less than 30% have achieved complete or partial resolution of the dispute.

70% of the Syrian refugees report that their problem has not been resolved. Employment issues, family disputes and disagreements around money are particularly problematic, as more than three quarters of the refugees who experienced these problems say that their problems remain unresolved.

HAS THE PROBLEM BEEN RESOLVED?



- Yes, completely
- Yes, partially
- No, problem is on-going
- No, no longer taking



70%

report that their problem has not been resolved

REFUGEES

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Cost and quality of justice journeys

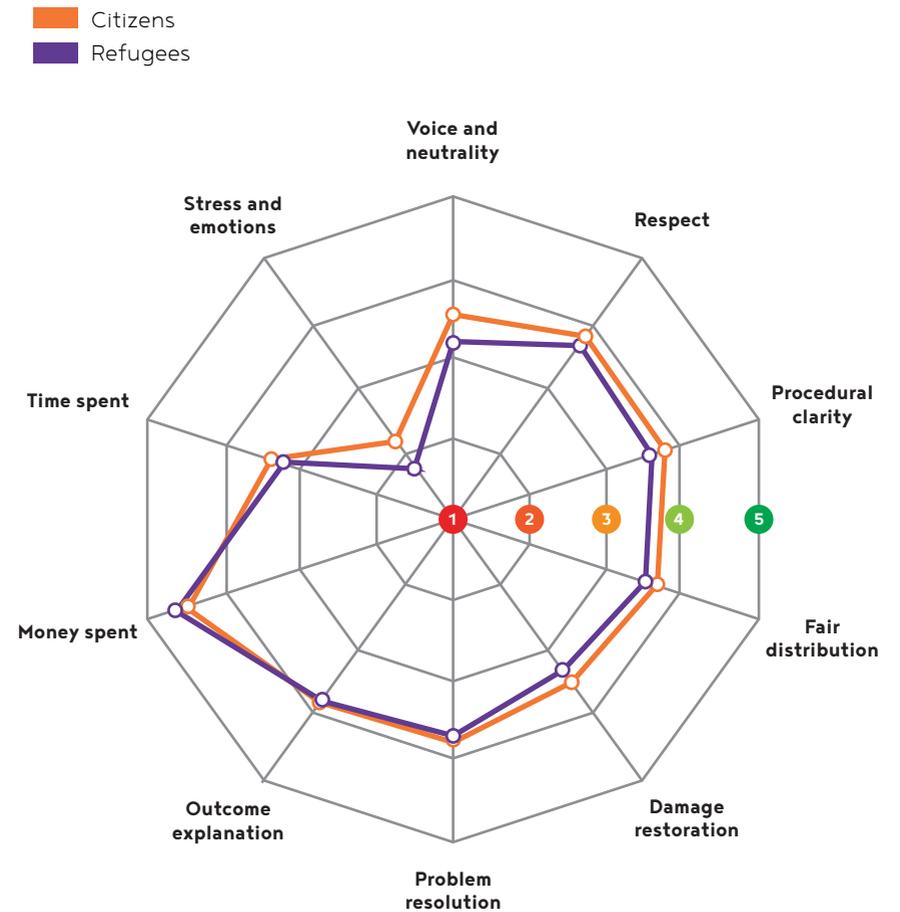
On a more positive note, people from this vulnerable group do not have to pay a lot out-of-pocket costs to access justice. For refugees who spent money, the average cost of resolving a problem amounts to slightly less than 70.000 Lebanese Pounds (around 40 Euros or 46 US dollars). However, few legal problems of the Syrian refugees are resolved through engaging an institution. Attempting to resolve problems with self-actions or involving friends, relatives and colleagues is less costly than engaging institutions. The downside of informal dispute resolution processes is that they can be less effective in delivering fair solutions than formal processes.

The two other dimensions of cost, time and stress/negative emotions, are evaluated less positively. Also the first three dimensions, voice & neutrality, respect and procedural clarity, are scored around the middle of the scale. This is a clear indication that improvements in these areas are possible and needed. Refugees

perceive the existing justice journeys as not really taking into consideration their needs, wishes and expectations. Moreover, there are concerns that the rules might not be equally applied to all parties involved in the disputes. Similarly, the outcome distribution as well as its restorative dimensions can be significantly improved.

Compared to the Lebanese citizens, the refugees face higher levels of stress and negative emotions. Additionally, the quality of the procedure is rated lower by refugees than the citizens. In particular, there is a substantial difference in the voice and neutrality dimension. This means that Syrian refugees feel like their views and feelings are not taken into account during the process as much as the citizens do. They are also less positive about the neutrality of the dispute resolution mechanism, their ability to influence the final result and their ability to correct inaccurate information during the process.

COST AND QUALITY OF JUSTICE JOURNEYS



REFUGEES

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Conclusions

The Syrian refugees living in Lebanon report legal problems slightly less often than the rest of the population (65%).

They are in a particularly vulnerable position with respect to access to justice. Syrian refugees need intensive protection from the law for the many problems they experience. They are less educated, poorer and younger on average than the rest of the people living in Lebanon. Moreover, their legal status in Lebanon is precarious. These two general factors significantly impede access to justice for the Syrian refugees. If they go to the police, courts, prosecutors' offices, or local and central public authorities they risk being arrested for violating the rules of residence. In this way the Syrian refugees have to rely mostly, if not exclusively, on informal mechanisms for resolving legal problems.

Syrian refugees report problems which are also common for the Lebanese citizens. However, grievances around ID documents are very prevalent among the Syrian refugees. The two most frequently occurring specific legal problems are non-payment of wages and eviction from rented property. One

can immediately see how in these two problems effective access to justice must include both formal and informal dispute resolution mechanisms. Relying only on procedures outside of the formal system significantly diminishes the capabilities of the refugees to achieve fair resolutions for their legal problems.

Very few of the refugees involved in a legal problem (26%) seek legal information and advice. Most often the sources of such advice are their social networks: friends, family members and neighbours. This is not surprising. Syrian refugees in Lebanon are poorer and less connected than the citizens. They are also excluded from the legal aid system. Apparently, legal information and representation provided by the community of national and international civil society organisations cannot meet the demands of Syrian refugees with legal problems. The refugees do not seek legal information and advice mostly because they do not believe that this would have helped them or because they do not know how to access it.

Around half of the refugees who

encountered a legal problem took active steps to resolve it. The other half remained passive. The Syrian refugees mostly attempt to resolve their legal problems themselves. Very rarely are social networks or institutions engaged in the resolution of refugees' legal problems. Around 70% of the legal problems of the Syrian refugees were unresolved at the time of the interview

Reflecting on the costs and quality of their experiences, the refugees perceive the justice journeys as rather stressful and charged with negative emotions.





11

Conclusions and Recommendations

Conclusions



Legal problems are common

Two out of every three adults in Lebanon face one or more serious legal problems every four years. This means that during this relatively short period of time there were approximately 3.1 million people dealing with legal problems. The southernmost governorates see a particularly high occurrence of legal problems. The most common are disputes with neighbours, employment problems, and problems within the family. The people facing these problems, both citizens and refugees, need access to justice journeys that work.

Most legal problems are intrinsic parts of everyday life

Disagreements within a family or with a neighbour, and disputes with an employer might be minor issues from a policy perspective, but for the people involved the impact is substantial. **Almost half of the people claim that their legal problem strongly affected their lives.** The everyday nature of the disputes is also reflected in what people expect to achieve by resolving their legal problem. Most people focus on non-material aspects, such as receiving an apology, rather than on recovering money or property. Focusing on the delivery of justice for frequently occurring legal problems has the potential to positively impact millions of people. Improved justice journeys lead to fewer conflicts, more stable relationships, less stress and many other benefits; ensuring that people can focus on building better and more prosperous lives.

Gaps in the delivery of legal information and advice

Seeking information and advice is the first step people take in any justice journey. It is essential if they want to be informed of their rights, know what their options are and find ways to proceed to the next step. **Six out of ten people seek information and advice after experiencing a legal problem.** This implies there is a large group of roughly 1.3 million people who do not seek any sort of legal information and advice. This is clearly a substantial group that cannot be ignored.

The main barriers to seeking legal information and advice are people simply not believing advice would help them and people not knowing where to look for it. Not undertaking this essential first step in the justice journey has serious consequences for someone's ability to successfully resolve their legal problem.

Those experiencing legal problems related to family and crime are most likely to seek information and advice. People who have a lower level of formal education or income are less likely to do so.

Disputes are resolved mostly outside of formal institutions

Seven out of ten people take active steps to resolve their legal problem. However, this is mostly done outside of the courtroom. People rely more on their own initiative; contacting the other party themselves and contacting relatives are commonly used mechanisms to resolve problems. When people do involve formal institutions they tend to rely on local public authorities, the police and, to a lesser extent, on lawyers.

CONCLUSIONS & RECOMMENDATIONS

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Many legal problems remain unresolved

For those individuals who took some sort of action to resolve their legal problems, just over half of their problems remain unresolved. This places a substantial burden on the social fabric of any country. Unresolved legal problems cause significant uncertainty and difficulties at the individual level. Moreover, a lack of justice delivery also undermines trust in the system itself. When people's justice needs are not being met, voluntary adherence to the rules of the game is undermined. The opposite is also true: when fair and accessible justice journeys that produce just outcomes are available, people have a greater degree of peace of mind and the basis for productive relationships is much stronger.

Young people struggle with employment related problems

Employment disputes are the most pressing justice need for the young people of Lebanon. However, young people are the least likely to seek legal information and advice and take active steps to resolve their problem. They also hardly rely on formal institutions, meaning they have less access to structured and fair justice journeys. Furthermore they are less experienced, knowledgeable and powerful. All of which makes them more vulnerable in disputes and increases the likelihood of unfair outcomes.

Women are disproportionately affected by family disputes

Family disputes have serious consequences for personal relationships. On the bright side, women are very active in seeking legal information and advice and in taking action to resolve these disputes. For the women who do not seek information and advice or take action, customs and traditions are the most common reason for this. There is an important role for lawyers in these family related legal problems, however they are less accessible to lower income households. This results in a dual system, in which some people have to rely on other, less structured, ways of achieving a fair outcome. Family disputes also take a significant amount of time to resolve, with half the problems still in the process of being resolved.

Bright spots of justice in Lebanon

Justice in Lebanon takes many forms. **Despite the fact that many legal problems remain unresolved, many other disputes are resolved in a positive and constructive way.** Relatively few people remain inactive when they are faced with a legal problem. Seven out of ten people take action to resolve these problems. They mostly attempt to resolve the problem alone or with the help of their social networks. This indicates positive social energy and a clear desire to resolve disputes.

Another bright spot is that **dispute resolution is rated highly.** This solid basis can be used to further improve justice delivery. The people of Lebanon give relatively high ratings to their justice journeys. The costs and quality are generally seen as good. The one area that receives less favourable ratings is the amount of stress and negative emotions people face when dealing with a legal problem. However, generally speaking, there is a very solid foundation on which to base improvement of the delivery of accessible, reliable and fair justice journeys.



Recommendations

The Justice Needs and Satisfaction study reveals several challenges, but also bright spots in access to justice in Lebanon. Based on the evidence collected and our experience of measuring and innovating justice, we invite discussion on the following approaches towards improving justice journeys in Lebanon:

Prioritization

The study reveals the need to prioritize the justice reform in accordance with the needs of the people of Lebanon. Lebanese society is undergoing profound change. Its justice system needs to reform accordingly. According to the people of Lebanon the most frequent and pressing needs for justice occur around living together in neighbourhoods, employment and family relationships. Hundreds of thousands of individuals and families need fair and just resolutions to their legal problems. The data in this report shows what works and what can be improved in people's justice journeys. Improving justice delivery in these areas will help a significant proportion of the population of Lebanon. Based on the lessons learned, justice reform can continue by focusing on the next most prevalent problems - crime, housing and money-related disputes.



Improve information delivery

Empower people to find solutions to their legal problems. Four out of ten people do not seek any sort of legal information and advice when faced with a legal problem. Young people, low income groups, and Syrian refugees are particularly unlikely to seek legal information and advice. More information has to be supplied to the users of justice. In this way, people will be empowered to find effective justice journeys that resolve their legal problems. The data clearly shows that people who seek legal information and advice are more likely to take action and resolve their legal problem.



Pay special attention to the most vulnerable people

Design and provide affordable and accessible justice journeys for all. In 2014 the Law on Protection of Women and Family Members from Domestic Violence enhanced the protection of women's rights. The data clearly shows that in certain areas, such as employment and family, Lebanese women need more access to justice and more legal empowerment. Well-designed justice journeys based on the needs and expectations of women and girls are needed. This can happen if the legislators and process designers start developing legal procedures from the perspective of the users.

Poor people in Lebanon are more excluded from the law. They are less likely to receive protection from the legal system. This requires special attention to the legal capabilities of low-income people. Raising awareness and promotion of rights has to go hand in hand with efforts to simplify justice journeys. The justice journeys which poor people need the most have to be designed with their specific needs in mind.

CONCLUSIONS & RECOMMENDATIONS

11

Another vulnerable group is the Syrian refugees. They encounter a substantial number of legal problems but have little to no access to the justice system. Innovative and effective solutions have to be urgently implemented to extend the protection of the rule of law to the people of Syria who seek security in Lebanon. Bold political decisions and radical innovations are needed to respond to this problem.

Build, sustain and promote justice innovations

Justice innovators have tremendous potential to address existing problems in new and creative ways. We see that traditional solutions have limited potential to effectively deal with the legal problems of the people of Lebanon. A lot of innovation is possible around the justice challenges identified in this study. This requires investment in an eco-system of justice innovation and technology that supports justice delivery. Firstly, justice innovators have to be encouraged to identify challenges and work on them. Secondly, traditional and new approaches to justice delivery have to be constantly compared and assessed. Thirdly, the users of justice have to be able to provide real-time feedback about the accessibility, effectiveness and fairness of the justice journeys. This will provide essential information about which justice innovations work best and can be further developed and scaled up.

Stimulate the provision of hybrid justice services combining legal information, advice and dispute resolution

Traditionally, the focus of the justice sector in Lebanon falls on the formal justice institutions. The Constitution endeavours to find a functional institutional design which guarantees independent and professional courts. The data shows that very few people with a legal problem ever go to a formal institution to resolve it. This finding requires a shift in the focus of policy makers, designers of legal processes and donors towards hybrid justice avenues which deliver competent legal information, advice and fair dispute resolution. Such hybrid forms can fill in the void between own actions, social network involvement and formal legal actions.

Build systems that listen to the users of justice

Ensure accountability of the justice institutions by continuously asking the people about the costs and quality of the justice journeys. The first step towards that goal is to set up a network or a unit devoted to systematically collecting such data from the users of justice. This data has to be publically accessible and acted upon by policy makers and civil society. Data collection can be carried out through surveys like this one, but also in many innovative new ways, using social media, open data and other sources. User-based justice data will contribute to justice reform in different ways. It will lead to justice indicators that show impact, identify gaps or track the progress towards the Sustainable Development Goals. Secondly, data from the users of justice can be used as a building block for user-centric design and redesign of justice journeys. Lastly, such data will allow civil society and the users of justice to hold the justice providers to account.



About Hiil

Our mission:

By 2030, 150 million people will be able to prevent or resolve their most pressing justice problems.

Our approach focuses on empowering innovation in the justice system. We collect data about the needs and satisfaction of the users of justice systems. We aim to understand how justice works in ordinary people's lives and how they fulfil their justice needs. Our Justice Needs and Satisfaction Tool (JNST) tracks more than 40 elements of the justice experience.

We believe that justice is about justice providers in the broadest sense, not only about courts or other formal institutions. We therefore argue that change needs to happen where justice occurs and recognise that many of the factors that influence justice lie outside the realm of 'traditional' legal services.

To achieve this aim, we rely on international and local expertise to identify what works best in a specific context.

Furthermore, the JNST offers a cost-effective alternative to monitoring progress in the justice sector. This standardised and replicable approach leads to economies of scale, a reduction in operational costs, increased efficiency (time and resources saved), a reduction in operational risk and cross-country benchmarking. We also make the data available to policy-makers through clever interfaces so they can work with the findings. The responsible use of data leads to knowledge, creates empowerment and builds accountability.

The countries we have worked in since 2014 include: The Netherlands, Jordan, Mali, Tunisia, Uganda, Ukraine, Kenya and UAE. We are currently working in Bangladesh and Lebanon. Our target countries for 2018 are: Nigeria, Rwanda, Mali, and Uganda.

For more information, visit www.hiil.org

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