Guide
Complaints and Challenges Related to Municipal and Mukhtar Elections
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Guide
This guide was prepared in collaboration between the Lebanese Association for Democratic Elections (LADE) and the UNDP Lebanese Elections Assistance Project (LEAP), with the participation of the legal counsels Mireille Najm-Checrallah and Toni Chbib.
What do we mean by complaints related to municipal and mukhtar elections?

Errors and violations are likely to occur in any elections. They could be committed by different actors throughout the various phases of the electoral process. Therefore, the state should provide the opportunity to rectify such errors and violations by allowing citizens or stakeholders to use review mechanisms, thus securing judicial and administrative guarantees for fair and impartial elections.

The electoral process involves several phases starting from the preparatory phase, to the polling day, until after the results are announced. The types of possible errors and violations vary in each of these phases, and so do the types of complaints and challenges related to such errors and violations. There are also various review channels citizens can resort to regarding errors and violations in the electoral process and regarding the eventual legal pursuit of their perpetrators.

This guide is designed to give citizens practical information on the main types of complaints and claims and ways to file them.
Review channels

**Hotline 1766**
Any citizen, voter or candidate may call the Ministry of Interior and Municipalities on Hotline 1766 for inquiries or to report any errors and violations, starting from the voter register review period, to the polling day, and until after election results are announced (i.e. during the 15-day period given to voters and candidates to challenge the results).

**Security Forces**
Security forces are in charge of maintaining order at the entrances and vicinities of polling centers. They may be asked to intervene, especially during polling day, to put an end to violations and take the necessary measures.

**Registration Committees**
Registration committees receive voter register correction requests.

**Criminal courts**
The electoral process may involve a number of legal violations that warrant criminal prosecution. Public Prosecution plays a key role in the prosecution and referral of violators to the competent courts, especially the Criminal Judge of First Instance and the Court of Publications.

**State Council (or Shura Council)**
The Shura Council is the “electoral judge” and the principal judicial authority that adjudicates disputes arising from municipal and mukhtar elections and decides on the validity of these elections.
Lebanese Association for Democratic Elections (LADE)

The Lebanese Association for Democratic Elections (LADE) observes all phases of the electoral process and issues reports on the proper conduct and fairness of elections.

LADE invites all citizens, including candidates, to use any of the channels listed below to contact it and report any violations related to the electoral process, or inquire about the relevant review mechanisms. LADE verifies the reported violations prior to including them in the reports it issues throughout its election observation mission.

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Types of complaints and reviews related to the various phases of the electoral process

This Guide sheds light on the main complaints and challenges available for citizens from the pre-election period, to E-Day, to the announcement of results.

- Complaints arising from the voter register correction
- Challenges to the Call for Elections and preparatory acts
- Claims related to the rejection of candidate applications
- Complaints related to the electoral campaign: electoral funding and spending
- Complaints related to the electoral campaign: electoral media and advertising
- Complaints arising from E-Day
- Challenges to the validity of elections
Complaints arising from the voter register correction

**Concerned stakeholders**
- The concerned voter
- Voters regarding the list they belong to
- Governor (Muhafiz), District Commissioner (Qaimaqam), and Mukhtar

**Inquiries**
- Hotline 1766
- Mukhtar
- Municipality
- Civil Registry Official

**Judicial reference**
- Registration Committee
- Higher Registration Committee
- Shura Council
The Ministry of Interior - Directorate General of Personal Status allows citizens to access their data and request the correction of any error in the preliminary voter register.

The Directorate General of Personal Status concludes the correction works and freezes the voter register on March 30 of each year to use it in any elections to be held until March 30 of the following year.

The concerned person may file a request to correct any error in their data on the voter register, including any registration omission or mistake in their name, due to negligence, material error, or any other reason.

Every voter on the voter register may request the competent registration committee to write-off or add the name of any person who has been unlawfully registered or omitted on the same voter register.

The competent Muhafiz, Qaimaqam or Mukhtar may also exercise this right.

The request form is submitted to the competent registration committee through the Mukhtar or Civil Registry Official.

The necessary documents and evidence are attached to the request form (Civil Status Record - Judicial Record).

The request is free of charge.

The Registration Committee looks into the correction requests and notifies its decision to the concerned persons and to the Directorate General of Personal Status.
**Appeal before the Higher Registration Committee**

- The decisions of the Registration Committee are subject to appeal before the competent Higher Registration Committee, within 5 days of their notification.

  ➡️ Appeal petitions are free of charge and do not require a lawyer

**Cassation before the Shura Council**

- The Higher Registration Committees being administrative bodies with judicial quality, their decisions are also subject to cassation before the Shura Council.

- The cassation petition is submitted within two months from the date of notification of the decision.

- If the Shura Council overturns the challenged decision, the court that issued it shall comply with the Council’s decision.

  ➡️ Need to hire a lawyer

  ➡️ The cassation decision might be issued after the voter register correction period has ended and the “freeze” period has started
Those who wish to verify their data on the voter register and inquire about the procedure for filing a request for correction may contact the Ministry of Interior on Hotline 1766, or verify their data on the Ministry's website or with the Mukhtar or municipality or Civil Registry Official.

For more info, read:
- Articles 33 to 39 of the Parliamentary Elections Law no. 25/2008
- Articles 117 to 121 of the Shura Council ByLaws
Challenges to the Call for Elections and preparatory acts

**Concerned stakeholders**
- Voter
- Candidate

**Inquiries**
- Hotline 1766

**Judicial reference**
- Shura Council
The call for municipal elections is made by virtue of a decision issued by the Minister of Interior during the two months preceding the end of the municipal councils' mandate. The said decision designates the polling centers and shall be issued at least thirty days before the polling day. And in the framework of the preparation of the electoral process, the Ministry of Interior issues circulars and other decisions that any voter or candidate may request the Shura Council to invalidate for illegality.

**Who can file a request for invalidation**

The interested and concerned persons such as: The voter, The candidate

⚠️ A lawyer is needed

**Where to file the request**

Shura Council

**Deadline for filing the request**

The request shall be filed within 2 months as of the publication of the decision or circular in the official gazette.

For more info, read:

Article 65 of the Shura Council Bylaws
Claims related to the rejection of candidate applications

**Concerned stakeholders**
- Candidate
- The concerned person

**Inquiries**
- Hotline 1766

**Judicial reference**
- Shura Council
Submission of candidate applications

Candidate application

- Candidate applications for municipal or mukhtar council member or mukhtar position are submitted to the Qaimaqam or Muhafaza center at least 10 days before E-Day. The Qaimaqam or Muhafiz issues a receipt proving the submission of the candidate application.

Approval or rejection of candidate application

- The Qaimaqam or Muhafiz shall issue a justified decision approving or rejecting the candidate application; otherwise, their silence shall be considered as a tacit approval.
- The decision approving or rejecting a candidate application shall be posted at the gate of the Qaimaqam or Muhafaza Center. A report documenting the posting shall be drafted and signed by the competent official.
Challenging the rejection of candidate applications

Submission of claim to the Shura Council
- The candidate may submit a claim to the Shura Council within one week from the date of the decision rejecting their candidate application
  - A lawyer is needed
  - The claim is free of charge
- Within one week from the date of issue of the rejection

Decision of the Shura Council
- The Shura Council shall issue its final decision on the rejection within 5 days from the date of registration of the claim.
- Within 5 days from the submission of claim
The concerned persons may call the Ministry of Interior on Hotline 1766 to inquire about the procedures for filing candidate applications and report any irregularities or violations.
Complaints related to the electoral campaign: electoral funding and spending

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<tr>
<th>Concerned stakeholders</th>
<th>Inquiries</th>
<th>Judicial reference</th>
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<tr>
<td>Candidate*</td>
<td>Hotline 1766</td>
<td>Appellate Public Prosecution</td>
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<tr>
<td>Voter*</td>
<td></td>
<td>Criminal Judge of First Instance</td>
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*The person must show quality and interest to file a claim before the court.
**Electoral campaign period**

The electoral campaign period starts on the date of submission of the candidate application and ends upon the closing of ballot boxes on E-Day.

**Electoral campaign supervision**

It is worth noting that no commission was formed to supervise the electoral campaigns of previous municipal and mukhtar elections in 2010 and that none is formed for the 2016 municipal and mukhtar elections, which rules out, in practice, the implementation of certain provisions under Chapter 5 of Elections Law no. 25/2008 on Electoral funding and spending.
Key rules of electoral funding and spending

Funding

- Candidates or lists of candidates may not receive funding from a foreign state or a non-Lebanese legal or natural person.

Spending

- Donations in services or payments to voters are prohibited during the electoral campaign (including donations and aid to individuals, charities, sports clubs and others), unless such donations are offered by candidates or institutions owned or managed by candidates who have been offering such donations on a regular habitual basis for not less than 3 years prior to the start of the electoral campaign.
- Any person who attempts through making donations to influence the voting of a Lebanese voter with the intention of manipulating the general elections results, and any person who accepts or solicits such donations, incurs criminal sanction.

Criminal prosecution

Type of offense

- Misdemeanor

Who submits the complaint

- The aggrieved person
Where to submit the complaint

- It is possible to file a complaint or report with the Appellate Public Prosecution or submit a direct complaint before the Criminal Judge of First Instance.

⚠️ A lawyer is needed to submit the complaint before the Criminal Judge of First Instance, whereas there is no need for a lawyer to file a complaint or report to the public prosecution.

Deadline for submitting a complaint

- 3 years (but it is advisable to file the complaint without delay to use it as evidence (prima facie evidence) if needed when challenging the validity of the election before the Shura Council).

Appeal

- The decision of the Criminal Judge of First Instance is subject to challenge before the Court Appeal for Misdemeanors.

Important Note

The violations mentioned in this section could also affect the validity of elections.
(For more info, see the section on Challenges to the validity of elections)

For more info, read:
Articles 54 to 62 of the Parliamentary Elections Law
Articles 329 to 334 of the Penal Code
Complaints related to the electoral campaign: electoral media and advertising

**Concerned stakeholders**
- Candidate*
- Voter*

*The person must show quality and interest to file a claim before the court

**Inquiries**
- Hotline 1766
- Security Forces

**Judicial reference**
- Appellate Public Prosecution
- Court of Publications
- Criminal Judge of First Instance
**Electoral campaign period**

The electoral campaign period starts on the date of submission of the candidate application and ends upon the closing of ballot boxes on E-Day.

**Electoral campaign supervision**

It is worth noting that no commission was formed to supervise the electoral campaigns of previous municipal and mukhtar elections in 2010 and that none is formed for the 2016 municipal and mukhtar elections, which rules out, in practice, the implementation of certain provisions under Chapter 6 of Elections Law no. 25/2008 on Electoral media and advertising.
The public media shall remain impartial at all stages of the electoral process and refrain from supporting a candidate or list to the detriment of another.

The private media shall respect the free expression of various views and intellectual currents in all of its programs, so as to ensure a fair, balanced and impartial treatment of all candidates and lists. They may not promote or declare their support for any candidate or list. They must clearly differentiate in news bulletins between facts and realities on the one hand and opinions and comments on the other hand.

When diffusing electoral ads, the audiovisual media shall explicitly mention that such ads are paid and identify the party that requested their diffusion.
Opinion polls

The publication or diffusion or distribution of opinion polls and comments thereon is prohibited during the 10 days leading to E-Day and until the closing of all polls.

The silence period for public and private audiovisual media

Starting from the zero hour of the day before E-Day until the closing of the polls, all media outlets are prohibited from diffusing any advertisement or promotion or direct electoral call except for sounds and/or pictures that cannot be avoided in the live coverage of the electoral process.

Obligations of audiovisual media, candidates and lists

- Refrain from engaging in the defamation or slander or libel or denigration of any list or candidate.
- Refrain from diffusing any material that might trigger strife, incite acts of violence or riots, or encourage terrorism or crimes or acts of sabotage.
- Refrain from diffusing any material that would constitute a means of pressure, intimidation, distrust, excommunication (takfeer), enticement, or promises of material or moral gains.
- Refrain from distorting, withholding, warping, deleting or misrepresenting information.
<table>
<thead>
<tr>
<th>Type of offense</th>
<th>Infraction</th>
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</table>
| Who submits the complaint | • The aggrieved party  
                         | • Public Prosecution, whether pursuant to a complaint filed by the aggrieved party or on its own initiative. |
| Where to submit the complaint | • The complaint is filed with the Public Prosecution |
| Deadline for submitting a complaint | • 3 months |
Procedure

- The Public Prosecution prosecutes the defaulting media outlet before the Court of Publications, pursuant to a complaint filed by the aggrieved party or on its own initiative. The defaulting media outlet may submit to the court a memorandum within 24 hours from the time of notification thereof.
- The Court of Publications issues its decision within a period of 24 hours at the most.
- It shall take any of the following measures, whichever it deems appropriate:
  - Imposition of a financial penalty on the defaulting media outlet, ranging between fifty and one hundred million Lebanese pounds.
  - Partial suspension of the activities of the defaulting media, for a period not exceeding three days, provided that said suspension includes all political and news programs, bulletins, interviews and conferences.
  - In case of repeated offense, the activities of the defaulting media outlet are fully suspended and all its programs fully closed for a maximum of three days.

Appeal

- Both the Public Prosecution and defendant (media outlet) may appeal the decision before the Court of Cassation within 24 hours starting from the time of the issuance of the decision with regard to the Public Prosecution, and from the time of the notification of the decision with regard to the defendant.
- The appeal does not prevent the implementation of the decision unless the Court of Cassation issues a decision to suspend such implementation within 24 hours of receiving the request for appeal.
Libel and slander lawsuit before the Court of Publications

In addition to the above-described accelerated procedures that guarantee the prevention of irregularities and their address within short timeframes that take into account the electoral calendar, an aggrieved party, particularly the candidate who was exposed to libel and slander, may file a lawsuit before the Court of publications in accordance with Articles 17 to 21 of the Publications Law and Articles 28 to 30 of the Penal Code.

**Offense**

- Libel and slander perpetrated through publications (including audiovisual media).
- It should be noted that the jurisprudence of the Court of Publications has decided to consider electronic websites as publications, while social networking sites are still the subject of divergent interpretations.

**Type of offense**

- Misdemeanor

**Penalty**

- Slander: punished by imprisonment for 3 months to one year and/or the payment of a fine.
- Libel: punished by imprisonment for 1 to 6 months and/or the payment of a fine.

**Who submits the complaint**

- The aggrieved party
### Where to submit the complaint

- The complaint is filed directly with the Court of Publications.

⚠️ A lawyer is needed

### Deadline for submitting a complaint

- 3 months from the date of publication of the news subject of the complaint with regard to persons residing in Lebanon, and 6 months with regard to persons residing abroad.

### Procedure

- Pre-trial detention is prohibited for all publications crimes.
- If the proceedings require a judicial investigation, an Investigative Judge shall conduct such investigation and refer the case to the court within a period not exceeding five days.
- Upon receiving the case referred to it directly or by decision of the Investigative Judge, the Court shall initiate the trial within five days at the most, and issue its decision no later than ten days from the date of commencement of the trial.

### Appeal

- The decision of the Court of publications is subject to appeal before the Court of Cassation within a period of 10 days.
- The Court of Cassation shall initiate the trial within five days at the latest and issue its decision no later than ten days from the date of submission of the petition for cassation.
The candidate may resort to the right of reply:

- Media outlets shall publish and diffuse the corrections and replies received from candidates within a period of 24 hours from their diffusion of the news subject of the complaint.
- Media outlets reserve the right to refuse the diffusion of such reply if it is contrary to the laws.
The prosecution of state officials for use of influence in favor of a candidate or list

State officials may not use their influence in favor of any candidate or list, under penalty of criminal prosecution (Pursuant to Article 376 of the Penal Code).

- **Type of offense**: Misdemeanor
- **Who submits the complaint**: The aggrieved party
- **Where to submit the complaint**: It is possible to file a complaint or report with the Appellate Public Prosecution or submit a direct complaint before the Criminal Judge of First Instance
  - A lawyer is needed
- **Deadline for submitting a complaint**: 3 years (but it is advisable to file the complaint without delay to use it as evidence, if needed, when challenging the validity of the election before the Shura Council)
- **Appeal**: The decision of the Criminal Judge of First Instance is subject to challenge before the Court of Appeal for Misdemeanors
Any citizen may call the Hotline to inquire, file a complaint, or report irregularities to the Ministry of Interior that shall take the appropriate measures, especially in any of the following violations:

- Posting electoral advertisements outside the spots designated by the local authorities for each candidate and list.
- Using public facilities, universities, public and private schools and houses of worship to host electoral events and meetings.
- Distributing ballot papers or pamphlets in favor of, or against, a specific candidate at the entrance or in the vicinity of the polling station.
- State officials and civil servants and municipal and municipal union staff may not use their influence in favor of any candidate or list.

The security forces that are present in the location may be asked to put an end to the violation and take the necessary measures.
Important Note

Some of the violations mentioned in this section could also affect the validity of elections.

(For more info, see the section on Challenges to the validity of elections).

For more info, read:

Articles 66 to 76 of Parliamentary Elections Law no. 25/2008
Articles 17 to 21 of the Publications Law
Articles 28 to 30 of the Penal Code
Article 376 of the Penal Code
Complaints arising from Polling Day

**Concerned stakeholders**
- Candidates and candidate agents
- Voters

**Inquiries**
- Hotline 1766
- Head of the Polling Station
- Security Forces

**Judicial reference**
- Appellate Public Prosecution
- Criminal Judge of First Instance
Key rules of the polling station and polling center

Who is allowed inside the polling station

- No members of the security forces may stay in the polling station unless temporarily, at the request of the head of the polling station, and for the sole purpose of ensuring the safety of the electoral process.
- Only voters whose name is on the voters’ list of the polling station, or who obtain a decision from the competent Registration Committee to have their name registered, are allowed to vote.

Polling booth

- The presence of the booth is obligatory under penalty of invalidation of the election in the concerned polling station.

Symbols inside the polling station

- The head of the polling station shall be responsible for removing all types of pictures, symbols, writings and slogans from inside the polling station.
Candidate agents and observers

- Each candidate or list of candidates may delegate one voter (agent) from the electoral district to enter the polling station, at a rate of one agent per polling station. They are also entitled to choose mobile agents, from among the voters, to enter all polling stations of the electoral district, at a rate of one agent for every 2 polling stations in the villages, and 1 agent for every 5 polling station in the cities.
- Observers who are accredited by the ministry are entitled, pursuant to the law, to enter to the polling stations, at any time, to observe the electoral process.

Ban on electoral activities in the vicinity of the polling center

- Security forces are in charge of maintaining order at the entrance and in the vicinity of polling centers, and any electoral advertising is banned within the vicinity of the polling center.
Inquiries and complaints

- When a violation occurs inside the polling station, any voter or candidate delegate may ask the Head of the polling station to record an objection or reservation or note in the polling station protocol.
- Any citizen may call the operation room at the Ministry of Interior through the Hotline to ask for information or file a complaint or report a violation of any of the polling station or polling center rules, so that appropriate measures are taken.
- The security forces that are present in the location may be asked to put an end to violations in the vicinity of the polling center and take the appropriate measures.
- You can also download the mobile application of the Lebanese Association for Democratic Elections (LADE) to report irregularities, or simply call LADE on 01-333713/4 to report any violations and inquire about the relevant review mechanisms.
In addition to the above, polling officials who fail to report to their designated polling station without any legitimate excuse, or violate their obligations, or fail to adhere to the provisions of the law are subject to prosecution.

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<td>One of the candidates</td>
</tr>
<tr>
<td></td>
<td>Public Prosecution</td>
</tr>
<tr>
<td></td>
<td>Head of the competent Registration Committee</td>
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<tr>
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<td>Complaints are filed with the Appellate Public Prosecution or directly submitted before the Criminal Judge of First Instance.</td>
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⚠️ In this case, the prosecution does not require the approval of the administration to which the official is affiliated.

⚠️ A lawyer is needed to submit the complaint before the Criminal Judge of First Instance, whereas there is no need for a lawyer to file a complaint or report to the public prosecution.
Prosecution of those who attempt to influence the voting or elections results

Those who attempt to influence the voting or the outcome of the election incur criminal sanction, in particular:

- Every person who acts in a way that prevents a Lebanese citizen from exercising their civil rights or duties (by threat, oppression or any other means of physical or moral coercion).
- Every person who attempts to influence the vote of a Lebanese citizen with the intention of corrupting the results of the general election (through intimidation or gifts or promises ...) and every person who accepts or solicits such gifts and promises.
- Every state official, worker or servant who uses their power to influence the vote of a Lebanese citizen.
- Every person who has changed or tried to change the result of an election through fraudulent means.

Deadline for submitting a complaint

- 3 years (but it is advisable to file the complaint without delay to use it as evidence, if needed, when challenging the validity of the election before the Shura Council)

Appeal

- The decision of the Criminal Judge of First Instance is subject to appeal before the Court of Appeal for Misdemeanors
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Some of the violations mentioned in this section could also affect the validity of elections. (For more info, see the section on Challenges to the validity of elections).

For more info, read:
Articles 79 to 86 of Parliamentary Elections Law no. 25/2008
Articles 329 to 334 of the Penal Code
Challenges to the validity of elections

**Concerned stakeholders**
- Candidate*
- Voter*

*The person must show quality and interest to file a claim before the court

**Inquiries**
- Hotline 1766

**Judicial reference**
- Shura Council
The Shura Council, being the Judge of Municipal and Mukhtar Elections, handles all disputes related to the legitimacy of the elections of administrative councils, including municipal councils, mukhtar councils, and others, except in matters that the law explicitly assigned to other courts/references.

Challenges to the validity of an election are submitted to the Shura Council within a period of 15 days following the announcement of results.

The aforementioned violations, especially actions that possibly impact the voting or the result, may lead to the invalidation of the election if they are critical and likely to affect the final result of the elections (due to the difference in the number of votes between the lowest ranking winners and losers in particular). This is called “the critical violation rule” as per the precedents of electoral courts.

It should be noted that the Shura Council only takes such violations (criminal and other) into account when the applicant files a complaint on the criminal offenses, for example, or when candidate agents record their reservations, observations or objections in the polling station protocol.
| **Who submits the challenge** | • Every voter in the concerned region  
• Every candidate who has duly submitted their candidate application in the concerned region  
• The state, upon the request of the Minister of Interior |

| **Where to submit the challenge** | • Shura Council |

| **Deadline for submitting the challenge** | • The challenges of voters and candidates shall be submitted within a period of 15 days as of the announcement of election results  
• The objection of the state shall be submitted within a period of one month as of the announcement of election results |

| **Decision of the Shura Council** | • The Shura Council shall decide on the challenge within no more than 6 months from the date of submission |

A lawyer is needed

For more info, read:  
- Article 63 and Articles 109 to 111 of the Shura Council Bylaws  
- Article 20 of Legislative Decree no. 118/1977  
- Article 37 of Law no. 665 of 1997
Legal references:

The Parliamentary Elections Law (Law no. 25/2008)
The Municipal Act (Legislative decree no. 118/1977)
The Mukhtar and Mukhtar Councils Law (Issued on 27/11/1947)
Amendments to some provisions of the Parliamentary Elections Law, the Municipality Act, and the Mukhtar Law (Law no. 665/1997)
The Publications Law
The Penal Code
The Code of Criminal Procedure
The Shura Council Bylaws (Decree no. 10434/1975)
The “Lebanese Association for Democratic Elections” was founded in Lebanon by a group of activists on 13 March 1996. It is an engaged civil organization which aims to build a democratic society and strengthen citizenship based on transparency and accountability. The organization aims to reform the political system and allow citizens to participate in the democratic political process. LADE monitors national and local elections and publishes detailed reports about them. The work of the organization also includes the development of legislative and administrative alternatives in order to guarantee the integrity and democracy of elections as well as effective participation and fair representation, in addition to building the capacity of citizens and civil society organizations through workshops and community activities.

www.lade.org.lb

UNDP is the UN’s global development network, advocating for change and connecting countries to knowledge, experience and resources to help people build a better life. We are on the ground in 170 countries, working with them on their own solutions to global and national development challenges. As they develop local capacity, they draw on the people of UNDP and our wide range of partners.

www.lb.undp.org

The UNDP Lebanese Assistance Elections Project (LEAP) aims to strengthen the capacity of stakeholders for the conduct of transparent and inclusive elections in Lebanon. Through a multi-component approach, the project’s intended outcomes is to provide a strengthened capacity for: (1) the management and administration of Elections (2) the supervision of election campaigns and accreditation of observers (3) the provision of voter education initiatives (4) the resolution of electoral disputes, and (5) initiatives to improve election opportunities for women. LEAP is funded by the European Union.

www.lebanon-elections.org