

PUBLIC EXPENDITURE REVIEW OF EDUCATION IN PALESTINE



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LIST OF ABBREVIATIONS

AFD	Agence Française de Développement
AWPB	Annual Work Plan and Budget
Bisan	Government of Palestine integrated financial management information system
CFAA	Country Financial Accountability Assessment
CIDA	Canadian International Development Organization
COFOG	Classification of the Functions of Government
CPI	Consumer Price Index
EDSP	Education Development Strategic Plan
EFA	Education for All
EMIS	Education Management Information System
ESWG	Education Sector Working Group
EU	European Union
FCA	Foreign Currency Account
FY	Fiscal Year (in Palestine equal to calendar year)
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GFS	Government Finance Statistics
HE	Higher Education
IAS	International Accounting Standard
IDB	Islamic Development Bank
IDF	Israeli Defense Forces
IIEP	International Institute for Educational Planning
IMF	International Monetary Funds
ISA	International Standards of Auditing
JD	Jordanian Dinar
JFA	Joint Financing Arrangement
JFP	Joint Financing Partners
KfW	(Kreditanstalt für Wiederaufbau) German Development Bank
MDGs	Millennium Development Goals
MoEHE	Ministry of Education and Higher Education
MoLG	Ministry of Local Government
MoF	Ministry of Finance
MoP	Ministry of Planning
NA	Not Available
NER	Net Enrollment Rate
NESP	National Education Strategic Plan
NFE	Non-formal Education
NGO	Non-Governmental Organization
NIET	National Institute for Education Training
NIS	New Israeli Shekel
Norad	Norwegian Agency for Development Cooperation
NRO	Norwegian Representative Office to the Palestinian Authority
NTVETS	National Technical and Vocational Education and Training Strategy
PA	Palestinian Authority
PBB	Program Based Budgeting
PE	Public Expenditure
PEFA	Public Expenditure and Financial Accountability Assessment
PER	Public Expenditure Review
PFM	Public Financial Management
PLC	Palestinian Legislative Council
PLO	Palestinian Liberation Organization

SWAP	Sector Wide Approach to programming
SWP	Sector Wide Program
TA	Technical Assistance
TIMSS	Trends in International Mathematics and Science Study
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Education, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UNRWA	United Nations Relief and Works Agency for the Palestine Refugees in the Near East
USD	United States Dollar
WB	West Bank
WBG	West Bank and Gaza
WDI	World Development Indicators

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The Ministry of Education and Higher Education (MoEHE) with support of the Joint Financing Partners (JFP) supporting the Education Development Strategic Plan 2008-2012 (EDSP) commissioned this Public Expenditure Review (PER) for the education sector in Palestine. The report presents the outcome of the PER with conclusions and recommendations addressing different dimensions of public expenditure on primary and secondary education as per Terms of Reference for the assignment.

The PER has been implemented by Jens Claussen, Mike Kiernan and Randi Gramshaug in cooperation with Talal Abu-Ghazaleh & Co. International. The team from Talal Abu-Ghazaleh & Co. was lead by the Executive director Jamal Milhem, supported by Amjad Khaled, Abdulkareem Kaabneh, Ghassan Daas and Abdulrahman Eweisat who assisted in data collection, compilation and analysis and implemented a school based survey.

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Jens Claussen/Mike Kiernan/Randi Gramshaug
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1 EXECUTIVE SUMMARY WITH CONCLUSIONS AND RECOMMENDATIONS

1.1 INTRODUCTION

This report presents the findings and recommendations from a Public Expenditure Review (PER) of the education sector in Palestine. The main purpose of the PER is to assess the extent to which public expenditure on education serves to promote primary and secondary education (grade 1 – 12) effectively and efficiently and in compliance with Palestinian Government sector policies. The analysis includes data and information related to financing, expenditure and performance of all schools financed from the government budget i.e. both schools in West Bank and Gaza, but excluding UNRWA and private schools.

The PER has as a point of departure analyzed trends and composition of government resources as they are allocated and executed through the state budget of the Government of Palestine including external assistance intended to support the same. The PER has included analysis of disaggregated data for the period 2005 – 2012 using the previous 2007 PER as a baseline (which presented data up to 2005).

A specific challenge has been to capture information on resource flows to outside the government budget process. Special efforts were required to obtain and consolidate information on projects financed by several external development partners, NGOs, municipalities as well as from parents and community contributions.

To capture and triangulate some of this information, a school-based survey was conducted among a sample of schools. The survey data were subsequently consolidated with school census data from the Education Management Information System (EMIS), a system operated by the Ministry of Education and Higher Education (MoEHE) serving as one of the main tools in sector planning and monitoring sector developments.

Data from state accounts on MoEHE expenditures have been consolidated with additional data on project funding from development partners, contributions from parents and communities, data covering municipal education tax as well as payroll data and other disaggregated expenditure data.

This review has also consulted numerous studies of the education system in general as well as studies on specific topics related to the sector, among others research reports, annual monitoring reports and other information produced by MoEHE and others. The challenge has not been availability of data and information but rather to consolidate the information from the different sources.

In the following section the report presents a summary of main findings, conclusions and recommendations. This is followed by sections presenting more detailed results of the analysis conducted.

1.2 MAIN FINDINGS

The fiscal position of Palestine has been improving significantly over the period 2005 – 2012 despite a slower than projected GDP growth in 2012 of 6.6% as compared to an annual average of more than 9.0% during the four previous years. The relatively high growth of the economy has impacted on availability of tax and non-tax revenue to finance, among others, government spending on the education sector. Palestine has been characterized by a large public sector which has challenged the sustainability to maintain public service employment and service delivery for its population in an otherwise volatile environment. However, over the period 2005 – 2012, the growth in real GDP and domestic revenue has been at a higher rate than public spending resulting in a more sustainable level of public expenditure, which declined as a share of GDP from 50.9% to 37.9%.

During the same period a rationalization and streamlining of the public service have been implemented with more focus on service delivery on account of general administration combined with several improvements in public financial and fiscal management. The latter has included, among others, improved administration and mobilization of tax and non-tax revenues, the roll out of a more transparent government financial management system, strengthening of administration, reduced growth of the wage bill and implementation of programs to improve fiscal performance of local governments. This has also evidently improved management including fiscal management related to the education sector.

Spending on education has increased in real terms and for some years more than the growth of total expenditures resulting in a higher share of public expenditure on education than eight years ago. Government spending on education accounted for 15.7% of public expenditure in 2012 as compared to 13.1% in 2005. Expenditure on primary and secondary education increased per primary/secondary student of an average of 4.7% per year during the period 2008 - 2012. In 2012 primary and secondary education expenditure was on average 2,629 NIS per student (equivalent to 681 USD).

Measured as percent of GDP, education sector expenditure in Palestine is on par with other Lower Middle Income Countries and countries in the region. Spending on education constituted approximately 4.9% of GDP and 15.7% of total public expenditure in 2012 which compares well with most countries in the region. The same applies generally to indicators of sector outcomes measured by comparable international student tests, though most countries in the region, including Palestine, perform below international averages. Comparing level of expenditure (costs) with indicators of sector outcomes (benefits) shows that Palestine has generally a higher benefit/cost ratio than most other Lower Middle Income countries and countries in the region.

Government resources for education in general have been rising for wages and non-wage expenditure to among others finance quality inputs and investments. Government spending on Primary and Secondary education (Basic education) has also increased although growth in non-wage spending has stagnated the last years despite that more resources to finance additional “quality” inputs are likely required.

Expenditure on education has increased despite that external concessional finance from numerous development partners in total has been reduced. The decline in external finance from development partners has partly been offset as a result of the increase in domestic revenues and clearance tax and partly also as a result of higher fiscal deficits than projected. The share of total external finance for the sector when including Budget Support and both “on” and “off budget” project contributions has declined from a level of 61.2% in 2008 to 24.8% in 2012. External financing earmarked specific projects (both “on” and “off budget”) has declined to 5.7% in 2012; however, it still constitutes an important source of finance accounting for 16.9% of non-wage recurrent and capital expenditures in 2012. In addition, other sources of finance like parent and community contributions as well as the municipal education tax, adds another 2.4% and 1.9% compared to total expenditures on education and 9.3% and 7.6% of total non-wage expenditures.

During 2005 – 2012 an increasing share of the education budget has been allocated to the schools. Gradually more resources have been allocated to service delivery compared to management and administration at higher levels of the education system. Expenditure on service delivery functions, meaning primary/secondary schools as well as tertiary education institutions, has over the years increased its share of the education budget on account of the management, supervision and general administrative functions of MoEHE and its Directorates¹. The main cause of this development has been a continued expansion of the sector first and foremost by recruitment and deployment of school level staff reducing the student/school-staff ratios.

Rising expenditures have accommodated improved sector performance along many dimensions. Student teacher ratios have been improving for all primary and secondary level schools and class sizes have declined. Several indicators point to significant infrastructure improvements which also can be linked to better outcomes associated with improved learning environment. Enrolment rates at primary and secondary levels have increased and promotion and dropout rates improved and are at a level that compares well with countries at same level of GDP per capita. However, quality and equity issues continue to be a challenge. While outcomes as measured by national and international student tests have improved, they are still low and many students still do not get a “good quality” education. Thus costs relative to benefits remain a challenge for many schools.

¹ Directorates in this report refer to the MoEHE “field offices” located in “Districts”, not the “departments” in MoEHE which are also called Directorates. In other reports sometimes the former is referred to as Districts or District Offices.

Combining the above observations it means that Palestine delivers improved sector results, this despite being in a state of continued transition and at the same time facing severe challenges due to the prevailing volatile political environment. With a situation of continued occupation, major hindrances for access to land prevail and opportunities for more efficient land use planning cannot be implemented. The situation impacts on investments in social infrastructure including education institutions. It also creates significant and unpredictable constraints in mobility of goods and the workforce as well as in the predictability of public finance for execution of the budget. Despite these challenges the education system has continued to improve and on par with many of its regional comparators. This is by all standards a notable achievement.

Notwithstanding the above, and within the limitations and constraints faced due to the political situation, there are some challenges that can be addressed to improve efficiency and effectiveness of spending on primary and secondary education. Some of these challenges will likely call for sector reforms in some key areas, others operational changes which may also benefit from technical assistance.

1.3 MAIN CONCLUSIONS AND RECOMMENDATIONS

The fragmentation of the school system and the challenges it creates in planning and allocation of resources at school levels are likely one of the main reasons for significant disparities in resources available to schools and their performance as evidenced from analysis presented in this and other reports. Analysis shows that there are disparities between school type, location (Governorate/District) and whether co-educational or male/female schools or classes. Gaza shows lower resource inputs per student mainly due to higher number of students per teacher. Survey data indicate higher levels of parent/community contributions for co-educational schools per student than female schools and female schools more than male schools. Scores on national tests display a similar pattern with average better test scores for co-educational schools than female schools and female schools more than male schools. However, in terms of government allocation to schools significant disparities between schools are found within all the above dimensions.

A plan for reorganization of the school system into more unified “management units” should be put high on the agenda. The primary and secondary education levels in Palestine are characterized by a very fragmented schools system with 61 different combinations of grades among the 2004 government schools. The task of deploying teachers and allocating other inputs to schools becomes very challenging in a school system with so many different types of schools. It impacts on the ability to effectively plan, supervise and monitor sector performance as well as to implement improved program based budgeting approaches for more effectively linking budget allocations to planned outputs and outcomes at each level of the school system. Currently only 278 schools fall within the definitions of either being a

Preparatory (Grade 1-4), Empowerment (Grade 5-10) or Secondary (Grade 11-12) school, the rest are various combinations of different grades. Some are smaller as well as larger schools with only one or two grades, some medium and large size with students in all grades and in between numerous schools with different combination of grades. As a first step MoEHE has started the process of creating “school clusters”. If it means merging smaller schools in the same location and/or merging them with larger schools at the same level into “standardized school management units” with same grades, one head teacher and one administration, it will better utilize teachers employed and enable more efficient allocation of resources for education. A strategy for implementing a restructuring of the school system should be a key component of the new Education Development Strategic Plan (EDSP).

The above recommendation could be taken into account in the design of the new EDSP; centered on strategies for delivery of sector targets segregated by subsectors (like Pre-Primary, Preparatory, Empowerment, Secondary, etc). As a point of departure for design of the new EDSP, MoEHE is in the process of updating the demographic forecast of the school age population at each grade by location. This is the key tool for projecting required number of teachers, non-wage inputs and investments in classrooms/schools when combined with enrollment targets and other norms for each level of the school system. This will eventually provide the baseline budget for the future EDSP and compared with a fiscal forecast of available resources determine available resources for quality inputs like teacher training, curriculum development, management and supervision, as well as activities in support of policy reforms.

Change in EDSP program design centered on delivering service targets for each level of the school system may require a reorganization of MoEHE to more effectively plan, implement and monitor performance. As a point of departure MoEHE should include a functional review of the ministry in the EDSP. The review should map the functions required for delivering services to each of the sub-sectors followed by a presentation of different organizational options in allocating responsibilities in undertaking these functions. One option under consideration already is to establish “sub-sector management units”/Directorates within MoEHE with responsibility to deliver on respective sub-sector/level of the school system. This will be a step in transforming MoEHE’s organization aligned to EDSP structure and promote more accountability in delivering outcomes rather than the current structure with 22 Directorates accountable for inputs but no Directorate accountable for sub-sector quality and outcomes. Responsibility for supply of various inputs and services for the sector could either be internalized in each “sub-sector management unit” and/or organized in internal service supply units that will respond to demands from each of the management levels. There are many options to consider, however, the most important aspect of such a reorganization process is to engage all senior and middle management levels to inform the process on what organizational model best serves program delivery. Thus a functional review should be followed by a process to facilitate organizational change using options presented in the review as a point of departure.

Both payroll and EMIS data on deployment of teachers and other school level staff suggest a need to reallocate staff to underserved areas/schools and revisit current practices in planning of teacher requirements as well as requirement for non-teaching staff. Currently 98% of the schools are “overstaffed” compared to current standards. The above mentioned projections of the future school age population will assist in projecting the actual required number of school level staff to comply with the current and/or future norms as well as requirements for other inputs. This is also linked to curriculum reform where questions can be raised to the need for special subject teachers at all levels. Salaries constitute the main expenditure of total primary/secondary expenditures and accounted for 87.8% of primary/secondary education expenditures in 2012. If it was practically feasible, staffing at all schools exactly matching current MoEHE norms would have reduced the number of staff required and potentially added another 68% of MoEHE’s budget for non-wage recurrent and capital expenditures.

Annual planning needs to be based on updated projections of school age population at each level of the school system. The backbone of any education sector plan is, as mentioned above, the projection of the target group to be serviced; i.e. the school age population. MoEHE used a comprehensive model adapted to the Palestinian context where different “authorities” serve different clients (PA, UNRWA and private schools) when projecting the target group for the current EDSP. The model is currently under revision to provide updated projections for the next EDSP. The initial projection was not updated annually with entry of actual number of students enrolled using EMIS inputs. Actual enrollment has been 6.3% less on average per year than the projected enrollment. It has led to an accumulation of excessive school staff compared to the target with an increasing rate each year.

Rationalization of wage spending resulting from improved teacher allocation is one dimension that will increase efficiency in use of public resources, but equally important is allocating more of MoEHE’s budget to improve teacher qualifications. Allocation of more resources to improve teacher qualifications would be a cost-effective approach to improve learning outcomes on account of further deployment of teachers and non-teaching staff to existing schools. While the latter will reduce student teacher ratios even more and further beyond current MoEHE standards, it will likely only make a marginal (if any) contribution to improved student learning as confirmed by analysis of data from the PER survey when assessing scores on national tests linked to student teacher ratios for all types of schools.

The excess teacher deployment could be reoriented towards other service areas like pre-primary and special needs education, the latter currently challenged by an increasing student/school staff ratio. The ministry has declared pre-primary education as a major goal for the new sector plan, in recognition of the impact of pre-school education on primary enrollment, retention and achievement. Pre-primary classes (Class 0) will be added to existing primary schools. The success of this program will depend on having trained pre-school teachers, suitable learning equipment and furniture and a curriculum based on

principles of play and socialization skills. While the ministry has achieved considerable success in providing basic education for almost 95% of the school age population, the challenge to reach the Education for All target is more difficult to reach since a major share of the last 5% include students with various forms of disabilities, or belong to marginalized groups such as the Bedouin. Additional special needs teachers and school counselors will be needed to help ensure that this group realizes their right to education. A policy of re-deployment of excess teachers would promote a rapid expansion of pre-school education as well as raise capacity to include the school age population still not enrolled i.e. students with various forms of disabilities or belonging to marginalized groups.

Teacher deployment, in particular to underserved areas/schools, would benefit from introducing incentives for teacher performance which suggest a change in the pay-policy by introducing salary levels related to functions, locations and performance rather than qualifications and family situation. A teaching position should be remunerated according to its function rather than a system where the person is paid based on academic background and family situation. In addition it will require a revision of the current allowance system with a change to more duty serving allowances and career incentives to promote sustained employment in underserved areas. As a point of departure, a revised pay policy could be introduced in cooperation with the teachers unions and integrated into the teacher education strategy under implementation.

In the Palestinian curriculum, students take a large number of subjects which impact on costs by allocation of subject teachers at all grades but not necessarily improved learning. An option is to introduce an integrated curriculum with less separate subjects, in particular for grades 1-4 which have a large number of subjects, and to be taught by “classroom teachers”. In addition to benefits with regards to increased focus on the learning of basic competencies this could also contribute to more efficient use of teacher resources as allocation of teachers for grades 1-4 would be based on the number of classes and not subjects. For small schools with low number of students and where movement restrictions make it challenging to expand the number of students in the schools, multi-grade teaching could also contribute to more efficient use of teachers.

Quality improvement, not only in terms of test scores, continues to be a challenge, which is linked to the curriculum. The range of textbooks, which “carry” the curriculum, is an inter-linked challenge with almost 250 titles of textbooks produced annually. Although it was beyond the scope of this PER to make in-depth assessments of qualitative issues, the school-based survey has shown that there are no significant correlations between inputs and test score outputs for other than improved infrastructure. Findings from other studies and reviews on aspects of quality focus in particular on the need for greater synergy between curriculum development, textbook production and use, teacher training and school supervision. The focus on tests and assessments tends to reinforce the notion that education is about examination scores rather on skills, especially skills needed for employment. The efforts and resources for implementation of a new curriculum structure

for grades 1-4 should accordingly be considered. While reform of the Tawjihi is needed, including the examination structure, it is likely also needed for the curriculum of grades 10-12. TIMSSs scores show competencies at lower order on intellectual skills (memorization) but lower performance on higher order skills, those most needed to succeed in a competitive labor market. Thus implementation of a wider curriculum reform could be included as a key element of the next EDSP that will eventually improve the benefit/cost ratio of public expenditure on education i.e. improved learning outcomes for each NIS spent per student.

Investments in schools and classrooms have resulted in improved infrastructure capacity (among others reduced number of students per classroom), however, challenges remain in effective use of existing facilities. In a recent study for the Government of Palestine on infrastructure utilization, it is concluded that the main challenge is not overcrowding of schools, but effective utilization of the available physical facilities. This is, among others, based on an analysis of classroom space per student. This finding is further supported by additional analysis conducted by this PER which shows significant disparities in utilization among schools measured by students per classroom. Efficient use of investments requires planning of new schools and classroom expansion that is based on demographic projections of the school age population in each catchment area if to maintain reasonable equality in availability and quality of physical facilities. Accordingly, planning of investments should be informed by MoEHE annual projections of the school age population and required inputs to serve them. Research by MoEHE and PER survey data also suggests that improved quality of existing school infrastructure promotes improved learning outcomes. It suggests that a higher share of capital expenditures should be allocated to rehabilitation and modernization of existing facilities combined with more effective utilization of the same.

There is a notable difference in the unit cost of schools and classrooms financed from the various sources with some external funding sources carrying significantly higher average unit costs. School and classroom construction is implemented through multiple projects, some funded from the regular budget of MoEHE, others through externally funded projects. Unit costs of new schools financed from the government budget are at the lower end compared to some of the externally funded projects. Whether this is linked to technical specifications, differences in standards or procurement procedures is not known, i.e. it does not necessarily imply differences in value for money (quality/cost ratio). However, the transaction costs related to compliance with procedures from the many different sources of funding is an issue to consider given the fact that the investments were implemented through a total of 288 projects financed from 14 different external partners during 2005 - 2012. MoEHE could enforce the use of a unified set of procurement regulations as well as technical standards for all Government schools regardless of source of funding. With the new Procurement law and regulations and considering a significant share of the investments financed from the Government budget, a point of departure could be to use the Palestinian Government procurement regulations to promote competitive prices and cost.

There are still multiple and uncoordinated sources of financing of the recurrent and capital expenditures in the Government education sector which create challenges in planning and allocation of resources and reducing disparities in resource allocations at the different levels of the school system. Many of the sources are not fully taken into account in the planning and budget process of MoEHE, partly because information is not fully disclosed to them and partly because it requires significant efforts to consolidate the information from the 41 external funding partners currently providing earmarked support to 51 projects. This problem is further compounded in trying to capture information on other sources of finance like parent and community contributions and the municipal education tax. The EDSP is the main tool for aid coordination and could be advocated more rigorously as the guide to be followed by all external partners. An update of “partnership principles” in agreement with the development partners would be a first step, the second to only accept development partner interventions complying with the principles. External finance that is earmarked to specific projects represent only a small share of sector finance and can potentially be substituted in the medium term by the reimbursable sector budget support instrument promoted by some external partners through the joint financing agreement. This could serve as the main tool for disbursement of external financing to the education sector (as with other sectors of the government).

There are significant disparities between schools in mobilization of contributions for financing of non-wage inputs. According to consolidated information on cash receipts to Directorates and schools in 2012, student contributions were equivalent to an average of 30 NIS per student of which 14.3% were transferred to the Directorates and an additional 2.3% transferred to MoEHE. The other main source of school revenue is from school canteens. In addition some smaller contributions are received from local communities. The PER school survey data show that school level revenues are even higher, but with significant disparities between schools on amounts generated. An aggregation of the figures suggests a total cash contribution to schools from the above-mentioned sources of 57.6 million NIS or an additional increase of 25.7% in MoEHE non-wage expenditures. The transaction cost of transferring shares of parent contributions between the different levels is likely to be high compared to the amount of money transferred, especially if one is to accurately monitor and account for their use at all levels. Accordingly, the Government of Palestine should consider discontinuing the current transfer system and instead introduce a transparent formula-based grant system to reduce disparities among schools (reversing the flow of money from students to MoEHE and its Directorates which with the current system serves as an additional tax to finance MoEHE). The grants eligible for transfer can be segregated by a need based and a performance based allocation, the former based on number of students enrolled, the latter based on progress measured by school assessments, student tests or other means of promoting improved school performance. This could be part of a process to devolve more authority in expenditure management to the schools which all are equipped with management and administrative staff and already perform financial management

functions related to cash contributions they receive. This could be introduced under the next EDSP to increase school level inputs and reduce disparities.

The education tax is another source of revenue to finance education which adds to the “horizontal” fiscal imbalances across municipalities and resource disparities between schools. Six municipalities accounted for 92% of the tax collected in 2012, and only municipalities in West Bank collect this form of tax. As per data presented by MoEHE only 27 of the total number of 352 municipalities collected this form of tax. These tax and expenditure assignments create additional challenges in reducing disparities across schools and locations. A tax that directly determines school level resources by the size of the tax base in the municipality (property values) and municipal tax collection efforts contributes to inequalities. Whether to continue this form of “earmarked” tax could either be subject to a more detailed review as part of the overall reform in assignment of fiscal responsibilities within the education system or changed by transforming the tax into a regular property tax with MoEHE instead being compensated by increased budget allocations for, among others, a transparent formula based school grant system.

Many of the above recommendations suggest more efforts needed both by MoEHE and its major external funding partners to streamline resource flows through the education system by ensuring all public funds including external finance are captured in the budget process. It means minimizing discretionary income from other sources (like “off budget” external finance and education tax). It also implies more discretionary authority to MoEHE in planning, budgeting and execution of expenditure to reduce internal transaction costs in the system for more efficient utilization of resources. The current system of budget execution involves many steps in processing of payments which leads to delays in execution and thus an efficiency loss. This in turn impact on school performance and is evident by low budget execution levels for non-wage expenditures beyond what can be explained by challenges in meeting revenue targets due to the volatile political environment. Similar to introducing cash grants to schools, increases in cash releases of the budget could be considered for MoEHE with more discretionary authority over processing of payments. A gradual devolution of authority over spending could be implemented under the supervision of MoF and with added technical assistance in support of MoEHE’s budget and expenditure management functions.

MoEHE produces a wealth of information from multiple sources on education sector performance but challenges remain related to quality and credibility of the information. EMIS is the core tool for planning sector interventions and the point of reference for most sector analysis. Another key source of information is the payroll if one wants to assess teacher deployment and cost efficiency. A third is information from school level inspections implemented by Directorates. A fourth is the government accounts and a fifth the various data and information presented on planned and executed investments. In addition to the above are the various surveys and studies generating additional information on school level performance in addition to quality research and surveys by MoEHE itself. In the process of

compiling information from all these sources during the implementation of this PER, inconsistencies were observed between the different sources on the same issue. As an example, the payroll and EMIS data should be reporting similar numbers of staff serving at all schools in total with the difference being school staff paid from other sources. The opposite could mean that teacher and non-teaching staff on the payroll are not serving at a school. Thus EMIS and payroll data could be consolidated if using the same ID number for each unit (school). The same approach could be followed for all other planning and monitoring tools when producing school-based information. Then consolidating information could both serve as triangulation for quality assurance purposes as well as for using risk based approaches to monitoring and supervision of schools e.g. if substantial deviations occur between different sources of information on the same schools they could be included as candidates for follow up.

Gaza remains a challenge as concerns monitoring of the use of public resources. With 20% of the schools, 30% of the students and teachers, and 21.8% of MoEHE total expenditures, the school system in Gaza constitutes a major part of the Government education system. This is in contrast to the information available to assess actual performance and use of public funds. An attempt was made to include Gaza in the PER survey, however, it proved a challenge to implement it. Additional efforts could be made to implement a school-based survey among the schools sampled in Gaza. This to acquire some basic information on resource levels at the schools including performance of staff on the PA payroll.

The last full sector analysis was carried out in 2006 thus a new may be considered as a component of EDSP. There have been various thematic studies, reviews and also an evaluation of the current EDSP implemented since the last sector review. This PER is also limited in scope as it covers Primary and Secondary education only. A full sector analysis covering formal, non-formal, basic, secondary, tertiary and technical/vocational education in an integrated approach could be considered as an element of the new EDSP using the 2006 sector analysis as a baseline.

1.4 SUMMARY OF RECOMMENDATIONS

Issue	Proposed action
School system	A plan for reorganization of the school system into more unified “management units” should be included as a key element in the next EDSP. It will require an initial mapping of all types of schools and their location and facilities before developing a plan for merging different schools gradually into uniform organizational units.
Education sector strategy	The next EDSP should be centered on delivery of sector outcomes for each sub-sector. The strategic plan should be segregated by sub-sector programs each having targets for access/quality/equity, activities to deliver them and required inputs.
Sector planning and monitoring	For the current EDSP, MoEHE used a comprehensive model adapted to the Palestinian context when projecting school age population and required inputs. The model is currently being updated which is the point of departure for programming of the EDSP. For the next EDSP annual plans should be based on annual updating of the projections.
MoEHE organization	With a new EDSP structure, a functional review should be implemented to guide MoEHE in adjusting its organization to better reflect EDSP deliverables. Since no single Directorate and Department has an overall responsibility for sub-sector performance, one option is to establish a more conventional organizational structure centered on sub-sector management units accountable for delivering outputs and outcomes for each level of the education system. All functions to supply inputs, provide support services and administration can either be internalized in each management unit or serve as separate units acting on demand from these management units.
Teacher deployment/development	A plan for reallocation of staff to underserved areas/schools appears to be required. The current practices in planning of staff requirements need to be revised, among others by using information from annual updated projections of school age population. Savings from reduced teacher deployment can then, among others, be allocated to teacher training and development for improving their qualifications, special needs, education, etc.

Issue	Proposed action
Pay policy and incentives	Teacher deployment, in particular to underserved areas/schools, would benefit from introducing incentives for teacher performance. This suggests a change in the current pay policy by introducing salary levels related to functions, locations and performance, among others by introducing duty serving allowances. While this issue is not only a sector issue, but linked to overall civil service pay policy of the government, a review of the current pay policy for school level staff with proposals for reform and including comparisons with policies and practices in other countries in the region could be a first step to be included in EDSP.
Curriculum	Students take a large number of subjects which impact on cost by allocation of subject teachers at all grades but not necessarily improved learning. The next EDSP should include design of a reform of the current curriculum with reduced number of subjects at lower levels and consider multi-grade teaching in small schools. It should be followed by a plan to gradually implement the new curriculum.
Investments	For the next EDSP a higher share of capital expenditures should be allocated to rehabilitation and modernization of existing facilities while investments in new schools are to be determined by projecting growth in school age population. Furthermore, a decision should be made, jointly with the development partners, on which procurement system to use to promote competitive prices and cost in procurement.
Aid coordination	EDSP is the main tool for aid coordination and reimbursable sector budget support (JFA) should serve as the instrument for external finance support to the program. An update of “partnership principles” in agreement with the development partners would be a first step, the second to only accept development partner interventions complying with the principles.
School level financing	The education tax promotes inequality in resource allocation between schools, districts and governorates. As a first step it should be subject to an external audit which would give full account of its application. Secondly, a consideration should be made for discontinuing earmarking of this form of “property tax” for education and instead design and implement formula-based cash transfer (grant) system for financing of school operational inputs. The grants eligible for transfer can be segregated by a need based and a performance based allocation, the former based on number of students enrolled, the latter based on change in school assessments, student tests or other means of promoting improved school performance. A design of the transfer system and subsequent piloting at one school level (like secondary) should be included as a component under EDSP.

Issue	Proposed action
MoEHE budget execution	With supervision from MoF and technical assistance from external partners, if required, MoF should consider more authority to MoEHE in managing and executing its budget. An entry point would be to conduct a financial management assessment to identify capacity constraints and design interventions with assistance required to strengthen them.
Gaza	Gaza remains a challenge as concerns monitoring of the use of public resources. A school-based survey and/or other means to acquire basic information on resource levels at schools including performance of staff on the PA payroll should be implemented.
Monitoring and school supervision	Consolidation of information from various sources of information including the EMIS system, payroll, school inspection and other sources will serve as quality assurance as well as for using risk based approaches to monitoring and supervision of schools. To enable consolidation of information one option is to use same school ID consistently in all information systems/data.
Sector analysis	A full sector analysis covering formal, non-formal, basic, secondary, tertiary and technical/vocational education in an integrated approach could be considered as an element of the new EDSP using the 2006 sector analysis as a baseline.

2 BACKGROUND

2.1 PURPOSE AND SCOPE

The main purpose of this PER has been to analyze use of public resources for education and the extent to which they have served to promote primary and secondary education (grade 1 – 12) effectively and efficiently in compliance with Palestinian Government sector policies. More specifically and in line with the Terms of Reference of the assignment the PER has included;

1. A sector overview including Institutional and Legal framework of the sector and a description of the current situation of the education system among others as expressed by key performance indicators.
2. An overview of policies, strategies, main priorities and programs related to the education sector.
3. Analysis of trends and composition of sector allocation and spending.
4. Analysis of current (2012) sources of finance for PA education sector including community contributions, parents and others.
5. Analysis of the above in relation to policies and priorities including analysis of how the trend in allocation and spending from different sources are aligned with current policies and strategies.
6. Analysis of MoEHE compliance with the new Operations Manual when preparing Annual Plan and Budget.

All the above tasks have been addressed with the exception of the analysis of compliance with the new Operations Manual. The team was presented with a draft manual. The manual is not yet implemented and will in any case likely need major changes if it is to comply with the program budget approach being introduced by MoF to be followed by all ministries including MoEHE and a proposed new EDSP structure designed based on conventional sector planning tools for which this PER has made some recommendations. However, some observations have been presented after a brief review of the Operations Manual in the last section linked to some more general observations related to design of EDSP, the approach to planning and program delivery mechanism.

The PER has focused on public spending for education, hence the title Public Expenditure Review. It means that data and analysis have included all schools financed from the government budget i.e. both schools in West Bank and Gaza, but excluded UNWRA and private schools. The period subject for review has been 2005 – 2012 using the previous 2007 PER as a baseline (which presented data up to 2005).

2.2 APPROACH

The PER was implemented in four phases of which this report is the final report. It consolidates the results of the analysis with a presentation of conclusions and recommendations based on, among others, comments and contributions from MoEHE, MoF and the JFPs.

Phase I - Inception phase

During this phase a detailed work plan and tools for collection of required information were developed. Part of the information was obtained from numerous reports like annual reports from MoEHE containing comprehensive information related to sector performance, reports from various Directorates of MoEHE including records of investments, school rating and evaluations from school inspections and survey based research and studies on school performance. In addition, various thematic studies commissioned by MoEHE jointly with external development partners were consulted including a cost efficiency study, a curriculum assessment, a draft EDSP evaluation report and a school mapping study. Other documents related to municipal governments, project reviews and evaluations and analysis of the political and development issues in Palestine served as additional input on the likely impact of wider developments on sector performance.

Another key set of information was obtained in the form of various data sets which have been used for compiling databases for analysis. The main ones are described in more detail in sections below.

To complement the above sources of information, a school-based survey was designed to obtain information on sources of funding at school level other than what is captured by official records. This enabled analysis of the composition of expenditure in more detail and the extent to which it is linked to school performance.

A two week inception mission was implemented from 8 to 23 April 2013. During the mission several consultations were made with the many Directorates of MoEHE as well as other PA institutions including MoF; the main source of expenditure data in addition to MoEHE. During the mission school-based visits were conducted to test the survey tool and, following the finalization of the tool and sampling of schools, the school-based survey commenced.

Phase II - Data collection, compilation and preliminary analysis

This phase was implemented during May to mid- June 2013 with Palestinian team members acquiring additional information from MoEHE and MoF on revenues and transfers for MoEHE district level “Directorates” and school related parent and community contributions.

The survey was implemented with follow-on consultations with the 87 schools in West Bank sampled for the survey².

During this phase various information from different sources were consolidated into a set of aggregate and detailed accounting databases as well as a school level database combining school census data from the Education Management Information System (EMIS), survey data and other school level information including information from other school-based surveys. A series of consistency checks was done for quality assurance purposes as well as using different sources of information to triangulate and validate data.

This phase proved more time consuming than initially planned since some key information was not readily available and more time for information collection and compilation was needed. This was in particular related to MoEHE/MoF information on parent and community contributions to schools and subsequent transfers to MoEHE and its Directorates as well as the data on the municipal education tax. Accurate information on external partner project contributions also required substantial time to compile since the information does not follow any standard classification as concerns expenditures.

Phase III - Analysis and reporting

Following reconciliation and compilation of various databases, analyses were done to assess the trends and composition of expenditures and analyzing school-based data to analyze sources and use of funds at government schools. It included running several regressions to assess relationships between inputs and overall sector and school level performance.

During the reporting the data and analysis have been revisited several times for quality assurance purposes and analysis of additional cost/benefit relationships.

The Draft report was presented at a dissemination workshop hosted by MoEHE in August 2013.

Phase IV – Final Report.

Following the presentation of the PER report, comments received through the proposed dissemination process have been incorporated into this final report.

² Several attempts were made to include the sample of schools in Gaza but the survey could not be implemented as planned.

2.3 DATA SOURCES

Government accounting data and data on external finance

This PER has analyzed the trend and composition of government resources as they are allocated and executed through the state budget of the Government of Palestine including external assistance intended as an additional source to finance the Government budget . This included aggregated and disaggregated data from the Government budget and accounting system Bisan. The data were made available by MoF and MoEHE.

The classification of expenditures in state accounts does not fully match GFS classification standards³. This limited the ability to segregate expenditures by various recurrent and capital expenditure categories in accordance with international standards.

The term Development Expenditures used in the report refers to recurrent and capital expenditures associated with externally financed development projects. A detailed segregation of expenditure by source could not easily be done and hence in some cases various proxies to estimate levels by different types of expenditures and finance have been used.

A specific challenge for MoEHE and this review has been to collect and reconcile data on the development partner assistance to multiple projects in the sector, both at management (MoEHE) and school levels. Some of this assistance has been disbursed to Government accounts and managed through the regular Government budget management system and thus captured by the Government budget and accounts. However, in many cases, and from many donors/NGOs, project funding has been disbursed directly to special accounts under the management of MoEHE Directorates or schools.

Some development partners and NGOs support government schools through their own managed and executed projects with limited disclosure of the amounts spent, and if disclosed, not in a format compatible with a public accounting system to consolidate the information with other data. The latter is typical for the technical assistance offered in which the contracting is often done by the development partners themselves who also pay the supplier directly.

In addition to the above, data on Municipal Education Tax were collected. The tax is deposited in a special account. It does not feature in the municipal accounts and in the MoEHE consolidated financial statements.

³ IMF Government Finance Statistics (GFS) classification codes.

School-based survey

Another specific challenge was to capture information on additional resource flows for recurrent and capital expenditures at different levels of the education system from municipalities as well as from parent and community contributions. To capture and triangulate this information, a school-based survey was conducted among a sample of schools. The data collected were merged with school census data from EMIS.

The survey covered a stratified sample of 87 government schools in West Bank and 17 in Gaza i.e. 5.2% of all Government Primary and Secondary schools. The sample of 107 schools was selected from the EMIS database. The sampling was done in two steps; first by selecting two strata; West Bank and Gaza, and secondly; by Governorate using school “population density” as a criteria. The latter correlates with types of schools (as defined by their combination of grades), the availability and access to land, and the impact on mobility due to the political environment. The list of schools sampled is attached.

Table 1 – Sample of schools for school-based survey

Governorate	Number of schools
Gaza	17
Khan Younis	5
Rafah	3
West Gaza	9
West Bank	87
Bethlehem	14
Jenin	16
Jerusalem Suburbs	7
Nablus	8
North Hebron	11
Ramallah & Al-Bireh	19
Salfeet	8
Tubas	4
Total	104

A survey tool was developed and pre-tested with some schools to assess the type and format of information that would be available at school level. The revised survey tool, a questionnaire, was sent out to the 87 schools selected in West Bank and subject to follow up interviews by an enumeration team of three persons for quality assurance purposes. For West Bank the response rate was 100% although for 3 schools the information was incomplete.

The survey could not be implemented in Gaza for unknown reasons despite MoEHE repeated efforts to assist in supporting the survey team. This is unfortunate since disaggregated data on public spending and private contributions in Gaza are limited.

The survey tool included several questions related to information already available from other sources. This allowed the survey team to test the correctness of the response by reconciling the data with other sources. It also served to test the credibility and consistency of data from various sources.

EMIS data

EMIS is a system operated by MoEHE serving as one of the main tools in sector planning and monitoring sector development. The EMIS data contain a wealth of information and is a school census covering all schools. It is the main source for analyzing sector performance and in compiling information on enrollment, teacher and student attendance and performance. It can be used for monitoring of infrastructure developments and utilization and is the main data source for sampling when implementing surveys.

MoEHE provided the team with a subset of school data covering all the 2004 Government schools for the school years 2005/06 – 2011/12. The subset was further developed by generating several new indicators and the data were consolidated with data from other sources like the government payroll, data on school and classroom construction financed from MoEHE and externally funded projects as well as information from the PER school-based survey.

If all the other data sources (including payroll, school-based performance assessment records from school inspections, records of infrastructure investments and distribution of school level inputs from MoEHE and its Directorates, to mention a few), used the same school ID as the EMIS system, the EMIS system could serve as a powerful tool for financial monitoring to assess efficiency and effectiveness of public spending. It could serve as a tool for guiding supervision and inspections in selecting schools by applying a risk based approach, i.e. prioritizing schools which reveal challenges along several dimensions. A few examples: 1) If data on new schools and classrooms invested in by MoEHE were presented by School ID, MoEHE could better monitor utilization and improvements as a result of investments; 2) If other Directorates of MoEHE did the same they could monitor utilization of inputs at school levels including inputs from others than themselves by a “calculation” of the difference between what is recorded in EMIS compared to their own records; 3) Combining payroll data with EMIS data could potentially improve monitoring of actual teacher attendance in the schools by assessing variance between the two sources of information.

Payroll data

The payroll database was shared with the PER team containing data on all monthly salary payments charged to MoEHE’s budget from 2005 – 2012 for all personnel in West Bank and Gaza. This has been used to analyze expenditures on salaries by different levels of the system i.e. MoEHE, its district level Directorates, and teachers as well as non-teaching staff at schools. The latter enabled segregation of salary expenditures between teachers and non-teaching staff at the school level.

For non-wage inputs presented in the state accounts, some smaller items could not be segregated by MoEHE, Directorates or School level expenditures. In these cases the share of payroll has been used as a proxy to estimate also the share of these non-wage inputs.

Payroll data were obtained both from MoF (who maintains the payroll and executes salary payments) and MoEHE who has access to the same database of information. The data were compared with EMIS data on school personnel⁴. There are deviations between the number of teachers and non-teaching staff on the payroll and those recorded in the EMIS system. The payroll is likely overstating the number of staff in cases where there are changes within the year in which employees are resigning/retiring from the posts simultaneously as new personnel is recruited. For analysis of unit costs the MoF/MoEHE payroll data were used.

Other sources of information

This review has also consulted numerous studies of the education system in general as well as studies on specific topics related to the sector, among others research reports, annual monitoring reports and other information produced by MoEHE and others. However, apart from additional survey data from MoEHE's own research as well as others, this PER has used the primary data source (like MoF/MoEHE accounting data and EMIS/inspection data), not secondary sources of information contained in other reports. The challenge has not been availability of data and information but rather to consolidate the information from the different sources. It should be noted that the last full sector analysis was carried out in 2006, thus a full sector analysis covering formal, non-formal, basic, secondary, tertiary and TVET in an integrated approach could be considered as an element of the new EDSP.

⁴ EMIS data on staff positions are not available for Gaza for the school years 2008/09 and 2009/10.

3 OVERVIEW OF THE EDUCATION SECTOR

The Palestinian education sector has emerged and continues to emerge from Israeli occupation and indeed could be said to have survived and thrived in spite of the occupation, a tribute to the resilience of the Palestinian people. The recent political challenges affecting Gaza and West Bank have also repercussions on the education system, (currently there are two *de facto* systems operating). In West Bank, as a result of the Oslo Accords, Areas A, B and C present different challenges (especially in Area C) as well as the deteriorating situation in East Jerusalem.

There is no general education law because of the decision to defer the development of a general law until the final status negotiations for the territory are complete. International law is used to guide education rights and responsibilities, and a number of regulations have been issued by the various ministries.

The Basic Law was passed by the Palestinian Legislative Council (PLC) in 1997 and ratified by President Yasser Arafat in 2002. It has subsequently been amended twice. In 2003 the political system was changed to introduce a prime minister. In 2005 it was amended to conform to the new Election Law. The 2003 reform was comprehensive and affected the whole nature of the Palestinian political system, whereas the 2005 amendment was only minor and affected only a few paragraphs.

Following the Oslo Accords in 1993, the Palestinian Authority (PA) assumed responsibility for their education system. Basic education covering ten years of schooling is compulsory and free. A Ministry of Education and Higher Education (MoEHE) was formed as part of the national government structure and is responsible for general and higher education.

The 1998 Law of Higher Education established two frameworks for higher education:

1. Central national planning and supervision by the ministry and, after its formation in 2003, the Council for Higher Education; and
2. Self-management, self-monitoring, and self-control at the institutional level.

In addition, the Law of Higher Education gave responsibility to MoEHE for accreditation and quality assurance of teacher professional development programs provided by the national universities.

Since the Ministry was first established in 1994 it has undergone a number of transformations including a period of segregation into two ministries, one for basic

education and one for higher education and is currently (from mid 2013) again a Ministry of Education and Higher Education. It is organized at central level under the Minister, Deputy Ministers, General Directorates and Directorates⁵.

The school system comprises of a compulsory 10 year basic cycle with a Preparatory level from Grade 1-4 and Empowerment level from Grade 5-10 followed by a two year Secondary cycle with two streams: academic and vocational. Performance is evaluated through a system of tests and assessments.

National tests (the Unified tests), national assessments and a final senior level examination (the Tawjihi) are used to assess student and school academic performance. In addition, Palestine takes part in the Trends in International Math and Science Study (TIMSS) which test math and science skills at Grade 4 and 8 levels across 63 countries worldwide (high/medium/low income countries).

Reform is ongoing in the education sector as the ministry strives to respond to the ever changing challenges in the system. Reforms are articulated through the Education Sector Development Plans of which the Education Development Strategic Plan (EDSP 2008-12) is the second. A follow on Sector Plan is in the process of preparation and will cover the period 2014-19 (to align it with the timeframe of the incoming national development plan).

Policies in general education are guided by international commitments such as the Education for All (EFA) goals and the Millennium Development Goals (MDGs), based on the Convention of the Rights of the Child. The policies revolve around the goals of access, equity, quality and management. Ongoing reforms focus on curriculum and teacher training and development.

While EDSP is regarded as a sector program, two critical sub-sectors will likely be given more attention in the next phase of EDSP: pre-primary education (in view of its impact on pupil retention and performance in primary and secondary levels), and on technical and vocational education, in view of the unemployment problems in the Palestine and of the need to equip students with new technologies and relevant social and communication skills.

⁵ The administrative structure of the Ministry includes 22 fields' directorates (districts offices) of education, including 16 in the West Bank and six in Gaza.

4 EDUCATION SECTOR PERFORMANCE

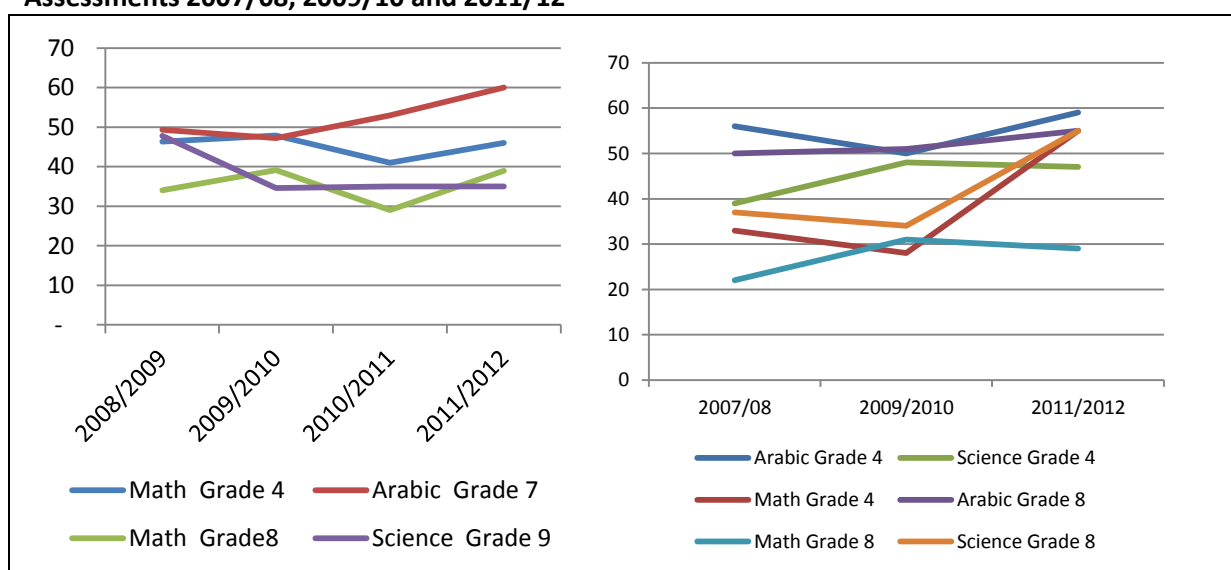
The education sector in Palestine has made remarkable progress in less than two decades of operation. Near universal access at basic education has been reached, test scores have improved and in comparison to other (Low and middle-income) countries in the region the system performs as well as most countries and better than some. Teachers and students have coped with major obstacles to teaching and learning – especially the presence of the occupation forces – and have shown great resilience in keeping to their tasks.

However, there are other observations that reflect prevailing challenges; the less than targeted improvement in quality and, the apparent inequity between and within schools in terms of resources and achievement. This PER recognizes that quality is not only difficult to attain – it is difficult even to define – but for the general public it is examination performance which is the test of the system. In most tests, students do well in lower order skills (memorization) but less on problem solving and other higher order skills. This points to the kind of teaching learning activities in the classroom and the role that the current curriculum plays on the overall structure and implementation of learning.

Pupil achievement is measured in three ways:

- Unified standard achievement tests administered annually in all subjects.
- National assessments carried out on a sample of 4th and 10th grade schools biannually in Math, Arabic and Science.
- TIMSS (Trends in International Math and Science Study) carried out every four years – in 63 countries across the world allowing Palestine to compare its performance with countries as diverse as Finland, Korea and South Africa.

Figure 1 -Test scores by subject from Unified Tests 2008/09 – 2011/12 and from National Assessments 2007/08, 2009/10 and 2011/12

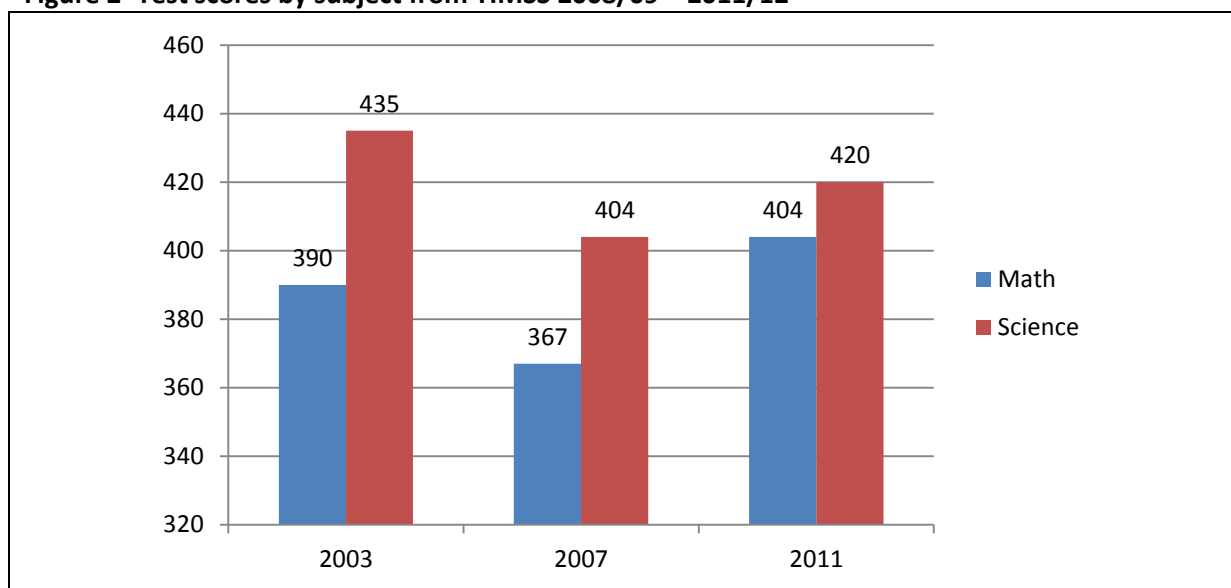


Source: MoEHE

Results of unified tests over the years have generally improved but with variations from one year to another and between subjects as illustrated in figure 1. While test scores for Arabic have improved, the development is mixed as concerns Math and with a decline in Science.

The results of the National Assessments confirm to some extent the same development as the Unified test scores although results over the longer period of time as presented in figure 1, the trend is a general improvement for some subjects while others only show marginal change.

Figure 2 -Test scores by subject from TIMSS 2008/09 – 2011/12



Source: MoEHE

Palestine has participated in TIMSS since 2003. Comparing the TIMSS score of Palestine with other countries at the same income level measured in GDP per capita put Palestine at the upper end in terms of scores, i.e. results compare well with other Lower Middle Income countries as well as countries in the region. The results from 2003 to 2011 does, however, display no major change although in the intermediate period from 2007 to 2011 a major improvement.

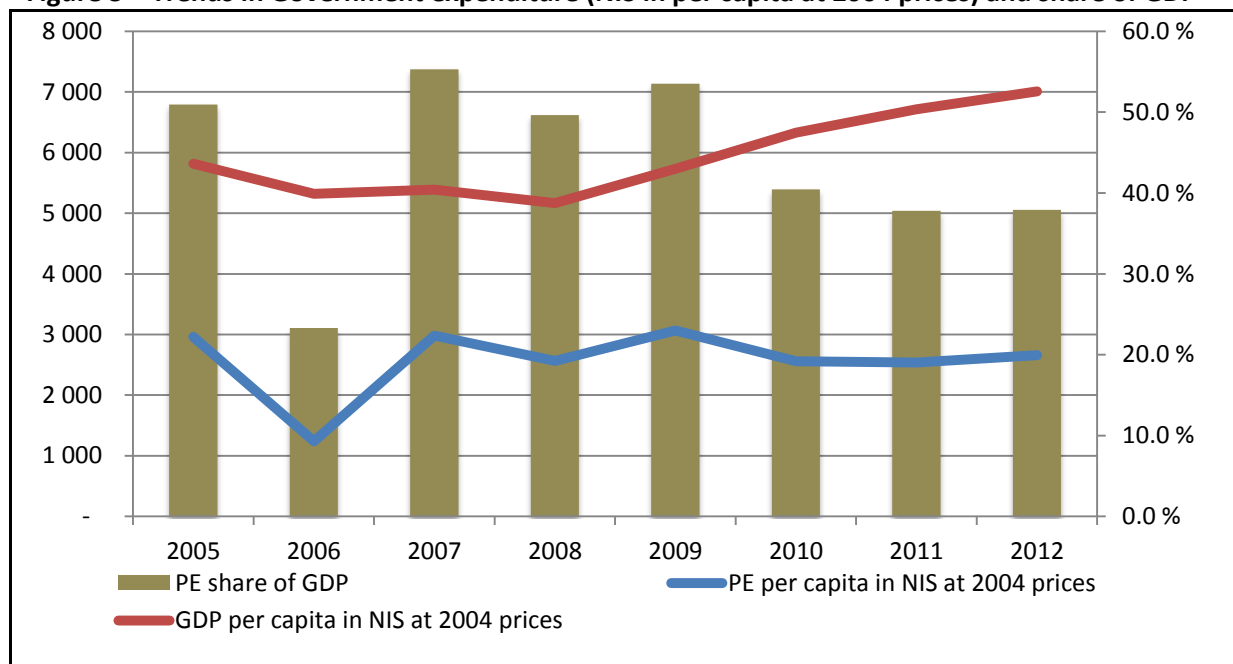
As a general observation it can be said that Palestine has made considerable progress although mostly in low level skills and less beyond the memorization level. Trends in performance show modest but not yet a consistent improvement based on the test scores presented above. This reflects more on teaching quality than on the ability of students. As an example, according to the M&E report of the MoEHE the time spent on active involvement of students in the classroom was only at 10.5% in 2012.

5 TRENDS IN PUBLIC EXPENDITURES ON EDUCATION

5.1 OVERALL TREND IN PUBLIC EXPENDITURES

Palestine has been characterized by a large public sector which has challenged the sustainability to maintain public service employment and service delivery for its population in an otherwise volatile environment. However, over the period 2005 – 2012, the growth in real GDP and domestic revenue has been at a higher rate than public spending resulting in a more sustainable level of public expenditure. Over the period growth in real GDP per capita (measured at constant 2004 prices) has been approximately 20.5% (equivalent to 3.7% per year). At the same time public expenditure has declined as share of GDP from 50.9% to 37.9% following rationalization and streamlining of public service delivery and due to the decline in available external finance. Public expenditure per capita has declined and was 10.3% lower in 2012 compared to 2005.

Figure 3 – Trends in Government expenditure (NIS in per capita at 2004 prices) and share of GDP



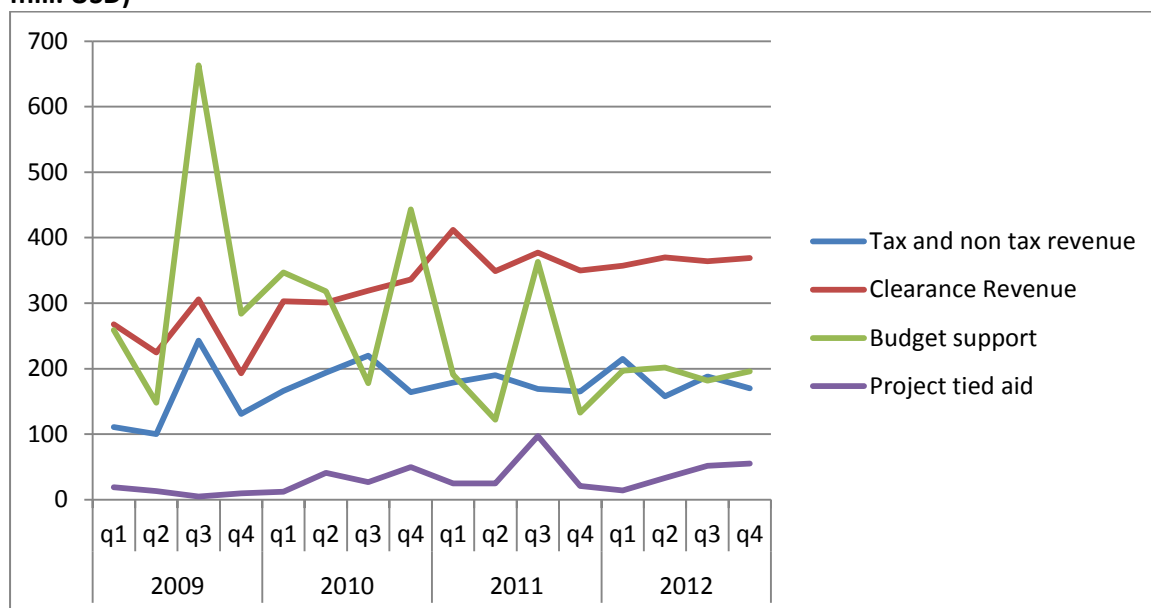
Source; MoF

The Government revenue performance has improved over the last years with domestic tax and non-tax revenue increasing by 7.1% and as share of total finance from 16.2% in 2008 to 23.6% in 2012. During the same period Clearance Revenues⁶ have increased from 32.3% to 47.3%.

⁶ Clearance revenues are import duties levied by the Palestinian Authority. Under the terms of the 1993 Oslo Accords it is collected and handed over by Israel, who controls almost all access to the West Bank and Gaza.

Contributions from external financing partners in form of conditional and non-conditional budget support and project support declined with a resulting increase in domestic lending to finance the budget. External contributions in the form of budget support declined as share of total finance for the budget (domestic and external) from 50.8% to 25.1% while project financing declined 6.2% to 5.1% during the same period. While it means a reduced dependence on external financial partner contributions it has resulted in a constrained fiscal situation the last years.

Figure 4 – Quarterly receipts of revenue and finance for the state budget by source, 2008 - 2012 (in mill. USD)

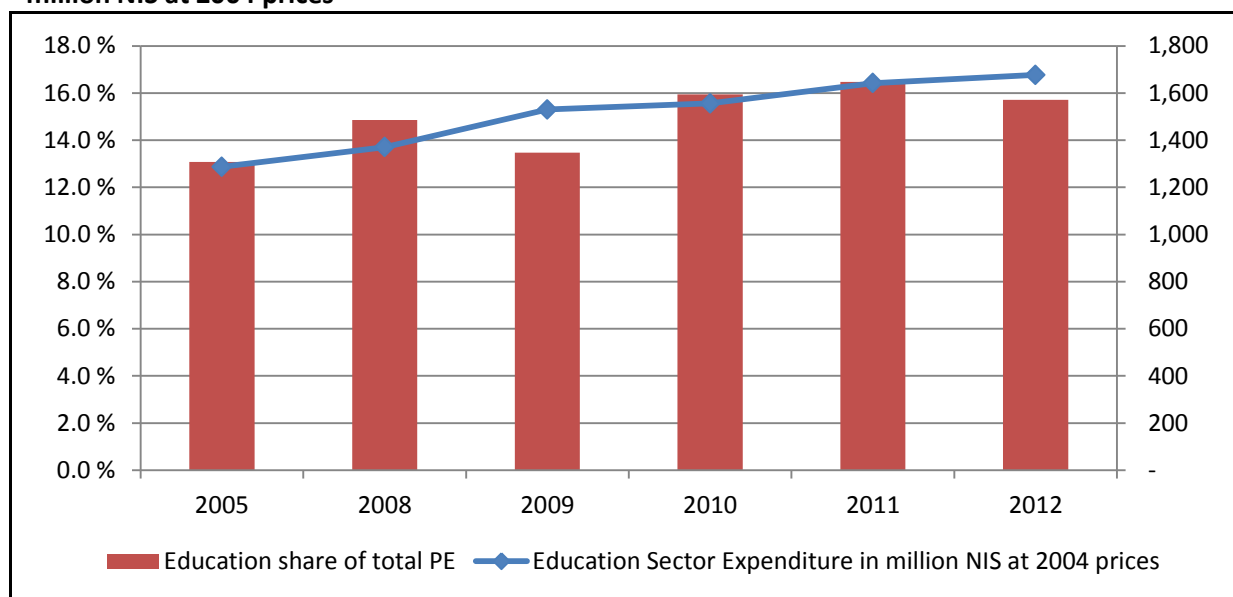


Source; MoF

In Palestine budget support and project aid have been a highly volatile form of finance which has throughout created significant challenges for Government cash management and budget execution (ref. figure 4 showing significant variations in levels of finance from one quarter to another and over the entire period). Furthermore, the Israeli government has at times withheld transfer of Clearance Revenues which further impact on available cash to execute the budget. This has in turn impacted, among others, on education sector spending with times of delay in even paying salaries for teachers and other staff on the PA payroll serving in Government schools.

Spending on education has increased in real terms. In some years the increase has been more than growth in total expenditures resulting in a higher share of public expenditure on education than eight years ago. In 2012 education accounted for 15.7% of public expenditure as compared to 13.1% in 2005.

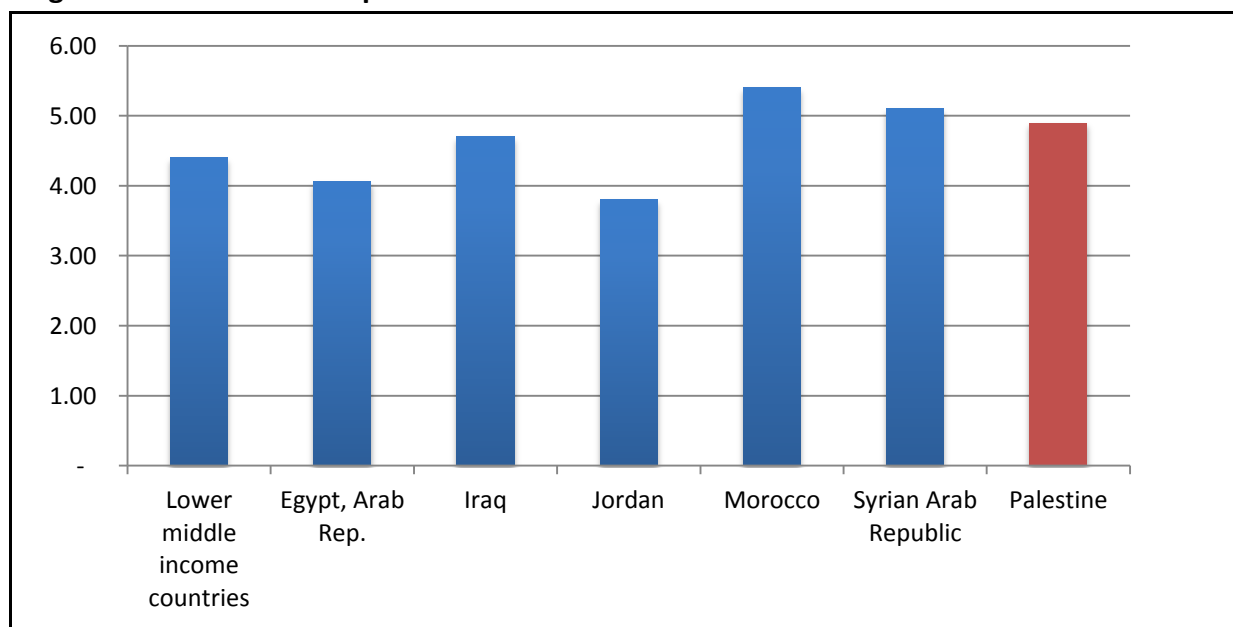
Figure 5 - Government expenditure on education as share of total public expenditure and in million NIS at 2004 prices



Source; MoF

Spending on education constitutes approximately 4.9% of GDP. Measured as percent of GDP it is on par with other Lower Middle Income countries and countries in the region although a lower share of the government budget is allocated to education in comparison with many of the other middle income countries in the North Africa/Middle East region.

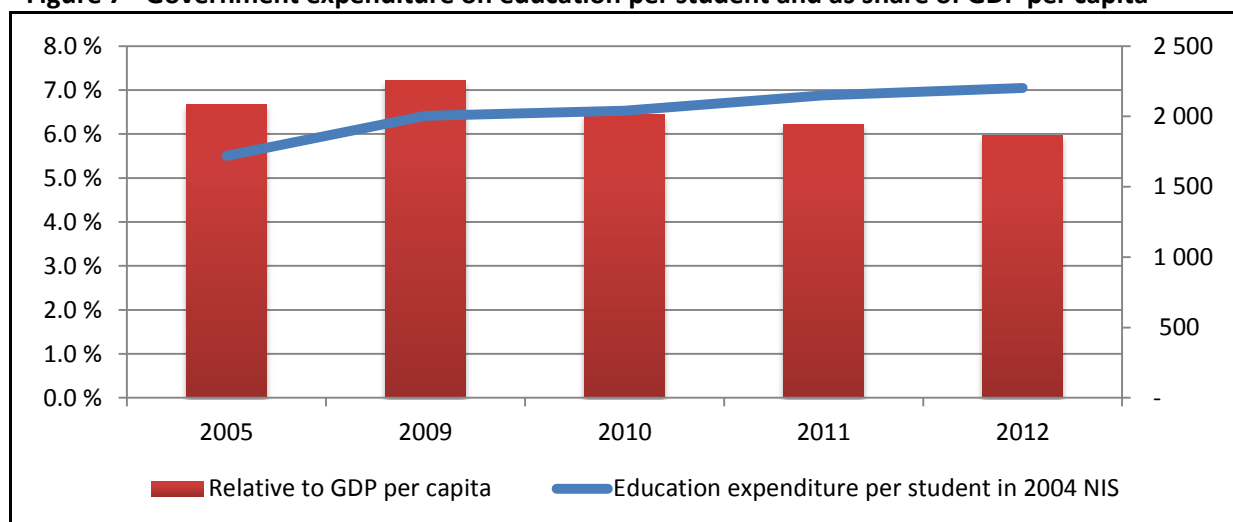
Figure 6 - Government expenditure on education as share of GDP in 2011



Source: World Bank World Development Indicators and MoF data

Public expenditure for education has increased measured in NIS per student at fixed 2004 prices although declining relatively to GDP per capita. Growth in per capita levels has been higher than expenditure per student which is also a reflection of the declining trend in PE as share of GDP in general.

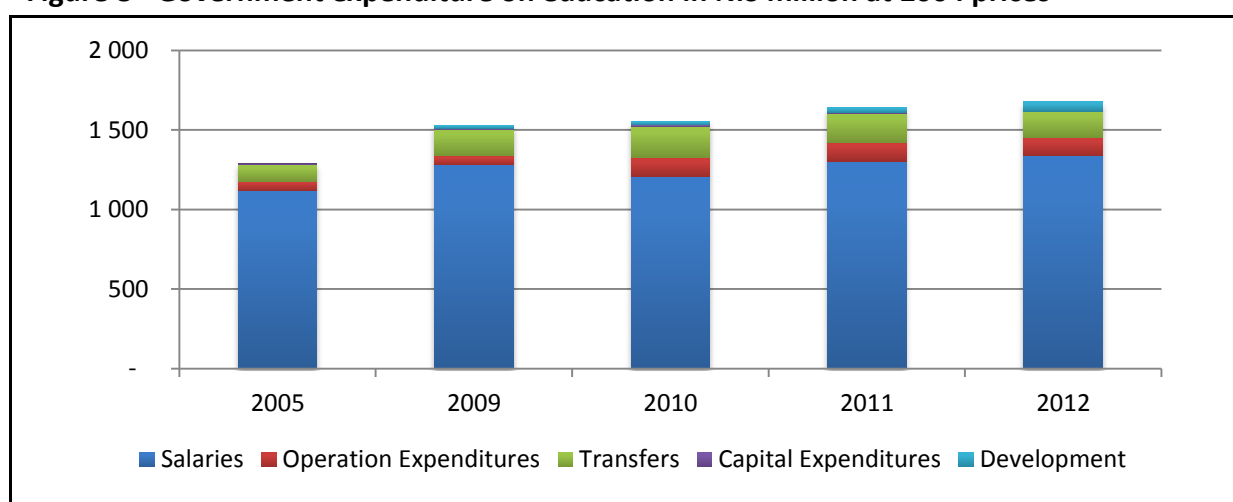
Figure 7 - Government expenditure on education per student and as share of GDP per capita



Source: MOF data

The composition of Government expenditure for education in total has changed over the years. Wages and salaries constituted the major share with 79.8% of total expenditures in 2012 although declining from a level of 87.1% in 2005. The wage bill has increased by 19% from 2005 to 2012 measured in constant prices. The increase can be attributed to additional employment of staff, in particular teachers and non-teaching staff at government schools, while the real wage rate has declined by 6.7% in total for all staff paid from the MoEHE budget during the same period.

Figure 8 - Government expenditure on education in NIS million at 2004 prices



Source: MoF

Non-wage expenditures increased as share of total education expenditures from 12.9% in 2005 to 20.2% in 2012. The level of non-wage expenditure was in 2012 more than double the level in 2005 of which transfers to tertiary institutions, various school level operational expenditures and inputs as well as investments in new schools and classrooms have accounted for the major share of this change. The change in capital expenditures can also be attributed to the efforts of the government to capture development partner assistance to

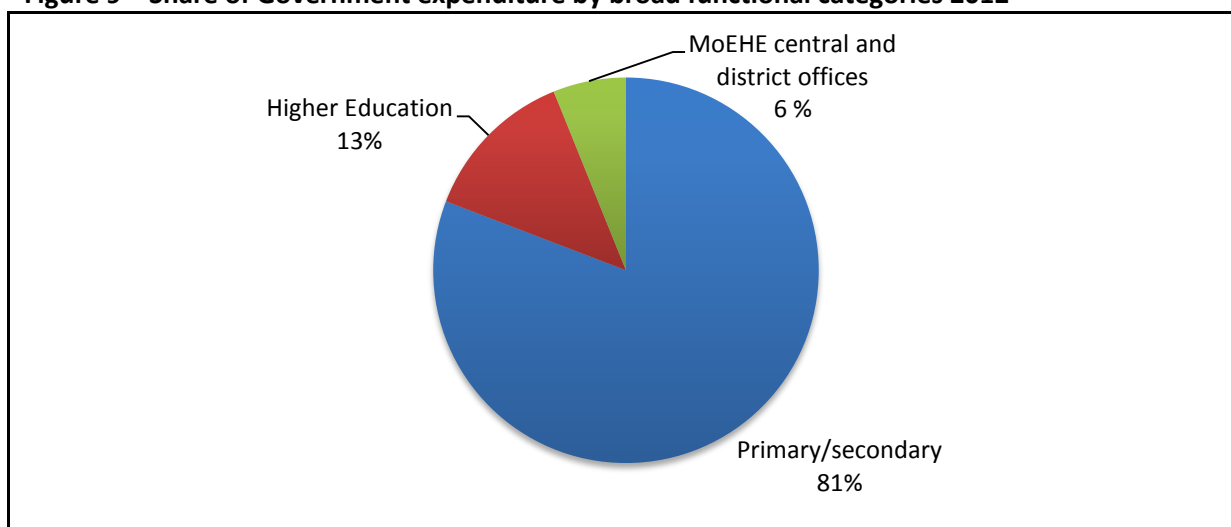
public sector institutions, i.e. in an attempt to fully capture all resource flows by registering all bank accounts under respective ministry to which project tied aid is deposited⁷.

5.2 EXPENDITURE BY FUNCTIONAL AREAS

The state accounts for Education do not follow COFOG⁸ or other standards to allow segregation of expenditures by administrative and functional units i.e. expenditure data are not segregated between primary and secondary levels. This is in any case not feasible today in Palestine since schools at these levels are not homogenous management units, i.e. for the school year 2011/2012 the 2004 government schools consisted of 61 different combinations of grades across different educational levels, from Preparatory level (grade 1-4) through Empowerment level (grade 5-10) to Secondary level (grade 11-12).

Accordingly, analysis of resource allocation and spending cannot be segregated by the levels of the education system despite that they require different forms of inputs also as concern teacher qualifications. This creates significant challenges in optimizing allocations along different segments of the system both with respect to teacher recruitment and deployment, for planning and implementation of physical facilities as well as other inputs.

Figure 9 – Share of Government expenditure by broad functional categories 2012⁹



Source: MoF state accounts

⁷ Improvement and streamlining of external project aid is also evidenced by the fact that the number of bank accounts in MoEHE holding donor disbursements for projects has been reduced from 53 in 2005 to 28 in 2012, although a very high number of bank accounts to reconcile and thus substantial fiduciary risk. The reduction in donor funded bank accounts is a step towards streamlining cash management with only one bank account for cash management and instead using the Government accounting system to segregate expenditures by source of funding.

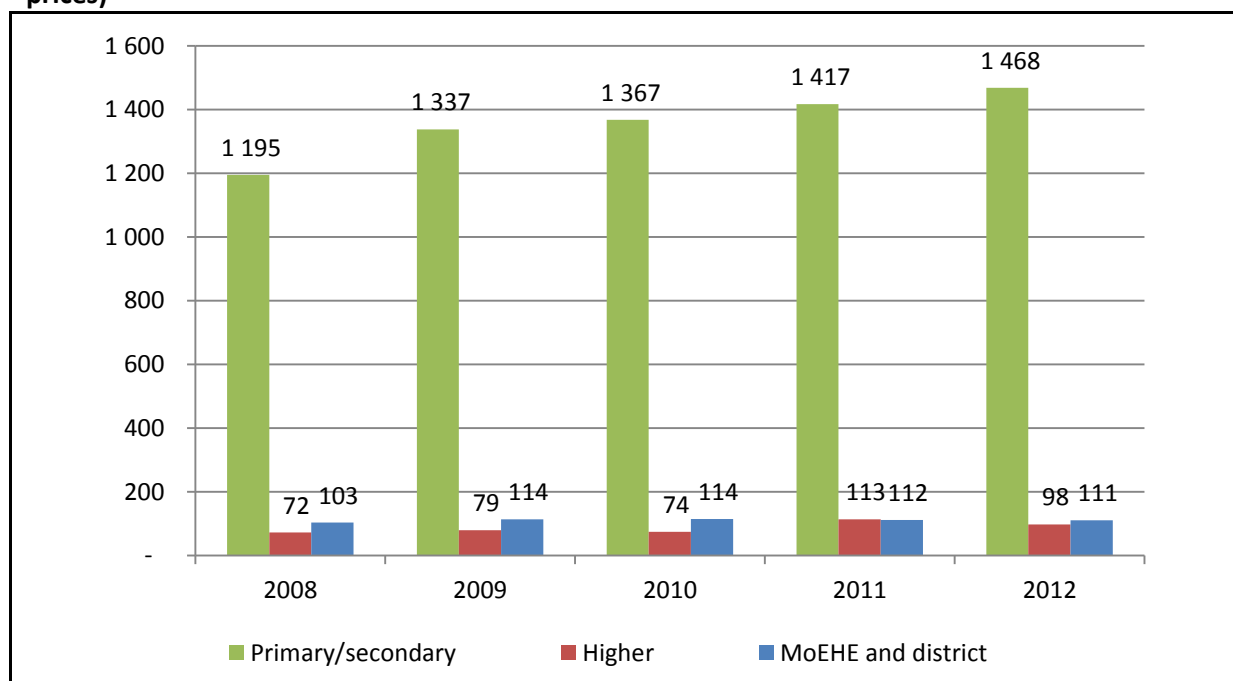
⁸ United Nations - Classification of the Functions of Government (COFOG)

⁹ The administration of education in Palestine is divided into Directorates. In this report District Education Offices mean an office of the MoEHE covering one Directorate.

However, survey data presented in sections below have allowed analysis of recurrent expenditures at school levels. Furthermore, wages and salaries including social benefits and allowances have been segregated into different administrative and functional levels using payroll data. The same also applies to certain recurrent primary/secondary school level inputs that can be identified in the Government accounts as well as transfers to tertiary institutions and student grants. By segregating the cost of supply of textbooks and procurement from other school level inputs as well as classroom construction, then using distribution of salaries as a proxy for the share of remaining non-wage expenditures, an estimate of expenditure by administrative levels has been made.

Using the above approach to estimate sector distribution the data show that in 2012 (ref. figure 9) an estimated 81% was spent on primary/secondary education, 13% on higher education with the balance of 6% on management and administration. The latter figure compares well with that of many other countries.¹⁰

Figure 10 – Government expenditure by broad functional categories 2012 (NIS million at 2004 prices)



Source: MoF

Expenditure on service delivery functions, meaning primary/secondary schools as well as tertiary education institutions has over the years increased their share of the education budget on account of the management and supervision functions of MoEHE and its district level Directorates i.e. gradually more resources have been allocated to “frontline service providers”.

¹⁰ Country data show that management and administrative costs of central and local government authorities constitute between 2% to 11% of total sector expenditures. Ref. among others “The level of government expenditure on education varies between states”, Laurent Freyssson and Laura Wahrig, Eurostat, 2013.

6 SOURCES OF FINANCE

6.1 MULTIPLE SOURCES ARE FINANCING PRIMARY AND SECONDARY EDUCATION

Government revenues and domestic lending, external budget support and project funding from external development partners, projects implemented by non-governmental entities and other contributions from parent and communities, all contribute to financing of the government primary and secondary schools. They do so basically through the following approaches, some captured by the state accounts, others not:

1. Conditional and unconditional grants (budget support) adding resources to the Government budget managed through the regular Government budget execution system. In addition to domestic revenues, “budget support” constitutes the main source of external funding for the education budget. A majority of the grants are disbursed against Government spending on specific budget heads (earmarked sectors and/or type of expenditures like salaries, operational costs and/or investments)¹¹. In total these resources constituted 20.5% of total government expenditures in 2012 i.e. indirectly financing 20.5% of the MoEHE budget. The contributions from the Development Partners disbursing money for education through a Joint Financing Arrangement (JFA) falls under this category¹².
2. Added to the amount of grants to finance the government budget are numerous project contributions managed by MoEHE with payments subject to regular Government internal controls and accounted for through the regular state accounts. They accounted for an estimated 3.0% of Government expenditure on education in 2012 with contributions from 18 external development partners financing 23 projects.
3. There are numerous (small scale) projects financed by funds disbursed directly to MoEHE Directorates or schools bypassing the regular internal controls and accounts of the Government. In total they contributed an additional 30.8 million NIS in 2012 with contributions through 38 projects financed by 18 different external partners. These contributions were equivalent to 1.4% of the Government budget on education. Of this amount 26.0 million NIS were for construction of classrooms and

¹¹ General Budget Support (GBS) is a term used for development partner contributions adding to the general revenue of the government not earmarked any particular expenditure. Disbursement is usually contingent on general fiscal performance stated in an agreed Performance Assessment Framework (PAF). Sector Budget support (SBS) is a term used for the same disbursement arrangement as GBS although in this case disbursement triggers are linked to policy actions and/or developments of a specific sector. In Palestine “budget support” is in most cases neither of the above two but contributions earmarked specific expenditures. The term “budget support” is used because the money is disbursed to bank accounts managed by MoF i.e. like project tied aid but managed centrally by MoF rather than by sector ministries.

¹² In 2012 this included disbursements from four development partners; Finland, Germany, Ireland and Norway.

schools, 2.6 million NIS for school rehabilitation with the balance of 2.3 million NIS as contributions to other school level inputs through 20 projects.

4. There are additional project contributions not captured by the Government. These are projects with payments executed by external partners themselves who procure goods and services provided directly to MoEHE and/or other institutions of the education system. The actual cost is not accounted for by MoEHE since they do not control or process any part of the payments. This is among others the case for a major share of technical assistance/consultancy services provided by external partners. The monetary value of these contributions is unknown¹³.
5. Community contributions, contributions from NGOs and other private sector entities are provided directly to schools. These are not registered in Government accounts. However, a consolidated statement of some of these contributions with input from Directorates was prepared by MoEHE. In total these contributions constituted a small share of total expenditures (approximately 2.4% of Government total expenditures on education) in 2012. However, they constitute an important resource input for non-wage spending and for some schools used for financing of extra classes/teaching. Furthermore, the school-based survey conducted for this PER suggests that schools receive more both in cash and in-kind contributions from parents, communities and others than what is disclosed in the above mention consolidated statements¹⁴.
6. An education tax collected by some municipalities/governorates. The tax is collected by some municipal authorities in West Bank. The funds are not included in the Government budget and accounts. In total the tax financed expenditure of an additional 1.9% when compared to total Government expenditure on education in 2012.

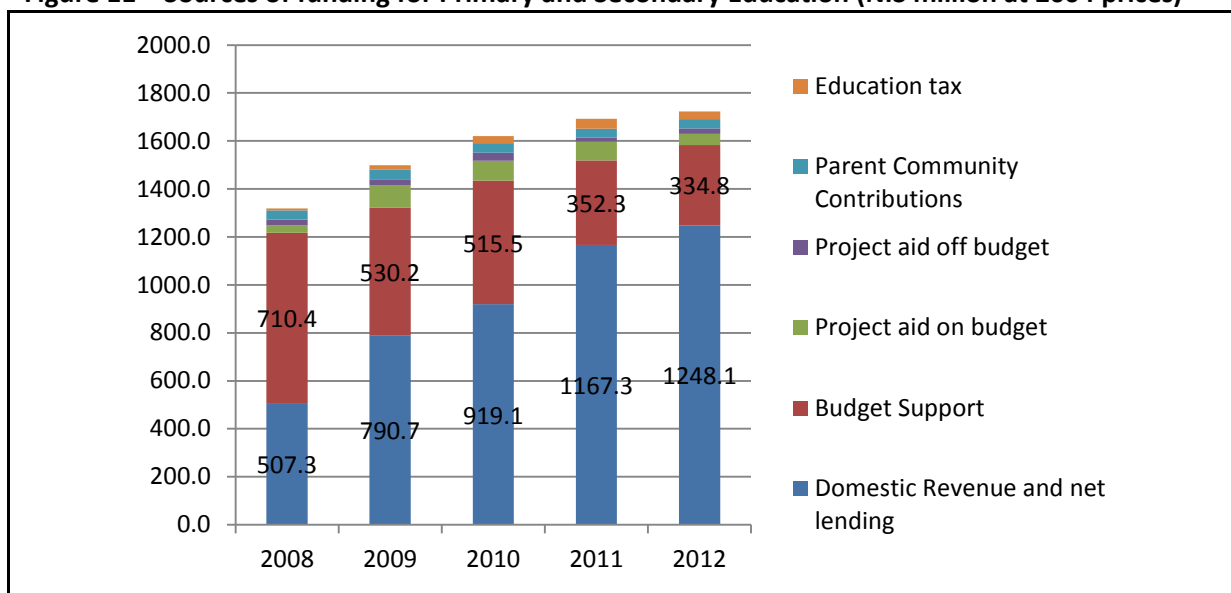
In figure 11 the different sources of funding have been displayed. Central government resources have been segregated by domestic finance (including clearance revenue and net domestic lending) and budget support. Over the years the latter has been reduced both in real value and as a share of total Government revenue while there has been a significant increase in domestic non-tax and tax revenues as well as Clearance revenues. In 2008

¹³ An attempt was made to estimate the value of these contributions, some few even including construction of schools. However, the information was presented in a manner that could not be reconciled with conventional classification of expenditures. Furthermore, figures presented were sometimes commitments, sometimes disbursements and sometimes actual expenditures. For some it excluded internal management costs and overhead charged to NGOs and other project implementers and sometimes only totals for several years or by year but for different fiscal years than the Government of Palestine. The information collected however, suggests that in total the amount is not of significance and thus would not impact on the overall trends presented.

¹⁴ This may among others be because schools have to transfer a share of the parent contributions (“student contributions”) to Directorates that in turn transfer a share to MoEHE i.e. there is a strong incentive for schools not to disclose the full amount or classify some of this revenue as received as additional contributions that are not to be subject to sharing with Directorates and MoEHE.

budget support¹⁵ financed 56.9% of government expenditure while in 2012 the share had declined to 20.5%.

Figure 11 – Sources of funding for Primary and Secondary Education (NIS million at 2004 prices)



Source: MoF/MoEHE and PER school survey data

Additional external funding to specific projects in the education sector has declined over the last years both in real value and as a share of Government financing for primary and secondary education. In 2009 it was at its peak with 8.4% of total expenditures declining to 4.3% of expenditure in 2012. Parent and community contributions accounted for an addition of 2.4% to Government expenditure while the Education tax for an additional 1.9%.

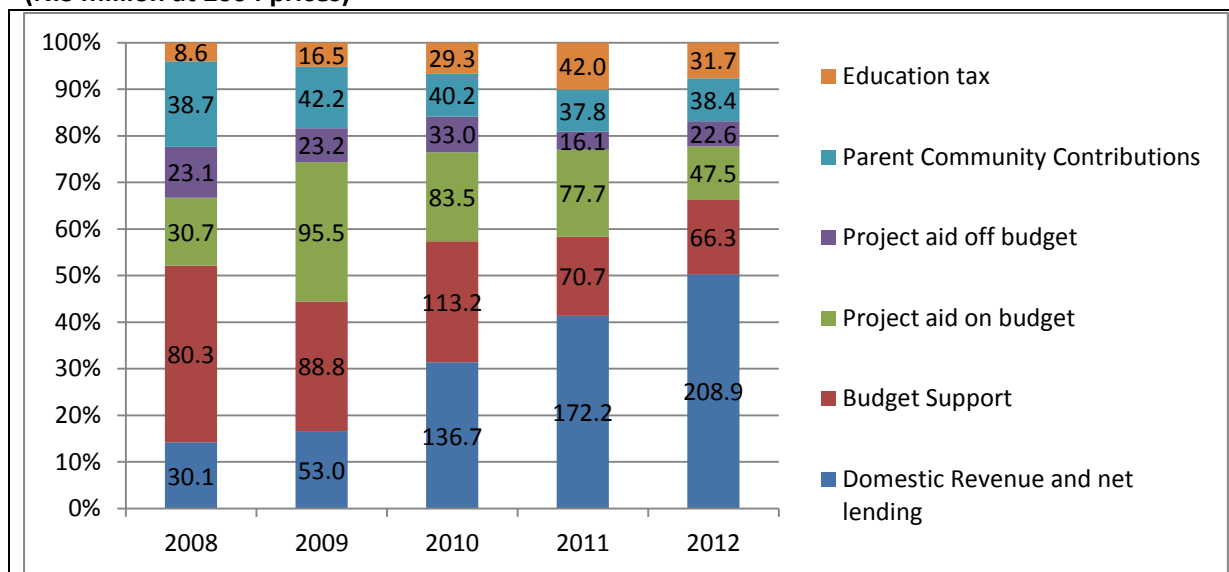
The above reflects a reduced dependency on external finance. The share of total external finance for the sector has declined when also including budget support from a level of 61.2% in 2008 to 24.8% in 2012.

While external funding (through externally funded education sector projects), parent and community contributions as well as the education tax constitute a marginal share of total education sector spending, they still make a significant contribution to non-wage expenditures such as classroom construction, school improvement activities and various operational costs.

Government finance from domestic revenue and budget support constitutes the main source of funding for total non-wage spending in 2012 (66.3%). However, externally funded projects provided an additional 16.9% of total non-wage resources in 2012, parent and community contributions an additional 9.3% and education tax 7.6%.

¹⁵ Excluding earmarked funding for the education sector.

Figure 12 – Distribution of funding for non-wage spending on primary and secondary education (NIS million at 2004 prices)



Source: MoF and MoEHE

A major share of the externally funded project contribution is for classroom construction and rehabilitation as well as equipment for schools. Managing and coordinating these resource flows, in 2012 from 41 different funding partners providing financial contributions through more than 51 projects, suggest a high transaction cost when compared to the share of total non-wage contributions made. On average, the disbursement per project in 2012 was only approximately 52,000 USD.

Some of the sources are not fully considered in the MoEHE planning and budget process. This is partly because information is not fully disclosed to government and/or at the appropriate time in the budget process. It is also partly because it requires significant efforts to consolidate the information from the external funding partners as well as other sources like parent and community contributions and the municipal education tax.

The EDSP is the main tool for aid coordination and should be advocated more rigorously as the guide to be followed by all external partners. The reduced dependency on external finance that is earmarked specific projects can potentially be substituted in the medium term by domestic and other sources of finance like the reimbursable sector budget support instrument promoted by some external partners through the joint financing agreement (JFA). The latter could potentially serve as the main tool for disbursement of external financing to the education sector (as with other sectors of the government) since it carries lower transaction costs and ensures that the resources are fully taken into account when planning and allocating resources for the sector.

6.2 PARENT AND COMMUNITY CONTRIBUTIONS

According to MoEHE statements on cash receipts to Directorates and schools, the main source of these contributions are from parents (“student contributions”). These are contributions (“fees”) that are paid by each student. In 2012 it was equivalent to an average of 30 NIS per student¹⁶. Of the amount collected by the schools approximately 14.3% were transferred to the Directorates and an additional 2.3% transferred to MoEHE.

The other main source of revenue appearing in these statements is revenues from school canteens which on average were 23 NIS per student. In addition, the statements show 11 other sources of cash contributions to schools of which local community contributions are the largest with 4% of total school level cash revenue.

The MoEHE Directorates had nine other cash revenue sources in addition to transfers of parent contributions from schools. However, parent contributions transferred from the schools accounted for the major share of district level “Directorates” own revenue with 92.9% of total revenues.

The PER school survey indicates that school level revenues exceed what is captured by the above mentioned accounts. According to the survey, student contributions were on average 36 NIS per student and revenue per student from canteen 24 NIS. These figures do not differ substantially from what is captured by the MoEHE consolidated statements mentioned above. However, the PER survey data showed that there are other sources of cash contributions from local government, communities and others. These contributions add another 9 NIS per student.

An aggregation of the above figures from the survey suggests a total cash contribution to schools from the above mentioned sources of 40.5 million NIS in West Bank in 2012. If assuming similar contributions in Gaza¹⁷ the total cash contributions from parents, communities and local government authorities were 57.6 million NIS or 13.1% of MoEHE expenditures on primary and secondary non-wage inputs.

Of the above amount, the survey data indicate that 23.9% of parent contributions were transferred to the Directorates, i.e. the MoEHE accounts of the school level contributions based on statements from the Directorates reflect 81% of actual transfers compared to the survey data.

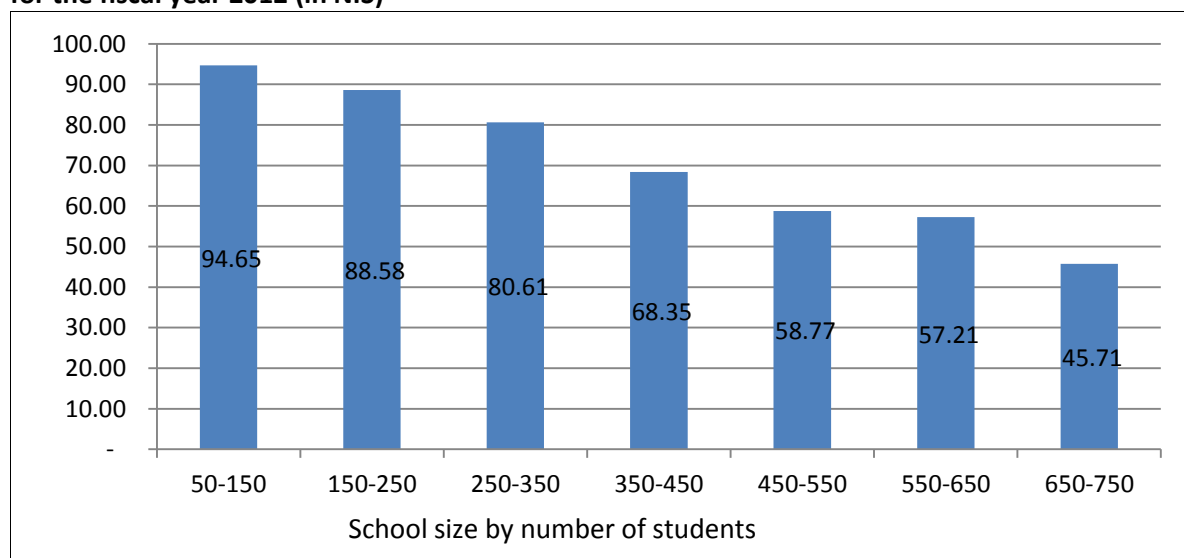
Over and above the cash contributions, schools also receive contributions in kind. While it is difficult to estimate the monetary value of these contributions for other than those financed from the MoEHE budget, an attempt was made to capture information about in kind contributions to schools such as free use of buildings for teaching including free water and

¹⁶ The data are only available for West Bank.

¹⁷ The survey could as yet not be implemented in Gaza.

electricity supply provided by some local authorities, teaching materials and equipment (desks, computers, lab equipment, office furniture) from private companies and communities, and for some, in kind contributions from NGOs. The estimated total value of these contributions captured by the survey proved to be small and equivalent to 14.8% of total school level cash revenue and contributions.

Figure 13 – Average total revenue and contributions per student by size of school in the West Bank for the fiscal year 2012 (in NIS)



Source: PER school-based survey

School level resource mobilization varies between schools. Smaller schools with fewer students generate more in revenue and cash contributions per student than larger schools. The average revenue per student for schools with 50-150 students is more than double the revenue per student of the largest schools (650-750 students) in the sample. The amount of revenue and contributions per student also increases with the school level, i.e. the higher the grades the school has the higher the revenue per student. Co-Educational schools at all school levels generate more revenue and cash contributions per student than female schools, and female schools more than male schools. Schools located in A and B areas generate 18% more revenue than schools in C-areas. However, there are significant disparities between the schools.

The significant disparity in the availability of school level resources could be resolved by introducing school-based financing to equalize cash distribution between schools of the same level of the education system if equalization in quality of service is an objective. Furthermore, the fact that parent contributions to schools are transferred to finance expenditure of Directorates and MoEHE, even if a small amount per student and small share of the education budget, schools function in this respect as “tax” collectors. The transaction cost associated with this form of transfer system is likely high if to adequately monitor the amount actually collected and the share to be transferred from the schools to the higher levels (ref. the difference in MoEHE statements on parent contributions and PER school-based survey findings).

Accordingly, the government of Palestine should consider discontinuing the procedure of transferring school contributions to MoEHE and its Directorates. On the other hand, to level out differences in resource levels at schools for non-wage inputs, the Government could instead introduce a formula based school grant system to complement other inputs procured centrally by MoEHE and the Directorates. This could also be part of a process to devolve more authority in expenditure management to the schools which all are equipped with management and administrative staff and already perform financial management functions related to cash contributions they receive.

According to survey information, all schools have a “school council” and parent/teachers associations that meet regularly¹⁸ with the school management. They function both as “advisory” and “oversight committees” related to school performance. In addition, the schools are subject to frequent monitoring and supervision visits by MoEHE Directorates.¹⁹ Accordingly, the schools already have a management functions and oversight mechanisms in place to manage cash grants transferred by a formula based and transparent school grant system.

6.3 EDUCATION TAX

The education tax is another source of revenue collected by some municipalities to finance education expenditures. It does not appear in the municipals accounts but is deposited into a special account. In 2012 it was collected by 27 out of 352 municipalities in West Bank. According to information from MoF and the Ministry of Local Government (MLG), it is not collected by municipalities in Gaza.

The education tax originates from the Jordanian education tax law (1/1956) where 3% tax for annual lease of a building was to be collected. The law was amended by military order (1194/1987) and the tax rate was raised to 7%. The tax is to be paid to the municipality by the lessee, not the owner. It is supposed to be collected only in those municipalities where MoF collects property tax, as it is based on property tax assessments.

The tax collected is earmarked for maintenance, repair and construction of government schools or for paying teachers’ salaries within the municipality area. For the year 2012 the tax was collected from 27 municipalities with a total amount of 43.2 million NIS. Of this amount six municipalities accounted for 92% of the tax collected namely Ramallah, Al-Bireh, Tulkarem, Nablus, Jenin and Petunia.

¹⁸ For most schools the “councils” meet six to seven times per year, in some cases monthly. Only for one school did the council meet “only” five times per year.

¹⁹ The PER survey showed that a majority of the schools were subject to monitoring visits by representatives of MoEHE directorates one to five times per quarter, some even more and a few cases more than ten times per quarter (weekly visits).

Table 2 – Education tax collected and total amount spent on education by municipality in 2012 (in NIS million)

Municipality	Tax collected		Expenditure
	Amount	Percent of total	
Ramallah	23.0	42.1%	15.2
Al-Bireh	13.2	24.2%	11.1
Tulkarem	5.7	10.4%	5.7
Nablus	4.7	8.6%	3.8
Jenin	2.4	4.4%	2.4
Petunia	1.2	2.2%	1.1
Other 21 municipalities	4.4	8.1%	3.9
Total	54.6	100.0%	43.2

Source; MoEHE and MoF

The amounts and number of municipalities appear to vary from one year to another, i.e. the tax does not appear to be managed consistently over the years. The education tax and its financing of inputs also add to “horizontal” fiscal imbalances across municipalities as concerns additional revenue for financing of education, an observation supported by analysis of Palestinian local government fiscal performance in general²⁰.

Over and above the education tax collected by municipalities and spent by MoEHE, the municipalities themselves also make contributions to schools financed from their own budget. In one survey of municipal expenditures²¹, 63% of the municipalities reported expenditures on school maintenance. These municipalities are assisting with operational expenditures in the education sector, which include renting places for education and financing school level inputs such as desks, blackboards, textbooks and supplies. In some cases part of the proceeds of the education tax also covers school construction/expansion. The above has also been confirmed by the PER survey of a sample of schools which showed that 35% of the schools received either contributions in cash or inputs paid by the municipalities including classroom construction and rehabilitation.

This form of tax and expenditure assignment creates an additional challenge in reducing disparities across schools and locations since the tax is only collected by some municipalities and only some municipalities provide additional resources to schools. The multiple divisions in assignment of fiscal responsibilities for education makes it challenging for MoEHE to fully capture the amounts and take them into consideration in their allocation of resources to schools. Rather than earmarking tax revenues for education, the education tax should be substituted by the above mentioned formula based school grant.

²⁰ Ref. among others “West Bank and Gaza; Municipal Finance and Service”, World Bank Report No. 52437-GZ, 2010 and “Local Government in Palestine”, Aude Signoles, Agence Française de Développement, 2010.

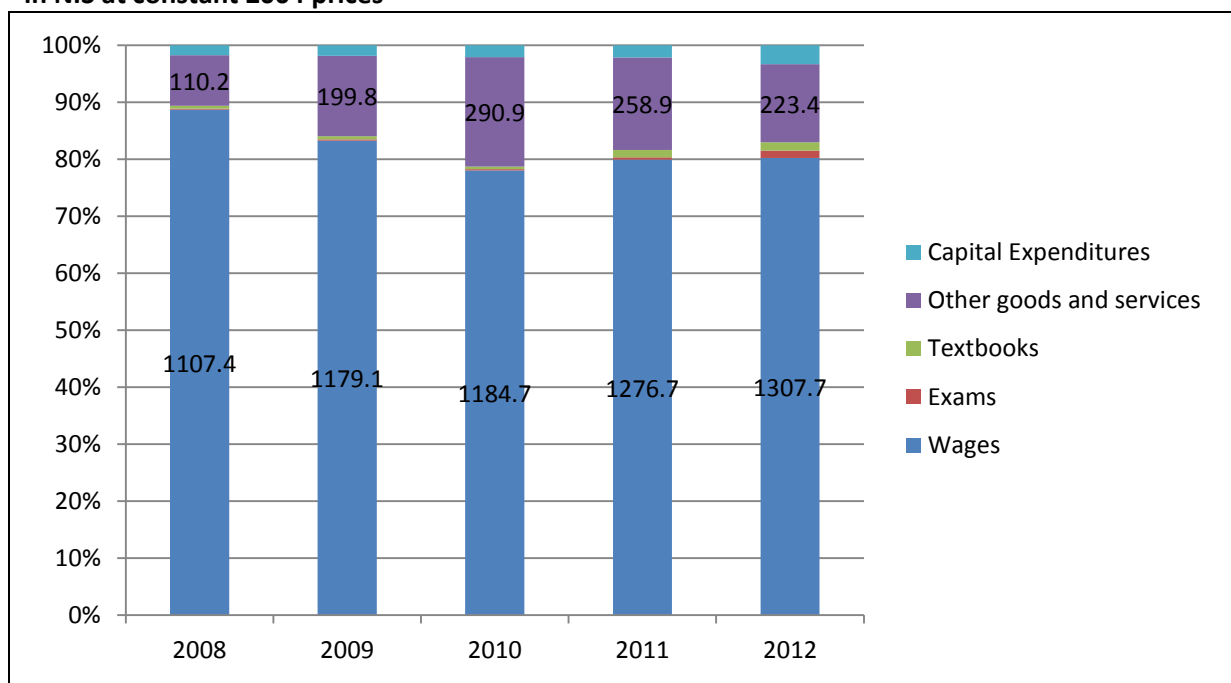
²¹ “West Bank and Gaza; Municipal Finance and Service”, World Bank Report No. 52437-GZ, 2010.

7 EXPENDITURE ON PRIMARY AND SECONDARY EDUCATION

7.1 DISTRIBUTION OF EXPENDITURE FOR PRIMARY AND SECONDARY EDUCATION

The following sections provide a more detailed analysis of expenditures for primary and secondary education. The wage bill for primary and secondary education has increased in real terms while has been reduced as share of total expenditure although rising again the last two years, mostly as a result of increased deployment of new staff, in particular non-teaching staff at the school level (ref. sections below), and increase in some allowances. The share of non-wage expenditures increased from 2008 to 2010 and subsequently stagnated in the following two years 2011-2012 on account of additional increase in wages.

Figure 14 – Distribution of Government expenditure on primary/secondary education 2008 - 2012 in NIS at constant 2004 prices



Source: MoF and MoEHE accounts

Capital investments have increased on average at a rate of 36.4% a year, although remain at a level of 4.1% of total expenditure. Part of this development can be attributed to the efforts by the Government to capture more in the state budget and accounts of the transactions related to school and classroom construction projects financed by external assistance.

Other goods and services include operational expenditures for schools including supply of teaching materials, payments for water, electricity and other expenses as well as costs for quality improvement activities like training and other associated costs. The costs vary from one year to another often linked to specific project related activities among which some are funded by external financing partners.

Salaries constituted the main expenditure of total primary/secondary expenditures and accounted for 87.8% of primary/secondary education expenditures in 2012. Production and distribution of text books charged to the MoEHE budget constituted 1.7% while exams an additional 1.5%. Other operational costs including costs of furniture, computers and tools for science labs in total accounted for 4.2%. Investment in school construction accounted for 4.1%.

Table 3 – Government expenditure on Primary/Secondary Education in 2012 (in million NIS)

Type of expenditure	Amount	Share of total
Wages	1 623.6	87.8 %
<i>Non-wage expenditures;</i>		
Text books	32.1	1.7 %
Exams	28.6	1.5 %
Other operational costs and costs of furniture and equipment	89.9	4.9 %
Classroom/school construction/rehabilitation	74.0	4.1 %
Subtotal non-wage expenditures	224.6	12.2%
Grand total	1 848.3	100.0 %
- of which Gaza	400.7	21.8%
- of which West Bank	1,440.4	78.2 %

Source: MoF state accounts

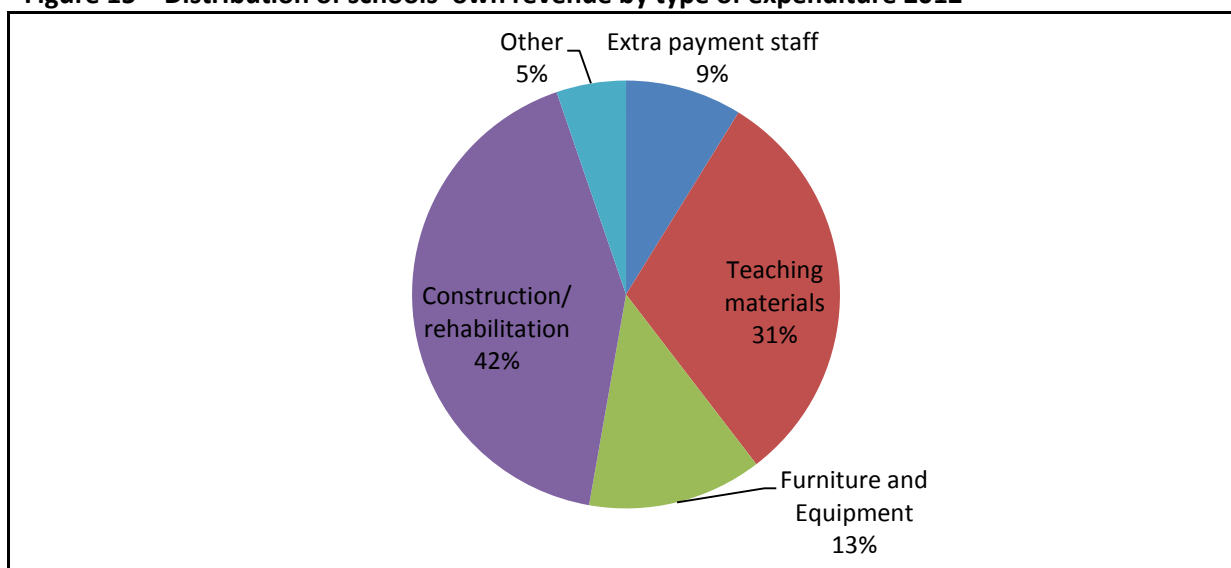
The above figures do not include contributions through multiple smaller projects financed by communities and contributions from different external development partners disbursing funds directly to MoEHE Directorates. These are not included in Government accounts.

Expenditures financed by parent and community contributions to schools, of which some are transferred to MoEHE and its Directorates, are not included in the state accounts and accordingly not reflected in the above. In addition, education tax collected by municipal authorities is accounted separately from municipal and state accounts.

7.2 SCHOOL LEVEL EXPENDITURES

The major share (42%) of the schools' own revenue and contributions from various sources are spent on rehabilitation of school infrastructure, for some schools also used to add new classrooms or further develop playground or other facilities. Another major share of expenditures (31%) is for additional teaching materials including stationary also used for school administration. Approximately 9% of the revenue is used to pay teachers for extra classes or compensations for other purposes. According to survey information in most cases these are teachers on the government payroll, however, in some cases it is also payment for "extra teachers" not on the government payroll.

Figure 15 – Distribution of schools’ own revenue by type of expenditure 2012



Source: PER school-based survey

Since school revenue varies between schools then so does the school capacity to improve school infrastructure, procure additional teaching materials and pay/hire teachers to provide extra classes. In some schools teachers conduct extra classes without extra compensation, in others they are paid “allowances” from schools’ own revenues.

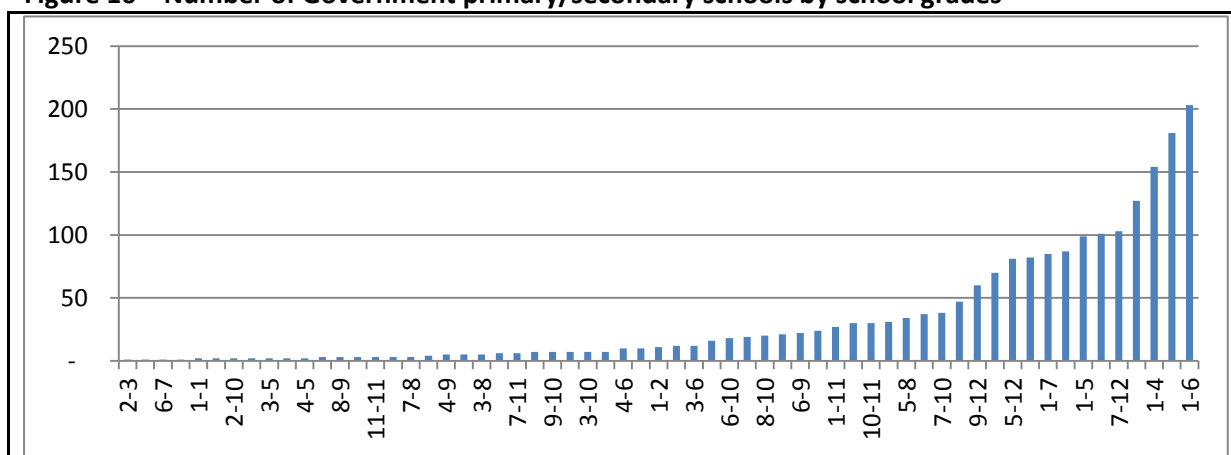
7.3 ALLOCATING RESOURCES IN A FRAGMENTED SCHOOL SYSTEM

The primary and secondary education levels in Palestine consist of a Preparatory level covering grade 1-4, the Empowerment level from grade 5-10 and the Secondary level from grade 11-12. This is the formal structure of the school system. However, in reality there were 61 different combinations of grades among the 2004 government schools during the school year 2011/12.

For the purposes of the analysis presented in the following sections, schools have been grouped by the school grades they cover. Schools that have grades that fall within the definition of Preparatory, Empowerment or Secondary schools are included in respective group if they have one or more grades falling within the levels of grade 1-4, grade 5-10 or grade 11-12.

Schools that have grades across different formal definitions of school types are classified according to the combination of these definitions, i.e. Primary means grades both at Preparatory and Empowerment levels, Primary/Secondary schools with grades from Preparatory to Secondary and Empowerment/Secondary are schools with grades at Empowerment and Secondary levels.

Figure 16 – Number of Government primary/secondary schools by school grades



Source: MoEHE data

Of the 2004 schools in 2011/12, 792 schools were male schools, 793 were female schools and 419 schools were Co-Educational schools²². Of the latter category of schools 21 schools have separate female and male classes, the rest have mixed classes.

The gender dimension is considered as a factor in the deployment of teachers, but it does not appear to influence allocation of school level inputs in general such as number of teachers and other non-wage related inputs.

Table 4 - Number of Government primary/secondary schools by type 2011/2012

	Co-Ed	Female	Male
Gaza strip	38	176	182
Preparatory	10	11	8
Empowerment		51	51
Empowerment Secondary	1	41	24
Primary	26	41	58
Primary Secondary	1	3	8
Secondary		29	33
West Bank	381	617	610
Preparatory	56	59	59
Empowerment	2	52	87
Empowerment Secondary	37	196	164
Primary	197	193	210
Primary Secondary	85	98	71
Secondary	4	19	19
Grand Total	419	793	792

Source: MoEHE/EMIS

The task of allocating teachers and other inputs to schools becomes very challenging in a school system with so many different types of schools. This is reflected by analysis of different school level inputs using EMIS data and is confirmed by the PER survey data providing added information on actual resources at school levels.

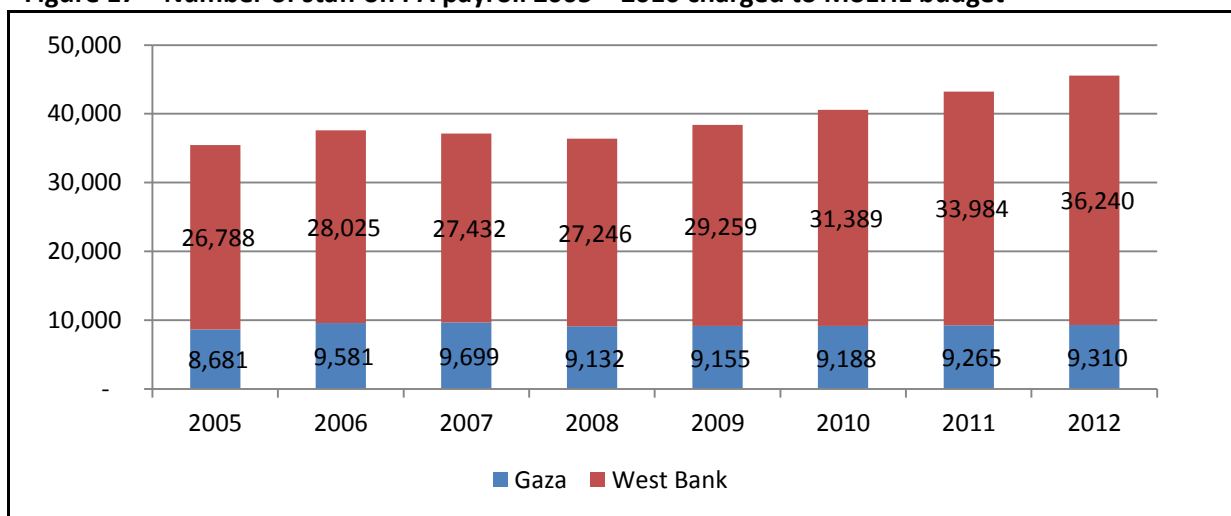
²² Mix of female and male students at the same school and/or same classes.

7.4 EXPENDITURE AND ALLOCATION OF SCHOOL LEVEL STAFF

Salaries are the main cost component of the education system. Effective recruitment and deployment of teachers are important factors in promoting efficiency in utilization of resources allocated for education. The remuneration system also impacts on the incentives for teacher's performance including the opportunity to employ teachers in underserved areas like enclaves which are more affected by mobility constraints than others. In Palestine this is of a particular relevance due to the lack of mobility and hazards caused by blockades and/or settlement developments by Israel. Some areas are at times virtually cut off from other parts of Palestine; others are subject to significant hindrances from moving in and out of the neighborhood or village in which the school is located.

This is also reflected by findings from the PER school-based survey which shows that not only Area C schools face particular challenges, but several other schools also face challenges which impact on for example when the school year can start. In some cases student attendance is low at the start of the school year gradually increasing over time and/or at different times the school is inaccessible during the school year sometimes up to several weeks of closing before they can reopen. This is in addition to the obvious disruptions in the school year during times of attacks by the Israeli Defense Forces on Gaza.

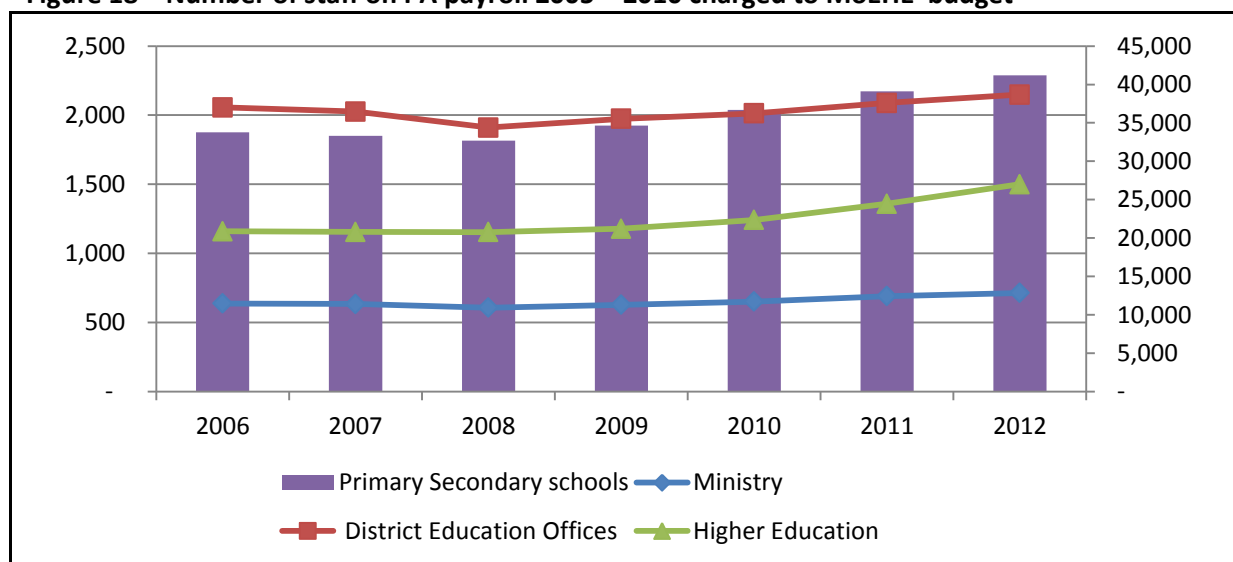
Figure 17 – Number of staff on PA payroll 2005 – 2010 charged to MoEHE budget



Source: MoF payroll

In 2012, there were 45,550 persons on the Government payroll charged to MoEHE's budget. Of these, 34,851 were serving as teachers and 6,337 as management/support staff (non-teaching staff) at primary and secondary schools, 1,500 were serving at tertiary education institutions and 2,862 at ministry or district education offices. Of the total number of staff on PA payroll, 20.5% were serving in Gaza.

Figure 18 – Number of staff on PA payroll 2005 – 2010 charged to MoEHE budget



Source: MoF payroll

The increase in staff positions on the Government payroll has been most prominent at higher education institutions with an average annual increase of 6.8% during 2005 – 2012. At primary and secondary schools it was 4.2% while it was only a modest increase in number of staff positions at the level of the MoEHE and its Directorates of 1.5%.

For the latter category of staff the share of staff positions charged to MoEHE payroll declined from 7.3% in 2005 to 6.3% in 2012. This is also the main explanation for the reduced share of overall costs at ministry level compared to “frontline service provider” levels of the education system (the primary, secondary and tertiary institutions).

The increase in recruitment since 2009 of school level staff has resulted in an overall decline in student teacher ratios. The number of non-teaching staff at schools has increased at an even higher rate. While overall recruitment of teaching and non-teaching staff has resulted in reduced student/staff ratios, challenges related to disparities in deployment of teachers to schools remain. In the table below the number of students per full time teacher²³ is shown. During the school year 2011/12, 10.6% of all teachers serving in schools were part time teachers.

²³ Full time teacher is counted as number of person years of teaching in which part time teachers have been converted into person year, i.e. a part time teacher is counted as less than one equivalent to the number of days teaching compared to a full time teacher.

Table 5 - Student teacher ratio by type of schools and location for the school years 2005/06 – 2011/12²⁴

	05/06	06/07	07/08	08/09	09/10	10/11	11/12
Gaza Strip	27	26	25	...	...	23	...
Preparatory	32	32	29	...	...	27	...
Empowerment	27	26	25	...	...	28	...
Primary	30	29	27	...	...	23	...
Primary/Secondary	23	22	24	...	...	20	...
Empowerment/Secondary	23	24	23	...	...	20	...
Secondary	23	22	21	...	...	20	...
West Bank	22	22	21	20	20	19	19
Preparatory	27	26	25	25	24	24	24
Empowerment	25	25	24	23	23	22	22
Primary	23	22	22	21	21	20	20
Primary/Secondary	20	20	19	18	18	17	17
Empowerment/Secondary	20	20	19	19	18	17	17
Secondary	17	17	17	16	16	17	16
Grand Total	23	23	22	20	20	20	19

Source: EMIS and MoF payroll data

Student teacher ratios by location and school level have declined, and more so for schools in West Bank than Gaza. One exception is Empowerment level schools in Gaza where the student teacher ratio has increased for some schools. Number of teachers per class has also increased for all schools in Gaza with a declining student teacher ratio. This is also reflected by the change in average class sizes per school with a declining average rate of students per class although generally higher in Gaza than West Bank schools.

Table 6 – Average number of students per class by type of schools and location for the school years 2005/06 – 2011/12

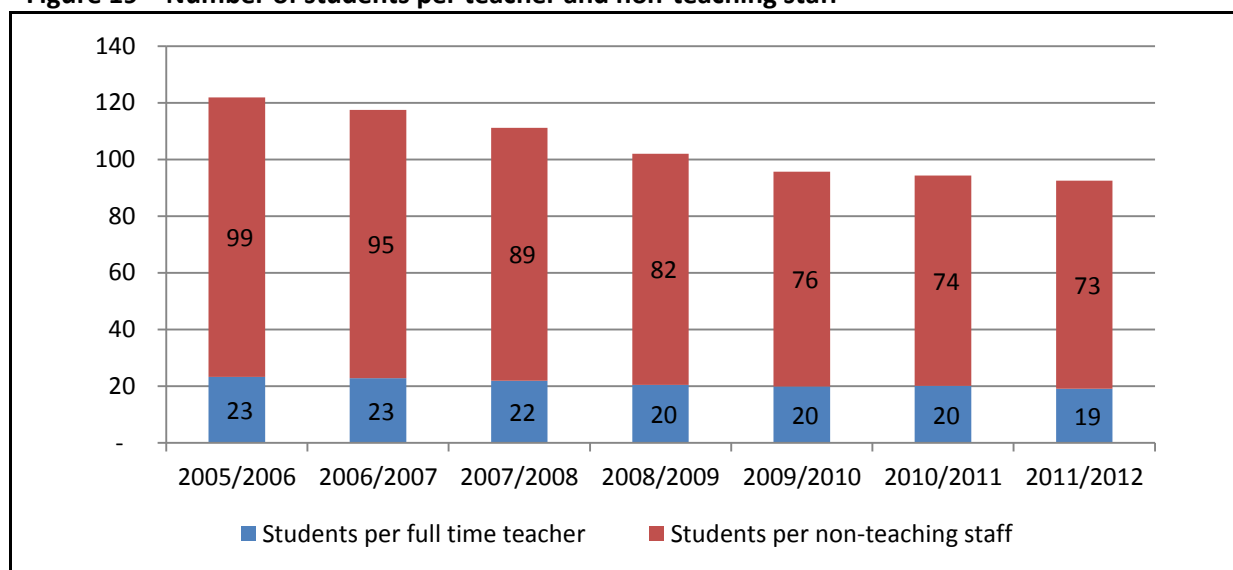
	05/06	06/07	07/08	08/09	09/10	10/11	11/12
Gaza Strip	40	40	39	...	...	36	36
Preparatory	41	39	38	...	...	37	36
Empowerment	42	42	40	...	...	38	37
Primary	40	38	37	...	...	34	34
Primary/Secondary	34	34	35	...	...	32	32
Empowerment/Secondary	40	41	41	...	...	37	36
Secondary	39	39	38	...	...	36	37
West Bank	30	30	29	29	28	27	27
Preparatory	32	31	30	29	29	28	28
Empowerment	36	36	35	35	34	33	33
Primary	29	28	28	28	27	27	27
Primary/Secondary	28	28	27	26	25	24	24
Empowerment/Secondary	31	31	30	29	28	28	27
Secondary	33	33	31	32	31	31	30
Grand Total	32	32	31	29	28	29	29

Source: EMIS

The ratio of students to other management and support staff at the schools have declined at a higher rate than the student teacher ratio, i.e. there is an increasing number of staff performing other functions than teaching relative to the number of teachers.

²⁴ Enrolment data for Gaza were not available in the EMIS system for the school years 2008/09 and 2009/10.

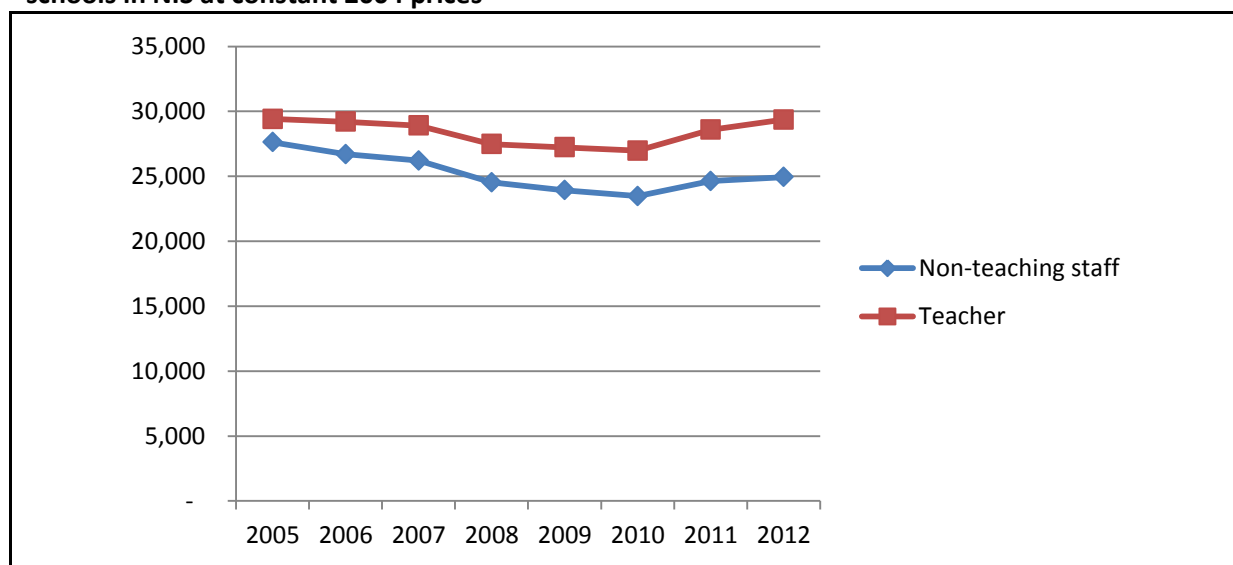
Figure 19 – Number of students per teacher and non-teaching staff



Source: EMIS and MoF payroll data

The above developments would likely have a major impact on costs per student across the different levels. However, the change in student/teacher ratios as well as students per class has improved at a higher rate than the cost per student.

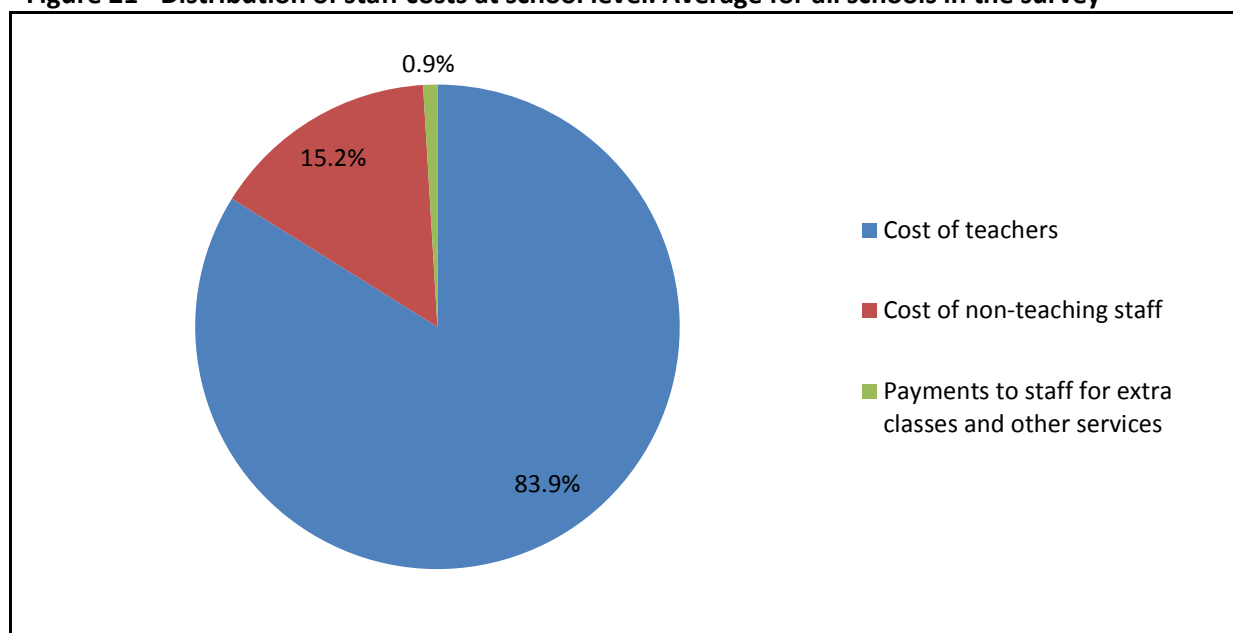
Figure 20 – Average gross salary per teacher and non-teaching staff at primary and secondary schools in NIS at constant 2004 prices



Source : MoEHE Payroll data

This is because the average real wage rate for school level staff (in particular non-teaching staff) has declined when comparing average value of gross salary at constant prices between 2005 and 2012. Thus for each unit cost allocated per student more input is provided today than in 2005 due to a lower cost per unit of staff input.

Figure 21 - Distribution of staff costs at school level. Average for all schools in the survey



Source: MoEHE payroll data and PER school-based survey

While a majority of teachers and other school level staff are on the Government payroll, schools also use own resources generated from parent contributions and other revenues to employ extra teachers and/or pay teachers to perform extra classes. Some schools also give additional allowances to Government employed teachers as a compensation for other non-teaching services. However, the cost of extra teachers/classes only constituted an additional 0.9% of total staff costs at school levels in 2012 based on analysis of PER survey data combined with MoEHE payroll data.

7.5 DISPARITIES IN ALLOCATION OF SCHOOL LEVEL STAFF

There are significant disparities between schools as concern input per student which have not diminished over time. There are still a number of schools with relatively high number of students per teacher as well as per class. However, with a fragmented school system with 61 different types of schools it becomes a challenge to implement “norms” for deployment of staff at school levels. This is among others illustrated by the “spread” in student teacher ratios between schools.

As per EMIS data some schools have very low student/teacher ratios which typically are schools with less than 100 students. These schools have high unit costs. They are located both in urban and rural areas, in A and C zones, in West Bank and Gaza as well as in all Governorates. They are schools with Preparatory, Empowerment and/or Secondary grades. They are also found among Co-educational schools with or without Co-educational classes as well as among male and female schools. At the other end there are schools with relatively high student teacher ratios although none above 33. These are the schools with the highest

number of students. Similar variations along the same dimensions are also found when analyzing number of students per class.

Table 7 – Average number of students per class by type of schools for the school year 2010/11²⁵

	Average	Minimum	Maximum
Preparatory	24	5	32
Empowerment	22	9	44
Primary	21	3	35
Primary Secondary	17	6	30
Empowerment Secondary	18	3	31
Secondary	18	2	50
Grand Total	20	2	50

Source: EMIS

If deployment of teachers is to be maintained closer to the “norm” it would likely require a gradual transformation of several schools into more uniform “management units” in line with the “formal” structure of the school system (Preparatory, Empowerment and Secondary) or a combination with full primary schools (all grades of Preparatory and Empowerment levels), Empowerment/Secondary and/or fully integrated schools (all grades).

7.6 EFFICIENCY IN ALLOCATION OF SCHOOL LEVEL STAFF

MoEHE has developed guidelines for how teachers and other school-based staff should be allocated to schools. The number of positions per school is determined based on standards for how many classes a teacher should teach per week and the number of lessons students should have per week (ref. table 8 below).

Table 8 –MoEHE guidelines for allocation of teachers

Grades	Number of lessons for the students	Number of classes per teacher	Number of positions per class
1-4	30	27	1.11
5-9	34	25	1.36
11 th grade literary	33	22	1.50
11 th grade science	36	22	1.64
11 th grade commercial	35	22	1.59
12 th grade literary	31	22	1.40
12 th grade science	36	22	1.64
12 th grade commercial	35	22	1.59

Source; MoEHE

²⁵ The PER has used 2010/11 school year data since 2011/12 data were not yet available for Gaza during the time of conducting this PER.

The standards for the number of students per class determine the number of classes at each grade. Grade 1-3 is divided into two classes if the number of students exceeds 40, grade 4 if the number of students exceeds 45 and grades 5-12 if the number of students exceeds 50.

There are also guidelines for administrative and teaching time allocated to head master and deputy head master which depend on the number of students of the school. The head master is, for example, exempted from giving any lessons if the number of students is more than 200. Positions are also allocated for secretary and librarian. In addition, time is allocated for some teachers of the school to take care of the science and computer laboratory as well as to conduct sport and scout activities.

Every year each Directorate develops a detailed table based on these guidelines on the needs for positions in each school. MoEHE makes an assessment of the needs and each Directorate is also invited to MoEHE to discuss their needs for positions.

In general it has been possible to fill up the timetable for each teacher since there are various responsibilities, such as taking care of the computer or science lab or organizing activities for the scouts, where the number of lessons per week is reduced for some teachers. If there is a lack of resources to create new positions, MoEHE tries to cut down on time allocated to other positions (such as secretary or time allocated to take care of the lab) rather than cutting down on teaching and learning time in schools.

Table 9 - Comparison of the MoEHE's standard and actual number of person-years of teaching per class in West Bank and Gaza²⁶

Grades	MoEHE Standard	2005/06			2010/11		
		Actual	Schools above standard	Students in classes above standard	Actual	Schools above standard	Students in classes above standard
Gaza strip		1.52			1.68		
Preparatory	1,11	1.27	100%	100%	1.40	100%	100%
Empowerment	1,36	1.58	100%	100%	1.70	98%	98%
Primary		1.34			1.51		
Primary/Secondary		1.49			1.68		
Empowerment/ Secondary		1.76			1.87		
Secondary	1,40-1,64	1.75	100%	100%	1.91	94%	95%
West Bank		1.38			1.44		
Preparatory	1,11	1.17	84%	87%	1.21	95%	97%
Empowerment	1,36	1.45	87%	91%	1.52	98%	98%
Primary		1.27			1.34		
Primary Secondary		1.39			1.44		
Empowerment/Secondary		1.55			1.61		
Secondary	1,40-1,64	2.18			2.14	100%	100%
Grand Total		1.41			1.49		

Source; EMIS

²⁶ Person year of teachers rather than number of teachers has been used as the unit of account, this since many schools have several part time teachers and staff i.e. number of person years teaching is less than the number of teachers.

According to EMIS data, the number of teachers for all types of schools both in Gaza and West Bank was on average already above the MoEHE standard in the school year 2005/06 and has further exceeded the standard for the school year 2010/11. One exception is the secondary level in West Bank where the number of teachers has decreased. It is still, however, above the MoEHE standard²⁷.

Preparatory schools in Area C have fewer teachers per class compared to Area A while for secondary schools Area C has more teachers per class compared to Area A. For the other types of schools there are no significant differences between schools located in Area A and C. There are variations between the various Directorates and Governorates and also between schools within each location. The disparity in teacher allocations per school is found for all types of schools and grades.

In the school year 2010/11 there were some few schools at the Preparatory (5%) and Empowerment (2%) levels in West Bank below the standard. In Gaza all schools had teacher/class ratios above the standard in 2005/06 but some schools at Empowerment level (2%) and Secondary level (6%) below the standard in 2010/11. The schools below the standard were generally smaller schools than the average. To achieve the MoEHE standard also for these schools it will require deployment of teachers from other schools with significantly higher numbers of teachers per class²⁸.

If it had been possible (and desirable) to exactly match the MoEHE standard for respective grades in allocation of teachers per class for each school in Gaza and West Bank, the number of teachers employed could be reduced by 17% in total with a reduction of 22% in Gaza and 13% in West Bank. The total wage bill would then have been 283 million NIS (79 million USD) less than what it was in 2010/11. To put it differently, if the MoEHE standard is considered optimal then implementing this standard for all schools could potentially have increased non-wage spending including teacher training and development by 68% in 2010/11.

MoEHE has several standards for how non-teaching staff and time is allocated to schools, among others;

- Headmasters do not give any lessons if the number of students is above 200. If less than 200 students the administrative position dedicated to the headmaster is from 62 -87 percent and where the headmaster has to teach from 3-9 lessons depending on the number of classes in the school.

²⁷ This finding deviates from the findings of another study which states that more than half of the schools are below “ideal staffing”; (“Health and Efficiency in the West Bank”, REPIM 2012).

²⁸ Several schools both in Gaza and West Bank have more than twice as many teachers per class compared to the MoEHE standard.

- The schools will have a deputy director if the students are more than 200. The administrative time allocated is 25% for a school with 200-399 students, 50% for schools with 400-799 students and 75% for schools with more than 800 students.

There are additional standards used for non-teaching staff if the school has a laboratory, for supervision of scout activities etc. In general the number of non-teaching staff per students has increased over the years. There is more non-teaching staff in Co-educational schools compared to boys' and girls' schools especially in West Bank, but also in Gaza.

The very fragmented school system in Palestine creates a challenge in allocation of teachers as well as non-teaching staff. A move towards a more unified school system i.e. management units with grades according to the system defined, could potentially improve efficiency. It would make allocation of teaching and non-teaching staff easier and promote equality in allocation of teachers to schools according to the standard. This would be important to ensure equity within the education system.

In the Palestinian curriculum, students take a large number of subjects. According to the "Curriculum study"²⁹ especially students in grades 1-4 take an unusually large number of subjects. Students in grades 1-4 take 10 separate subjects, often with 10 separate teachers. This is also noted as a significant cost element according to a recent efficiency study of the health and education system in Palestine³⁰. Therefore, one of the recommendations made in this study is the move to a classroom teacher as well as an integrated curriculum with fewer subjects for grades 1-4. In addition to benefits with regard to increased focus on the learning of basic competencies this could also contribute to more efficient use of teacher resources as allocation of teachers for grades 1-4 would be based on the number of classes and not subjects.

Regarding schools with low populations, and where restrictions, such as movement restrictions, make it challenging to expand the number of students in the schools, approaches such as multi-grade teaching could contribute to more efficient use of teachers.

7.7 THE INTERLINKED CHALLENGES OF TEACHER EDUCATION, CURRICULUM AND TEXT BOOKS

The EFA Global Monitoring Report of 2013 will focus entirely on teachers, in recognition of the central role teachers play for quality improvement. While new technologies will greatly enhance student access to knowledge, the mediation role of teachers, their abilities to guide and counsel – and indeed inspire – students become more and more urgent.

²⁹ Consultancy to the Palestinian Authority Ministry of Education to support the development of a plan for curriculum reform, Draft report 20 April 2013, Aidan Mulkeen.

³⁰ "Health and Efficiency in the West Bank", REPIM 2012.

There were over 42,000 teachers in Government schools during the school year 2010/11, of whom 73% were in West Bank and 27% were in the Gaza strip. There were less than 2,000 teachers in East Jerusalem, accounting for only 5% of the total. Just over half of the teachers (54%) were female, but the proportion varied by location, with 52% female in Gaza, and 70% female in East Jerusalem.

Table 10 - Palestinian Authority teachers by location and gender, 2011

	Male	Female	Total	% of total	% female
West Bank	13,833	17,054	30,887	73	55
<i>o/w East Jerusalem</i>	172	637	809	2	79
<i>o/w East Jerusalem suburbs</i>	411	749	1,160	3	65
Gaza	5,500	5,952	11,452	27	52
Total	19,333	23,006	42,339	100	54

Source; MoEHE

As part of the Teacher Education Strategy, new standards of teacher qualification have been introduced, and teachers are expected to have either a degree in education, or a degree in their teaching subjects and a professional qualification in education. Many of the existing teachers are considered under-qualified, typically because they either (i) have a two year diploma teaching qualification, or (ii) have a degree but no teaching qualification.

MoEHE has set ambitious targets for teacher education. The Teacher Education Strategy anticipates that by 2014-15, only qualified teachers will be recruited (p28), and that existing unqualified teachers will be given until 2019-20 to get the proper qualifications (p42).³¹

Table 11 - Percentage of teachers who are fully qualified³²

	Baseline values 2008/2009			Values 2009/2010			Targets 2013/2014		
	Male	Female	General	Male	Female	General	Male	Female	General
All teachers	22.9	30.7	27.3	23.5	31.4	28.0	50	50	50
Newly recruited teachers	42.3	39.4	46	36.9	47.5	44.1	70	70	70

Source; MoEHE

The EDSP aims to have 50% of teachers qualified by 2014, and to have 70% of newly recruited teachers meeting the new criteria, and is planning to provide a two years in-service upgrading course. At present only 28% of teachers are qualified and only 44% of newly recruited teachers meet the qualification standards. As a result, approximately 30,000 teachers need to undergo in-service upgrading to reach the standards, and approximately 17,000 teachers will need to be upgraded by 2014, to meet the target of 70% qualified by that year (implying enrolment of 8,500 per year).

³¹. "Teacher Education Strategy in Palestine", pages 28 and 42. MoEHE 2008

³² Performance Assessment Framework, at ASR October 2011.

The World Bank is providing support through a trust fund grant aimed at (i) enhancing the quality of initial teacher education, specifically through improving the teaching practice component, and (ii) providing in-service training for some 3,500 of the under qualified teachers in grades 1-4.³³

Coordination in teacher education is a challenge resulting in an overproduction of teachers in some areas, notably lower basic education, while there is a continual shortage of qualified teachers in other areas, particularly secondary mathematics and sciences.³⁴

The Palestinian education system was faced with almost insurmountable tasks when it started operations in 1994. One of the most difficult tasks was to design a new curriculum, develop and produce new textbooks for all levels of the system, train teachers in the use of textbooks and carry out systematic evaluation of their use and impact in classrooms throughout the country.

Innovative approaches were adopted, for example, the use of workbooks at lower grades, and a system of “enrichment” materials to supplement textbooks. The major challenge of the curriculum is its very close identification with textbooks and the consequent reliance on rote memorization of content as the main pedagogical activity. Other more general challenges are that there are inconsistencies within and between subjects, content overloading and varying levels of difficulty.

While there have been continual calls for curriculum reform, most of the changes come under curriculum revision, a practice which has led to new editions of textbooks often with minor changes. The range of textbooks, which “carry” the curriculum, is an inter-linked challenge with almost 250 titles of textbooks produced annually. A major overall challenge and the center of the call for reform is to change the focus from exam scores (the curriculum’s focus on content memorization) to the development of key skills and competencies.

The efforts and resources for implementation of the new curriculum structure for grades 1-4 should accordingly be considered. While reform of the Tawjihi is needed, including the examination structure, it is likely also needed for the curriculum of grades 10-12. TIMSS scores show competencies at lower order intellectual skills (memorization) but lower performance on higher order skills, those most needed to succeed in a competitive labor market. Thus implementation of a wider curriculum reform should be included as a key element of the next EDSP which will eventually improve the benefit/cost ratio of public expenditure on education i.e. improved learning outcomes for each NIS spent per student.

In terms of strategy the main challenge will be to align changes in the curriculum with changes in other parts of the system, in particular assessment, supervision and teacher

³³ World Bank 2010, Palestine Teacher Education Project, Appraisal Document, page 7.

³⁴ World Bank 2010, Palestine Teacher Education Project, Appraisal Document, page 3.

training, not least in-service training within the context of continual professional development.

7.8 SPECIAL NEEDS AND INCLUSIVE EDUCATION

The Government's education policy is grounded on the universal right of the child to education as articulated in the Convention of the Rights of the Child (CRC) article 28 and 29. The ability of the MoEHE to fully implement this policy is conditioned by the occupation³⁵. Nevertheless, the Government has, since 1994, made remarkable progress and now reports (2012/13) an overall basic enrolment of 94%, with girls achieving 96% (GERs).

Many countries, especially those who are signatory to the Education of All have achieved similar levels but all appear to falter around the 90-95% mark. The reason is that the last 5-10% are not "mainstream" children which can be fully catered for by the regular system but include those with various forms of disabilities and/or marginalized groups. Different strategies are required to provide relevant education to these children, strategies which require a different set of skills, facilities and, not least, investment.

For the first time, the MoEHE's Educational Statistics Yearbook (2012/13) provides data on the number of children affected by disabilities. According to the yearbook, a total of 9,507 disabled children are enrolled in Government schools (1.2% of total enrollment in Government schools) by virtue of the ministry's policy on inclusive education. Seven categories of disability are captured (like learning difficulties, physical disability, articulation disorders, visual impairment, totally blind)³⁶. There are challenges related to getting exact figures on disabled children as different definitions of disability are used by the Palestinian Central Bureau of Statistics (PCBS) and MoEHE's own Directorate of special needs education. However, taking MoEHE's figures for 2012/13 it is reasonable to assume that the remaining 4.0% of out of school children would include a high percentage of disabled and/or marginalized children.

Children of the Bedouin community are the major marginalized group, on account of their cultural traditions (nomadic), their current state of extreme poverty and their treatment by the occupying forces, particularly since most Bedouins live in Area C. It is also difficult to estimate the number of children in this category.

³⁵ A UNICEF report (2010) criticizes Israel for claiming that the Convention does not apply in the West Bank and for defining Palestinians under the age of 16 in the occupied territories as children, even though Israeli law defines a child as being under 18, in line with the Convention. In 2012 the United Nations Committee on the Rights of the Child criticized Israel for its bombing attacks on Palestinians in the Gaza Strip, stating "Destruction of homes and damage to schools, streets and other public facilities gravely affect children" and called them "gross violations of the Convention on the Rights of the Child, its Optional Protocol on the involvement of children in armed conflicts and international humanitarian law." See also 'Children in Israeli Military detention: Observations and Recommendations' UNICEF. OPT, 2013,

³⁶ Educational Statistics Yearbook 2012/13, Tables 43 and 44.

Much of the present support to these groups is provided by international and national NGOs. Their projects and interventions are increasingly being coordinated by the Ministry and by on-going efforts to integrate special needs education under the next EDSP.

The main share of MoEHE's allocation and expenditure targeting these groups is provided as salary payments for special resource teachers and counselors. In addition braille textbooks at all levels of the system is financed from MoEHE's budget.

Resource Teachers for Basic Education schools have a specific role of supporting children with mild disability under the inclusive education policy. In addition, Resource Rooms are attached to basic education schools, though these are not yet provided through the regular budget but either through NGO or community efforts. However, resource rooms are now mandatory in the design of all new schools.

The MoEHE's support to children with disabilities is limited but increasing, in particular during the period of the current EDSP. There are ambitious plans for the next EDSP (2014-19) based on the first national strategic plan for Special Needs Education (2013)³⁷. It means more resources will be allocated to resource teachers and counselors to accommodate an increasing enrollment.

PCBS has estimated that approximately 2.7% of the population in West Bank and 2.4% of the population in Gaza was persons with disabilities³⁸. These are low figures compared to other countries and the World Health Organization (WHO) puts the figure of at least 5.1% of a childhood population in any country and with significantly more in countries affected by war or natural disasters³⁹.

The prevalence rate of disability depends on whether using a narrow or wider definition. In Palestine it ranges from 2.7% to 7.0% according to a survey carried out by PCBS in 2011 with a slightly higher share of males compared to females. If using PCBS narrow definition then 44% of the children with disabilities are enrolled in Government schools. If using WHO estimate of 5.1% then currently 23% of children with disabilities are enrolled in Government schools⁴⁰. If to achieve the Government objective of offering all children basic education a higher share of MoEHE's budget needs to be allocated for special needs/inclusive education.

³⁷ In process of finalization.

³⁸ Palestinian Central Bureau of Statistics (PCBS); Statistical Review 11 July 2012.

³⁹ The WHO Global Burden of Disease measures childhood disabilities to be 5.1% of children 0–14 years.

⁴⁰ This is assuming that an equal share of disabled persons can be enrolled in private schools.

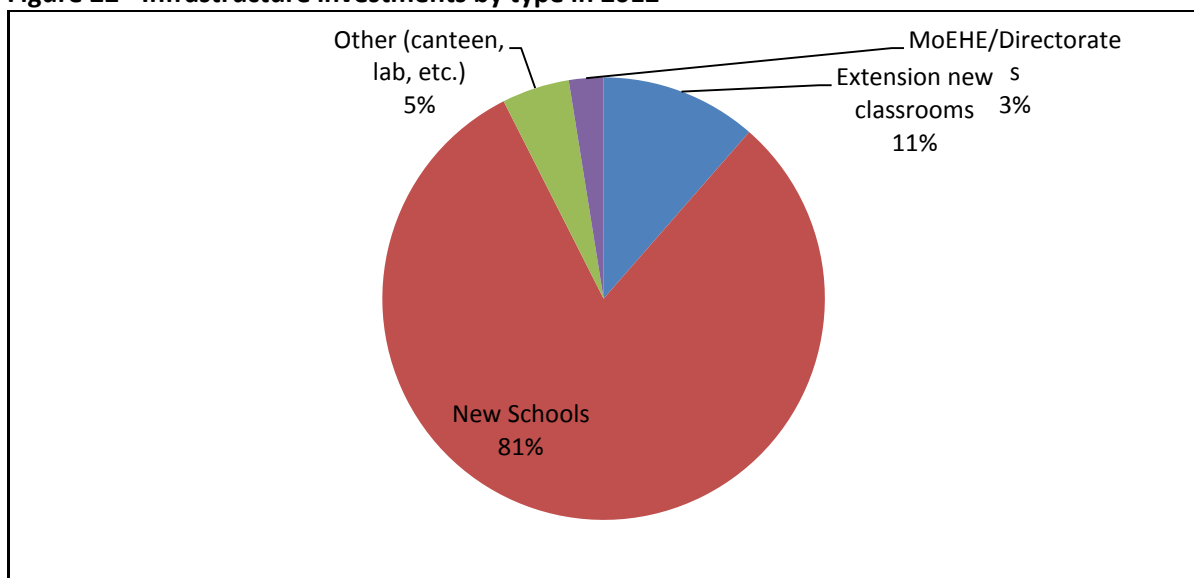
7.9 THE CHALLENGE OF ALLOCATING INVESTMENTS IN A FRAGMENTED SYSTEM

Project details of infrastructure investments from MoEHE have been reconciled with EMIS and school level survey data. By using these data a more detailed analysis of infrastructure developments and associated costs has been conducted.

School and classroom construction is implemented through multiple projects. Some are funded entirely from the regular budget of MoEHE, others through externally funded projects. EMIS data suggest an increase in number of primary/secondary schools from 2005/06 to 2011/12 of 278 of which 50 in Gaza and 228 in West bank. Of the above schools, 125 were financed through externally funded projects of which six through the reimbursable budget support disbursement facility under the JFA agreement. The average unit cost of these schools has been 2.5 million NIS per school at 2004 prices.

With additional projects for classroom extensions at existing schools the number of classrooms has increased by 4,008 of which 3,492 in West Bank and 516 in Gaza. The relatively lower increase in number of new classrooms in Gaza is due to a high share of projects for rehabilitation of existing schools and classrooms destroyed during various insurgencies by the Israeli Defense Forces, i.e. major share of the investments in Gaza have been for rehabilitation rather than increasing capacities of the education system. The average unit cost for classroom extension has been 107,900 NIS at 2004 prices.

Figure 22 - Infrastructure investments by type in 2012



Source: MoF and MoEHE project data

Figure 22 shows the distribution of spending on school construction, classroom extension and other investments in physical facilities including rehabilitation as well as investments in administrative facilities of MoEHE and its administrative buildings.

There is a notable difference in the unit costs of schools and classrooms financed by the various sources with some external funding sources carrying higher than average unit costs. Financing of classroom/school construction from the government budget is at the lower end

compared to many of the externally funded projects. Whether this is linked to technical specifications, differences in standards or procurement procedures is not known, i.e. it does not necessarily imply differences in value for money.

The transaction cost related to compliance with procedure from the many different sources of funding, however, is an issue to consider given the fact that the investments were implemented through a total of 288 projects financed from 14 different external partners. Several of them require that MoEHE follow different technical standards for supervision and monitoring as well as procedures for procurement.

Investments in physical facilities like schools, classrooms and the wider school environment is not just a question of achieving enrollment targets and student per classroom norms, it is also a question of improving the overall learning environment.

The use of the PER sample of schools in analyzing variations in “school performance” as measured by scores on national tests and its correlation to inputs and others factors like unit costs per student, student/teacher ratios, non-wage inputs, location and school size among others, does not provide “evidence” to suggest that these factors have a notable impact. To put it differently, several of the above mentioned factors alone or in combination do not serve to explain the disparity in “school performance”. There are however two notable exceptions; school gender and school age. Aggregate results of analysis of school age and test results are illustrated in table 12. It shows a reduced score in school “performance” with increasing age of the school.

Table 12 – Schools by age and average scores in national tests

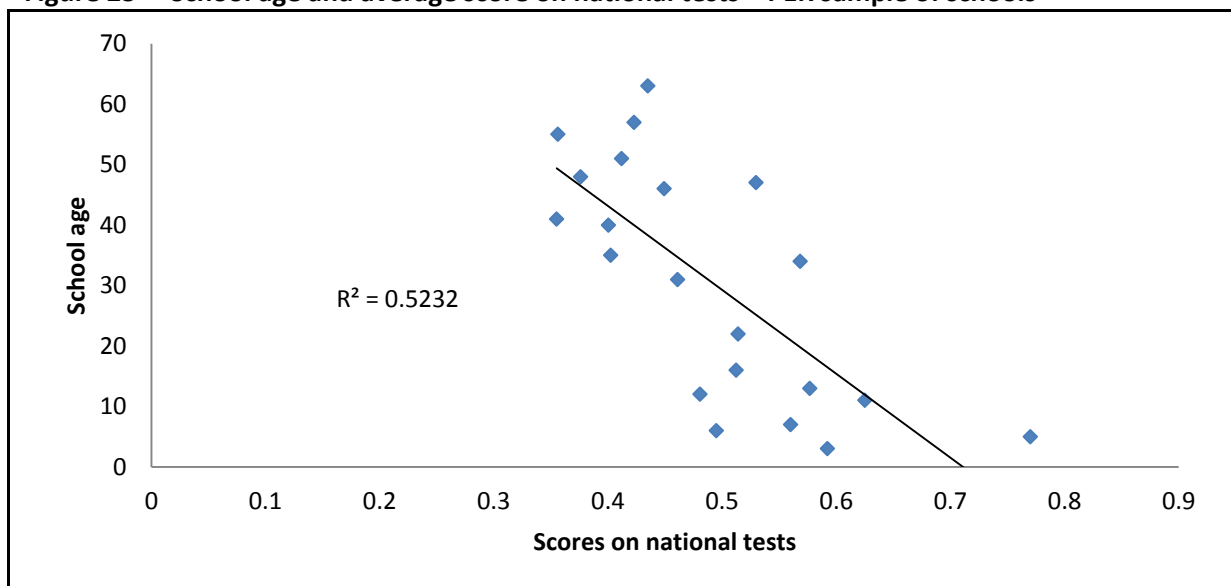
Age of school	Grade 4 – Math	Grade 7 – Arabic	Grade 8 – Math	Grade 9 – Science
1-10	0.45	0.70	0.53	0.43
11-20	0.54	0.70	0.37	0.36
21-30	0.55	0.68	0.45	0.51
31-40	0.46	0.66	0.39	0.37
41-50	0.35	0.55	0.37	0.36
51-60	0.44	0.61	0.41	0.37
61-70	0.49	0.61	0.46	0.42
71-80		0.42	0.26	0.19
81-90			0.25	0.35
111-120				
Total	0.47	0.64	0.41	0.38

Source: PER survey data

Figure 23 shows a relatively high correlation between scores across all grades and school age. If assuming that school age is linked to quality of facilities then more emphasis on school modernization/rehabilitation and/or classroom extension might be a cost effective option if it is technically feasible, and one to consider with less priority for building new schools (ref. the challenges related to transforming schools into more unified “management units”).

This observation is also made in a more comprehensive analysis by MoEHE⁴¹ which looked at various dimensions related to quality of physical facilities. It included responses from students and quality assessment of the facilities by professionals. This illustrates the importance of maintenance and rehabilitation of existing infrastructure, although the sample survey did not include other “background variables”⁴² that could be inter-correlated with quality of facilities.

Figure 23 – School age and average score on national tests – PER sample of schools⁴³



Source: PER survey data

The trend in spending over the years has resulted in a decline in the number of students per classroom i.e. investment in physical facilities has resulted in improved infrastructure capacity as compared to the students enrolled. This development has been for all types of schools.

In a recent study for the Government of Palestine⁴⁴ on infrastructure utilization, it is concluded that the main challenge is not overcrowding of schools as the number of students per classroom indicator also suggests, but rather effective utilization of the available physical facilities. This was based, among others, on an analysis of classroom space per student.

⁴¹ “The impact of school design on academic achievement in the Palestinian territories: an empirical study.” Mohammed Matar, Assessment and Evaluation Center and Imad Brighith, Directorate General of School Buildings, Ministry of Education and Higher Education, Palestine, 2010.

⁴² The data collected did not include information on household income and wealth, teacher education levels/training, impact of limitations of mobility due to occupation, etc.

⁴³ The sample is those schools with grades covering all tests. The score is a simple average of scores for all grades.

⁴⁴ “Baseline Study for the Preparation of the Education Development Strategic Plan 2014 – 2019. Final Version”, Dr. Herbert Bergmann. Wiesbaden, April 2013

Efficient use of investments requires planning of new schools and classroom expansion that is based on demographic projections of the school age population in each catchment area if to maintain reasonable equality in availability and quality of physical facilities. However, to achieve reasonable equality is a challenge in a very diverse school system like in Palestine.

According to information from MoEHE, ministry divisions and Directorates were involved in proposing projects to be included in a prioritized list of investments in new and rehabilitation/extension of existing facilities. Each Directorate elaborated a priority list of investments and rehabilitation projects, including new schools and extensions based on needs assessments made in the respective Directorates. This process involved a technical committee in each Directorate. The availability of land was taken into consideration as well as the reference to EDSP.

On this basis MoEHE made a list of prioritized needs after an overall assessment of the proposals submitted by Directorates. The list was used as guidance in the budget process with MoF and presented to external funding partners to attract additional funding. The initial list of prioritized projects is now more than four years old and has changed over the years after a review every year of proposals submitted by the Directorates.

Table 13 - Number of students per classroom 2005/06 and 2010/11-2011/12

	2005/2006	2010/2011	2011/2012
Gaza strip	40	38	36
Preparatory	41	37	36
Empowerment	42	43	37
Empowerment Secondary	40	38	36
Primary	40	36	34
Primary Secondary	34	32	32
Secondary	39	38	37
West Bank	30	27	26
Preparatory	32	28	27
Empowerment	36	33	32
Empowerment Secondary	31	28	26
Primary	29	27	26
Primary Secondary	28	24	23
Secondary	33	31	30
Grand Total	32	30	28

Source: MoEHE

The above procedure does not fully take into account requirements based on projected number of students but rather needs as defined by the respective district Directorates. This can serve to explain observed disparities among schools of different levels measured by number of students per classrooms. The investments should in the future be guided by updated projections of the school age population by location and consolidated with EMIS data on physical facilities of existing schools. It can assist MoEHE in prioritization among projects and also help in addressing existing disparities between schools and locations.

8 ISSUES RELATED TO DESIGN AND MANAGEMENT OF EDSP

8.1 REVISED PROGRAM STRUCTURE

MoEHE has presented some of their management challenges that impact on effective planning and management of public resources for education through the consultation process during implementation of this PER. Some are related to the design of the current EDSP, which with its current structure is not consistent with Government efforts to introduce Program Based Budgeting (PBB) with allocations directed at main service delivery functions (rather than subdivided by overall sector objectives and within them program “fiches” as per current program design). It means that the future EDSP program design should be segregated by sub-sectors (e.g. Pre-Primary, Primary, Secondary, etc.) with access, quality and equity targets for each of them. Each sub-sector program should be describing the functions and activities required to deliver the sub-sector service targets, the required inputs to implement the activities and their associated costs.

As mentioned in sections above, the primary and secondary education levels in Palestine are characterized by a very fragmented school system. It impacts on the ability to effectively plan, supervise and monitor sector performance as well as introducing an improved program based budgeting approach for more effectively linking budget allocations to planned sector outputs and outcomes.

The task of deploying teachers and allocating other inputs to schools is also very challenging in a school system with so many different types of schools. This is likely one of the main reasons for the observed significant disparities in resources available to schools as evidenced from analysis presented in this report.

As a first step MoEHE has started the process of creating school clusters. If it means merging smaller schools in the same location and/or merging them with larger schools at the same level into larger unified management units with one head teacher and administration, it will also better utilize teachers employed and improve allocation of Government resources for education. A strategy for restructuring of the school system could be an integrated part of the next phase of EDSP.

8.2 AN ORGANIZATION THAT PROMOTES DELIVERY OF EDSP

A change in EDSP program design centered on sub-sectors to deliver on sub-sector service targets may require a reorganization of the MoEHE to more effectively plan, implement and monitor their service delivery functions. As a point of departure MoEHE could undertake a functional review of the ministry that maps out each sub-program, and within them, the functions required delivering services of each of the sub-sectors.

One option under consideration already is to establish “sub-sector management units” (sub-sector Directorates) within MoEHE with responsibility to deliver on respective sub-sector (program). This will be a step in transforming MoEHE organization aligned to EDSP structure and promote more accountability in delivering outcomes rather than the current structure with 22 Directorates only accountable for inputs while no Directorate is accountable for sub-sector quality and outcomes.

Responsibility for supply of various inputs and services for the sector could either be internalized in each unit and/or organized in separate supply units that will respond to demands for inputs from each of the sub-sector Directorates. There are many options to consider, however, the most important aspect of such a reorganization process is to engage all senior and middle management levels to inform the process on what organizational model best serves program delivery. Thus a functional review should be followed by a process to facilitate organizational change using options presented in the review as a point of departure.

8.3 DECENTRALIZATION AND DEVOLUTION

While the tertiary level institutions are institutions with significant autonomy including devolution of authority over budget and spending devolved to them (with the exception of salaries on the government payroll), Government financed primary and secondary schools execute only a very small share of the education budget. Most payments are executed by MoF like wages and salaries of all MoEHE staff including teachers on Government payroll, most of the goods and services as well as larger scale procurements with payments directly to suppliers. While MoEHE is managing procurement of many essential inputs (textbooks, etc.) and distributes them through its Directorates⁴⁵, actual payment is often made by MoF. The above reflects on the centralized Public Financial Management (PFM) system of the Government with limited delegation of authority over spending by sector ministries like MoEHE.

Many of the observations in sections above suggest streamlining resource flows through the education system by ensuring all public funds including external finance are captured in the budget process. It means minimizing discretionary income from other sources (like “off budget” external finance and education tax). Improved efficiency in education sector spending also implies more discretionary authority to MoEHE in planning, budgeting and execution of expenditure to reduce internal transaction costs in the system for more efficient utilization of resources. The current system of budget execution involves many

⁴⁵ The administrative structure of MoEHE includes 22 field directorates (districts offices) of education, including 16 in the West Bank and six in Gaza.

steps in processing of payments which lead to delay in execution and thus efficiency loss which among others impact on school performance.

The above is evident from among others low budget execution levels beyond what can be explained by challenges in meeting revenue targets due to the volatile political environment. Increases in cash releases of the budget should be considered for MoEHE with more discretionary authority over processing of payments. This should be supported by increased capacity building and supervision efforts for MoEHE by MoF and external development partners.

The above means devolving more expenditure management responsibilities to MoEHE combined with capacity building measures in financial management. But also more responsibilities devolved from MoEHE to schools by introducing a formula based school grant system. Both could be addressed in the next EDSP.

8.4 OPERATIONAL MANUAL

A review of an Operational Manual developed to guide MoEHE in implementation of EDSP was included as an additional task in the Terms of reference for this PER. While it usually would fall outside the scope of a PER (more conventionally in a PFM review), the manual has been subject to a review by the team after a Draft was shared on 17 April 2013⁴⁶. Since the draft shared did not contain the 14 annexes referred to in the main document the opportunity to form an opinion on its quality and relevance has been limited to the main text.

A draft Financial Management Manual was also shared which is complementary to the Operations Manual as their ambition in total appears to be providing guidance on the entire cycle of planning, budgeting, budget execution including procurement, accounting and internal controls. This would be in addition to general program management and monitoring i.e. combining information on sector program performance along its different dimensions with financial information. It would in total serve to guide the management on assessing efficiency and effectiveness in use of program funds.

The Operations Manual in its draft form reflects to a large extent the current structure of EDSP and donor concepts and approaches to supporting Government programs. It provides a comprehensive overview of the existing MoEHE/donor relationships and procedures for

⁴⁶ "Operations Manual for Preparing the Annual Work Plan and Budget and Procurement Plan for the Palestinian Ministry of Education - Program Based Planning and Budgeting in Practice", undated.

consultation, monitoring and reporting and other procedures and tools applied in annual planning and monitoring of EDSP.

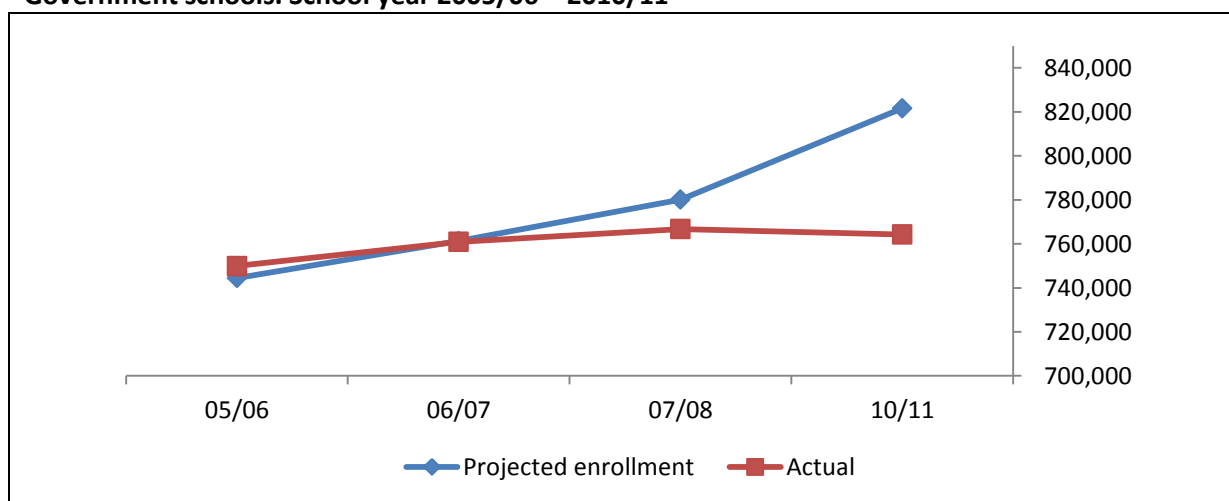
It is, and likely was not intended to be, a tool for sector planning covering the full scope of MoEHE’s mandate and in line with the Government’s current process of introducing a Medium Term (Rolling) Budget Framework. As such it serves first and foremost as a tool for the current education sector program where the focus has been mostly on EDSP and those elements that are subject to assistance by development partners either through JFA funds or funds earmarked to specific projects or transactions (conventional project tied aid).

The manual will likely have to be revised if some of the recommendations from this PER are adopted. This is related to recommendations on adopting a more conventional design of the sector program (sub-sectors) and procedures for annual planning (with projections of the school age population as the main determinant for annual planning and budgeting).

8.5 EDUCATION SECTOR PLANNING

The backbone of any education sector plan is the projection of the target group to be serviced; i.e. the school age population. For the current EDSP, MoEHE used a comprehensive model adapted to the Palestinian context where different “authorities” serve different clients (PA, UNRWA and private schools) when projecting the target group for the current EDSP⁴⁷. The model is currently under revision to provide updated projections for the next EDSP.

Figure 24 – EDSP projection and actual number of Primary and Secondary students enrolled in Government schools. School year 2005/06 – 2010/11⁴⁸



Source; EDSP program document and EMIS data

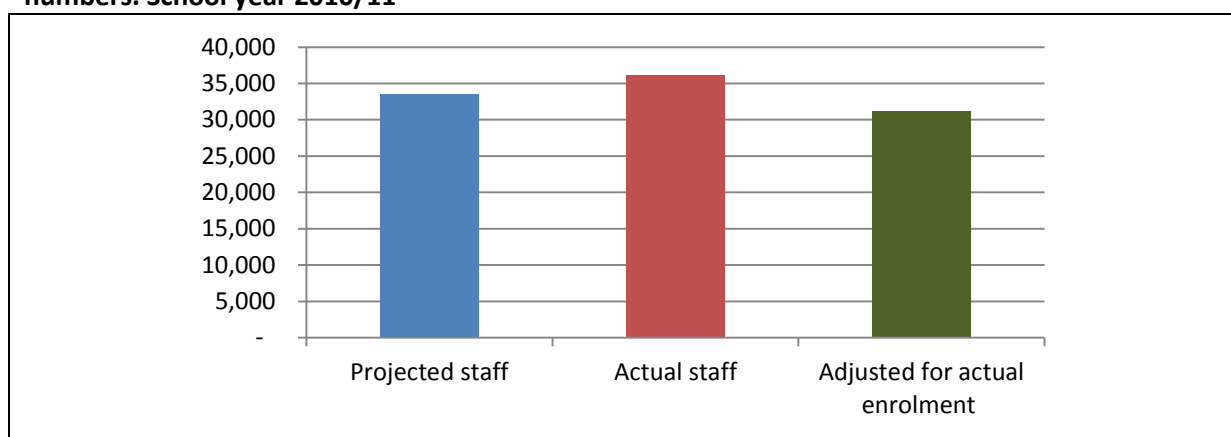
⁴⁷ Among others that in grade 10-12 UNRWA students are serviced by PA schools.

⁴⁸ Data for Gaza for the school years 2008/09 and 2009/10 were not available at the time of conducting this PER.

Figure 24 displays the projected and actual number of student enrolled in Government primary and secondary education schools. The projection figures are those used during design and costing of the current EDSP, the actual is what has been reported by schools and entered into EMIS. The deviation between the projected and actual number of students enrolled has increased over time.

Figure 25 displays the impact on staff deployment due to deviation between projected and actual student enrollment in government primary and secondary schools for the school year 2010/11. The first column shows the number of school level staff required as per EDSP initial projections of enrollment. The next column shows the number of teachers actually on the payroll for the same year. The actual number of teacher deployed exceeds the number of teachers required according to the EDSP initial projection. This can be explained by adjustment in targeted student/staff ratios (i.e. an ambition to reduce the student/staff ratios beyond the initial EDSP target).

Figure 25 – Primary and Secondary school staff in Government schools. EDSP projection and actual numbers. School year 2010/11



Source; EDSP program document and EMIS data

The last column shows the number of school level staff required in Government schools if the initial student/staff ratio as per EDSP was used and revising the projected number of students each year based on actual students enrolled. On average the required staff would have been 6.3% below what has been deployed i.e. in 2011 there were an excess of 5,033 staff compared to the actual requirement if using the EDSP targeted student/staff ratio and actual enrollment. The cost of this staff amounted to approximately 177 million NIS (equivalent to 49.6 million USD) in 2011.

For the next EDSP it will be important to adjust the initial projections with actual enrollment data after each year to ensure that recruitment and deployment of school level staff match the requirement as determined by student/staff ratios. MoEHE is currently working on an adjustment of their forecast model to enable adjustments of enrollment projections based on actuals when enrollment data are available after each school year.

ANNEX I – TERMS OF REFERENCE

Terms of Reference

Conducting a Public Expenditure Review

for Education in Palestine

I. Background

Since the Palestinian Authority took over responsibility for education in 1994, the educational system in Palestine has steadily improved providing increased educational opportunities for both males and females. It has experienced a significant expansion reaching a level of development that is comparable with middle-income countries.

Enrollment in basic education is universal and was 98 percent in 2008/9 according to the Palestinian Central Bureau of Statistics (PCBS). The enrollment rate for secondary education was 91 percent in the same year according to PCBS. These figures put Palestine in the lead in the Middle East and North Africa (MENA) region. The enrolment of young people between the ages of 18 and 24 in tertiary education was at 33 percent which is higher than average for middle-income countries. In 2003 Palestinian children participated in international tests and scored above the average for MENA countries.

The introduction of a new curriculum in a short period of time and the availability of textbooks for all children in all schools is among major achievements and so is the training of teachers. During the last decade almost every teacher in West Bank and Gaza has been provided with opportunities for training.

Despite the above achievements there are several challenges that remain. While almost all children up to the age of 12 are attending school without dropping out, the quality of education is variable and in some aspects in decline. Quality and equitable access have accordingly been among the key issues to address in the education policy, which is directly linked with decisions on sector spending. As a result, education spending intends to gradually shift from construction, procurement of learning materials and recruitment of more teachers towards training and development in new pedagogical methods and practices, improved monitoring and evaluation of sector outcomes and human resource management.

Access to schools is constrained by physical conditions and movement restrictions. In many cases the latter has been a barrier to investments in upgrading of facilities which in turn has led to crowding and deterioration in the learning environment. Many schools have experienced reduction in their revenue base from fees and faced problems in securing basic

school inputs. The limited services for students with special needs and those facing psychological trauma is another challenge. Above all is also the inequity in learning environments between West Bank and the Gaza Strip.

The Ministry of Education (MoE) has the overall responsibility for the general education sector. MoE is also in charge of managing governmental educational institutions and supervising pre-schools and private educational institutions.

MoE's mandate is among others to ensure education for all and improve its quality and its standards. Its mandate is reflected in the current Education Strategic Development Plan (EDSP 2008-2012) with three main goals to be achieved for general education:

1. To increase access of school-aged children and students of all education levels and improve the ability of the education system to retain them (Access).
2. To improve the quality of teaching and learning (Quality).
3. To develop the capacity for planning and management and to improve the financial and management systems used (Management).

Funding for the education system is spread across several funding sources. While operating costs are largely borne by the Ministry Finance, development funding comes primarily from external donors and to some degree also from the regular budget of the Palestinian Authority (PA) through the Ministry of Finance (MoF). For development purposes, the Palestinian private sector and local community contribute at times significant resources.

Government expenditure on education was approximately 17.5 percent of the total PA budget in 2010⁴⁹ which is high compared to many middle income countries and countries in the MENA region. Since 2011, MoE also receives funding through the first basket-funding mechanism in Palestine advancing the Sector-Wide Approach.

In addition several donors and international organizations provide funding to more than 70 projects in the education sector of which some targeting refugees through UNWRA, some through the PA budget and some "off budget". Some private sector and community contributions provided for individual schools are outside the PA budget in addition to various school fees and other contributions from students and their parents.

II. Purpose of a Public Expenditure Review

The *fragmentation of sector spending* makes it difficult for PA to plan and manage overall resource allocation, ensure that decisions on allocations comply with the overall policy and strategy for the sector and to identify and implement opportunities for rationalizing

composition of spending. A Public Expenditure Review (PER) may serve to address these challenges and provide input for PA to make more informed decisions on future allocations of public resources for the sector.

In 2007 a public expenditure review for West Bank and Gaza was conducted which included the Education Sector⁵⁰. It suggested a refocus of priorities towards further improvement in quality and with due consideration for equity in education. This has to a large extent been taken into consideration in the current EDSP 2008 – 2012. A recent internal study on health and education sector efficiency⁵¹ suggest that there are significant gains to be made by focusing more on efficiency in delivery of services and design interventions in accordance with the more conventional sub-sector division to plan service delivery and to make more informed decisions on intra-sector allocations.

As a follow up to the above and as input to preparation of the next phase of EDSP, which will run for six years from 2014-2019, a Public Expenditure Review of the Education Sector will be important to address the issues raised above and to provide a basis for recommended direction of policies and strategic interventions for the new EDSP.

As a point of departure the review would serve to update the analytical work of the 2007 PER with regards to the education sector. It will be mapping all resources to the sector, both PA budget allocations and expenditures, direct donor contributions “off budget”, private sector and community contributions as well as school level generated revenues from students, parents and others. It will serve to provide more in-depth analysis of issues such as trends in allocations and expenditures, intra-sector allocation, composition of spending, level of decentralization in allocations and spending, policies and practices concerning fees and other school level revenues in addition to efficiency and effectiveness of spending.

It will require collecting and analyzing information and data related to financing, management, performance, and governance of the sector for the period 2008 to 2012. The PER will assess the current situation in the sector and will suggest recommendations to improve allocations both between and within sub-sectors, opportunities for increasing efficiency in expenditure and the potential for a more decentralized model for allocation and spending decision in the sector.

III. Key Deliverables and Related Questions

The Public Expenditure Review of the Education Sector is expected to produce the following deliverables in response to a set of basic questions:

⁵⁰ “West Bank and Gaza. Public Expenditure Review. From Crisis to Greater Fiscal Independence”, Volume I and II, Report No. 38207-WBG, World Bank.

⁵¹ Internal Study on “Health and education efficiency in Palestine”, REPIM, October 2011.

(1) A brief sector overview including Institutional and Legal framework of the sector and a description of the current situation of the education system among others as expressed by key performance indicators.

(2) Overview of policies, strategies and programs related to the education sector and the *main priorities* as they should be reflected in *trends and composition of sector allocation and spending*. It should also include an analysis to what degree the MoEHE is complying with the new Operations Manual on Preparing the Annual Plan and Budget in practice.

(3) Overview of resources for the sector; including PA budget allocations and expenditures, donor direct contributions, private sector and community contributions as well as school level revenues. It will include analysis of trends in allocations and spending between sub-sectors, trends in allocations and spending composition of expenditures (wage, non-wage and investments), trends and distribution by different levels of execution (MOE/MOF/districts/schools). This will serve to address the following **key questions for the PER**:

- What is the trend and rate of execution of public expenditure in the sector?
- What is the breakdown of public budgeting and spending on education between PA, local authorities, public agencies and others?
- What is the breakdown of public spending on education between regions, districts including examples at school level and subsectors?
- What is the trend and distribution of spending according to the economic and functional classification?
- How much money from other sources is spent on education (NGOs, international aid, school level revenues)?

(4) Analysis of the above in relation to policies and priorities including analysis of how the trend in allocation and spending from different sources are aligned with current policies and strategies forms the heart of this TOR. This will include, but not be limited to, analysis in relation to access and equity both across sub-sectors (balancing requirements for different sub-sectors), location and in reflecting demands in the labor market and society in general. The analysis should include the following questions:

- How does the resource allocation and spending levels compare with other countries in the region?
- How comprehensive, reliable and available is the budget and expenditure data?

- Is the allocation of resources consistent with the sector priorities and with the objective of the sector policy?
- Is the public spending efficient and cost effective and are there underfinanced functions given their importance to sector development?
- How public spending impact on access and the reduction of inequality?
 - a. Is public spending equally distributed for boys and girls?
 - b. Is the allocation of resources adequately addressing the needs of all groups of children such as children with disabilities and marginalized groups?

(5) The result of the above will be a **set of recommendations** at policy, institutional and operational levels which may be used as inputs for the design of the next phase of the EDSP.

The recommendations should include an ***analysis of opportunities for more decentralized decisions over allocation and spending as well as opportunities to adjust allocation between functions and expenditure categories***, among others balancing investments with required future allocations for operations to entertain the investments made. Finally, it will assess opportunities for outsourcing of service delivery by others including the private sector.

In addition to the questions outlined above additional key questions can be developed if the consultants find it necessary.

IV. Implementation

Methods

As a point of departure the process would benefit from having an initial consultation venue (seminar/workshop) on the main issues the PER may serve to address. Then as analysis proceed, the team should present outcomes of analysis along different dimensions at various intervals before a dissemination process among a wider group of stakeholders is conducted.

The review could be implemented in 4 stages:

Stage 1:

- Desk review of background documents. Please refer to the document list below. In addition, the team should identify other relevant documents/reports.
- Initial consultation (seminar/workshop) on the main issues the PER should address and division of tasks between the international and local consultants/ firm as well as the staff from MoE, MoPAD and MoF.

- Preparation of field work plan and data collection tools.

Stage 2:

- Meetings and collection of national statistics/data from the Ministries and Development Partners
- Field visits to selected districts and schools in West Bank including Area C, Gaza and East Jerusalem.

Stage 3:

- Analysis of results from the field work
- Joint writing up of the report by the international and local consultants/ firm
- De-briefing/presentation of the results/draft report to stakeholders in the Palestinian Territory and Norad

Stage 4:

- Submission of comments to the draft report by stakeholders in the Palestinian Territory and Norad.
- Finalization of the report based on comments received.

The review team

The implementation team of this TOR consists of (a) 1-2 international consultants who will lead the efforts with the support of (b) local consultants/ firm with background in public finance and education.

The international consultant(s) will be contracted by NORAD, while the local consultants/ firm will be contracted directly by the MOEHMOEHEHE. The team will be supported by Fawaz Mujahed, Assistant Deputy Minister for Financial and Administrative Affairs and Jihad Draid, Director General of International and Public Relations at the MoE.

The TOR is implemented with the active participation of concerned government agencies, in this case MoPAD, MoF, MOE, and Development Partners. While all will be key interlocutors for acquiring the necessary data for analysis, their active participation should be secured through a consultation process at different phases of the process with the team of analysts to conduct the PER.

The international consultant(s) will be the team leader(s) of this PER, but will work in close collaboration with local consultants/ firm and staff members from the Ministries. In addition to providing significant substantive inputs to all activities listed above, the team leader(s) will additionally ensure the following:

- Effective division of tasks and responsibilities and coordination of inputs with other team members
- Ensuring good, open communication with the MoE and other Ministries as well as Development Partners
- High quality and in-time delivery of outputs against TOR including finalization of the report

The international consultant(s) should have the following competencies:

- Previous experience in conducting PERs
- At least master degree in economy, math, statistics or related field
- Knowledge of international education and development is desirable
- Knowledge of the Palestinian context, including the Palestinian public financial management system and the education sector is an asset.
- Previous experience of being a team leader
- Fluency in written and spoken English, knowledge of Arabic is an asset.

The local consultants/firm will work in close collaboration with the team leader. The main responsibilities of the local consultants/ firm will be to:

- Collect and analyze financial and educational data from the various parts of the Palestinian Territory (the West Bank including Area C, Gaza and East Jerusalem).
- Provide inputs to the final report
- Translation of Arabic documents into English (if needed) and translation of the final report into Arabic
- Logistic arrangements in collaboration with the MoE

The local consultancy team should have the following competencies:

- At least BA in economy, math, statistics or related field and education/social science or related field
- Previous experience in conducting PERs/financial reviews
- Knowledge of the Palestinian public financial management system and the education sector.
- Fluency in written and spoken Arabic and English

The team needs to ensure that at least one of the local team members has access to the various parts of the Palestinian Territory.

The total time frame is set to maximum 60 working days for 1-2 international consultants. The consultant(s) should suggest in the tender how time shall be divided between the tasks described in the various stages above, including how many working days that should be spent as desk based work as well as how many working days that will be spent in the Palestinian Territory, and how many visits that will be conducted to the Palestinian Territory. If the assignment is divided between two consultants the tender should include information on how the tasks and responsibilities will be divided between the two consultants.

It is desirable that a local firm is contracted to conduct the tasks of the local consultants/ firm. The total number of working days is set to maximum 90 working days which can be divided between 2-3 local consultants as found relevant by the team/ firm.

Timetable and reporting.

It is desirable that the work of this PER will start in January/February, 2013 and be finalized by May, 2013. Both the international as well as the local consultants/ firm will report to the DG of International Relations who will facilitate the cooperation with all relevant stakeholders. The consultants will also regularly update the Management Team of the MoEHE whenever requested.

List of relevant documents:

- The EDSP 2008-2012
- Annual work plans and budgets (2008-2012)
- Annual M&E and narrative reports of the education sector (2010-2012)
- Aide memoires of sector reviews (2011-2012)
- PER conducted by the World Bank in 2007
- Health and education efficiency study by DFID
- UN/MoE package on inclusive education
- West Bank and Gaza, Education sector analysis by the World Bank in 2007
- Teacher Education Strategy
- JFA agreement with addendums
- Palestinian National Development Plan (2011-2013)
- PA's national budget
- Audit of PA's financial statement

Public Expenditure Review of schools in Palestine

مراجعة الانفاق العام على التعليم الاساسي (من الصف الاول حتى التاسع)-فلسطين

School Based Survey Tool

مسح للمدارس

Introduction

The Ministry of Education (MOE) has initiated a Public Expenditure Review for the education sector in Palestine. An important part of this review is to analyze information on resources from MoE and others that your school has access to and which you can use for teaching and other purposes to improve your school performance.

Your school has been selected among a sample of schools in West Bank and Gaza. The information will be used for analytical purposes only. The purpose is to assess overall availability of resources for schools in Palestine in general, not for analyzing schools individually i.e. the data presented for your school will be merged with data from other schools in the sample.

The following pages contain a number of questions to collect key information from your school and the extent to which you receive financial and other forms of support from MoE and the District Education office, from parents and/or others like the community, municipal/village council and/or others. The financial data should to the extent possible be recorded as they appear in the school cashbook and records.

The financial data requested are for the financial year 2012. Other data requested are for the school year 2011/12 unless otherwise specified.

After receiving the this questionnaire you will be contacted by MoE to schedule a visit by a representative of the survey team who will review the questionnaire with you and provide additional guidance in completing the questionnaire.

All the questions below will be completed through an interview with head teacher or person acting in her/his place school.

كل الاسئلة المشار اليها ادناه سيتم الاجابة عنها خلال المقابلة التي ستعقد مع مدير المدرسة او نائبه.

All amounts shall to be entered in Shekel. All revenue and expenditure data shall be for the calendar years 2012. All other data for school year 2011/2012.

كل القيم سيتم ادخالها بعملة الشيكال الاسرائيلي . كل الايرادات والنفقات يجب أن تكون خاصة بسنة 2012. والمعلومات الاخرى فهي للسنة الدراسية 2012/2011.

A. BASIC INFORMATION		
1. Name of Interviewer اسم الشخص الذي سيعقد المقابلة		
2. Interview date تاريخ المقابلة		
3. Name of main respondent (Head Teacher) اسم الشخص الذي تتم معه المقابلة		
4. Phone number of main respondent رقم تلفون الشخص الذي تمت معه المقابلة		
5. Email main respondent البريد الالكتروني للشخص الذي تمت معه المقابلة		
6. Name and position of others present from the school اسماء ومناصب الاشخاص الاخرون من المدرسة (الحاضرين في المقابلة)		
7. School Name اسم المدرسة		
8. School Registration Number رقم تسجيل المدرسة		
9. School grades صفوف المدرسة	Lowest grade; أقل صف (مثال: الصف الاول)	
	Highest grade; اعلى صف (مثال: الصف الثاني عشر)	
10. Name of municipality/council اسم البلدية او المجلس		
11. Name of District		
12. Name of Governorate اسم المحافظة		
13. Which year was the school established? سنة تأسيس المدرسة		
B. SCHOOL FACILITIES مرافق المدرسة	SCHOOL YEAR 2011/12	COMMENTS تعليقات
14. How many classrooms does the school have? كم تبلغ عدد الغرف الدراسية في المدرسة؟		
15. How many shifts per day?		Morning and/or evening classes
16. Are you sharing your classrooms with another school? هل تشترك المدرسة بأية صفوف دراسية مع مدرسة اخرى؟		1 = Yes, 2=No
17. Are you using another schools classrooms?		1 = Yes, 2=No
18. Does the school have a separate room serving as a library and which is in use? هل لدى المدرسة غرفة منفصلة متخصصة للمكتبة؟		1 = Yes, 2=No
19. Does the school have a computer lab? هل لدى المدرسة مختبر كمبيوتر؟		1 = Yes, 2=No
20. How many functioning PC's does the school have? كم جهاز كمبيوتر تمتلك المدرسة (يعمل بكفاءة)؟		Number of PCs working

21. Does the school have a separate administration office(s)? هل لدى المدرسة غرفة منفصلة للإدارة؟		1 = Yes, 2=No
22. Does the school have a protective wall/fence around its premises? هل تحاط المدرسة بسياج أو سور؟		1 = Yes, 2=No
C. INFORMATION ABOUT SCHOOL ATTENDANCE معلومات حول الحضور في المدرسة سنة 2012	SCHOOL YEAR 2011/12	COMMENT
23. When did the school year start in 2011? متى بدأ العام الدراسي في عام 2011?		Date (Day/Month in DD/MM format)
24. When did the school year close in 2012? متى انتهت السنة الدراسية في عام 2012?		Date (Day/Month in DD/MM format)
25. Total number of days the school was open for teaching in the school year?		Number of days in the school year that at least one class was taught something.
26. How many schooldays the school was closed during the school year (exclude Fridays and Saturdays)? كم بلغ عدد اسابيع العطل والانقطاع عن الدراسة خلال السنة الدراسية 2012/2011؟		Number of days closed due to school break, holidays or other reasons (like strike, security risks, etc.) during the school year
27. Number of students at the beginning of the school year? كم بلغ عدد الطلاب الذين سجلوا في بداية العام الدراسي 2012/2011؟		Number of students
28. – of which girls عدد الإناث منهم؟		
29. Number of students at the end of school year عدد الطلاب في نهاية العام الدراسي 2012/2011؟		
30. – of which girls كم عدد الإناث منهم؟		
Information about teaching in 2012 معلومات عن التعليم في عام 2012	School Year 2011/12	Comment
31. How many classes were taught during a week in total for all grades? كم عدد الحصص التي تم تدريسها خلال اسبوع بالمجموع لكل الصفوف؟		Sum total of the number of periods (classes) taught for all grades during a week
32. Average length of a period per class متوسط فترة او وقت الحصص		30, 40, 45 or 60 minutes
33. Average number of extra classes taught per week not mentioned above عدد الحصص الإضافية خلال الاسبوع ولم يشار إليها في السؤال السابق		
34. Average number of students in each extra class متوسط عدد الطلاب في كل حصة		
Information about school employees in 2012 معلومات حول العاملين في المدرسة في عام 2012	School Year 2011/12	Comment
35. Total number of staff at the school May 2012 عدد العاملين خلال 2012		All staff receiving salary including none teaching staff paid by PA and/or other sources like parent/community/other contributions to supplement staff on PA payroll
36. – of which number of female staff كم عدد الإناث منهم؟		
37. Number of staff on PA payroll May 2012 عدد العاملين على قائمة الرواتب لدى السلطة الفلسطينية في ايار 2012		Only staff on PA payroll

38. – of which number of female staff عدد الاناث منهم		
39. Number of staff teaching May 2012 عدد افراد الهيئة التدريسية خلال شهر 5 (ايار) من سنة 2012		Only staff teaching i.e. excluding admin and support staff
40. – of which number of female staff عدد الاناث منهم		
41. Number of staff teaching which were on PA payroll May 2012 عدد المدرسين على قائمة الرواتب لدى السلطة الفلسطينية ؟		Only teachers on PA payroll
42. – of which number of female teachers عدد الاناث منهم ؟		
43. Number of teaching staff on PA payroll which were absent May 2012 عدد المدرسين على الرواتب لدى السلطة الفلسطينية الغياب في شهر ايار من عام 2012		
44. Number of staff teaching less than 14 classes per week عدد المدرسين الذين لديهم اكثر من 14 حصة كل اسبوع		
School educational performance in 2011/12 الاداء الاكاديمي في المدرسة	School Year 2011/12	Comment
45. How many students repeated their last year's grade in the school year 2012/13? كم عدد الطلبة الذين تقدموا للامتحانات في 2012؟		
46. How many student sat for the Tawjih exam in 2012?		Only for schools with grade 12
47. How many students passed the Tawjih exam in 2012?		
48. Did your school participate in the Unified Tests?		1 = Yes, 2=No
49. If so, what was the score for each subject for the following grades?		
- A) Grade 4 – Maths		Enter scores for each or NA if not rated for the specific grade/subject (like for schools that do not have the particular grade(s)).
- B) Grade 7 - Arabic		
- C) Grade 8 - Maths		
- D) Grade 9 - Science		
Information about school monitoring 2011/12 معلومات حول الرقابة	School Year 2011/12	Comment
50. Does your school have "School Council" or other management "committees" with decision-making authority? هل هناك مجلس ادارة (لجنة إدارة) لاتخاذ القرار والتخطيط والتمويل؟		1 = Yes, 2=No
51. How many times did the "School Council" meet during 2011/2012? كم يبلغ عدد اجتماعات اللجنة خلال 2011/2012؟		
52. Were parents represented on your "School Council" during 2011/2012?		1 = Yes, 2=No
53. Did your school have a Parent/Teacher association during 2011/2012? هل لدى المدرسة مجلس اباء/معلمين ؟		1 = Yes, 2=No. An association of both teacher and parents
54. How many times did the Parents/Teacher association meet during the school year 2011/12? كم يبلغ عدد اجتماعات مجلس الاءاء/المعلمين خلال السنة الدراسية؟		Parents/teacher association meetings with school management

55. Did the school publish information on government funds received visible to the public during 2011/2012? هل تفصح المدرسة عن المعلومات المتعلقة بالتمويل الحكومي التي تم استلامه للآباء والآخرين؟		1 = Yes, 2=No, like posting the information on school walls, notice board, newspaper or other media visible to the public etc.
56. Did the school publish information on contributions/fees by others (including contributions from others than PA) visible to public during 2011/2012? هل تفصح المدرسة للآباء والآخرين عن المعلومات المتعلقة بالمساهمات والرسوم من المصادر الاخرى غير الحكومة الفلسطينية		1 = Yes, 2=No, like posting the information on school walls, notice board, newspaper or other media visible to the public etc.
57. How many times in the last quarter April – June 2012 did someone from the District Education Office or MoEHE make a supervision visit to the school? متى تم زيارة المدرسة من قبل المسؤولين في وزارة التربية والتعليم؟		Number of visits as per school visitors book
FINANCIAL INFORMATION المعلومات المالية		
Revenue information from school cash books/ledgers. معلومات عن الإيرادات من الدفتر المحاسبي	Fiscal year 2012	Comment
58. Does the school have cashbook/ledger to record transfers/revenue from PA and others? هل لدى المدرسة دفتر يوميات لتسجيل التحويلات النقدية والإيرادات من السلطة الفلسطينية وأية مصادر أخرى؟		1 = Yes, 2=No
59. Total revenue in cash to school from canteen and/or other school revenue generating activities		
60. Total cash contributions received in 2012 from;		
- a) Ministry of Finance (MOF)		
- b) Ministry of Education (MOEHE/MOEHEHE) and/or District Education Office		
- c) From other PA ministries/agencies		
- d) Municipal/Local Government Councils		
61. Total cash contributions received from parents/students مجموع المساهمات النقدية المستلمة من الآباء أو الطلاب؟		
62. – of which transferred to District Education Office كم منها تم إرسالها لمكتب التعليم؟		
63. – of which transferred to others وكم منها تم إرسالها لجهات أخرى؟		
64. – of which retained by the school وكم بقي منها لدى المدرسة؟		
65. Total cash received from others not mentioned above مجموع النقد المستلم من جهات أخرى لم يتم ذكرها؟		Specify cash by source and purpose;
66. – of which transferred to District Education Office كم منها تم إرساله لمكتب التعليم؟		
67. – of which transferred to others كم منها تم إرساله لجهات أخرى؟		

68. – of which retained by the school كم منها احتفظت به المدرسة؟			
Expenditure information from school cashbooks. معلومات عن النفقات من دفتر النقد التابع للمدرسة	Fiscal year 2012	Comment	
69. Total payments to school staff on PA payroll مجموع الدفعات للعاملين في المدرسة على الرواتب لدى السلطة الفلسطينية؟		Like allowances and/or other payments for services like teaching extra classes etc.	
70. Total payments made to school staff not on PA payroll مجموع الدفعات للعاملين في المدرسة ليسوا على الرواتب لدى السلطة؟		Like salaries and allowances	
71. Total payments for text books, teaching guidelines and teaching tools مجموع الدفعات للكتب المدرسية , التوجيهات التعليمية ، وأدوات التعليم		To be collected from school cashbook. If not recorded in cashbooks try to verify amount by other supporting documentation available.	
72. Total payments for chalks, exercise books, pens, pencils, etc. مجموع الدفعات للطباشير, اقلام الحبر , اقلام الرصاص ، واخرى....			
73. Total payments for examination papers and materials مجموع الدفعات لاوراق الامتحانات والمواد			
74. Total payments for food, hospitality, etc. مجموع الدفعات للطعام والضيافة			
75. Total payments for desk/chairs/tables and repair مجموع الدفعات للكراسي والمقاعد والطاولات والتصليحات؟			
76. Total payments for other equipment like PCs etc. not mentioned above			
77. Total payments for school building/classrooms construction and/or rehabilitation and maintenance مجموع الدفعات للبناء والترميم وإعادة التصليح ؟			
78. Total other payments not mentioned above مجموع الدفعات الاخرى الغير مشار اليها اعلاه.			
Contributions in kind from PA not included in the above (specify) المساهمات العينية من السلطة الفلسطينية لم يشار اليها قبل؟	Estimated value 2012	Quantity/	Comment
79. Educational materials, stationary, other teaching/ learning materials الكتب			
80. Furniture like desks, chairs, etc			
81. Other equipment like PCs, etc, المقاعد الدراسية			
82. Classrooms constructed/rehabilitated الغرف الصفية التي تم انشاؤها			
83. Other (specify): اخرى			
Contributions in kind from municipal/local government not included in the above (specify) المساهمات العينية من البلدية او الحكومة المحلية لم يشار اليها من قبل؟	Estimated value 2012	Quantity	Comment
84. Educational materials, stationary, other teaching/ learning materials الكتب			
85. Furniture like desks, chairs, etc			
86. Other equipment like PCs, etc, المقاعد الدراسية			
87. Classrooms constructed/rehabilitated الغرف الصفية التي تم انشاؤها			

88. Other (specify): اخرى			
Contributions in kind from parents not included in the above (specify) المساهمات العينية من الاباء غير متضمنة اعلاه؟	Estimated value 2012	Quantity	Comment
89. Educational materials, stationary, other teaching/ learning materials الكتب			
90. Furniture like desks, chairs, etc			
91. Other equipment like PCs, etc, المقاعد الدراسية			
92. Classrooms constructed/rehabilitated الغرف الصفية التي تم انشاؤها			
93. Other (specify): اخرى			
Contributions in kind from Civil society/Non-Governmental organisation not included in the above (specify) المساهمات العينية من المجتمع المدني والمؤسسات غير الحكومية لم يشار اليها من قبل؟	Estimated value 2012	Quantity	Comment
94. Educational materials, stationary, other teaching/ learning materials الكتب			
95. Furniture like desks, chairs, etc			
96. Other equipment like PCs, etc, المقاعد الدراسية			
97. Classrooms constructed/rehabilitated الغرف الصفية التي تم انشاؤها			
98. Other (specify): اخرى			
Contributions in kind from others not included in the above (specify) المساهمات العينية من الاخرين لم يشار اليها من قبل؟	Estimated value 2012	Quantity	Comment
99. Educational materials, stationary, other teaching/ learning materials الكتب			
100. Furniture like desks, chairs, etc			
101. Other equipment like PCs, etc, المقاعد الدراسية			
102. Classrooms constructed/rehabilitated الغرف الصفية التي تم انشاؤها			
103. Other (specify): اخرى			
104. Other comments/clarifications related to the questions (give reference to question number) or other information like exceptional circumstances affecting school performance during the school year: اية تعليقات او توضيحات متعلقة بالاسئلة (رقم السؤال) او أية معلومات اخرى مثل الظروف الاستثنائية التي تؤثر اداء المدرسة خلال السنة الدراسية 2012/2011			

ANNEX III - SCHOOL SAMPLE

School ID	Zone	Location	District	Location name
32111096	A	Gaza	Khan Younis	Khan Yunis
32111101	A	Gaza	Khan Younis	Khan Yunis
32111097	A	Gaza	Khan Younis	Khan Yunis
32111028	A	Gaza	Khan Younis	Khan Yunis
32111025	A	Gaza	Khan Younis	Khan Yunis
34112089	A	Gaza	Rafah	Rafah
34111089	A	Gaza	Rafah	Rafah
34111031	A	Gaza	Rafah	Rafah
38115017	A	Gaza	West Gaza	Gaza
38116001	A	Gaza	West Gaza	Gaza
38115005	A	Gaza	West Gaza	Ash Shati' Camp
38115011	A	Gaza	West Gaza	Ash Shati' Camp
38113009	A	Gaza	West Gaza	Gaza
38115032	A	Gaza	West Gaza	Gaza
38114001	A	Gaza	West Gaza	Gaza
38112004	A	Gaza	West Gaza	Gaza
38116007	A	Gaza	West Gaza	Gaza
22112102	A	West Bank	Bethlehem	Al Khadr
22111001	A	West Bank	Bethlehem	Bethlehem (Beit Lahm)
22112071	A	West Bank	Bethlehem	Za'tara
22112117	A	West Bank	Bethlehem	Nahhalin
22112118	A	West Bank	Bethlehem	Ad Doha
22112054	A	West Bank	Bethlehem	Husan
22112083	A	West Bank	Bethlehem	Husan
22112041	A	West Bank	Bethlehem	Al 'Ubeidiya
22112089	A	West Bank	Bethlehem	Tuqu'
22112068	A	West Bank	Bethlehem	Artas
22112033	A	West Bank	Bethlehem	Hindaza
22112080	C	West Bank	Bethlehem	Wadi Rahhal
22112110	A	West Bank	Bethlehem	Marah Rabah
22112021	C	West Bank	Bethlehem	Wadi Rahhal
10111119	A	West Bank	Jenin	Jenin
10112088	A	West Bank	Jenin	Silat al Harithiya
10111194	A	West Bank	Jenin	Jenin
10111202	A	West Bank	Jenin	Jenin

School ID	Zone	Location	District	Location name
10112174	A	West Bank	Jenin	Kafr Dan
10112077	A	West Bank	Jenin	'Anin
10112200	A	West Bank	Jenin	Jalbun
10112053	A	West Bank	Jenin	Kafr Dan
10112057	A	West Bank	Jenin	Al 'Araqa
10112078	A	West Bank	Jenin	Jalqamus
10111148	A	West Bank	Jenin	Ya'bad
10112186	A	West Bank	Jenin	Ya'bad
10111171	A	West Bank	Jenin	Jenin
10111201	A	West Bank	Jenin	Jenin
10112038	A	West Bank	Jenin	Zububa
10112008	C	West Bank	Jenin	Umm ar Rihan
19112023	A	West Bank	Jerusalem Subarbs	Biddu
19112065	C	West Bank	Jerusalem Subarbs	'Arab al Jahalin
19112018	A	West Bank	Jerusalem Subarbs	Bir Nabala
19112049	A	West Bank	Jerusalem Subarbs	Beit Hanina al Balad
19112037	A	West Bank	Jerusalem Subarbs	Al 'Eizariya
19112005	A	West Bank	Jerusalem Subarbs	Qalandiya
19112030	A	West Bank	Jerusalem Subarbs	Beit Ikka
11112026	A	West Bank	Nablus	'Urif
11112052	A	West Bank	Nablus	Qabalan
11112053	A	West Bank	Nablus	Qabalan
11112069	C	West Bank	Nablus	Al Lubban ash Sharqiya
11112025	A	West Bank	Nablus	'Urif
11112081	A	West Bank	Nablus	Beita
11112033	A	West Bank	Nablus	'Einabus
11112066	A	West Bank	Nablus	Majdal Bani Fadil
25112007	A	West Bank	North Hebron	Halhul
25112023	A	West Bank	North Hebron	Beit Ummar
25112052	A	West Bank	North Hebron	Surif
25112035	A	West Bank	North Hebron	Nuba
25112805	A	West Bank	North Hebron	Halhul
25112073	A	West Bank	North Hebron	Kharas
25112026	A	West Bank	North Hebron	Sa'ir
25112099	A	West Bank	North Hebron	Bani Na'im
25112085	A	West Bank	North Hebron	Ash Shuyukh
25112086	A	West Bank	North Hebron	Sa'ir
25112078	C	West Bank	North Hebron	Beit 'Einun
18112158	A	West Bank	Ramallah & Al-Bireh	Beit Liqya
18112169	A	West Bank	Ramallah & Al-Bireh	'Ein Yabrud

School ID	Zone	Location	District	Location name
18111166	A	West Bank	Ramallah & Al-Bireh	Beituniya
18111113	A	West Bank	Ramallah & Al-Bireh	Beituniya
18113224	A	West Bank	Ramallah & Al-Bireh	Bir Zeit
18113210	A	West Bank	Ramallah & Al-Bireh	Deir Qaddis
18111050	A	West Bank	Ramallah & Al-Bireh	Al Bireh
18113209	A	West Bank	Ramallah & Al-Bireh	Al Bireh
18112026	A	West Bank	Ramallah & Al-Bireh	Beit 'Ur at Tahta
18112001	A	West Bank	Ramallah & Al-Bireh	'Abwein
18112016	A	West Bank	Ramallah & Al-Bireh	Ni'lin
18112069	A	West Bank	Ramallah & Al-Bireh	Saffa
18112119	A	West Bank	Ramallah & Al-Bireh	Abu Qash
18112088	A	West Bank	Ramallah & Al-Bireh	An Nabi Salih
18112023	A	West Bank	Ramallah & Al-Bireh	Al Mughayyir
18112033	A	West Bank	Ramallah & Al-Bireh	Kafr Malik
18111176	C	West Bank	Ramallah & Al-Bireh	Al Bireh
18112120	A	West Bank	Ramallah & Al-Bireh	AL-Zaytouneh
18112072	A	West Bank	Ramallah & Al-Bireh	AL-Itihad
13112102	A	West Bank	Salfeet	Biddya
13112025	A	West Bank	Salfeet	Biddya
13112007	A	West Bank	Salfeet	Kafr ad Dik
13112042	A	West Bank	Salfeet	Deir Ballut
13111024	A	West Bank	Salfeet	Salfit
13112055	A	West Bank	Salfeet	Az Zawiya
13112014	A	West Bank	Salfeet	Mas-ha
13112045	A	West Bank	Salfeet	Sarta
29111019	A	West Bank	Tubas	Tubas
29112044	A	West Bank	Tubas	'Ein el Beida
29112037	A	West Bank	Tubas	Tammun
29112022	A	West Bank	Tubas	Tayasir