

Government of Lebanon

United Nations Development Programme

**Technical Support to the Ministry of Education and Higher Education for the  
Implementation of the Education Sector Development Plan**

A UNDP Policy Advisory and Project Implementation Unit will be established at the Ministry of Education and Higher Education (MEHE) to support the realization of the objectives of the Education Sector Development Plan; specifically it will have three outputs:

- 1) Institutional efficiency and coordination measures for ESDP developed and implemented;
- 2) Education Management Information System (EMIS) implemented; and
- 3) An operational Monitoring & Evaluation system established and in place.

The unit will support the Ministry through the Education Sector Development Secretariat (ESDS) and the Director General through the subsequent phases of preparation, implementation and monitoring of the reform plan and will include a team of technical assistants and technicians mainly in the areas of IT, educational project implementation, public administration and legal expertise. This team will ensure a more efficient realization of the development plan and will ultimately accomplish the objective of delivering quality education to all 1,000,000 students in the educational system.

The unit will need to support the Ministry for the period of 3 years, which is the projected time for the completion of preparations for the Education Sector Development Plan implementation.

**United Nations Development Programme  
Country: LEBANON  
Project Document**

**Project Title:** Technical Support to the Ministry of Education and Higher Education

**UNDAF Outcome(s):** **Outcome 1.2** Effective and accountable governance of state institutions and public administrations is improved

**Expected CP Outcome(s):** **Outcome 2** Accountability of state institutions, and inclusive participation strengthened.

**Expected Output(s):**

- 1) Institutional efficiency and coordination measures for ESDP developed and implemented;
- 2) Education Management Information System (EMIS) implemented; and
- 3) An operational Monitoring & Evaluation system established and in place.

**Executing Agency:** UNDP

**Implementing Partner:** Ministry of Education and Higher Education

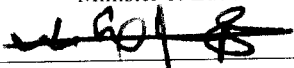
**Brief Description**

A UNDP Policy Advisory and Project Implementation Unit will be established at the Ministry of Education and Higher Education (MEHE) to support the Ministry in the realization of the objectives and the implementation of the “**Education Sector Development Plan**” (ESDP).


The unit will support the Ministry through the Education Sector Development Secretariat (ESDS) and the Director General through the subsequent phases of preparation, implementation and monitoring of the ESDP and will include a team of technical assistants and technicians mainly in the areas of IT, educational project implementation, public administration and legal expertise.

Programme Period:	2010 - 2012	▪ <b>Total Budget</b>	<b>2,400,000 USD</b>
Atlas Award ID:	00059345	▪ <b>Net for Activities</b>	<b>2,285,714 USD</b>
Atlas Project ID:	00074181	○ MEHE New Contribution	2,209,524 USD
Start date:	March 2010	○ MEHE available Contribution*	76,190 USD
End Date:	February 2013	▪ <b>UNDP 5% GMS</b>	<b>114,286 USD</b>
PAC Meeting Date:	February 11, 2010	○ MEHE New Contribution	110,470 USD
Management Arrangements:	Support to NIM	○ MEHE available Contribution*	3,810 USD

**Agreed by Government:** **H.E. Dr. Hassan Mneimneh**  
Minister of Education and Higher Education

**Signature:**  **Date:** 16-2-2010

**Agreed by CDR:** **Eng. Nabil El-Jisi**  
President

**Signature:**  **Date:** 16.2.10.

**Agreed by UNDP:** **Ms. Marta Ruedas**  
UNDP Resident Representative

**Signature:**  **Date:** 16-II-2010

\*Unspent balance remaining from operationally & financially completed UNDP projects with the ministry of Education LEB94007 (1994) & LEB96005 (1996)

## List of Abbreviations

APR	Annual Project Report
CDR	Council for Development and Reconstruction
EDP	Education Development Project
EMIS	Education Management Information System
ESDP	Education Sector Development Plan
ESDS	Education Sector Development Secretariat
GoL	Government of Lebanon
MEHE	Ministry of Education and Higher Education
QPR	Quarterly Project Review
TPR	Tripartite Review
UNDP	United Nations Development Programme

## I. Situation Analysis

During the past twenty years, the responsibility for governance, policy formulation, and development planning for the education sector has been assigned to different agencies. Subsequent to the cessation of the Civil War hostilities in 1990, responsibility for the delivery of education services in Lebanon was assigned to the Ministry of National Education and Youth and Sports; the Ministry of Vocational Education, and the Ministry of Culture and Higher Education. In the year 2000, the mandate for all three ministries was transferred to a single Ministry of Education and Higher Education (MEHE), which is the current governing body for the sector. During this period, the respective agencies have undertaken four progressive and interlinked initiatives relating to the development of the sector as summarized below.

### 1) Educational Reform Plan

A Plan for Lebanon was prepared by the National Center for Education Research and Development in 1994. This plan focused on the following issues:

- National identity and social cohesion;
- Revitalization of teacher training;
- Upgrading curriculum; and
- Improving linkages between academic education and the world of work.

### 2) The Education for All “Lebanese National Plan 2005-2015”

This plan focused on the following main themes:

- Expanding access to early childhood education for children aged 3-5 years;
- Expanding access and achieving compulsory education for children of 6-15 years;
- Improving the professional capacity of teaching staff;
- Upgrading curricula;
- Improving educational and school management; and
- Improving services to persons with special needs.

### 3) Education Development Project 2001-2009

This project, funded by the World Bank, focused on the following four primary pillars of sector development:

- Formulation of an integrated national strategy for further development of the sector;
- Undertaking a comprehensive assessment of education sector financing in Lebanon;
- Development of an Education Management Information System (EMIS); and
- Completion of an organizational review to ensure the alignment of administrative responsibilities and capabilities with the requirements of the national strategy including the establishment of an Education Sector Development Secretariat (ESDS).

The Secretariat includes a team of experts who report directly to the Minister and whose main role is to provide expertise and consultations for the different units in the Ministry in the areas of educational policy and planning. Consequently, the ESDS provides coordination services among the different units and departments of the Ministry and between the Ministry and the donors for the purpose of educational reform planning and implementation, and administers the monitoring and evaluation aspects of the sector development programs.

### 4) MEHE Education Sector Development Prospectus 2009

During the year 2009, the Ministry of Education and Higher Education (MEHE) has undertaken an assessment of progress through the lens of the sector strategy prepared under the Education Development Project, and has prepared an Education Sector Development Plan (ESDP) that addresses activities, outputs and indicators for the following themes:

- Education available on the basis of equal opportunity;
- Quality education that contributes to a knowledge society;
- Education that contributes to social integration; and
- Governance of education.

5) MEHE is in the process of preparing for the implementation plan of the Education Sector Development Prospectus and UNDP will be providing technical assistance for strengthening its institutional capacity to be able to meet these challenges. (See **annex 1 for The MEHE Education Sector Development Prospectus 2009**)

## II. Strategy

A UNDP Policy Advisory and Project Implementation Unit will be established at the Ministry of Education and Higher Education (MEHE) to support the realization of the objectives of the Education Sector Development Plan; specifically it will have three outputs:

- 1) Institutional efficiency and coordination measures for ESDP developed and implemented;
- 2) Education Management Information System (EMIS) implemented; and
- 3) An operational Monitoring & Evaluation system established and in place.

The unit will support the Ministry for a period of 3 years, which is the projected time for the completion of preparations for the Education Sector Development Plan implementation.

### Project Description

The unit will support the Ministry through the ESDS and the Director General through the subsequent phases of preparation, implementation and monitoring of the reform plan and will include a team of technical assistants and technicians mainly in the areas of IT, educational project implementation, public administration and legal expertise. This team will ensure a more efficient realization of the development plan and will ultimately accomplish the objective of delivering quality education to all 1,000,000 students in the educational system.

The Ministry of Education and Higher Education looks forward for a shift from a centralized management model to one that transfers increased responsibility and accountability to the respective Directorates of the ministry. This shift has been prepared by the World Bank funded Education Development Project through the formulation of a strategic development plan, development of an Education Management Information System, introduction of a revised organizational structure, and completion of a review of sector financing practices. This project will expand further sector development building on outcomes from this past work through implementation and operationalization of the associated practices and procedures and will include the following program components:

**Project Outcome: The Ministry of Education and Higher Education “Education Sector Development Plan” implemented**

**Output 1: Institutional efficiency and coordination measures for ESDP developed and implemented**

The objective of the institutional development program is to enhance institutional efficiency and coordination, and to establish the operational procedures and accountability associated with the adoption of Education Sector Development Plan.

Activities:

- 1.1 Provide legal assistance for the preparation of legislations for the implementation of the ESDP.
- 1.2 Support the implementation of the revised organizational procedures and the development of associated accountability mechanisms.
- 1.3 Assist in developing a staff training programme.

Building on the comprehensive situational analysis undertaken by the Education Development Project, laws and decrees relating Education Sector Development Plan ( ESDP) will be reviewed and amended through the lens of the national strategy. Adoption of the revised procedures will be regularly monitored through the program Monitoring and Evaluation (M&E) component, with regular feedback provided to senior management and a comprehensive program of staff training will be designed and delivered in order to build the required operational skills and management abilities.

Achievement of the foregoing objective will be measured through the following indicators:

- Legal and regulatory framework of related ESDP reform operations reviewed.
- Operational procedures including performance and accountability measures in place.
- A performance based planning approach to resource allocation and performance measurement adopted and implemented.

## **Output 2: Education Management Information System (EMIS) implemented**

The objective of this output is to provide Technical assistance to implement the Education Management Information System (EMIS) as part of the implementation of the Education Sector Development Plan. It will provide all education sector stakeholders with access to current and reliable data designed to enable the effective analysis of policy options, increase internal efficiency, and enable the targeting of resources designed to improve the quality of learning outcomes.

This output will include the following activities:

- 2.1 To support the deployment and improvement of different components in MIS including the education management information system (EMIS), School Information System (SIS), Archiving system, Education Document Management System, and Geographic Information System (GIS).
- 2.2 To support the development and implementation of the Human Resource Management System, Personal System and Time Sheet Management modules.
- 2.3 To support the automation of the administration processes.

The MEHE is currently working on automating the educational and administrative procedures through the implementation of a Management Information System (MIS) system. The program includes establishing an Education Management Information System (EMIS) designed to serve the management information needs of general education, and vocational and technical education. The overall system includes the following components:

- Educational Management Information System (EMIS) and Decision Support System (DSS), (ii) School Information System (SIS);
- Geographical Information System (GIS/School Mapping);
- EDMS (Archiving System, Workflow and Document Management) for Equivalences and Rental; and
- Human Resource Management System (HRM) that includes a Personnel System and a Time Management Sheet.

In addition to the foregoing, MEHE has also established a Question Bank System (QBS)/Examination Generating System (EGS) and developed the automation of official examinations processes by establishing an Examination Management System (EMS).

The Education Management Information System (EMIS) and integrated Decision Support System (DSS) are currently in the stages of development and are intended to provide information and indicators for system management, policy-making and research. The EMIS is designed to interface with all the above mentioned components and provide the tools necessary for the collection of school data (students, teachers, curriculum, facilities and administration) as well as providing a school management platform to assist principals, and teachers and administrators in managing the educational processes. Further investment is now required to bring all components to full operability.

Achievement of the objective of the component will be measured through the following outcome indicators:

- Increase of EMIS' use for information-based decision making, both at MEHE and at the school-level.
- Number of process automated and used per directorate.

### **Output 3: An operational Monitoring & Evaluation system established and in place**

The objective of this output is to help establish an operational M&E system that provides MEHE senior management with measures of progress towards the achievement of policy objectives and programs related to ESDP.

The activities revolve around developing a strong performance M&E system. Building on national directions to introduce performance based management principles and procedures into the public service, together with outputs from the EDP organizational study, MEHE is moving towards the adoption of evidence based planning, and the introduction of accountability measures in program delivery.

The activities include support for:

- 3.1 The development and empowerment of the organizational unit assigned responsibility for M&E.
- 3.2 The development of M&E framework for the ESDP.
- 3.3 Assist the delivery of orientation workshops for departmental managers.
- 3.4 Support on the delivery of required data outputs from the EMIS and assist on the formulation of operation and procedures manuals for M&E.

Outcome indicators from this output include:

- An M&E Framework for the Education Sector Development Plan is in place.
- Management personnel have received training in M&E purpose and procedures.
- M&E data is being used for sector policy and planning.

The proposed unit will include 17 staff as follows:

- A Project Manager, who is a specialist in education. Management Information System knowledge is desirable.
- An Education Management Specialist with experience in project planning and project implementation.

- Two Administration Specialists with experience in project implementation and education administration.
- Two Administrative Law Specialists experienced in public sector legislation.
- Two Project Assistants.
- An IT department that includes:
  - IT unit manager;
  - Two Network and System Administrators;
  - Two Software Engineers/ Application Developer;
  - Two IT Technicians;
  - A Webmaster; and
  - A Database Administrator.



## **Part V. Management Arrangements**

The Ministry of Education and Higher Education is designated as the National Executing Agency for this project. The Executing Agency will be responsible for managing the project and will provide overall support to enable it to achieve its intended outputs and results. The Executing Agency will thus be accountable to UNDP for all resources allocated by the latter, whether their source is UNDP or from government cost sharing. This accountability calls for very concrete capacities in the administrative, technical and financial spheres.

The UNDP National Execution modality will prevail, with the support of the UNDP country office. In addition to regular technical backstopping and monitoring activities regularly provided, the UNDP Country Office shall provide the Executing Agency with support services for the execution of the programme. This will ensure that technical and substantive expertise is available to the Programme for coordination, recruitment, and procurement and contracting. (See Annex 1: Standard Letter of Agreement between UNDP and the Government for the Provision of Support Services).

Services shall be provided in accordance with UNDP procedures, rules and regulations. The Government, through its designated executing agency, shall retain overall responsibility for the execution of the project and shall be responsible for and bound by any contracts signed by the UNDP Resident Representative, on behalf of the Executing Agency and upon its request, for the procurement of goods and services and /or recruitment of personnel for the programme. Costs incurred by UNDP Country Office for providing the above described support services will be partly recovered from the Programme budget.

A Project Board will be established to provide technical support, share relevant information, and review progress. The Project Board will comprise: (i) Executive: a representative of UNDP providing in particular technical guidance to the project and secretariat services; (ii) Senior Supplier: a representative of the MEHE; (iii) Senior Beneficiaries: representatives of the administration at the MEHE. Additional partners/stakeholders can be invited as Observers to share relevant information as and when required. The Project Board, which will meet at least twice a year and will be reviewing annual workplans and budget.

**Project Management:** A Project Manager will be appointed by UNDP following a competitive and transparent recruitment process. The Project Manager will work under the direct supervision of the Director of ESDS. The Project Manager will be responsible for day-to-day management and decision making for the project. S/he will also be responsible for planning, budgeting and managing project activities; facilitating support services from the UNDP country office; training and mentoring national staff; oversight, guidance and insuring technical quality of short-term consultants; to prepare and provide the mandatory reports on project progress and achievements, and financial management; and for early flagging of events and changes in the environment which can affect project implementation and delivery and for providing suggestions for problem solving. To support project implementation, Project staff will be recruited by the project. The Project Assistant will provide project administration and management support as required by the needs of the project or Project Manager will provide support with recruitment, procurement and other administrative services. The Financial Assistant will provide implementation support services in the area of financial management, including maintenance of the project's financial accounts and generation of financial reports in the Atlas financial management system. Both will report to the Project Manager.

MEHE and UNDP will also designate the governance Programme Manager to provide objective and independent project oversight and monitoring functions, as well as facilitate relations with other UNDP programmes and cost-sharing donors.

Project Office: The project will be located at the premises of the MEHE.

Sustainability: The project will be implemented with a view to achieving sustainable improved institutional capacity and permanent beneficial effects on the Lebanese Educational system, present and future.

At the end of the project it is expected that the independence, financial autonomy and human capacity of the MEHE will have been reinforced to allow it to better perform its mandate with no or minimal external support.

In accordance with the decisions and directives of UNDP's Executive Board reflected in its policy on cost recovery, the contribution shall be subject to cost recovery by UNDP for two distinct cost categories related to the provision of support services, namely UNDP General Management Support (GMS) and UNDP Implementation Support Services (ISS).

GMS is recovered with a flat rate of 5% for contribution from government of Lebanon funds and 7% for contribution from other donors. GMS cover the following services:

- Project identification, formulation, and appraisal
- Determination of execution modality and local capacity assessment
- Briefing and de-briefing of project staff and consultants
- General oversight and monitoring, including participation in project reviews
- Receipt, allocation and reporting to the donor of financial resources
- Thematic and technical backstopping through Bureaus
- Systems, IT infrastructure, branding, knowledge transfer

UNDP direct costs incurred for Implementation Support Services (ISS), as long as they are unequivocally linked to the specific project, are built into the project budget against a relevant budget line and, in case of clearly identifiable transactional services, charged to the project according to standard services rates. ISS includes the following services:

- Payments, disbursements and other financial transactions
  - Recruitment of staff, project personnel, and consultants
  - Procurement of services and equipment,<sup>1</sup> including disposal
  - Organization of training activities, conferences, and workshops, including fellowships
  - Travel authorization, visa requests, ticketing, and travel arrangements
- Shipment, custom clearance, vehicle registration, and accreditation

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<sup>1</sup> This would include any fee to IAPSO.

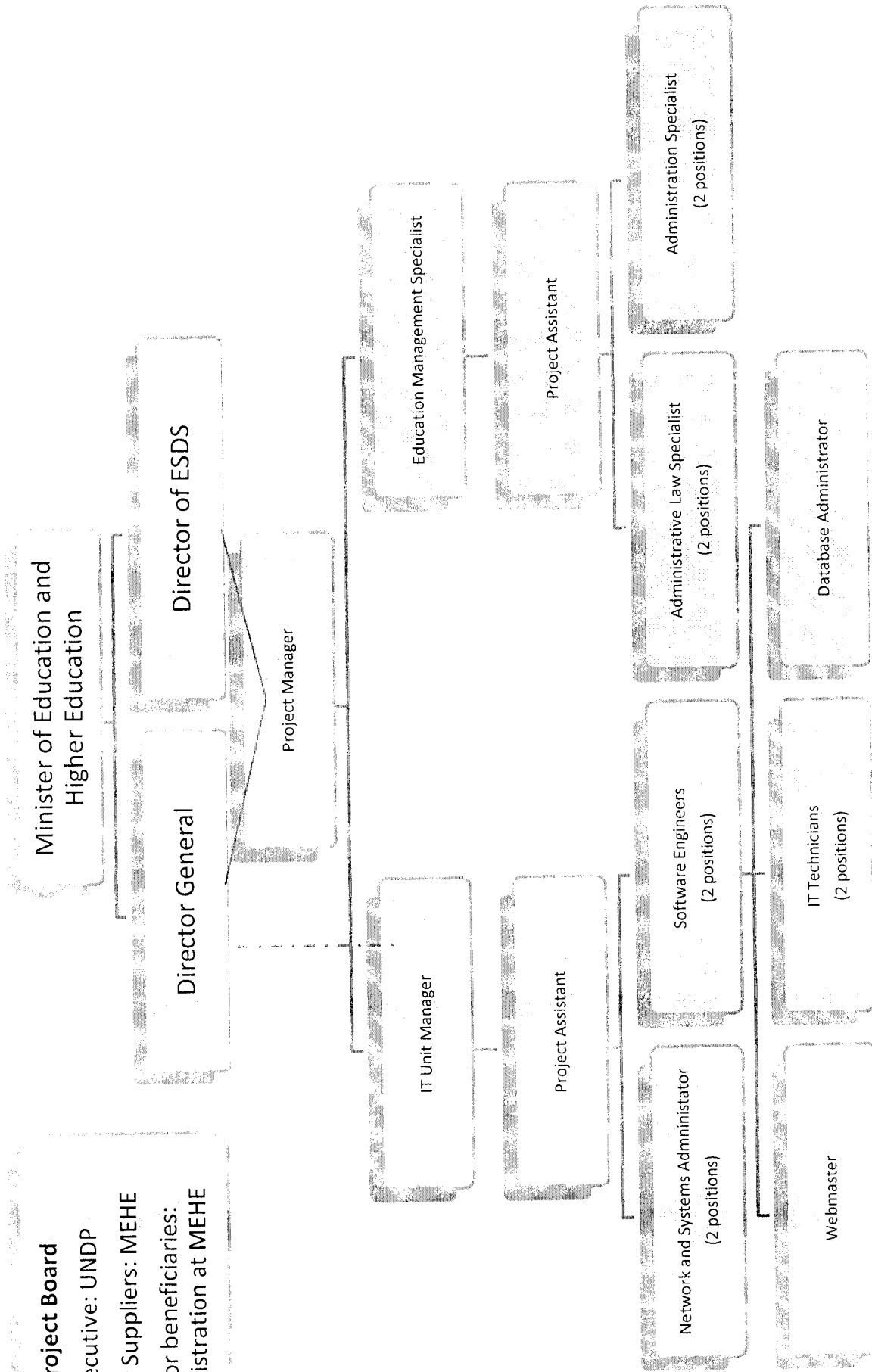
# Organigram

## Project Board

Executive: UNDP

Senior Suppliers: MEHE

Senior beneficiaries:  
Administration at MEHE



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## Part VI. Monitoring Framework and Evaluation

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Day-to-day monitoring of implementation progress will be the responsibility of the Project Manager who will inform the UNDP-CO and MEHE of any delays or difficulties faced during implementation so that the appropriate support or corrective measures can be adopted in a timely and remedial fashion.

Periodic monitoring of implementation progress will be undertaken by UNDP through regular meetings with the project team, or more frequently as deemed necessary. This will allow parties to take stock and to troubleshoot any problems pertaining to the project in a timely fashion to ensure smooth implementation of project activities. Details of the monitoring requirements are as follows:

### i. Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted, a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

### ii. Annually

- Annual Review Report. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- Annual Project Review. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

## Quality Management for Project Activity Results

<b>OUTPUT 1: Institutional efficiency and coordination of MEHE enhanced</b>		
<b>Activity Result 1</b>	Provide legal assistance for the preparation of legislations for the implementation of the Education Sector Development Plan.	Start Date: Feb 2010 End Date: Dec 2010
<b>Purpose</b>	To review laws and decrees related to Education Sector Development Plan (ESDP) and amend them	
<b>Description</b>	To review and amend existing laws and procedures in line with the objectives of the ESDP plan	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
Legal and regulatory framework of MEHE operations modified	Legal review report	June 2010
Operational procedures including performance and accountability measures in place	New laws and procedures published	Dec 2011
Performance based planning approach to resource allocation and performance measurement adopted and implemented	Operational procedures are in place including performance and accountability measures.	Dec 2012
<b>Activity Result 2</b>	Support full operationalization of the revised organizational procedures and the development of associated accountability mechanisms.	Start Date: Jan 2011 End Date: Dec 2012
<b>Purpose</b>	To regularly meet with departments heads and get their feedback, and monitor implementation	
<b>Description</b>	Support senior management at MEHE to implement and monitor the revised organizational procedures	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
Modified Legal framework and operational procedures are in place including performance and accountability measures	New Standard Operating Procedures produced	Sept 2012
<b>Activity Results 3</b>	Assist in develop a staff training programme.	Start Date: Jan 2012 End Date: Dec 2012
<b>Purpose:</b>	To design and deliver a training programme	
<b>Description:</b>	Training programme delivered to build up the required operational skills and management abilities.	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
A Comprehensive training programme on new organizational procedures developed and delivered	Number of training sessions delivered and number of staff trained	Dec 2012
<b>Output 2: Education Management Information System (EMIS) implemented</b>		
<b>Activity Result 1</b>	Support the deployment and improvement of different components in MIS including the education management information system (EMIS), School Information System (SIS), Archiving system, Education Document Management	Start Date: February 2010 End Date: Dec 2010

	System, and Geographic Information System (GIS)	
<b>Purpose</b>	To support the implementation of an MIS system (Management Information System).	
<b>Description</b>	The program includes establishing an Education Management Information System (EMIS) designed to serve the management information needs of general education, and vocational and technical education.	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
MIS implemented	percentage of increase of EMIS ' use for information-based decision making, both at MEHE and at the school-level	June 2011
<b>Activity Result 2</b>	Support the development and implementation of the Human Resource Management System.	Start Date: Feb 2010 End Date: Dec 2012
<b>Purpose</b>	To increase efficiency and results based management	
<b>Description</b>	Develop a Personnel System and Time Sheet Management modules	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
Human Resource Management System Implemented across directorates	HRM units established and time sheet management module implemented	Dec 2012
<b>Activity Results 3</b>	Support the automation of the administration processes.	Start Date: End Date:
<b>Purpose:</b>	To enhance management for results and increase productivity	
<b>Description:</b>	To implement an Integrated Decision Support System (DSS), workflow and archiving	
<b>Quality Criteria:</b>	<b>Quality Methods:</b>	<b>Date of Assessment</b>
DSS system implemented and operational	Number of process automated and used per directorate	Dec 2011
<b>OUTPUT 3: An operational Monitoring &amp; Evaluation system established and in place</b>		
<b>Activity Result 1</b>	The establishment and regulatory empowerment of the organizational unit assigned responsibility for M&E.	Start Date: February 2010 End Date: Dec 2012
<b>Purpose</b>	Setting up a designated unit for monitoring and evaluation	
<b>Description</b>	Develop the mandate and functions of the M&E unit	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
An M& E unit established	New organizational procedures with M& E unit defined and empowered	Dec 2010
<b>Activity Result 2</b>	The development of an M&E framework for the whole sector development program;	Start Date: Feb 2010 End Date: Dec 2012
<b>Purpose</b>	To develop an M&E framework	
<b>Description</b>	Clear M& E system with measure of progress towards the achievement of ESDP objectives	
<b>Quality Criteria</b> <i>how/with what indicators the quality of the activity result will be measured?</i>	<b>Quality Method</b> <i>Means of verification. what method will be used to determine if quality criteria has been met?</i>	<b>Date of Assessment</b> <i>When will the assessment of quality be</i>

		<i>performed?</i>
M&E Framework for the education sector development program in place and functional	Reports	June 2011
<b>Activity Results 3</b>	The delivery of orientation workshops for departmental managers;	Start Date: Jan 2011 End Date: June 2012
<b>Purpose:</b>	Train Department managers on the utilization of the M&E system	
<b>Description:</b>	Training Workshops on M&E	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
Training and orientation modules	Number of training workshops and number of staff trained	Dec 2012
<b>Activity Result 4</b>	Ensuring the delivery of required data outputs from the EMIS and the formulation of operation and procedures manuals for M&E	Start Date: February 2010 End Date: Dec 2010
<b>Purpose</b>	To use EMIS for planning and policy development	
<b>Description</b>	To disseminate data and information and use it for policy development and planning.	
<b>Quality Criteria</b>	<b>Quality Method</b>	<b>Date of Assessment</b>
M&E data is being used for sector policy and planning.	Data and Information generated by EMIS and used by different directorates and number of manuals produced	June 2012

## **Part VII. Legal Context**

This project document shall be the instrument referred to as “Project Documents or other instruments” in Article 1 of the Standard Basic Assistance Agreement between the Government of Lebanon and the United Nations Development Programme, signed by the parties on 26 February 1981. The host-country executing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the Government cooperating agency described in that Agreement.

The following types of revisions may be made to this project document with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the project document have no objection to the proposed changes:

- Revisions in, or addition of, any of the annexes of the project document;
- Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation; and
- Mandatory annual revisions, which re-phase the delivery of, agreed project inputs or reflect increased expert or other costs due to inflation, or take into account cooperating agency expenditure flexibility.



**Risk Analysis**

#	Description	Date Identified	Type	Impact & Probability (1= low, 5=high)	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Delay in receipt of funds by Government	Project initiation date	Financial	This would substantially delay the initiation of project activities <i>P = 2</i> <i>I = 5</i>	Follow-up with Ministry of Education and UNDP CO	UNDP			
5	Political instability and security situation in the country	Project initiation date	Political	Political or security changes can hinder access to site and delay in receiving legal issues <i>P = 5</i> <i>I = 5</i>	Close coordination with UN DSS	UNDP			
	Slow implementation of activities	Project initiation date	Administrative	This may cause a delay in implementation of some training activities <i>P = 3</i> <i>I = 4</i>	Close coordination with the Education Development Sector Secretariat	UNDP			

**REPUBLIC OF LEBANON**  
**Ministry of Education and Higher Education**  
**(MEHE)**

**“QUALITY LEARNING FOR GROWTH”**  
**AN**  
**EDUCATION SECTOR DEVELOPMENT**  
**PROSPECTUS**

**for**  
**General Education**

**REPUBLIC OF LEBANON**  
**“QUALITY LEARNING FOR GROWTH”**  
**AN**  
**EDUCATION SECTOR DEVELOPMENT PROSPECTUS**

## **COUNTRY CONTEXT**

### **EDUCATION SECTOR DEVELOPMENT CONTEXT**

During the past twenty years, the responsibility for governance, policy formulation, and development planning for the education sector has been assigned to different agencies. Subsequent to the cessation of the Civil War hostilities in 1990, responsibility for the delivery of education services in Lebanon was assigned to the Ministry of National Education and Youth and Sports; the Ministry of Vocational Education and the Ministry of Culture and Higher Education. In the year 2000, the mandate for all three ministries was transferred to a single Ministry of Education and Higher Education (MEHE) which is the current governing body for the sector. During this period, the respective agencies have undertaken four progressive and interlinked initiatives relating to development of the sector as summarized below.

#### ***“A Plan for Educational Reform in Lebanon”***

This plan prepared by the National Center for Education Research and Development in 1994 focused on the following issues (i) national identity and social cohesion; (ii) revitalization of teacher training; (iii) upgrading curriculum; and, (iv) improving linkages between academic education and the world of work.

#### ***The “Education for All” Lebanese National Plan 2005-2015***

This plan focused on the following main themes: (i) expanding access to early childhood education for children aged 3-5 years; (ii) expanding access and achieving compulsory education for children of 6-15 years; (iii) improving the professional capacity of teaching staff; (iv) upgrading curricula; (v) improving educational and school management; and (vi) improving services to persons with special needs.

#### ***“Education Development Project” 2001-2009***

This project, funded by the World Bank, focused on the following four primary pillars of sector development: (i) formulation of an integrated national strategy for further development of the sector; (ii) undertaking a comprehensive assessment of education sector financing in Lebanon; (iii) development of an Education Management Information System (EMIS); and (iv) completion of an organizational review to ensure the alignment of administrative responsibilities and capabilities with the requirements of the national strategy including the establishment of an Education Sector Development Secretariat (ESDS). The Secretariat includes a team of experts who report directly to the Minister and whose main role is to provide expertise and consultations for the different units in the Ministry in the areas of educational policy and planning. Consequently, the ESDS provides coordination services among the different units and departments of the Ministry and between the Ministry and the donors for the purpose of educational reform planning and implementation, and administers the monitoring and evaluation aspects of the sector development programs.

#### ***MEHE Education Sector Development Matrix 2009***

During the year 2009, MEHE has undertaken an assessment of progress through the lens of the sector strategy prepared under the Education Development Project, and has prepared an Education Sector Development Matrix that addresses activities, outputs and indicators for the following themes: (i) Education available on the basis of equal opportunity; (ii) Quality education that contributes to a knowledge society; (iii) Education that contributes to social integration; and (iv) governance of education. This matrix has been reviewed and endorsed by all Directorates within the ministry and now comprises the basis for the “Education Sector Development Prospectus” outlined in the following sections of the document.

## EDUCATION SECTOR DEVELOPMENT PROSPECTUS

Building on the Education Sector Development Matrix, MEHE has formulated a five year sector development plan. The prospectus which follows is designed to provide internal and external stakeholders with an overview of the elements of the proposed development plan together with a summary of the principal outcomes arising.

The National Education Strategy completed in 2007 provides a comprehensive analysis of issues, detailed recommendations, and a proposed action plan to achieve the respective development objectives. The structure of the document that follows is based on the structure of the matrix that captures the elements of the National Education Strategy and for each theme provides an overview of the context and issues, a component objective, a component description and macro-level expected outcomes arising from the investments associated with each theme.

The Education Sector Development Program outlined in the document will be delivered through the existing Directorates of the Ministry and the Education Center for Research and Development in accordance with their respective mandates and functions. Task teams will be established to implement each program component, comprised of representatives of the relevant departments. The Education Sector Development Secretariat will provide coordination services.

### SECTOR DEVELOPMENT THEMES

#### **THEME1: EXPANDING ACCESS AND EQUAL OPPORTUNITY**

The National Education Sector Strategy completed in 2007 identifies two strategic priorities in terms of providing equal access and opportunity for all students to receive a quality education in Lebanon. These include: (i) expanding access to kindergarten in the public school system; and (ii) a need to address learning achievement at the elementary level in order to reduce the drop-out rate in higher levels

In terms of equality of access to Early Childhood Education the net enrolment rate for children aged 3-5 is currently 79.6% for children aged 5 years, 72.2% for children aged 4 years, and a meager 26.6% for children aged 3 years. More detailed analysis indicates significant disparity in regional participation rates.

In terms of learning achievement, while student enrolment at the elementary level currently stands at near saturation point with a net enrolment rate of 97%, this declines to 68.5% at the intermediate level. Approximately 50% of students aged 15 to 19 are currently enrolled in either secondary or vocational education. It is apparent from the foregoing data that the system faces serious challenges in terms of the drop out rate between the elementary and intermediate levels.

In order to increase access to early childhood education and improved quality of learning achievement in later levels of the education ladder, the Education Sector Development Plan proposes to focus on the initiatives outlined in the following sections of the prospectus.

#### **1.1 Early Childhood Education**

##### ***Context & Issues***

Lebanon has an urgent need to enhance access to public Early Childhood Education (ECE) especially in economically disadvantaged and educationally deprived areas. This need is highlighted by the significant discrepancy between the number of students enrolled in private Kindergartens (120,727 students) and the number of students enrolled in public Kindergartens (29,553 students). Recognizing the importance of ECE on the child's mental growth, level of

motivation and learning potential in later stages of education, MEHE has established a policy objective to increase the enrollment rate of children 3 to 5 years of age in public schools. Particular emphasis will be placed on public schools which do not currently provide Kindergarten level education for 3 year old children.

As a preliminary step to ensuring enhanced access to ECE, MEHE has: (i) utilized the GIS to identify schools where KG facilities need to be upgraded; (ii) identified remote and disadvantaged areas and over populated poverty rings around main cities as areas where there is an urgent need to develop KG facilities; and, (iii) finalized and approved a framework for ECE curriculum. In order to initiate this program, resources are required to pursue the following objectives and activities:

### ***Objectives***

The objectives of the Early Childhood Education component are to increase access to quality pre-school learning opportunities through (i) increasing capacity of the physical infrastructure of the system; (ii) enhancing curriculum and learning resource materials; and, (iii) initiating a program of professional development for teachers and staff; and, (iv) increasing family participation in ECE.

### ***Program Description***

The Early Childhood Education system will include the following elements:(i) outlining and implementing a physical development plan that aims at increasing capacity for pre-school learning in identified disadvantaged areas; (ii) constructing new KG facilities or rehabilitating existing facilities that do not meet national standards; (iii) furnishing and equipping new or upgraded ECE facilities; (iv) developing the ECE curriculum framework designed by the ECRD into a complete teaching/learning kit including all necessary learning resources materials; (iv) identifying and training teachers and staff for early childhood education in accordance with agreed national standards; and, (v) establishing and implementing a student readiness assessment program and a Family Awareness Scheme.

### ***Outcome Indicators***

Achievement of the development objective of the component will be measured through the following key indicators:

- % increase in the number and distribution of kindergarten facilities
- % increase in 3-5 year olds enrolled in Kindergarten
- % increase and distribution of trained ECE teachers

## **1.2 Strengthening Learning Achievement**

### ***Context & Issues***

Studies undertaken by ECRD indicate that the national percentage of grade repeaters in cycles one and two (grades 1 to 6) is 21.3% while in public schools the repeater rate is 40%. The percentage of repeaters in cycle three (grades 7, 8 &9) on the national level is 37.5% while in public schools it is 60%. Drop-out rates at the national level are similarly disturbing, reaching 27% by grade 9. The Lebanese government recognizes that in today's society there are few employment opportunities for those who have not acquired the necessary basic skills, and that youth who drop out are more likely than others to experience negative social outcomes such as unemployment, violence, and incarceration. Accordingly, MEHE in collaboration with both national and international NGO's has launched a number of preliminary initiatives to provide support for students who are at risk of dropping out. In an effort to build on and standardize these initiatives,

MEHE has begun a process of compiling and analyzing data from these NGO's through a series of workshops and round table meetings.

MEHE similarly recognizes that the dropout question is multidimensional in nature, where teacher qualifications, school environment, access to learning resources, family socioeconomic background, and the quality of prior learning are all contributing factors. In order to address the programmatic theme of "quality learning for growth" by ensuring the retention of an increased number of students in a constructive learning environment, a rigorous analysis of the foregoing factors will be undertaken as a pre-requisite to final design of the program.

### ***Objective***

The objective of the Dropout Prevention Program is to reduce student repetition and drop-out rates based on a comprehensive analysis of the underlying factors, followed by the design and implementation of relevant supply-side and demand-side response mechanisms.

### ***Program Description***

The program will commence with the completion of a comprehensive household, student, and school survey, designed to identify all factors contributing to student drop out and repetition. Analysis of this data will contribute to the school development process described in Section 2.1 of the prospectus, potentially resulting in the following, supply- side program elements (i) establishing and implementing a school profiling process in which the individual school needs in relation to student underachievement are identified and prioritized; (ii) establishing a mechanism for cyclical review of student achievement and development; (iii) building capacity of Teacher Training Centers to train teachers in identifying and supporting at risk students, (iv) building the capacity of Guidance & Counseling Units to support teachers of students with learning difficulties; (v) developing standardized academic remedial schemes and psychosocial schemes with the necessary tools and guides; (vi) establishing clubs and after school activities in schools and,(vii) developing and implementing a parent awareness campaign. Demand-side elements will also be examined, potentially including a conditional cash transfer program to support families where school drop-out is based on economic need.

### ***Outcome Indicators***

Achievement of the component objective will be measured through the following key indicators:

- % increase in student achievement level
- % reduction in grade repetition rate
- % reduction in student drop out rate

## **THEME 2: QUALITATIVE IMPROVEMENT OF TEACHING AND LEARNING**

Student performance in national examinations, together with TIMSS results for 2007 compared with similar results for 2003, show positive improvement in learning outcomes arising from earlier investments. Detailed analysis of these results identifies areas where curricula can be strengthened and the quality of instruction improved. In order to capture lessons learned from this analysis, while supporting the enhancement of quality learning for growth at the school level, a whole-school approach to school based planning and development is required. The following cluster of initiatives is designed to support the foregoing development directions: (i) school development and education leadership; (ii) teacher professional development; and, (iii) assessment of learning and curriculum development.

### **2.1 School Development and Education Leadership**

#### ***Context & Issues***

The administrative context, within which public schools in Lebanon currently operate, is one where neither the school Principal nor the instructional staff has either the freedom or the resources to significantly influence the quality of the learning environment. International experience clearly demonstrates the linkage between increased participation of the instructional staff in school based planning and development, with enhanced quality of learning outcomes as measured by national and international examinations.

It is similarly recognized that the primary factor influencing qualitative improvement of teaching and learning at the school level is the quality of leadership demonstrated by the School Principal. In addition to leading the school development and academic program, the principal also serves as a focal point for liaison with parents and the community, undertakes a wide range of administrative duties, and is responsible for maintaining a safe and healthy learning environment. In order to prepare personnel to fulfill the foregoing responsibilities, MEHE initiated a Leadership Development Program in 2007 that builds the foundational skills for successful fulfillment of the role of School Principal. This program, which has been developed and delivered in concert with Lebanese University and international partners, includes an intensive introduction to school based planning, management, and administration, followed by a series of self study modules and assignments, and the formulation of a school development plan. 432 School Principals have successfully completed the program with professional recognition being awarded by LU.

MEHE now proposes to build on the leadership skills developed, through assigning increased responsibility to School Principals for school based planning designed to enhance the quality of teaching and learning outcomes while also reducing the repetition and drop-out rates. In order to pursue this proposal, resources are required to undertake the following:

### ***Objective***

The objective of the School Development and Education Leadership component is to enhance the “quality of learning for growth” at the school level through the adoption of a school-based planning and development approach led by a School Council chaired by the School Principal.

### ***Program Description***

The School Development and Education Leadership development program will include the following elements: (i) reviewing and adjusting the current framework of planning, management, resource allocation, and administrative responsibilities at the school level in order to introduce a school-based development model. This model is expected to redefine the role of the Principal with respect to undertaking a self-assessment of the teaching and learning environment, formulating a medium term school development plan, formulating and implementing a professional development plan for instructional staff, enhancing parent and community relationships, and ensuring a safe and healthy physical environment. (ii) further development and implementation of the Education Leadership program based on lessons learned from previous iterations; and (iii) piloting and evaluating a program of school based planning and management.

### ***Outcome Indicators***

Achievement of the development objective of the component will be measured through the following indicators:

- 30% of public schools have the capacity to pilot the school-based development model
- 30% of public schools has adopted mechanisms that promote team approach to decision making
- 10 % increase in learning achievement in schools that have adopted school based planning and development approaches



## **2.2 Teacher Professional Development and Standards:**

### ***Context & Issues***

The following sub-component is designed to address the issue of attracting, selecting, training, retaining, and rewarding effective teachers in order to achieve quality learning for growth.

In 1997, the Lebanese educational authorities introduced new curricula designed to reorient the teaching and learning process from a traditional model having an emphasis on memorization and teacher dominated instruction, to a student centered model with increased emphasis on building critical thinking skills and creativity. MEHE recognizes that, in common with all educational reform initiatives, it is the teachers who are required to introduce the new teaching and learning practices, thus calling for the establishment of a professional and well trained teaching workforce. While a number of specific teacher training activities have been undertaken in the past, the current profile of tenured teachers in Lebanon's public schools does not satisfy the above criteria. xx% of teachers do not have a university degree, and xx% do not have a teaching diploma. On the other hand, in terms of efficient deployment of teacher resources, the student teacher ratio in public schools currently stands at 8 to 1.

While steps have been taken to introduce teachers to the new curriculum and associated pedagogical principles through the delivery of in-service professional development programs and the development of a Training Evaluation System, a deepening of the professional development program needs to take place through a combination of the introduction of professional standards, training, performance assessment, and incentives, coupled with increased efficiency in the deployment of teaching resources.

Using data derived from the Education Finance study prepared by EDP, MEHE has undertaken an assessment of teacher requirements based on the number of students in each cycle, number of teachers in each cycle, number of sections in each cycle, and number of administrative staff. This analysis identifies that approximately 21% of currently employed teachers are surplus to requirements. The analysis further explores the financial impact of either early retirement or consolidation of smaller schools where the teacher/student ratio is high. This work provides a foundation for further rationalization and upgrading of the teaching workforce. In order to undertake this program, the following resources are required

### ***Objective***

The objectives of the Teacher Professional Development and Standards component are (i) upgrading the quality of teaching and learning in Lebanese schools through the development of national teacher professional development standards, (ii) enhanced pre-service and in-service professional development for teaching staff, and (iii) rationalizing the teaching workforce in Lebanese public schools.

### ***Program Description***

The Teacher Professional Development and Standards program will include the following elements: (i) initiating a process to establish National Teacher Professional Standards based on the domains of: Education Policy in Lebanon; Academic and Pedagogical Knowledge; Instructional Planning and Implementation, Learning Assessment; Self Development and Professional Ethics; hence. preparing the grounds for a teacher certification scheme (ii) collaboration with ECRD to develop a standardized induction program for teachers; (iii) development and implementation of a comprehensive and progressive in-service teacher professional development program integrated into the school development program outlined in Section 2.1; (iv) conducting a review of the

teacher ranking model and introduction of an associated incentive scheme, (v) developing and implementing mechanisms designed to rationalize and reorganize the teaching work force.

### ***Outcome Indicators***

Achievement of the objective of the components will be measured through the following key outcome indicators:

- National professional standards for teacher certification have been developed and are being implemented
- Teacher induction program has been developed and implemented
- A national teacher in-service program linked to the school development program has been developed and is being implemented
- % change in student teacher ratio

## **2.3 Assessment of Learning and Curriculum Development**

### ***Context & Issues***

During the past decade, MEHE has adopted a competency based approach to curriculum design and the assessment of learning achievement for the general education stream. This work has been supplemented by the development of text books and in some areas, the development of teacher guides. In addition, a question bank and examination generation system has been established. Recognizing the need for continuous evaluation and enhancement of curriculum and associated learning resource materials, MEHE proposes to utilize the analysis of the latest round of TIMSS together with internal assessments to undertake a further round of curriculum development for the general education stream.

In addition to undertaking regular curriculum updating, MEHE wishes to ensure that current best practices relating to case based learning, field based learning, inquiry based learning, problem based learning and community service learning are increasingly captured in the program framework and program delivery. This theme will link to the school leadership, whole school development, and teacher development themes of the “quality learning for growth” program.

### ***Objective***

The objective of this component is to initiate a further round of curriculum development in order to ensure alignment of curriculum and learning resources with national needs and international trends in the sector.

### ***Description***

The component will begin with the establishment of a Working Group of senior educators who will establish a clear rationale for program change and subsequently develop goals and procedures for review. Learning outcomes will be revisited and revised as necessary. Learning outcome frameworks will be reviewed with a view to identifying effective teaching tools and strategies including the role of ICT in the teaching and learning process. Curriculum revisions and teacher guides will be developed accordingly.

### ***Outcome Indicators***

Achievement of the foregoing objective will be measured against the following output/outcome indicators.

- # of curriculum frameworks reviewed and updated
- # of learning resource packages developed and in use
- # of teacher guides developed and in use

- % improvement in student learning achievement as measured by national and international examinations
- % reduction in repetition and drop-out rates

### **THEME 3: EDUCATION FOR SOCIAL AND ECONOMIC DEVELOPMENT**

The National Education Sector Strategy identifies a number of disconnects between the education system and Lebanon's social and economic priorities. At the higher education level, there is an increasing level of graduate unemployment, coupled with high levels of emigration. In the Technical Vocational Education sector there is serious misalignment between the program framework and the requirements of the labor market. Moreover, the secondary education system remains divided into separate tracks, first, between general and technical education and, second, among the specializations in each. This structure limits educational mobility among tracks and specializations.

In terms of contributing to social cohesion, the new curricula introduced in 1997 included the issue of national identity as a cross cutting theme in history, civics, Arabic, geography, and physical education. While included in the curricula, textbooks and associated learning resource materials have yet to be developed in some subject areas. Similarly, teachers require professional development in order to deliver effective instruction. Consequently the sector strategy has identified a need for a renewed focus on the social development of youth, and the introduction of a more applied orientation to the question of social cohesion and citizenship education.

#### **3.1 National Qualifications Framework**

##### ***Context & Issues***

The current structure of general education in Lebanon reflects the French Baccalaureate system. The TEVT system includes five levels of technical education that have no identified linkages with either a national occupational classification system or mechanisms for linkages with the employer community on which to establish terminal competencies of graduates. There are similarly no articulation mechanism between TEVT and higher education. In the higher education sector, quality standards, quality assessment mechanisms, and accreditation processes are presently absent. As a starting point to the development of a progressive approach to this issue, MEHE has proposed initiating the establishment of National Qualifications Framework that will describe the linkages between education and employment together with mechanisms for articulation and credit transfer.

##### ***Objective***

The objective of the NQF component is to lay the groundwork for rationalization and harmonization of program structures and articulation mechanisms between the general education, technical/vocational education and higher education streams, and to improve alignment of the education system with the requirements of the labor market.

##### ***Program Description***

MEHE recognizes that the establishment of a NQF is a long term process but proposes to initiate first steps through the establishment of a Working Group representative of the three program streams with a view to undertaking an assessment of the purpose, process steps and mechanisms underlying the establishment of an NQF, and developing an implementation approach that would lead to the establishment of a macro-level frame work and a work program designed to address priority issues arising.

### ***Outcome Indicators***

Outcome indicators arising from the NQF component of the education sector development plan would include: (i) terms of reference for an inter-directorate NQF Working Group have been developed and the Working Group is operational; (ii) a macro-level framework is in place and a work-plan developed to address priority issues arising.

## **3.2 Citizenship Education**

### ***Context & Issues***

According to the Civic and Citizenship Education (CivEd) survey carried out by UNDP in 28 countries, civic knowledge amongst Lebanese students is low compared to their peers in other countries. This topic is particularly critical in a country such as Lebanon which has experienced much political and economic turmoil and continues to grapple with redefining the relationship between its citizens and the state, as well as among the citizens themselves. To address this issue, the Lebanese Government introduced Civic Education in the year 2000 as one of the subjects in the new curriculum. More recently, during the academic year 2008-2009 MEHE introduced the Sustainable Human Development series of activities into the public school program, in order to engage students in activities that would allow them to develop the skills relating to the application of concepts that underpin civic education.

MEHE recognizes however that further work is necessary to devise a comprehensive program designed to enhance the civic concepts, knowledge and values of Lebanese students. Accordingly MEHE proposes to design and implement a plan that would develop student national identity through active engagement in citizenship education and encourage student civic participation in an institutionalized Community Service program in schools. In order to achieve these goals MEHE requires resources to undertake the following:

### ***Objective***

The objective of the Citizenship Education program is to enhance student national identity and civic responsibility through an active learning approach that fosters skill building rather than knowledge accumulation, and develops a “school-as-a-community” concept through active citizenship approaches within the school. This objective will link directly with the whole school development approach proposed under the school leadership program.

### ***Program Description***

The Citizenship Education program will include the following elements: i) revising citizenship concepts across the different subjects of the curriculum in order to synthesize them into a coherent set of activities that encourage active learning and skill building, ii) training teachers in active learning methods of citizenship education, iii) developing and activating the role of student councils, iv) activating role of parent councils to enhance parents’ role in school activities and in school decision making process, v) devising mechanisms to include teachers in school decision making process, vi) reviewing and compiling existing NGO’s citizenship projects and synthesizing the effective ones into a suite of potential program activities that can meet the requirements of individual schools as they develop their respective programs.

### ***Outcome Indicators***

Achievement of the development objectives will be measured through the following outcome indicators

- Number of students completing community service program in schools
- Percentage development of student achievement level on the Civ Ed Survey Scale

### **3.3 ICT in Education**

#### ***Context & Issues***

The use of ICT program in Lebanon is targeted toward infrastructure equipment, training and capacity building. The current ICT program includes supplying computers (ratio of PC to students is around 1:20 in the secondary and intermediate schools), internet connectivity (109 schools from a total number of 1396 are provided with internet connectivity through broadband) and building school computer labs. A wide range of initiatives has been initiated and implemented in collaboration with the ECRD, private sector, NGOs and international organizations in the area of teacher's capacity building and content development through extra curricula activities at a minor scale.

The ICT program initiatives are still work in progress and are insufficient to enable Lebanon to shift education into the digital age. This will require a global national initiative that aims to enhance education in Lebanon through effective use of Information and Communication Technologies (ICTs). The following project constitutes one of the pillars of this initiative.

MEHE now proposes a comprehensive set of activities to develop the policies, human resources, curricula, and infrastructure needed to enhance teaching and learning with and through the use of ICT.

#### ***Objective***

The objective of the ICT program component of the Education Sector Development Program is to support and enhance the learning process of the students by effectively integrating ICT into the curriculum; and to establish National Education Network (NEN) between MEHE and schools

#### ***Program Description***

The Education ICT program will include the following elements:

(i) develop a policy framework to guide the integration of ICT into the learning and teaching process; (ii) develop and build the capacity of human resources at MEHE and the school level to implement the policy framework; (iii) establish, based on international benchmarks, national education technology standards for students, teachers, and administrators; and (iv) invest in the needed learning resources and ICT infrastructure.

#### ***Output/Outcome Indicators***

Achievement of the development objective of the component will be measured through the following indicators:

- ICT in Education Policy Framework developed and implemented
- Percentage of teachers and administrators meeting national education technology standards
- Avg hours per week of access to the ICT tools and computer use by a student
- Percentage of educational content covered by ICT based instructional materials
- Percentage of schools connected to the Internet through broadband

## **THEME 4: EDUCATION SECTOR GOVERNANCE, MANAGEMENT, AND FINANCING**

During the past five years, the Ministry of Education and Higher Education has embarked upon a shift from a centralized management model to one that transfers increased responsibility and accountability to the respective Directorates of the ministry. This shift has been supported by the World Bank funded Education Development Project through the formulation of a strategic development plan, development of an Education Management Information System, introduction of a revised organizational structure, and completion of a review of sector financing practices. The next phase of sector development will build on outcomes from this work through implementation and operationalization of the associated practices and procedures and will include the following program components.

### **4.1 Institutional Development**

#### ***Context & Issues***

Recognizing the intended change in management model described above, consultants were retained under the EDP to (i) develop a revised organizational structure for MEHE, together with functional descriptions of each operational unit; (ii) to formulate operation and procedure manuals for the revised operational model; and, (iii) to design and deliver a program of professional development to MEHE staff that would build a capacity to deliver education services with enhanced internal efficiency. While this work has been satisfactorily completed, additional investment is required to support full operationalization of the revised organizational procedures and the development of associated accountability mechanisms.

#### ***Objective***

The objective of the institutional development program is to enhance institutional efficiency and coordination through further revision of the regulatory framework under which MEHE operates, and to establish the operational procedures and accountabilities associated with the adoption of program based budgeting and management procedures.

#### ***Program Description***

Building on the comprehensive situational analysis undertaken by the EDP project, all laws and decrees relating to MEHE operations will be reviewed and amended through the lens of the national strategy and the requirements of the proposed approach to program based management and budgeting. A particular focus will be placed on harmonizing the policy objectives for the three program streams of general education, technical and vocational education and higher education. Following completion of this work the revised MEHE Organizational Chart will be formally adopted together with the revised operation and procedures manuals. Adoption of the revised procedures will be regularly monitored through the program M&E component, with regular feedback provided to senior management. A comprehensive program of staff training will be designed and delivered in order to build the required operational skills and management abilities. An incentive based personnel performance measurement system will be introduced.

#### ***Outcome Indicators***

Achievement of the foregoing objective will be measured through the following indicators:

- The legal and regulatory framework that governs MEHE operations has been modified to enable efficient achievement of the Education Sector Development Matrix
- Operational procedures are in place including performance and accountability measures
- MEHE has adopted and is implementing a performance based planning approach to resource allocation and performance measurement.
- Performance measurement systems have been introduced and implemented.

## 4.2 Education Sector Financing

### *Context & Issues*

Financing costs in Lebanon currently amount to 2.9% of GDP, and 11.1% of total public expenditure. The overall structure of education sector financing is amongst the most complex in the world, characterized by direct support to public schools, together with a framework of education grants and other payments to public and private sector employees with school-age children, thereby providing families with a clear incentive to send their children to private schools. Furthermore, given that non-salary recurrent expenditures in public schools are financed by school funds rather than by the central government, the amount of resources available at the school level is highly dependent on the prevailing economic conditions in the community. In order to address this complexity, MEHE has completed a comprehensive analysis of all resource flows into and out of the sector and used the resultant data to build an econometric model that will assist in the identification of the financial implications arising from the adoption of alternate policy options.

In 2008 the Government of Lebanon expressed intent to progressively adopt a Program Based Budgeting (PBB) approach to all public expenditure financing. In this context, MEHE was identified as a pilot ministry with an assigned responsibility to formulate a Medium Term Expenditure Framework (MTEF), and an associated budget in program based format. Working in close collaboration with the Ministry of Finance, budget templates were designed for each of the program areas. Outputs and outcomes were developed together with performance indicators. A draft Program Based Budget for the period 2009 -2011 has been prepared. This budget will be adopted as a shadow budget to the current line item budget until full adoption of Program Based Budgeting proposed by MOF for 2011. This work is being further supported by the World Bank funded Emergency Fiscal Management Reform Implementation Support Project initiated in March 2009.

Recognizing that implementation of all elements of the proposed sector development plan will result in financial implications, MEHE now proposes, to work in collaboration with the Ministry of Finance (MOF) to strengthen the technical capacity of the MEHE Department of Budgeting and to fully implement PBB procedures commencing in 2011, as well as undertaking such amendments to the budgetary allocations and associated operational and accountability measures necessary to support implementation of the “Quality Learning for Growth” program.

MEHE similarly recognizes that the “quality learning for growth” program can not be built solely on the allocation of incremental financial resources, but must also build on internal cost savings and system efficiencies. Analytical work undertaken by the Education Sector Finance study identified issues such as (i) deployment and distribution of teachers; (ii) distribution and utilization of school buildings; (iii) school maintenance and operating costs; (iv) student distribution and student/teacher ratio’s as areas for priority attention in terms of achieving improved internal efficiency. Using tools previously developed, the “quality learning for growth” program will place a priority focus on establishing a policy framework and action plan to ensure the respective efficiencies are implemented and achieved.

In order to achieve this objective, resources are required to undertake the following:

### *Objective*

The objectives of the Education Sector Financing component are (i) to collaborate with the Ministry of Finance in further developing the practices and procedures that will enable an operational transfer from line item based sector budgeting to program based budgeting and management; (ii) to revise the budgetary provisions and procedures necessary for effective

implementation of the “Quality Learning for Growth program; and (iii) to increase internal fiscal efficiency

### ***Program Description***

The Education Sector Financing program component will include the following elements: (i) strengthening the capacity of the MEHE Budgeting Directorate, and ESDS personnel, to participate in the development and implementation of a PBB approach to education sector financing; including professional development for personnel in MEHE directorates who will be responsible for the implementation of PBB budgeting and management; (ii) working closely with MOF in the development of an agreed operation and procedures manual for the adoption of PBB; (iii) ensuring the development of relevant linkages and resource allocation mechanisms between planning, budgeting, and program monitoring and evaluation. (iv) initiating a process of policy development and program implementation relating to identified areas where internal efficiency in the use of financial resources can be achieved.

### ***Outcome Indicators***

Achievement of the above objective will be measured through the following outcome indicators:

- MEHE personnel responsible for the implementation of PBB approaches to education sector financing have gained the skills and operational experience with the associated practices and procedures
- an operation and procedures manual for PBB is in place and is being adopted
- a PBB for fiscal year 2011 has been developed and is being implemented
- MEHE planning, monitoring and evaluation procedures have been amended to reflect the adoption of PBB approaches to sector financing

## **4.3 Management Information**

### ***Context & Issues***

MEHE is currently working on automating the educational and administrative procedures through the implementation of an MIS system. The program includes establishing an Education Management Information System (EMIS) designed to serve the management information needs of general education, and vocational and technical education. The overall system includes the following components: (i) Educational Management Information System (EMIS) and Decision Support System (DSS), (ii) School Information System (SIS) (iii) Geographical Information System (GIS/School Mapping) (iv) EDMS (Archiving System, Workflow and Document Management) for Equivalences and Rental and (v) Human Resource Management System (HRM) that includes a Personnel System and a Time Management Sheet. In addition to the foregoing, MEHE has also established a Question Bank System (QBS)/Examination Generating System (EGS) and developed the automation of official examinations processes by establishing an Examination Management System (EMS).

The Education Management Information System (EMIS) and integrated Decision Support System (DSS) are currently in the latter stages of development and are intended to provide information and indicators for system management, policy-making and research. The EMIS is designed to interface with all the above mentioned components and provide the tools necessary for the collection of school data (students, teachers, curriculum, facilities and administration) as well as providing a school management platform to assist principals, teachers and administrators in managing the educational processes. Further investment is now required to bring all components to full operability.



### ***Objective***

The objective of the EMIS program component of the Education Sector Development Program is to provide all education sector stakeholders with access to current and reliable data designed to enable the effective analysis of policy options, increase internal efficiency, and enable the targeting of resources designed to improve the quality of learning outcomes.

### ***Program Description***

The Education MIS program will include the following elements: (i) to continue the deployment and improvement of different components in MIS including the EMIS, SIS, Archiving system, EDMS, GIS; (ii) to continue the development and implementation for Human Resource Management System, Personal System and Time Sheet Management modules; and (iii) to continue the automation of the administration processes.

### ***Outcome Indicators***

Achievement of the objective of the component will be measured through the following outcome indicators:

- Increase of EMIS ' use for information-based decision making, both at MEHE and at the school-level
- Number of process automated and used per directorate

## **4.4 Monitoring and Evaluation**

### ***Context & Issues***

Building on national directions to introduce performance based management principles and procedures into the public service, together with outputs from the EDP organizational study, MEHE is moving towards the adoption of evidence based planning, program based budgeting, and the introduction of accountability measures in program delivery. These measures call for the introduction of a strong performance monitoring and evaluation capability that has yet to be developed. In order to respond to this requirement, MEHE has delivered workshops to senior management personnel, and subsequently assigned responsibility to the Education Sector Development Secretariat for further development of an operational M&E system. Resources are required to support the development of an M&E capability

### ***Objective***

The objective of this component is to establish an operational M&E system that provides MEHE senior management with measures of progress towards the achievement of policy objectives and programs.

### ***Program Description***

The program will begin with the formal establishment, and regulatory empowerment of the organizational unit assigned responsibility for M&E and the recruitment of professional staff. This will be followed by: (i) the development of an M&E framework for the whole sector development program; (ii) the delivery of orientation workshops for departmental managers; (iii) ensuring the delivery of required data outputs from the EMIS; (iv) the formulation of operation and procedures manuals for M&E; and, (v) M&E program implementation.

### ***Outcome Indicators***

Outcome indicators from this program component include: (i) an M&E Framework for the education sector development program is in place; (ii) management personnel have received training in M&E purpose and procedures; (iii) M&E data is being used for sector policy and planning.