

MPC – MIGRATION POLICY CENTRE

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MPC - MIGRATION PROFILE

Lebanon

The Demographic-Economic Framework of Migration The Legal Framework of Migration The Socio-Political Framework of Migration

Report written by the

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The Demographic-Economic Framework of Migration

Lebanon is the Arab country with the longest history of emigration. Starting in the second half of the nineteenth century, the first emigration flows were a response to a number of factors, in particular Christian-Muslim communal conflicts and the economic crisis around Mount-Lebanon. Emigration was concentrated in Latin America and to a lesser extent Europe and the US. Later waves, during most of the twentieth century, headed to the US, Canada, Australia and France (permanently) as well as to Western Africa (temporarily) and, starting from the 1960s, to the Gulf States. The Civil War of 1975-1989 meant increased emigration to all the countries and regions mentioned above and included emigrants with greatly varying socio-economic profiles.

Today, notwithstanding national efforts to slow emigration, outward flows remain significant. They are mainly directed to the Gulf countries and include a high proportion of highly-skilled individuals.

Lebanon has also a long history of immigration and is currently a destination for temporary workers coming mainly from Syria and Asia. Meanwhile, it hosts large numbers of refugees and asylum seekers, especially Palestinians and Iraqis, who today go to make up important parts of the population residing in Lebanon. In addition, Lebanon has been the most affected country (together with Jordan) in terms of the arrival of forced migrants fleeing Syria: for Lebanon their number stood at 450,639 Syrians as of 29 April 2013.

Outward migration

Inward migration

Stock

Data on the number of Lebanese emigrants and their characteristics are fragmented and uncertain. Historical controversies over the true size of the Lebanese population give some idea of how emigration is perceived (e.g. in 2009, UN and national population estimates differed by almost 400,000 individuals). Much depends on whether children and grandchildren of former migrants are considered.

A quantitative picture of the phenomenon can, however, be traced by using origin and destination sources¹, the latter allowing us to partially recover Lebanese workers living in the Gulf States.

Country of residence	Definition (a)	Reference date (Jan 1st)	Source	Number	%
European Union				148,717	24.
of which France	(A)	2009	Population Census	36,112	6.
G ermany	(B)	2012	Register of foreigners	35,025	5.
S weden	(A)	2012	Population Register	24,394	4
Arab countries	(B)	2007	Lebanese statistics (see "sources")	162,663	27.
Other countries (b)				290,900	48
of which US	(A)	2011	American Community Survey	122,594	20
C anada	(A)	2006	Population Census	77,390	12
A ustralia	(A)	2006	Population Census	74,850	12
Main total				602,280	100

(a): Lebanese migrants are defined according to the country of birth (A) or country of nationality criterion according to

(b): "Other countries" include other European countries (celand, Liechtenstein, Norway, Switzerland, Armenia, Belarus Georgia, Russia and Ukraine), Canada, United States, Australia, New Zealand, Chile, Japan, Mexico and Israel.

Sources: national statistics of destination countries (Population Censuses, population registers, registers for foreigners, etc.). As with Lebanese emigrants residing in Arab countries, data are taken from Lebanese statistics (i.e. "Estimation USJ, OURSE – L'estimation des jeunes libanais et leurs projets d'avenir 1992-2007") and refer to the number of Lebanese people who emigrated in the period 1992-2007 and were still abroad in 2007

Stock

In 2007, foreign nationals (including Palestinians) represented 9.0% of the resident population (Lebanese Central Administration of Statistics, ACS).

Estimation of the resident population by citizenship, years 1997, 2004 and 2007

Citizenship	1997	2004 (*)	2007	
Lebanese	3,702,710	3,506,429	4,042,858	
Foreign	302,315	248,605	n.a.	
of which Syrians	44,129	n.a.	n.a.	
Palestinians	198,258	n.a.	n.a.	
Other Arabs	18,032	n.a.	n.a.	
Others	41,896	n.a.	n.a.	
Total	4,005,025	3,755,034	4,042,858	

(*) In 2004 Palestinans in the camps were not included

n a · not available

Source: Estimation ACS Conditions de vie des ménages (years 1997, 2004); Estimation USJ, OURSE: L'émigration des jeunes libanais et leurs projets d'avenir 1992-2007 (year 2007)

Foreign immigration in Lebanon includes migrant workers, whose stay is mainly temporary or seasonal, together with refugees and asylum seekers. Among this second group, Palestinian refugees are predominantly longstanding (post-1948): in January 2012, the number of Palestinian refugees recorded by UNWRA in Lebanon was 436,154, a number which includes an unknown proportion of persons whose ancestors found refuge in Lebanon, but who are currently living outside Lebanon. To this number, one should add another 32,000 Palestinians, who had arrived in Lebanon due to the on-going Syrian civil war as of 11 March 2013 (UNHCR data).

¹ As with origin sources, here the survey carried out by St. Joseph University (USJ) in 2007 "L'estimation des jeunes libanais et leurs projets d'avenir 1992-2007", is employed. This survey refers to the number of Lebanese people who emigrated 1992-2007 and who were still abroad in 2007.

Around 2012, there were 602,280 Lebanese migrants residing abroad. Lebanese emigrants are well known for being widely dispersed. Indeed, very high proportions are found in Arab countries (27.0%), North America (33.2%), European Union (24.7%) and Australia (12.5%).

It is worth noting that there have been frequent attempts to assess the total number of people of Lebanese descent, though such estimates are often politically-driven. Frequent but unfounded claims are made for several million Lebanese in the Diaspora.

As to their gender profile, a majority of emigrants are men (53.6%). In OECD countries, Lebanese emigrants have, on average, a highly-skilled profile, which substantially improved over generations thanks to the growth in women's education. c.2005, the percentage of tertiary-educated migrants ranged respectively from 37.6% to 47.2% among migrants aged 35+ and 20-34. This highly-skilled profile reflects the Lebanese job profile as migrants are mainly employed in highly-skilled occupations: e.g. professionals and technicians (29.2%), legislators, senior officials and managers (15.7%) and clerks (10.3%).

Flows

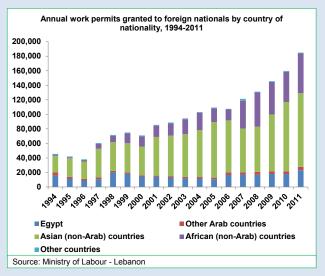
From 1880 to the end of WWI, around 350,000 Lebanese citizens emigrated (Issawi, 1992). During the post WWII emigration wave, these flows were less intense with peaks during the Middle-East conflicts. According to Labaki (1992) and Labaki and Abu Rjaili (2005), the annual number of emigrants averaged around 3,000 from 1945 to 1960, 9,000 from 1960 to 1970 and 10,000 from 1970 to 1975. Based on cross-border exits and entries data, Labaki (1992) estimated that the migration balance during the civil war (1975-1989) stood at (-) 822,913. Meanwhile, large numbers were recorded in the post-war period.

It is noteworthy that in the last ten years (1997-2007) half of those Lebanese nationals who left the country went to the Gulf states (49.8%), whereas in the same period highly-skilled emigrants (with a university degree) were at about 38.9% of the total (USJ estimates).

Meanwhile, after the US-led occupation of Iraq in the 2000s, the presence of Iraqi refugees sharply increased, though current estimates are largely unreliable. According to UNHCR, in 2013 there were 8,130.

Flows

Today, despite its economic uncertainties, Lebanon remains an important destination country for migrant workers. In 2011, 184,960 work permits were granted to foreign nationals, especially to Asian (54.8%) and African (29.6%) non-Arab nationals. An important proportion (12.5%) was granted to Egyptians.



The main limitation of these figures lies in the fact that, due to peculiar Lebanese-Syrian relations, Syrian workers have never been counted. However, it is well known that they represent an important proportion of temporary immigrants in the country working mostly in the construction and agricultural sector. Some estimates of NGOs and the media talk of hundreds of thousands or even of half a million.

This has changed as a consequence of the ongoing Syrian civil war. Indeed, it is estimated that, since the beginning of hostilities, as of 29 April 2013, 450,639 Syrians fled to Lebanon. Of these 339,293 registered with UNHCR. These flows increased dramatically in recent months: as of 29 October 2012, registered refugees stood at 'only' 74,720. This confirms a further recent escalation of violence in Syria and a consequent aggravation of the refuge crisis.

References: Issawi, C. 1992. The Historical Background of Lebanese Emigration: 1800-1914" in *The Lebanese in the World: A Century of Migration*, Ed. Hourani and Shehadi. London; Labaki, B. 1992. Lebanese Emigration during the War (1975-1989), in *The Lebanese in the World. A Century of Emigration*, Ed. Hourani and Shehadi, London; Labaki, B. and Abu Rjaili, Khalil. 2005. Jardat Hisab al-Hurub min 'Ajl 'Al'Akhareen 'ala 'ArdLubnan, 1975-1990, Beirut.

The Legal Framework of Migration

Lebanese legislation concerning entry, stay and exit of foreign nationals (adopted in 1962) as well as access to nationality (1925 regulation last amended in 1960) dates back to the 1960s. Since this multiconfessional country is based on a f ragile political balance, these issues are considered as potential sources of instability and susceptible to be politically manipulated. In the absence of consensus, regulation usually appears in an ad hoc, opportunist and executive/administrative manner: not as legislation. It is thus unstable and linked to the different categories of foreign nationals concerned (by categories of workers or by nationality). Lebanon does not commit itself to international agreements much, even avoiding fundamental texts (1951 Geneva Convention, 1990 Convention), aware that it will not be able to apply them. As for immigrants or emigrants, Lebanese legislation has been paralyzed in as much as it is politicized. A case in point is the right for Lebanese expatriates to vote in parliamentary elections while residing abroad, which was allowed under the 2008 Parliamentary Elections Law. Although the law is to be implemented during the 2013 elections, multi-confessional debates may postpone the elections.

2010 Decree n° 4186, amending Desimplementation of the law regulating leaving the country 2010 Law n° 129 amending article 59 cm.	the entry and stay in Lebanon, as well as	
• 2010 Decree n° 4186, amending Decree n° 10188 of 28 July 1962 on the implementation of the law regulating the entry and stay in Lebanon, as well as		
o formal requirement for nationals to xit. Circulation between Lebanon and yria is facilitated for nationals from both cuntries as well as for Palestinian efugees. Exit of foreign nationals may be ubmitted to a visa.	No visa requirement for nationals of Jordan and G CC states. A free one-month visa (renewable 3 months) is delivered at airports and frontier posts to nationals from 80 non-Arab countries, and only at airports to nationals from 11 Arab states and 3 African states. 6 to 11- month visas are delivered to some categories of foreign nationals (company leader, investors, etc). Workers entry submitted to an authorization of the Ministry of Labour and of the General Security Direction. List of countries whose nationals have easier access to Lebanon. Women from Indonesia, Guinea and Sierra Leone are not allowed to work as servants. Syrian nationals enter with their	
ς y c	1962 Law regulating the entry of foreign from Lebanon 1962 Law n° 320 on the control of entry 1925 Decree n°15 modified by law of some formal requirement for nationals to it. Circulation between Lebanon and the intrinsic security is as well as for Palestinian efugees. Exit of foreign nationals may be	

Irregular Migration

Penalization of irregular entry, stay and exit: stay prohibition, duration according to nationality and status. Sanctions against employers of irregular migrants but high rate of informal employment. Annual regularization of irregular migrants through labour authorization.

Human trafficking is prohibited and punished under Lebanese law. The prescribed penalties for sex trafficking and f orced labour range from five to 15 years' imprisonment (2011 Anti-Trafficking Law n° 164).

Agreements regarding irregular migration

Readmission agreements

- Romania (2002)
- Bulgaria (2002)
- Cyprus (2002)
- Switzerland (2004)
- **EU-Lebanon Association Agreement** (2006) whereby EU Member States and Lebanon agree to readmit any of their nationals illegally present on their respective territories.

> Bilateral agreements

- Lebanon-Bulgaria (2001) Cooperation agreement on organized crime (including the fight against illegal immigration and trafficking of human members and the resulting crimes)
- Lebanon-Cyprus (2002) Cooperation agreement on organized crime (including cooperation on trafficking in human beings and illegal immigration)

International Agreements

- Palermo Protocols: Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children and the Protocol against the Smuggling of Migrants by Land, Sea and Air (both signed in 2002, ratified in 2005).
- **EU-Lebanon Association Agreement** (2006): includes dialogue on illegal immigration, and cooperation for the prevention and control of illegal immigration.

Rights and Settlement

Right to vote in parliamentary elections while abroad beginning in 2013 for Lebanese expatriates - Parliamentary Elections Law No. 25 of 2008 (previously, expatriates had to be physically present in Lebanon in order to vote).

Courtesy residence giving foreign husbands and children of Lebanese women at hree-year residence permit provided they have been previously living in Lebanon for a year (Decree n° 4186).

Family reunification: with permit of residence.

Access to Employment: annual list of professions reserved to nationals. Labour contract submitted to work authorization and a sponsor. No access to the liberal professions, except through bilateral agreements. National preference. Exceptions for Palestinians.

Equal access to public services: No.

No access to estate ownership

Labour	Agreements regarding labour migration		
	Bilateral agreements: Lebanon-Syria agreement on employment of nationals (1994); agreements with Syria and Egypt (2009) granting equal treatment of Syrian/Egyptian workers in Lebanon.		
	> International agreements: 49 ILO conventions ratified		
Citizenship	Decree n°15 of January 19, 1925 modified by law of January 11, 1960 : <i>jus sanguinis</i> by descent of a father. Women do not transmit their nationality. No <i>jus soli</i> except for stateless children born in the country. Access to nationality for foreign women after one year of marriage with a male citizen. No access to nationality through marriage with a Lebanese woman. No naturalization rules, but <i>ad hoc</i> naturalization processes (latest by decree 5247 of June 20, 1994: between 100,000 and 300,000 naturalizations).		
International Protection	UNHCR competence to organize the return of Lebanese refugees from Syria.	No national asylum procedure, yet Article 26 of the 1962 Law of entry and exit of foreigners states that any foreigner condemned for a political crime by a n on-Lebanese authority or whose lifeor freedom is threatened for political reasons can request to be granted political asylum.	
		Registration, refugee status determination ad and resettlement by the UNHCR. UNRWA in charge of Palestinian refugees.	
		Granting of a 6-month permit before resettlement (2003 Memorandum). In case of non-resettlement, the refugee is considered an irregular immigrant.	
		International agreements regarding international protection: Lebanon is not a party to the 1951 Convention or 1967 Protocol on refugees. Lebanon is a party to the Protocol for the Treatment of Palestinians in Arab States, ratified with reservation.	

The Socio-Political Framework of Migration

Lebanon's migration agenda has been sidelined by the country's entanglement in several conflicts that have overburdened its domestic and foreign policies. Currently, the country is coordinating with UNHCR and other international organisations in order to provide humanitarian assistance to the 400,000 (by April 2013) Syrian refugees who have sought protection within Lebanon.

Although the Lebanese Diaspora spans all continents and its size has become incontrovertible, concrete efforts aimed at overhauling emigration policies so as to channel contributions from the Diaspora communities and counter the repercussions of brain drain (especially brain drain in the post-1990 era) are still lacking. Notwithstanding the fact that political leaders praise the role of the Diaspora in their rhetorical discourses or 'court' them in pre-electoral periods, sustainable initiatives that boost expatriates' participation in the homeland remain half-hearted. However, after enactment of the 2008 Parliamentary Elections Law, which guaranteed the right to vote while residing abroad for Lebanese expatriates, the Lebanese Government has been engaging with the Diaspora and encouraging them to register and vote in the upcoming 2013 elections.

Despite the increasing number of migrant workers in Lebanon, regulatory frameworks are inadequate. The rights and socio-economic status of migrant workers are generally curtailed and are contingent upon changing public policies. It is noteworthy that the Lebanese government has come under fire in the last decade for undermining immigrant rights (migrant workers and refugees). On the other hand, the Lebanese state has delayed devising clear-cut policies for refugees. A case in point is that of the Palestinian professionals who, despite their longstanding presence in the country, still face various national labour policy restrictions.

This incapacity or lack of readiness to reform policies can be explained by many factors, which are both exogenous and endogenous. On the one hand, due to the country's circumscribed sovereignty, post-war Lebanese governments have been unable to ensure a full and efficient control of their borders and of their domestic political agenda. Moreover, the fate of Palestinian refugees (naturalisation, return, or the right to choose) in Lebanon does not only depend on the Lebanese state's political agenda but is contingent on the Arab-Israeli peace settlement. There is today a general political consensus in Lebanon that Palestinian refugees should maintain the right of return and that any future naturalisation would risk disturbing Lebanon's shaky confessional balance.

While state-led policies in the realm of migration have lagged behind, Lebanese civil society has shown increasing commitment to consolidate links with the Diaspora and to improve migrants' rights. Since the end of the Civil War (1975-1990), Lebanon has witnessed a proliferation of transnational and Diaspora networks that have financed development projects or contributed to expanding the country's social capital. These networks have also lobbied local and foreign governments so as to boost Lebanon's derailed postwar democratic transition or to exert pressure over Syrian influence in Lebanon. Still, even if these groups are very active, they mirror in one way or another Lebanon's internal confessional and political divisions.

Socio-Political Framework	Outward migration	Inward migration
Governmental Institutions	Ministry of Foreign Affairs and Lebanese Expatriates Abroad	Ministry of Interior Ministry of Labour Ministry of Social Affairs
Strategy	Sustain links with the Lebanese Diaspora: encourage pacific links among different Lebanese confessional groups residing abroad through what the Ministry of Emigration calls a policy of 'concord'; encourage Lebanese abroad to establish unions and associations and organise events (e.g., Lebanese Emigrants Youth Camp); benefit from Lebanese potential abroad in the field of development and technology; encourage remittances and the circularity of social capital; encourage Lebanese living abroad to return regularly to Lebanon; launching a moderately active dialogue with international organisations (mainly UNDP and IOM) on the Diaspora's potential contribution to development in the homeland with a view to mobilising their competencies (UNDP through TOKTEN and Live Lebanon in coordination with the Foreign Ministry); urge Lebanese abroad to register and participate in elections. ²	Regulate immigration with regard to the admission, residency and work permits of foreign nationals and migrant workers; reduce the number of undocumented workers by apprehending, regularising and deportation procedures. Mitigate irregular and transit immigration by developing action plans with international organisations (e.g., IOM). Prevent and address human trafficking (e.g., Lebanese government awareness campaign in 2012 distributing booklets to migrant domestic workers upon their arrival at the airport on the anti-trafficking law and rights and obligations; Lebanon-IOM programs to assist victims of trafficking and s trengthen capacity of government bodies to deal with the issue). Identify refugees; devise action plans with regard to their presence and stay in Lebanon or with regard to their resettlement. Developing cooperative mechanisms with international organisations (e.g. IOM, UNHCR and UNRWA) so as to: deal with internal migration in Lebanon stemming from the severe conflicts that have afflicted the country since 1975 (e.g. the 1975-1990 war; the 2006 July war); and coordinate with the UNRWA for Palestinian refugees and with UNHCR for non-Palestinian refugees and with UNHCR for non-Palestinian refugees and U NHCR and other humanitarian organisations to provide basic humanitarian services to Syrian refugees inside Lebanon).

² The Daily Star. (5 December 2012). Lebanese expats urged to register to vote. Retrieved from http://www.dailystar.com.lb/News/Politics/2012/Dec-05/197363-lebanese-expats-urged-to-register-to-vote-before-dec-31.ashx#axzz2QWY0TUtt

Civil Society

Initiatives of migrant advocacy groups, migrant organisations, professional expatriates' networks as well as local civil society groups focusing on:

- Consolidating links among the Diaspora communities in different destination countries, and providing them with services transnational organisations such as the World Cultural Lebanese Union, the Union οf Parliamentarians originally from Lebanon, the Lebanese International Council of Affairs, not to mention local organisations promoting links with expatriates such as the Maronite League and the Hariri Foundation, and World House of Lebanon, a non-profit that seeks to foster co-operation and unity among resident and nonresident Lebanese).
- Promoting projects in coordination with the Lebanese government and international organisations allowing for Diaspora involvement in the country's development.
- Promoting projects so as to boost Lebanon's economy (encourage tourism and i ncrease real estate value in the country).
- Mobilising expatriates in conflict periods so as to lobby the homeland's or the host land's governments (e.g. during the 2005 Independence Intifada which was followed by the departure of Syrian troops in 2005 or during the 2006 July War between Hezbollah and Israel).
- Organising demonstrations in host lands (e.g. during Independence Intifada in 2005) in order to show solidarity with political movements in the homeland or attempt to provide a political and confessional counterweight to opposing political movements.

Initiatives in the associative sector (Lebanese and non-Lebanese) aimed at:

- Improving the status as well as the civil socio-economic rights and immigrants (e.g. The General Confederation of Lebanese Workers; the Beirut Bar Association).
- Disseminating information on vulnerable migrant categories (Lebanese NGO Forum).
- Improving the socio-economic conditions of vulnerable migrant groups such as undocumented workers and dom estic workers (e.g. The Afro-Asian Migrant Center, Caritas Migration Centre, Council of Middle Eastern Churches, Najdeh).
- Raising awareness as to the human rights of refugee communities (e.g. synergy between the Council of Middle Eastern Churches and the UNHCR); lobbying the government to waive restrictions on Palestinian refugees and to improve prevailing socioeconomic conditions within refugee camps (CEDAW, TADAMON).

International Cooperation

Lebanon is a member of several international organisations in which it actively works to address issues of migration, including: International Organization for Migration (IOM); International Labour Organization (ILO); UNHCR; Arab League, among others. Lebanon is a participant to the European Neighbourhood Policy (ENP), and is a member of the Union for the Mediterranean (a multilateral partnership within the European Neighbourhood Policy).