

Ministry of Education and Higher Education

Palestine 2020: A Learning Nation

Summary of

EDUCATION DEVELOPMENT STRATEGIC PLAN

EDSP 2014-2019

Directorate General of Planning, MoEHE

February 2014

Foreword by His Excellency Minister of Education and Higher Education

I am pleased to present the Third Education Strategy 2014-2019-Palestine 2020: A Learning Nation. In the next six years, we are looking for education to do more to help set our country on a strong course for the future.

Education in Palestine is the most essential investment in the future of our country. Education is about enhancing the well-being, life skills, and holistic development of our children and advancing the goals and aspirations of our society. The more we invest in reforming our education system, the higher returns we will harvest in economic, social, and political terms. Education must meet the needs of the students, the labor market, and the economy.

Our main target is to transform the education system from a textbook transmission/memorization model to student-centered dynamic pedagogies with the teacher as a facilitator of learning and skill development as opposed to a provider of factual knowledge. Such a foundational shift in the education system requires deep and difficult reforms in the current curriculum, the roles of teachers and supervisors, and a more results-based education management system.

The title of the third education strategy- 'A Learning Nation'-captures the intended holistic approach to learning as well as the reality of our condition as a people building their own country and institutions against all odds. Learning requires a high degree of openness to new ideas and ways of seeing and doing, which is essential for any system reform.

I thank my team at the ministry, especially the General Directorate of Planning, for the year-long efforts to develop the new education strategy in close partnership with internal and external stakeholders. I also thank our international partners for their continued generous support for the education sector in Palestine.

I am committed to working with everyone in the sector to achieve our vision.

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February 2014*

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PART ONE

I. Introduction

1. Educational Planning with Uncertainty: A State under Military Occupation

On November 29, 2012, in a 138-9 vote (with 41 abstentions and 5 absences), the United Nations General Assembly passed resolution 67/19, upgrading Palestine from an "observer entity" to a "non-member observer state" within the United Nations system. Despite the large international political support, Palestine's reality has not improved with the Israeli occupation and settlement enterprise becoming more deeply entrenched on Palestinian land. Israel controls the external borders (and therefore the collection and transfer of customs duties for Palestine) as well as internal movement of goods and people with hundreds of checkpoints, a Separation Wall, and more than 500,000 Israeli settlers spread throughout the West Bank. Area C makes up more than 60 % of the West Bank and is under full Israeli civil and security control. Jerusalem is entirely cut off from the rest of the West Bank with no official Palestinian representation left operating.

Since the Palestinian education system is exposed to these political, financial, physical constraints and vulnerable to many variables that cannot be controlled, uncertainty has become part of everyday life for a student, teacher, and administrative staff. The Ministry of Education is well aware that many variables are beyond its control. However, the ministry tried to draft the 6-year Education Strategy 2014-2019 (EDSP 2014-19 or Palestine 2020)¹ largely on the basis of factors and considerations that are within its control.

The most vulnerable places in the West Bank are Area C and East Jerusalem where Israel exercises full control over land and people and the educational process is often interfered with and basic rights violated by settlers and soldiers. Thus, in both these areas the ministry relies on direct international involvement and assistance to provide educational services to the least protected part of Palestinian students and teachers.

¹ The term *Palestine 2020* refers to the name of the EDSP 2014-19 indicating the planned status of the education system in 2020 after the implementation of the this 6-year education strategy.

2. Adopting the Direct Service-Delivery Program Structure

The decision to adopt the direct-service delivery program structure is of strategic importance and the most significant step with implications for the organizational structure and day-to-day management. Such a transformation is intertwined with the stated ambition to reform the ministry structure and performance to a results-based and accountability management system. This strategic decision is also requested by the Ministry of Finance for all line ministries with relevant binding guidelines issued in 2013.

One of the main advantages of adopting the new direct service-delivery program structure is the ability to see the different types of education (also referred to as subsectors) offered by the ministry more clearly. In other words, the structure of the education system becomes synonymous with the main services provided to the Palestinian public. Also, the move to a direct-service delivery structure has the potential to act as a catalyst for significant management reforms ranging from decentralization between the ministry and districts to gradually transfer more financial and management autonomy to the school-level. Moreover, for a proper functioning of the new program structure, the traditional vertical mode of operations will be incentivized to become more horizontally integrated across subjects and departments.

II. Basic Characteristics and Statistics for General Education

Following an overview of basic characteristics and statistics of the Palestinian Education System, the key components of the education system are outlined with regards to the current status, challenges, and strategic options and anticipated results.

a. Basic Characteristics of the Palestinian General Education System

The Ministry of Education (MoE) holds responsibility for managing public schools (including regulatory overview of schools run by the private sector), overseeing 67.08% of the total number of Palestinian students. United Nations Relief and Works Agency (UNRWA) oversees 24.07%, while the private sector oversees 8.85% of the total general education student population.

The Palestinian general education system is comprises the following sub-sectors:

- A. Pre-school education:** Pre-school education refers to services for children from 4-6 years for two years. Pre-school services are provided by local and international institutions, with the local private sector services increasing rapidly. Currently, MoE only indirectly oversees this type of education. However, MoE is directing its policies towards establishing pre-school education in public schools as part of this education strategy.
- B. Primary Education (PE):** PE includes grades 1-10. Basic education ranges from Grade 1-10 and is compulsory. It is divided into two levels the lower basic stage of grades 1-4 and upper basic stage (empowerment) including grades 5-10.
- C. Secondary Education (SE):** SE consists of academic and vocational education for grades 11-12. Vocational education includes four streams: commerce, agriculture, industry and tourism. Academic education includes the science and humanities stream.
- D. Non-formal Education (NFE):** MoE grants licenses for NFE centers according to specific conditions. MoE provides two non-formal education programs: parallel education program provided to dropouts who had completed 5-6 years of basic education, and literacy program and adult education, provided for those over the age of 15 who are not proficient in reading and writing.

The main education service providers in Palestine are:

- **Government:** The MoE oversees the majority of schools in the West Bank and Gaza, except for the City of Jerusalem which is still under Israeli occupation with full civil and security control. In East Jerusalem, there are two types of public schools: public schools supervised by the Islamic *Waqf* and administered by the Palestinian MoE, and public schools supervised by the Israeli Ministry of Education.

- **UNRWA:** The UN agency with the longest running assistance program is responsible for schools for Palestinian refugees. Apart from Palestine, it also operates in Lebanon, Jordan, and Syria.²
- **Private Sector:** The growing education service provider is supervised and funded by charities, religious groups, private enterprises and individuals.

b. Basic Statistics for General Education in Palestine

Students

0.1 The **total number of students** in Palestine **increased** from **1,109,126 in 2008/2009 to 1,138,965 in 2012/2013**, as shown in Table (1) below. The annual increase rate during this period reached 0.91%.

Table (1): Student distribution per educational stage, (2008/09 – 2012/13)

Year	First grade		Primary Education		Secondary Education		Total number	
	No	Change in %	No	Change in %	No	Change in %	No	Change in %
2008/2009	100,268	2.02%	963,991	0.60%	145,135	3.50%	1,109,126	1.00%
2009/2010	102,953	2.68%	961,654	-0.20%	152,148	4.60%	1,113,802	0.40%
2010/2011	108,471	5.36%	967,300	0.60%	149,691	-1.60%	1,116,991	0.30%
2011/2012	109,935	1.35%	980,213	1.30%	149,325	-0.20%	1,129,538	1.10%
2012/2013	110,087	0.14%	992,470	1.40%	146,495	-1.00%	1,138,965	1.10%

Source: Department of Statistics, DGoP

² UNRWA offers education services only for Grades 1-9. After the completion of the 9th grade, most UNRWA students transfer to public schools to continue their education.

Table (2): Student distribution in public schools by educational stage (2008/09 – 2012/13)

Year	1 st grade		Primary		Secondary		Total	
	No	Change in %	No	Change in %	No	Change in %	No	Change in %
2008/09	55,926	0.17%	632,769	0.13%	139,095	3.2%	771,864	0.67%
2009/10	56,337	0.73%	620,209	-1.98%	145,981	4.95%	766,190	-0.74%
2010/11	59,342	5.33%	622,724	0.41%	143,510	-1.69%	766,234	0.01%
2011/12	58,549	1.34%	619,189	-0.57%	142,502	-0.70%	761,691	-0.59%
2012/13	59,215	1.14%	622,787	0.58%	139,712	-1.96%	762,499	0.11%

Source: Department of Statistics, DGoP

- 0.2 As indicated in Table (2) above, the student number in **first grade** in Palestinian schools gradually increased since 2008/2009, from 100,268 to 110,796 in 2012/2013. The number of first grade students in public schools also increased from 55,926 in 2008/2009 to 59,215 in 2012/2013.
- 0.3 The total number of students in the **primary stage** in Palestine reached 992,470, 622,787 of which are enrolled in public schools in 2012/2013.
- 0.4 The annual increase rate of students in Palestinian secondary schools reached 1.06% between 2008/2009 and 2012/2013, compared with 0.88% in primary stage schools. On the other hand, there was an annual increase in the student number in secondary schools during 2008/2009 and 2009/2010, while it gradually decreased over subsequent years as the overall number of students in secondary stage reached 146,495 in 2012/2013, of which 139,712 students are enrolled in public schools.
- 0.5 The average number of students in public schools reached 374.1 students per school, in 2012/2013, in the West Bank and Gaza. However, when analysis by region is made, the difference in average between the West Bank and Gaza is almost double.

Teachers and Other School Personnel

0.6 Studying the reality of human resources in schools requires focusing on the actual number of teaching positions rather than the number of the staff employed since for example school principals may be occupied with administrative work and with teaching few classes weekly. Table 3 below shows an increase in total number of governmental teaching positions, from 33,468 in 2008/2009 to 36,763 in 2012/2013, an increase of 3% across Palestine. In the West Bank, the number of teaching positions increased by 3.2%, from 24,320 to 26,714, and in Gaza the number increased in 2.4%, from 9,148 to 10,049.

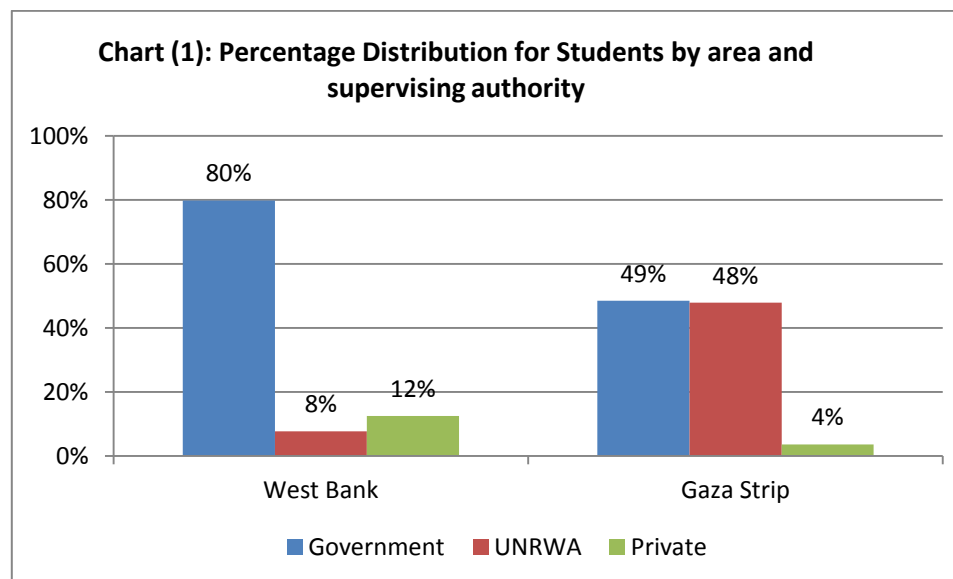
Table (3) – Teaching, administrative, and technical positions in public schools by area and year

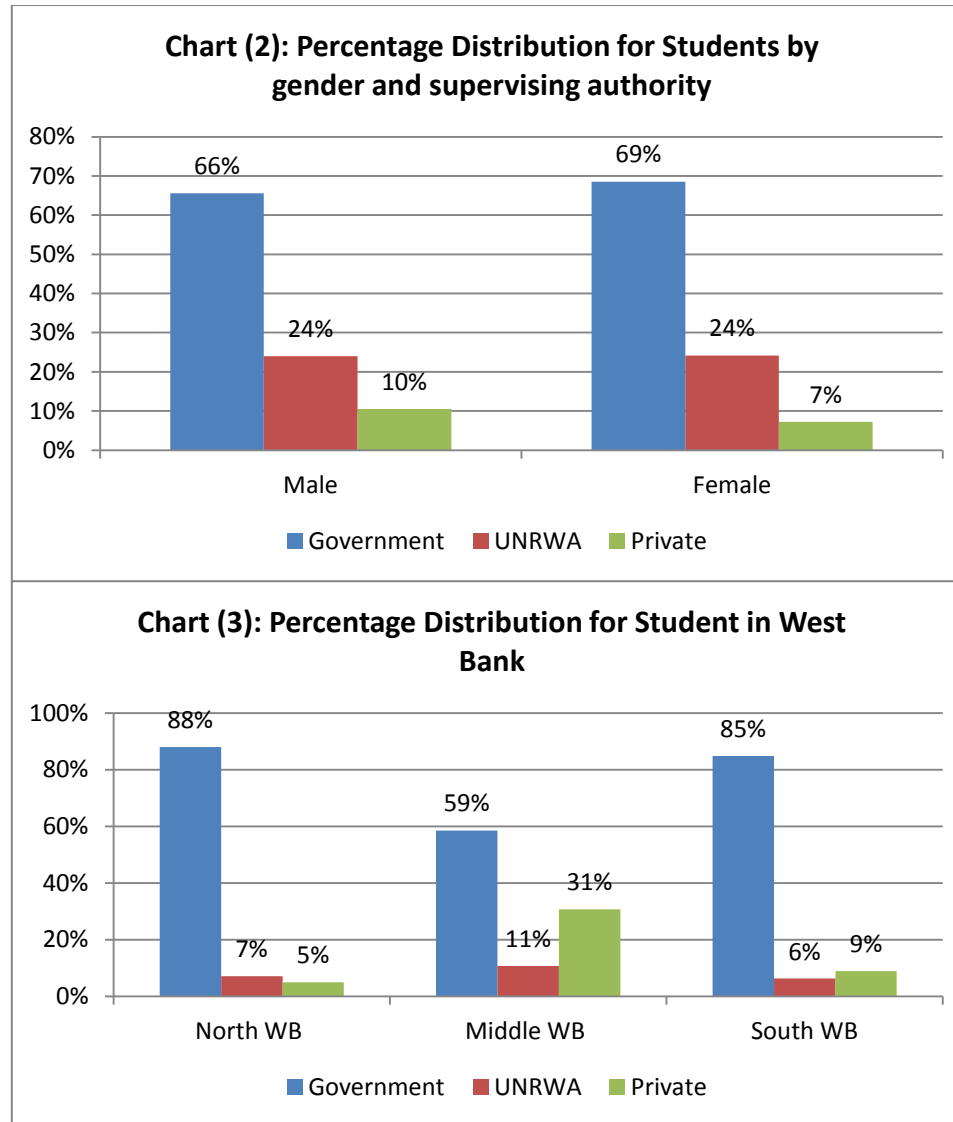
Yea	Area	Admin position	Teaching position	Technical position	Other	Total
2008/09	WB	3361	24320	797	2311	30790
	Gaza	1167	9148	282	777	11373
	Total	4528	33468	1079	3088	42163
2009/10	WB	3668	25099	834	2452	32053
	Gaza	1167	9148	282	777	11373
	Total	4835	34247	1116	3229	43427
2010/11	WB	3824	26156	907	2465	33352
	Gaza	1328	9711	413	1485	12937
	Total	5152	35867	1320	3950	46289
2011/12	WB	4026	26603	684	2470	33783
	Gaza	1234	9951	464	1601	13249
	Total	5260	36554	1148	4071	47032
2012/13	WB	3600	26714	1597	2511	34422
	Gaza	1296	10049	557	1553	13455
	Total	4896	36763	2154	4063	47877

Source: Database/Department of Statistics, DoP

0.7 The **student/teacher ratio** in the WB and Gaza decreased from 23.1 students per teaching position in 2008/2009 to 21.6 in 2012/2013, indicating a decrease in number of students per teacher. However, when looking at the statistical data in each area, a decrease in this ratio is noticed both in the West Bank and Gaza throughout the first four years, followed by an increase in the fifth year.

0.8 The distribution of students per supervising authority, per gender, and within the WB as well as the growth is as follows:





Schools and Classrooms

0.9 There are **1,881 school buildings** in Palestine (among which 136 are rented buildings; 40 are located in Jerusalem, and 70 buildings are located in Hebron and Nablus). The total number of government owned buildings reaches 1,705, of which 800 are new buildings (after the advent of the PNA). The remaining number (ca 900) was built prior to 1990.

Table (4) – Number of public school buildings by area and years

Years	School buildings		
	West Bank	Gaza	Total
2008/2009	1,465		
2009/2010	1,494	295	1,789
2010/2011	1,561	303	1,864
2011/2012	1,600	244*	1,844
2012/2013	1,634	247*	1,881

* Some buildings were closed for maintenance. Source: Database/Department of Statistics

0.10 The number of governmental classrooms in Palestine reached 23,252 in 2012/2013 - an increase of 1,792 classrooms since the year 2008/2009, of which 10.3% operate in double shift, and 5.9% are rented.

0.11 As for government classrooms in the West Bank, its number reached 19,391 classrooms in 2012/2013, of which 0.1% operates in double shift and 7.1% are rented, constituting an **increase of 1,739 classrooms since the year 2008/2009**. This increase resulted in a decline in the number of classrooms operating in double shift and in rented rooms, which is in line with the second five-year plan.

0.12 The following are main statistical indicators for general education in Palestine:

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Item	WB	Gaza	Palestine
Number of Directorate	16	7	23
Number of Schools	2059	694	2753
Number of Kindergartens	965	358	1323
Number of Students in Basic Stage.	586347	403897	990244
No of Students in Secondary Stage	86825	59670	146495
Number of Children in Kindergartens	69588	41869	111457
Percentage of Drop-out	1.2%	0.6%	0.9%
Average No of Students per Class.	27.3	36.1	30.3
Average No of Students per Teacher	20	25	22
Number of Teachers	40532	21578	62110
No of Disabled Students in govt schools	5702	3805	9057
% of Schools covered by Counselors.	65.3%	68.7%	66.2%
% of Schools which have Computer Lab.	73.6%	91.4%	78.1%
% of Schools which have Scientific Lab	66.2%	69.3%	67.0%
% of Schools which have Library	73.5%	83.5%	76.1%
% of Students in Vocational Stream	2.8%	0.4%	1.8%
Percentage of Students in Scientific Stream.	23.9%	22.4%	23.3%

Table (5): Main Statistics for General Education in Palestine

III. Lessons Learnt from EDSP 2 related to adoption of Joint Financing Arrangement (JFA)

Apart from being a novel and first-of-its-kind aid modality in Palestine that embodies the principles of aid effectiveness, the JFA has highly contributed in institution building in different aspects ranging from reporting to consultation and management to the improvement of internal and local procedures in planning, finance, budgeting, procurement, and M&E. The JFA has acted as a main catalyst for several institutional and administrative improvements across the ministry that need to be built on and further enhanced during the coming years.

The achievements and lessons learnt can be categorised into two types

1- Achievements that need to be built on:

- Changing from project based to program based planning and from itemised to program based budgeting; a ministry-wide procurement plan, resource-based planning and a comprehensive monitoring and evaluation system
- Establishment of Management Team and Core Team as key fora for decision-making and institution building
- Operations Manuals in Program-Based Planning and Budgeting, Financial Management, and Evaluation that further institutionalize essential ministry procedures

2- Issues that need further development:

- Results-based and accountability management
- Implementation Capacity and Speed
- Aligning implementation progress with procurement and financial expenditure reporting
- Analysis of large amounts of available data for reporting and management decision-making purposes
- Full alignment of all Development Partners to the ministry's planning and budgeting cycle

IV. Planning Methodology

1. Planning Logic and Structure of the EDSP document

The Planning Logic is closely aligned with the new program-based planning and budgeting guidelines introduced by the MoF. While there are sector-wide policies organized around the key pillars of access, quality, and management, each program (such as Basic Education) has its own program-level policies. These program-level policies must be SMART, meaning that they are specific and achievable with clear targets. The program-level policies are organized in terms of *Goal* (long-term: what is achievable by 2019?), *Objectives* (short to medium-term: what is achievable within 1-3 years), and *Outputs*. Linking the Outputs directly with the Objectives under each Program is an essential improvement from the previous EDSP as the planning logic gains more coherence in terms of intervention logic and it is more evident how tangible results (i.e.: outputs) contribute to the achievement of the Program Policy Objectives and Goals.

2. Evidence Sources and Situation Analysis

The quality of any plan is dependent upon two essential elements: evidence and analysis of that evidence. Evidence is the substitute for opinion and analysis the substitute for guesswork.

The ministry has been gradually building up its evidence base over the past two decades and has a wealth of information at its disposal. The challenge is to analyze all this data and thus to enable the ministry to identify the determining factors that go into developing an efficient and effective education sector, one which directly serves the pupil, the teacher, the classroom and the school.

The first full sector analysis was carried out by the World Bank in 2006/7 with the cooperation of the then ministry. This laid the foundation for the development of the EDSP 2008-12 (carried over to 2013 to align with the National Development Plan phase). It was therefore appropriate that a new sector analysis is carried out to lay the basis for the development of the EDSP 2014 -19. This situational analysis has been carried out by the ministry with the support of and contributions in the form of external studies from international consultants.

The process of planning at the Ministry had gone through several developmental stages over the past years, starting with the Emergency Plan in 1994, going through the first five-year plan of 2000-2005 and the second five-year Plan of 2008-2012, which had led to the development of various and accumulative experiences in the fields of planning, monitoring and evaluation.

The outcome of these developments has been clearly reflected in the adoption and implementation of program-based budgeting, the promotion of the Sector Wide Approach (SWAP), as well as the development of a monitoring and evaluation system for outputs, outcomes, and results. This progress has encouraged donor countries to support both the strategic plans and the subsequent annual plans derived from them.

The objectives of the 2013 Sector Situation Analysis are to:

1. **Analyze** the current situation of the education sector to identify strengths and weakness, and to compare progress with the set goals and expected results.
2. **Shed light** on issues considered as top priority in terms of attention and intervention in order to identify recovery procedures, and address and identify development requirements.
3. **Critically assess** global concepts, content and tools to strengthen EDSP 2014-19.

The full sector situation analysis can be found on the ministry's website.

3. Plan Preparation Methodology and Approach

The **overall management** of the planning process was carried out by the DG of Planning.

The **stakeholders** involved and consulted in the planning process at various stages were:

- a- Policy Committee comprised of the Minister plus the Office of the Deputy Minister and his Assistants
- b- The Management Team comprised of the Deputy Minister and his Assistant Deputy Ministers, DG of Planning and DG of Public Relations
- c- Nation Planning Team comprising representatives of civil society (NGOs etc.) and other relevant ministries
- d- Development Partners, in particular the Joint Financing Partners (JFPs) and all others through the ESWG
- e- Technical Teams from all Directorate General In the Ministry
- f- Planning Teams at each district consisting of Assistant District Director, Heads of Division of Planning, Supervision and Building
- g- School Cluster Level planning teams consisting of Supervisor, School Principals, Counsellor and Parents

The following approach was adopted for carrying out the situation analysis:

1. **Internal evaluation and reviewing the educational reality:** through reviewing M&E documents, conducting field studies, and establishing committees.

This was carried out on three levels:

Level I: Reviewing Implementation Progress and M&E documents

- Reviewing and assessing progress level in implementing activities and in outputs of the plan, revealing deviation extent from what is expected of the five-year plan and its annual plans.
- Reviewing and assessing the results of key and intermediate performance indicators of the three main sector objectives, and comparing them with base year objectives published in the Monitoring and Evaluation 2012 which is considered as an accumulative comprehensive report for monitoring policy progress of the five-year plan 2009 – 2012, with 2009 as a base year.

Level II: School-Level Survey 2013

A School Survey Study Based **on Systemic Change Framework** was conducted in all public schools in the WB and Gaza to address factors regarded as critical for assessing quality. The survey included students, parents, school principals, teachers of Arabic, Math, Science and English. The survey also included several focus groups.

The survey measured the assessment of all stakeholders vis-a-vis a set of questions covering, inter alia, the following:

- To what degree do students possess basic knowledge and higher-order thinking skills such as critical thinking, life skills and core values?
- To what extent do teachers and other educational professionals learn together and exchange experiences and knowledge, and perform peer supervision?
- To what degree are school management and the local community involved in furthering quality of education?
- To what extent do the ministry and district management undertake efforts to ensure improvements in the quality of education?

The survey participants ranked the levels of urgency to address a whole set of quality and management issues to improve the education system. The findings of the school-based survey were compiled in a 100-page report and are being used for micro-planning purposes at the school and district-level.

Level III: Thematic committees to analyze the main components of the education system

13 committees were established under the authority of Director Generals:

- Integrating technology in teaching
- Expanding vocational education and linking it to the labour market
- Non-formal education
- Students with special needs
- increasing focusing on schools located in Area C
- Curriculum Development
- Pre-school (kindergarten)education
- Teacher Training
- Restructuring schools by educational stages (primary, basic, secondary)
- Enrolment in basic and secondary education
- Enhancing the utilization technology in management system
- Supportive educational programs (extracurricular)
- Administration and Management

The Directorate General of Planning (DGoP) supervised the work of these committees and each committee had one coordinator.

To ensure coherence in the whole exercise the following steps were taken:

- DGoP made presentations clarifying concepts and strategies of education analysis for committee chairpersons, starting reviewing and diagnosis and on through policies and strategies, and finally implementation and operational planning.
- Individual meetings with each committee and its coordinator were held to clarify work mechanisms and divide roles
- Workshops were held in order to allow exchanging experiences, clarifying intersection in committees' work and strategies.

2. School Profile Projections (Simulation System): DGoP updated data for the simulation system based on trends from the past five years, and calculated projections for the EDSP 2014-2019, adjusting national statistical information from PCBS with EMIS data.

3. Identifying training needs for administration staff at the Ministry. A working group, composed of Directorate General of Planning, National Institute for Training (NIET), and Administrative Affairs Departments was formed to identify the required skills for each function, through conducting a comprehensive study and survey over the period of two years (2011-2013) to study the availability and level of these skills among the ministry's cadres. This study had identified all general and specialized training needs for each administrative function in the Ministry, which will be the main reference in staff performance evaluation process.

4. General Administrative Analysis: In cooperation with AMIDEAST an administrative analysis, aimed at identifying administrative and technical needs for schools, districts, and the Ministry, was carried out in order to improve the quality of education. To achieve this, the work was divided into three phases. The first phase: a committee composed of different departments was established to review all documents relevant to school's standards and evaluating performance, in addition to interviews conducted with school principals, teachers, counsellors and parents. The results of the first phase had revealed a set of technical and administrative needs, which will be categorized by the districts' offices into needs that can be achieved at the second phase, and other needs (that are not achieved at the second phase) to be presented to the Ministry for consideration at the third phase. The results of the three phases are integrated in the Ministry's third Strategic Plan.

5. External evaluations and studies of the education sector³: through the assistance of external experts from various educational and financial fields, who had conducted several studies on educational reality after the final implementation of the second EDSP. These studies are:

a. External Evaluation of ESDP 2008-12: An external education expert was commissioned to carry out an independent external evaluation. The report has been submitted to the Policy Committee and its recommendations are regarded as critical inputs to the new plan.

b. Public Expenditures Review (PER): this is regarded by the MoEHE as a critical input to the development of EDSP3. The draft report was presented in July 2013 and a presentation made to the MoEHE in August, following which the final report was presented.

c. Curriculum review: An international expert reviewed the general framework of the curriculum, books and the structure of the curriculum centre. The report was distributed to relevant stakeholders and to the Policy Committee and the Plan's committees. Several meetings to draw lessons and challenges to be included in the third strategic Plan 2014-2019, were held with the relevant committee and Policy Committee.

d. School Infrastructure Analysis: this was carried out by an external expert who produced a report on the situation of school infrastructure from an organisational and space requirement dimension.

The issues, findings, and recommendations of the external studies have been translated and integrated into the Planning Logic and Structure of the new Programs.

6. Updating of the situation analysis document of the year 2007 on which the second EDSP2008-2012 has been built to the year 2013.

7. Annual Sector Reviews: these provided the opportunity to carry out formative evaluation of the sector and to strengthen the consultative basis of annual planning. The Recommendations of the ASRs 2011, 2012, and 2013 have been taken into consideration during the planning process.

³ All sources of evidence used for *Palestine 2020* are accessible on the Ministry of Education website: <http://www.mohe.gov.ps/>

8. The MoE applied the **Problem Tree /Solution Tree method** for analysing the challenges and convert them into appropriate interventions. A problem tree provides an overview of all the known causes and effect to an identified problem. This establishes the context in which interventions are to occur. Understanding the context helps reveal the complexity of the education system and this is essential in planning for successful reforms. A problem tree involves writing causes in a negative form (eg. lack of knowledge, not enough money etc). Reversing the problem tree, by replacing negative statements with positive ones, creates a solution tree. A solution tree identifies means-end relationships as opposed to cause-effects. This provides an overview of the range of interventions that need to occur to solve the core problem. Conducting a problem tree/solution tree analysis provides a means to review the existing understanding of the causes to a specific problem and how it can be overcome. A problem tree will likely reveal multiple branches (cause & effect relationships) leading to the core problem. This is very valuable as it identifies factors that may not be addressed by the planned intervention.
9. **Using 2013 as a base year:** As the MoEHE has up to date data for the academic year 2012/13, this will be used as the base-line year for all programmes.

10. Coordination and linkage with the National Development Plan through cooperation with Ministry of Planning

The MoEHE (Planning) ensured that the goals and targets of the draft National Development Plan 2014-2016 are considered and addressed in the situation analysis. There is full alignment between EDSP3-2014-2019 and the PNA Sector Plan 2014-2016. Moreover there is a notional Planning Team from Ministries, NGOs, UNRWA, UNESCO, UNICEF and they met regularly to discuss all the proceedings of the EDSP3 planning process.

PART TWO

V. Vision Palestine 2020 and Sector-Wide Goals, Policies, and Priorities

The vision of the third strategic plan is an extension of EDSP 2 and focuses on the type of citizens the education system shapes. The vision goes beyond the third strategic plan, but informs its direction and ultimate purpose of the public education system in Palestine;

To prepare human beings who are proud of their religious values, national identity, country, and their Palestinian, Arab and Islamic culture; who contribute to the development of their society; who think critically and actively seek knowledge, innovation and creativity; who interact positively with the requirements of scientific and technological development and are capable to compete; who are open to other cultures and regional and international markets; who are capable of building a society based on equality between males and females and upholding human values and religious tolerance; and build up an education system which is accessible, diversified, multiple, flexible, effective, efficient, sustainable, responsive to local needs and qualitative.

In order to achieve the above vision, based on lessons learned and findings of the independent external evaluation of the second strategic plan, the situation analysis, and the learning from innovative educational initiatives at the local, regional and international levels, and in response to national educational challenges facing Palestinian society, and upon building on institutional achievement in the second strategic plan (program based approach, pool funding, institutionalization of the SWAP, strengthening local procedures and systems etc.), the third strategic plan for the education sector will be guided by the following **specific vision** (i.e.: the status quo at the end of the third strategic plan at the beginning of 2020 (hence the name 'Palestine 2020')):

A results-based, student-centered, and inclusive education system that provides 21st century relevant education services at all levels with high quality and full equity considering individual needs and being at the heart of the political, economic, and social development in and for Palestine.

This vision for Palestine 2020 informs the deep educational reforms, especially a reform of the Palestinian curriculum as the carrier of the education process, the new strategy intends to implement during the coming 6 years. The vision responds to the national priorities as well as international trends in education as outlined below:

National Priorities

- Ensure free and safe enrolment, especially in Jerusalem and areas marginalized by the Israeli measures, such as Area C
- Forge partnerships to promote education as a high social value and a lever for national advancement
- Improve educational achievement levels, especially for essential skills and knowledge at all educational levels
- Promote national identity and citizenship and focus on consolidating the value system and the rule of law
- Improve teachers' professional and material conditions
- Preserve the unity of education system throughout Palestine
- Pay increased attention to secondary education towards a better student distribution among its streams and expand opportunities for enrolment in the preschool level

International trends in the field of education development:

- Paying attention to school standards to ensure quality enrolment in education, with a focus on the content and quality to ensure equality in terms of enrolment and quality of the teaching and learning environment.
- Accentuating the importance of engaging all stakeholders in the teaching and learning process, including the learners themselves and their teachers, to ensure effective participation of all stakeholders in the development of the education system.
- Expanding the scope of educational system's performance beyond achievement in local and international tests, to include a focus on citizenship, the 21st century's skills, student-centred learning, and promoting opportunities for creativity, entrepreneurship and well-being
- Paying attention to all aspects that contribute to enhancing the teaching career and promote confidence in teachers, as well as employing evaluation systems for educational improvements within a framework of school-based and learner-oriented development, with focus on formative assessment
- Investing in scientific and technological developments to diversify learning resources
- Focusing on educational leadership as a permanent component in the capacity development of all education human resources

The ***three sector goals-access, quality, and management***- and the related policies and strategies as well as main priorities are as follows:

Sector Goal 1: Ensuring safe, inclusive, and equitable access to education at all levels of the system

Main Policies and Strategies

- ❖ Ensure access of all Palestinian children to education according to law and as a human right. Special attention to be addressed for children in area c including Jerusalem
- ❖ Provide the means to increase inclusion of students with special needs in schools with focus on all groups, including the gifted, within a national strategy that defines relations with all concerned stakeholders, the role of each stakeholder and requirements to achieve such inclusion.
- ❖ Maintain progress towards expansion of enrolment in early childhood programs, including the expansion of MOEHE engagement in the provision of such service to children in remote areas in the form of preschool programs attached to lower-level basic schools
- ❖ Take measures to expose and protect from the Israeli occupation's policies and procedures against children's right to free and safe education, seeking to provide effective solutions that ensure access to the right to education for children in areas fully controlled by Israel

Main Priorities

1. Keeping the high level of enrolment in low basic stage
2. Track the out of the system students after grade 8 so as to increase the enrolment rate in high basic and in secondary level
3. Increase the enrolment of TEVET, especially for female students and base it on a demand driven scheme
4. Increase enrolment for preschool education
5. Establish stronger ties with international community to guarantee and protect educational rights for Palestinian students in Area C and Jerusalem

Sector Goal 2: Developing a student-based teaching and learning pedagogy and environment

Main Policies and Strategies

- ❖ All students will be given the opportunity to acquire the essential skills at early stage of education .
- ❖ Promote a learner-centered education and respect of differences and diversity, and adopt all measures needed in this direction in terms of curriculum development, teacher qualification and provision of appropriate teaching and learning resources.
- ❖ Maintain efforts to reform the supervision system on the provision of technical support to teachers within the framework of the school clusters' and teachers' professional learning communities.
- ❖ Align the education system's outputs with individual learners' needs to allow them to pursue further education or positively engage in the community development process, and to compete at the regional and global levels
- ❖ Conduct a thorough and comprehensive reform of the general education curricula and assessment and evaluation system to equip the students with the 21st century skills
- ❖ Enhance entrepreneurship, creativity and excellence among students and teachers programs,
- ❖ Expand options and opportunities available to students, especially at the secondary level, by raising their awareness of their academic and vocational capabilities and inclinations.
- ❖ Create an appropriate environment supportive of teachers through the profession of education depending on the national standards
- ❖ Enable all students to employ technology to support teaching practices
- ❖ Promote the role of education system in the development of national identity and develop programs required to strengthen the sense of national belonging, preserve the cultural heritage and help channel youth potentials in the optimal way.

- ❖ Promote the quality of vocational education by linking it to the labour market, and increase interest in learning entrepreneurship skills and provide graduates with opportunities for self-employment.

Main Priorities

1. Curriculum reform at all levels to address all related challenges and recommendations from external and internal studies and analysis and raise the qualitative level of teaching and learning according to 21st century skills
2. Implementation of Teacher Qualification Strategy Qualification of teaching staff
3. Shift the supervision system practices from command and control to empowerment of teachers
4. Upgrading assessment and evaluation system in line with curriculum reform
5. Enhancing quality of vocational education and to be a demand driven

Sector Goal 3: Enhance Accountable and Results-Based Leadership, Governance and Management

Main Policies and Strategies

- ❖ Development of the Palestinian education law and review the related regulations and instructions.
- ❖ Ensure the development of effective partnerships based on strategic planning that is built on a program based
- ❖ Promote a decentralized approach to educational management and take measures to delegate additional powers to field-level and school-based administrations and to promote community partnership in education development and management.
- ❖ Preserve the unity of the Palestinian educational system in the West Bank, Jerusalem and Gaza Strip
- ❖ Develop regulations and measures that would improve the administrative and financial performance of the education system, towards efficiency and effectiveness of educational services and promote transparency and accountability.

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- ❖ Improve accountability in the education system by institutionalizing monitoring and evaluation procedures in line with the strategic plan in all aspects and levels of work.
- ❖ Develop the organizational structure of MOEHE, district level directorates and schools and train and enhance the available human resources in line with the service delivery programs and goals and objectives of the strategic plan.
- ❖ Restructure the grade composition of schools in line with the structure and levels of education in Palestine and ensure equitable distribution of schools based on agreed upon standards.
- ❖ Entrenching a culture of innovation and excellence and access to a conveniently featured educational system
- ❖ Develop mechanisms for decision-making based on the evidence
- ❖ Strengthening the engagement of all stakeholders in education at all levels, and promote community participation
- ❖ Protect and maintain the delivery of education services during emergency

Main Priorities

1. Reform the central ministry management and operational structure in line with the new service delivery program structure
2. Institutionalize the results-based management approach across all levels of the ministry
3. Restructure the school levels to harmonize the school types according to Grade 1-4, 5-10, and 11-12
4. Ensure safe quality and equitable education in Area C including Jerusalem through intensive internal and external advocacy
5. Enhance the internal and external efficiency and effectiveness at all levels

VI. High Priority Reform Tracks and Direct Service-Delivery Programs

1. High Priority Reform Tracks

The **high priority reform tracks** of the third strategic plan, which the ministry regards as **foundational reforms** that are systemically linked and impact many other areas of the education system, are as follows:

- **Curriculum Reform**

A comprehensive curriculum reform is of the utmost importance. The type and content of the curriculum has a direct impact on teacher behaviour, structure and content of exams, the supervision system, and learning approach. Thus, if the curriculum is not reformed to be in line with 21st century skills, including critical thinking, research skills, and other life skills, other key components of the education system-teacher training, supervision, assessment and evaluation- will be 'blocked' due to the interdependence and interconnectedness of these major components with the curriculum. In other words, curriculum is at the heart of the education system and a deep and serious reform has the potential to act as the catalyst and leverage point for other 'quality of education' reforms, including in Supervision and Student Assessment. With regards to the latter, reforming the tawjihee (the decisive end-of-high school examination) is also a high priority.

- **Ministry Management Reform**

The adoption of the direct service-delivery program approach as well as the program-based planning and budgeting approach requires a significant reform of the organizational structure and management operations. Direct service delivery programs focus on results and outcomes rather than inputs and require hands on day-to-day program managers that can be held accountable for results. Reforming the central ministry structure in terms of the new program structure will also enable the ministry to start a process of decentralization vis-a-vis the districts and also schools as the levels and service types (i.e.: subsectors) of the education system become synonymous with the programs and allow for more clarity and openness in terms of planning, budgeting, and management accountability. Similar to the curriculum reform, the ministry regards the ministry management reform as foundational due to its interrelatedness with other administrative reforms (such as the school structure reform and decentralization).

- **Restructuring the School System**

Palestine has a very ‘uneven’ and fragmented school system with 81 different school types in terms of levels. During the period of the third strategic plan, the ministry will start a comprehensive reform of harmonizing the school levels for lower primary (Grade 1-4), upper primary (5-10), as well as secondary levels (11-12).

2. Accountability, Results-Based Management and Direct Service-Delivery Programs

Adopting the new program structure enables the shift in mindset and practice from an input-driven system to a result based management system. This shift will enhance internal accountability at all levels and create more focus on linking outputs with policy goals and objectives. Also, the public will get more involved as it will be more transparent what interventions the ministry plans and commits to. Moreover, since the schools are more ‘visible’ with the new program structure, decentralization processes between the ministry and the districts and school –based development become politically and organizationally more feasible.

Relevant MoF guidelines and procedures support the ministry in institutionalizing the results-based management approach through program-based planning and budgeting. The role of the new program managers is vital. Program managers are directly involved in planning as well as day-to-day implementation of their programs. A key advantage of the new program structure is the separation between the policy-making and reform level and the day-to-day management of program implementation, avoiding any conflict of interest between policy makers and the execution of the programs.

The results-based management approach will be streamlined throughout all levels of the ministry through trainings and workshops in the coming years.

VII. Policy and Result Framework and Service-Delivery Programs

1. Policy Structure of the Third Strategic Plan 2014-2019

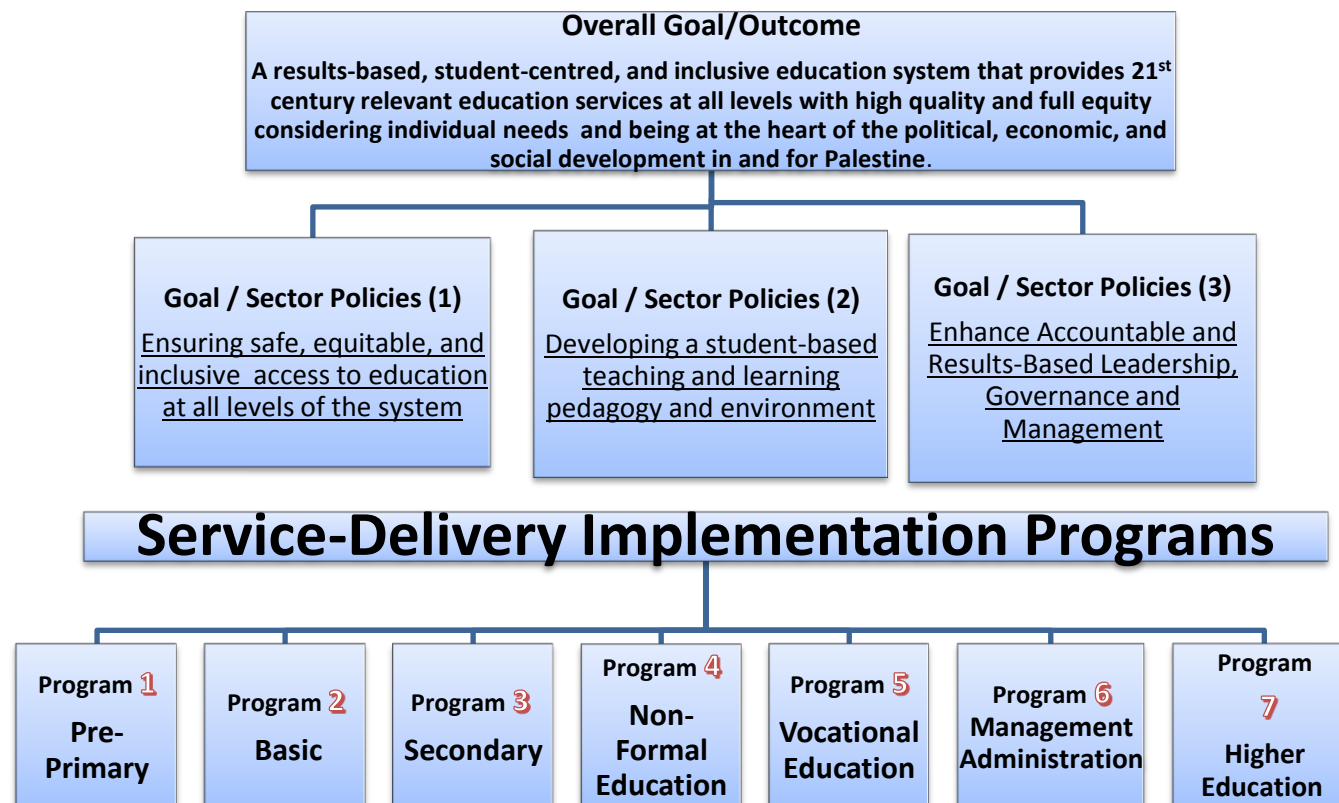


Figure 1: Policy and Result Framework and Direct Service Delivery Programs

Please see the separate document for the Results Framework for each program.

PART III

VIII. Financing the Plan

1. Fiscal Framework for 2014-19

The projected annual cost for the education strategy from 2014-19 is as follows:

i. Annual Budget forecasts for 2014-2019 (in 000 USD) (Table 6)

	2014	2015	2016	2017	2018	2019	Total
Current	619,507.5	675,263.2	736,036.9	802,280.2	874,485.4	953,189.1	4,660,762.4
Capital	128,920.0	138,395.2	133,589.1	128,888.3	125,022.6	122,494.6	777,309.8
Total	748,427.5	813,658.4	869,626.0	931,168.5	999,508.0	1,075,683.7	5,438,072.2

The term ‘current’ refers to operating/running costs, while the term ‘capital’ refers to ‘development budget’, which is largely dependent on external finance. The total financial envelope for the 6-year strategy in terms of development budget amounts to **777.3 million USD**, together with the operating costs (the major part being teacher salaries) and considering the growth in student numbers, the total 6-year budget amounts to **5.438 million USD**.

ii. Program-level annual budget forecasts for 2014-19 (in 000 USD)

The following tables illustrate the projected cost for the 6-year strategy per year and per program and also on the goal level for each program for 2014 respectively:

	2014			2015			2016			2017			2018			2019			total		
	current	capital	total	current	capital	total	current	capital	total	current	capital	total	current	capital	total	current	capital	total	current	capital	total
Pre-School	574	2,574	3,148	625	3,547	4,173	682	1,749	2,431	743	1,756	2,499	810	1,746	2,555	883	1,755	2,638	4,316	13,127	17,443
Basic Education	437,579	87,927	525,506	476,962	88,179	565,141	519,888	89,678	609,566	566,678	83,154	649,832	617,679	87,975	705,654	673,270	85,220	758,490	3,292,057	522,133	3,814,189
Secondary	115,437	22,358	137,794	125,826	23,306	149,132	137,150	24,079	161,229	149,494	28,502	177,996	162,948	24,185	187,133	177,614	24,503	202,117	868,470	146,932	1,015,402
Non-Formal	947	239	1,186	1,032	181	1,213	1,125	176	1,301	1,226	158	1,384	1,337	161	1,498	1,457	241	1,698	7,124	1,156	8,280
Vocational Education	6,780	3,695	10,475	7,390	8,421	15,811	8,055	7,422	15,478	8,780	6,782	15,562	9,571	2,011	11,582	10,432	1,172	11,604	51,009	29,503	80,512
Administration	58,191	12,127	70,318	63,428	14,761	78,188	69,136	10,485	79,621	75,358	8,537	83,896	82,141	8,945	91,086	89,533	9,604	99,137	437,787	64,458	502,246
Total	619,508	128,920	748,427	675,263	138,395	813,658	736,037	133,589	869,626	802,280	128,888	931,169	874,485	125,023	999,508	953,189	122,495	1,075,684	4,660,762	777,310	5,438,072

Table 7: Program-level annual budget forecasts

iii. Program Goal Level Annual Developmental Budget for 2014 (in 000 USD)

Pre-School							
	goal 1	goal 2	goal 3	goal 4	goal 5	---	total
Capital Budget	533.80	453.18	1564.72	18.06	4.61	---	2574.366
Management and Administration							
	goal 1	goal 2	goal 3	goal 4	goal 5	goal 6	total
Capital Budget	2918.71	527.03	6834.37	974.71	834.29	37.85	12126.9553
Basic Education							
	goal 1	goal 2	goal 3	goal 4	---	---	total
Capital Budget	51635.70	4910.32	29296.99	2083.63	---	---	87926.64701
Secondary Education							
	goal 1	goal 2	goal 3	goal 4	---	---	total
Capital Budget	17652.27	670.73	3871.07	163.60	---	---	22357.6686
Vocational Education							
	goal 1	goal 2	goal 3	goal 4	---	---	total
Capital Budget	2872.02	29.62	776.36	17.36	---	---	3695.355
Non-formal Education							
	goal 1	goal 2	goal 3	goal 4	---	---	total
Capital Budget	75.21	64.08	64.70	35.00	---	---	238.984

Table 8: Program Goal Level for 2014 Budget

2. Funding Sources

The funding sources of the strategic plan are the MoF, local contributions, the Joint Financing Partners through the JFA, as well as external donors. With regards to external donors, some work 'off budget' (meaning outside the local financial system in terms of procurement and accounting and sometimes planning etc.), while others work 'on budget'.

Graphically, the developmental budget distribution according to financial sources in 2014 is as follows:

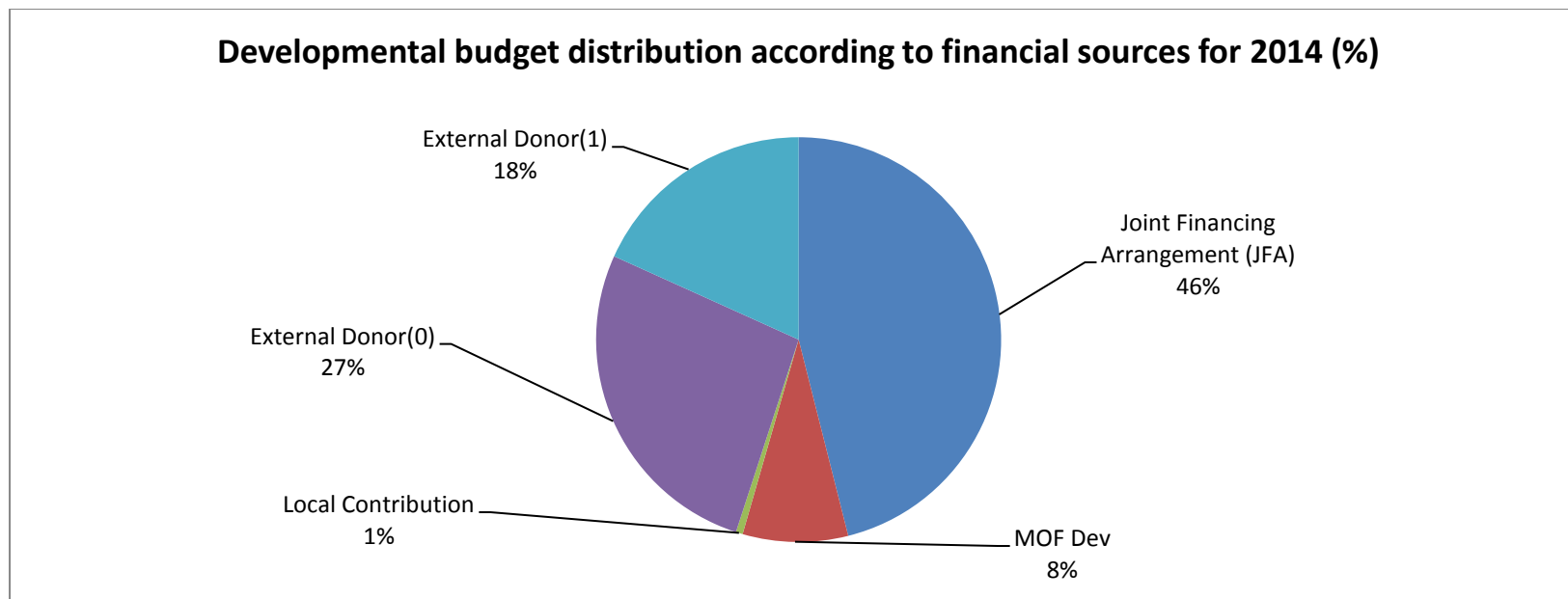


Chart 4: Developmental Budget distribution by sources for 2014

Based on the projected costs and funding needs, the ministry is adopting a specific aid management and sector coordination criteria and principles, which are outlined in the following chapter.

IX. Sector Management and Aid Coordination

The guiding criteria for managing the education sector and coordinating aid are intimately linked with the strategic decision of adopting and pioneering across the government the Program-Based and Sector-Wide Approach (SWAP) as outlined below:

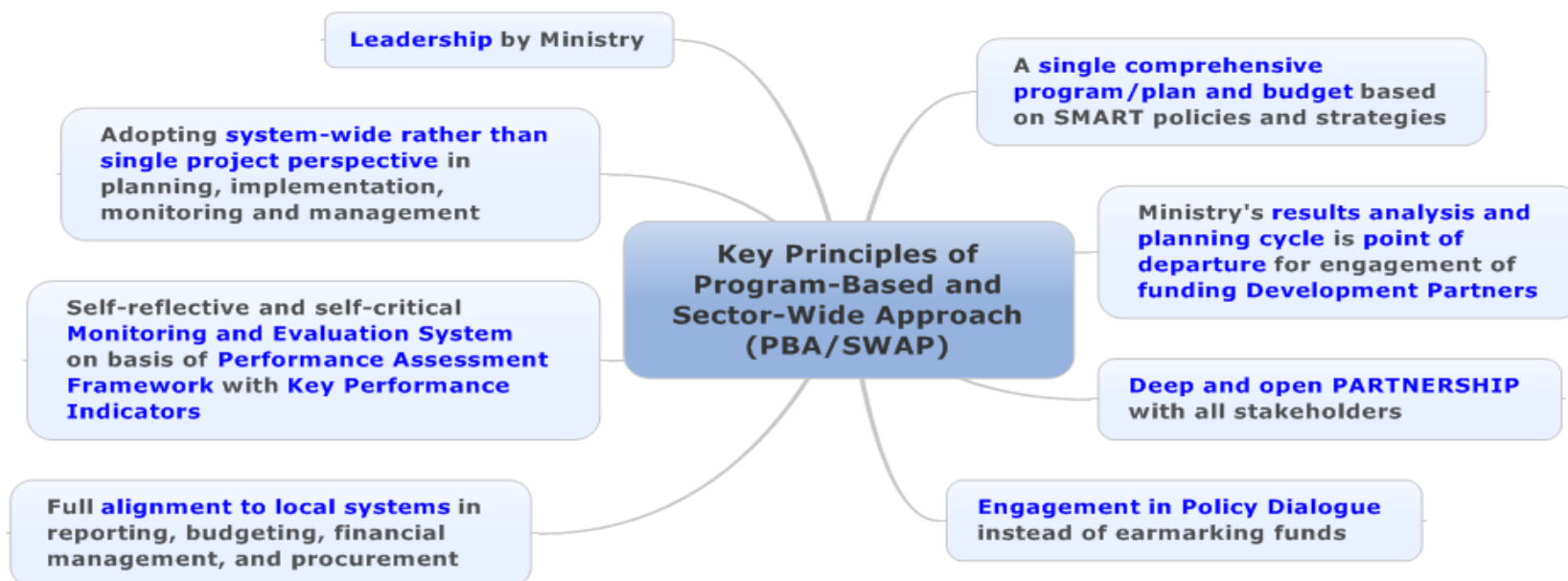


Figure 2: Key Principles of PBA and SWAP

The following mechanisms and tools are essential to further deepen institutional independence during the coming 6 years. The ministry encourages all Development Partners to make use of these system-wide tools and reports to inform the design and implementation of all education interventions:

- **Annual Sector Review**
 - During the first half every year (usually in May) the ministry invites all DPs to attend and participate in a review of the performance of the previous year. This review is an important opportunity to discuss the most difficult challenges the education sector faces and jointly agree on interventions on how to address them. The content of the ASR is documented in the form of an Aid Memoir and available on the ministry's website.
- **Monitoring & Evaluation system**
 - The ministry's M&E system covers the entire strategy organized according to indicators for each program outcomes, goals, and objectives. The Monitoring system has been developed during EDSP 2, while the Evaluation System has recently been built and will apply as of 2014.
- **Narrative Implementation Progress Reporting**
 - The ministry provides a semi-annual narrative report about the implementation of all outputs of the AWPB identifying progress and challenges.
- **Quarterly Financial Reports**
 - Every three months the MoF provides quarterly financial expenditure reports for the entire AWPB taken directly from the Bisan system.
- **Procurement Reports**
 - Every 6 months the ministry provides procurement progress reports on the basis of the Procurement Plan.

All reports are **management tools for both the ministry as well as the Development Partners** and can be requested from the DG of International Relations as well as accessed through the ministry's website.

The ministry is keen on advancing aid effectiveness by ensuring that in its sector coordination efforts:

- All Development Partner interventions are to be fully aligned with the outlined SMART objectives and goals for all program policies and interventions are planned in line with the ministry's planning and budgeting cycle
- All Development Partners provide timely information on financial and procurement progress if done outside the local system.
- All Development Partners make use of the available system-wide reports to further alignment and harmonization.

PART FOUR

X. Risk and Vulnerability Analysis

Risk Analysis asks the fundamental questions of what *could hold us back and what is beyond our control* to implement this ambitious education strategy. There are two main challenges and constraints that highly affect the plan implementation are political (Israeli occupation) as well as financial (PA liquidity crisis). One alleviation and risk management measure the ministry will adopt is its **Prioritization Framework**, which is similar to the one that has been adopted in EDSP 2. The Prioritization Framework helps during the resource allocation phase of planning as well as the implementation phase ranking the outputs in terms of Priority 1, 2, or 3 in order of importance.

Other factors are both internal and external:

- External to the sector:
 - Political circumstances may change rapidly with an impact on external finance, which Palestine is highly dependent on.
 - Tensions may intensify further with the Israeli occupation and settlement practices and looming failure of negotiations, interfering with proper service provision
 - The global financial crisis may force some Development Partners to shift their priorities geographically and sector-based
 - High vulnerability and risks in Area C and Jerusalem due to Israeli military and settler violations on freedom of movement, safety, and development

- Internal to the sector
 - Ministry management reform may take longer than intended with implementation and expenditure progress performing under expectations
 - The continued split between the WB and Gaza may also impact and further entrench the beginning bifurcation of the education system into two different and conflicting systems with incompatible values and goals
 - The lack of a working parliament (Legislative Council) decreases the public pressure and demands to deliver better results and higher educational standards
 - Teacher strikes may continue throughout 2014 and beyond slowing down reform interventions as well as disrupting the education across the WB
 - A deepening economic crisis may force some Palestinians, including well qualified teachers, to emigrate and may further weaken the options for vocational school graduates

XI. Result-Based Monitoring and Evaluation System

The M&E system has been built together with the second EDSP 2008-2012. The M&E system supports all stakeholders to know when plans are not working, when circumstances have changed, and proposes recommendations for interventions that affect change. Most importantly, it provides early warnings in case of failure to detect its causes and propose amendments at the appropriate time.

In 2009 the Ministry established a special unit for the M&E system at the DGoP. The system helps all stakeholders, partners and decision makers to actively contribute to the reform of the education system for the larger purpose of having well educated and labour market competitive citizens. During the last years, the M&E system was strengthened and improved on a yearly basis both in terms of operations and reporting. The M&E reports are published annually both for the central ministry covering the whole education system as well as for each district with a strong focus on school, teacher, and student performance.

For the strategy 2014-2019, after a thorough review, the M&E of the Ministry is fully aligned and adjusted to the new planning logic of the system with indicators at the levels of output, objective, goal, outcome and impact. Linking the M&E system directly to the service-delivery programs will allow institutionalizing the result based management approach (RBM), which the ministry has begun to gradually adopt in all its operations and management. The program-level outputs, objectives and goals, which are all designed in a SMART manner, can be fully controlled, while the levels of outcome can only be influenced. Impact goes beyond each program and refers to the system-wide performance that is subject to external factors as well.

The main objectives of the M&E system are:

- Strengthening results-based management and accountability across the education system
- Assessing suitability of adopted policies through verifying the correlation between implementation and results (objectives, goals, and program outcomes) and providing reasons in case of deficiencies
- Tracking the achievement level of program outputs, objectives and goals
- Using the annual M&E evidence as reference points during the annual planning cycle and for policy making and management

Since the Ministry is adopting and institutionalizing Direct Service Delivery Programs, the M&E system has been reorganized to track the program outcome, goal and objective level as well as output implementation and expenditure level for each program as indicated in the figure below:

Result Based Monitoring and Evaluation (M&E) System of the Strategic Plan 2014-2019

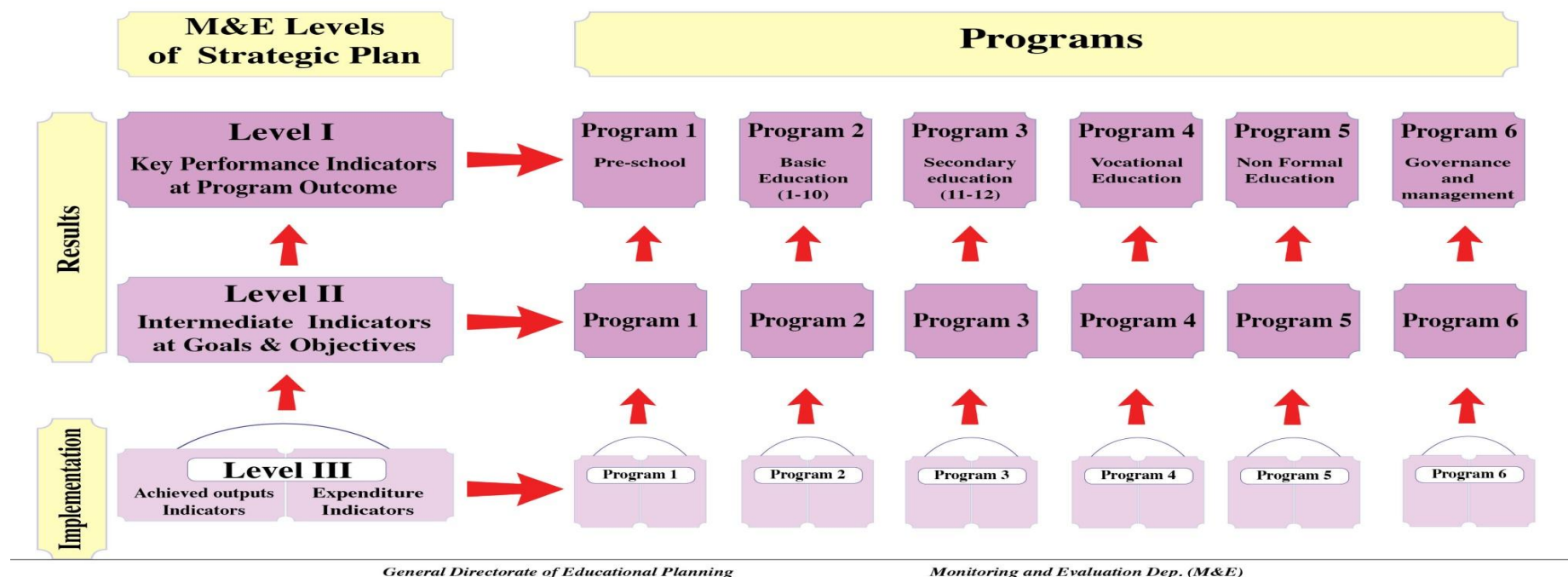


Figure 3: Result-Based M&E System for 2014-19

M&E indicators are classified into three levels according to the result chain, first level includes Key Performance Indicators (KPI's) at each program linked to the program purpose (i.e.: outcome), and the second level presents indicators at program goals and objectives, while the third level handles the output and expenditure indicators.

The ministry's M&E method applies three concrete steps:

- Measuring the Indicator on the basis of actual data collected (WHAT?)
- Analysis of difference between actual data and target and identification of reasons and Bottleneck Analysis in case of unmet targets (WHY?)
- Generate Recommendations for Policies and Interventions for the Annual Planning Cycle (HOW?)

Apart from the indicator analysis and evaluation, annual system-wide evaluations will be carried out.