REFORM

المؤسسة الفلسطينية للتمكين والتنمية المحلية
The Palestinian Association for Empowerment and Local Development

Summary of
The Eighteenth Government Performance
Monitoring Report for 2022

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Fourth Report

2023

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Summary of the Results

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First: Cabinet Decisions Published during 2019-2022

This report entails the decisions of the Council of Ministers, as they were published on the website of the General Secretariat of the Council of Ministers, in an attempt to understand the government's priorities and how it resolves various issues that are brought before it. The Report not only aims to urge decision-makers to implement their decisions and periodically review them, but to also facilitate the Palestinian public's access to information in order to promote active citizenship.

The 18th government has published a total of 1,685 decisions on its website since its starting period in 2019, including 543 decisions in 2022, 482 decisions in 2021, 377 decisions in 2020 and 261 decisions in the first eight months of 2019. The Cabinet website shows a steady increase in the publication of decisions issued by the Council of Ministers year after year. These decisions indicate that the 18th government established 195 ministerial committees, including 68 in 2022, 44 in 2021, 41 in 2020 and 42 in 2019, in addition to the 7 permanent ministerial committees. Established over the past four years, the committees submitted their reports and the Council took decisions based on their 70 recommendations.

The 18th government still lacks ease of access to information. The Council of Ministers publishes the titles of their decisions without publishing the decision and its full text on the page of the General Secretariat of the Council of Ministers. Additionally, the Prime Minister periodically posts the Council's decisions directly onto his social media accounts. Publishing the titles of the decisions without publishing their full texts leads to a disparity in the access to information and weakens citizens' ability to intervene and/or discuss issues brought before the Council of Ministers within the time limit provided by the law. The 18th government published a number of its decisions in Palestine's official newspaper, Al-Waqa'i Al-Filastiniyya[1], along with the Prime Minister's decisions relating to the state of emergency or issued decisions pursuant to the State of Emergency Law by Decree.

The Palestinian government continued to discuss the various draft laws with the Council of Ministers through multiple sessions. They were then submitted to the President. However, most of these draft laws are not announced until they are issued or published in the Official Newspaper. Some draft laws were widely discussed, such as the Value-Added Tax Law, which was announced by the Ministry of Finance in 2022, along with the licensing of media organisations. This indicates a limited development in the government's openness to discussing draft laws of major and secondary legislation and those that are prepared by government institutions.

The monitoring team for this report found a difference between the number of decisions that were published on the Council of Ministers' website compared to what was announced in the performance report of the General Secretariat that was published on the same site. The report of the General Secretariat was issued in March 2022, in which it indicated that the government implemented 729 decisions in its

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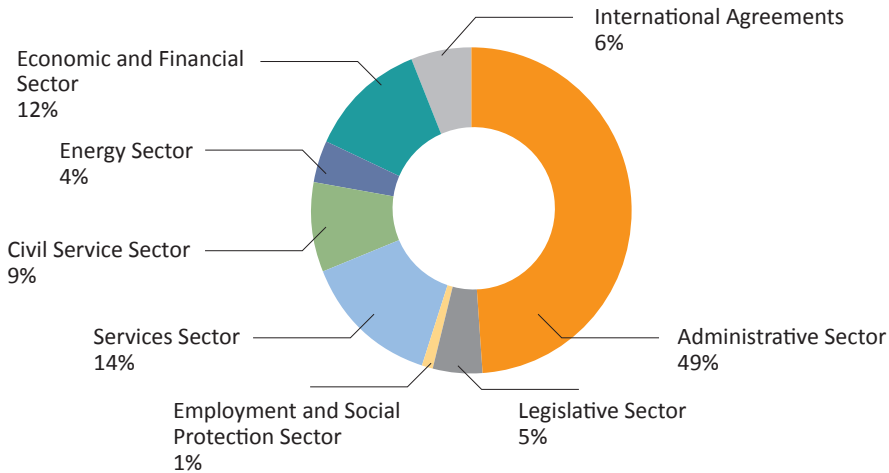1   Al-Waqa'i Al-Filastiniyya No. 156 and No. 158

sessions during 2021.[2] However, when reviewing the link for the Council of Ministers' decisions, only 482 decisions were published.

The difference between what was announced in the General Secretariat's report and the results of the examination of the government's decisions is 247 decisions (i.e., 34% of all decisions). There is also a difference in the number of committees formed by the Council of Ministers, as the General Secretariat's report indicated that 57 committees were formed by the Council of Ministers in 2021, while the monitoring team found only 44. This indicates one or more of the following possibilities: (1) That the Council of Ministers does not wish to publish them, (2) that the General Secretariat does not publish the decisions, (3) that those responsible for the website do not publish all the decisions that are in line with the decisions of the Council of Ministers' sessions and/or (4) the absence of a clear regulatory mechanism of the publishing process. It may be attributed to the fact that some decisions require the approval of other bodies, such as the decisions that assign the president to higher categories, or draft laws that need the president's approval.

Classification of Cabinet Decisions for 2019-2022						
Sector	2022		2019-2021		2019-2022	
	Number	Percentage	Number	Percentage	Number	Percentage
International Agreements	36	7%	59	5%	95	6%
Administrative Sector	280	52%	538	48%	818	49%
Legislative Sector	38	7%	50	4%	88	5%
Employment and Social Protection Sector	1	0%	18	2%	19	1%
Services Sector	36	7%	192	17%	228	14%
Civil Service Sector	64	12%	89	8%	153	9%
Energy Sector	19	3%	44	4%	63	4%
Economic and Financial Sector	69	13%	130	%12	199	12%
Total	543	100%	1120	100%	1663	100%

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2   Performance Report of the General Secretariat of the Council of Ministers, March 2022, p. 9.

Classification of Cabinet Decisions for 2019-2022

International Agreements
6%

Economic and Financial
Sector
12%

Energy Sector
4%

Civil Service Sector
9%

Services Sector
14%

Employment and Social
Protection Sector
1%

Legislative Sector
5%

Administrative Sector
49%

Second: Government Commitments

During the commissioning period, and after taking the constitutional oath, the Palestinian Prime Minister made 94 commitments since March 2019 before the citizens. These commitments followed President Mahmoud Abbas's speech appointing Dr. Mohammad Shtayyeh with the role of Prime Minister, Dr. Mohammad Shtayyeh's commissioning speech and the decisions of the Council of Ministers. These commitments have been categorised into seven main sectors in an attempt to understand the government's priorities and the areas in which the government will work on over the years of its stay.

The degree of implementation of commitments is an attempt to clarify the extent of the existing government's achievements. Usually, governments do not completely fulfill their comments, except for those that are small, limited and/or short-term. The government's fulfillment of all commitments means that there is not any justification for their existence. Some commitments require long years. The age of any government may not be able fulfill them in a complete or partial manner. For example, combating poverty, economic development and social change requires long years, especially in the context of developing countries, such as Palestine. However, determining annual percentages of the completion of commitments may contribute to enhancing the visibility of achievements and facilitate the process of following up on the development of those commitments.

Government Commitments

Classification of Commitments	Number	Percentage
Economic Sector	37	39%
Services Sector	31	33%
Employment and Social Protection Sector	9	10%
Political Sector	8	9%
Legislative Sector	4	4%
Integrity and Transparency Sector	3	3%
Administrative Sector	2	2%
Total	**94**	**100%**
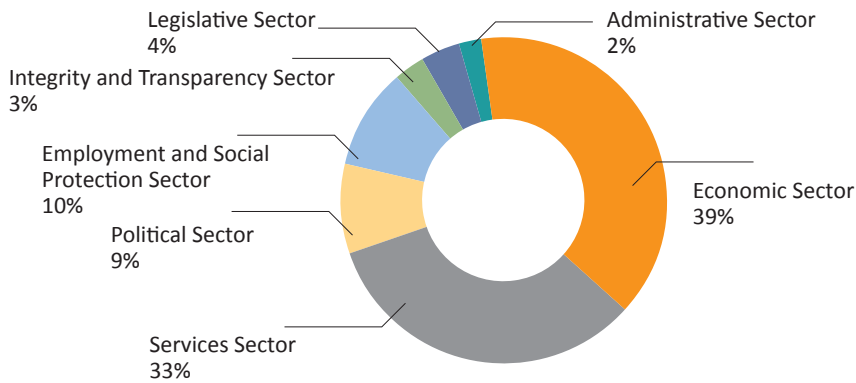
Accuracy of Commitment Language

	Implementation Period	Measurable	Attainable	Appointment of Implementing Bodies
Number	4	89	89	20
Percentage	4%	95%	95%	21%

Implementation Period — 4%

Measurable — 95%

Accuracy of Commitment Language

Attainable — 95%

Appointment of Implementing Bodies — 21%
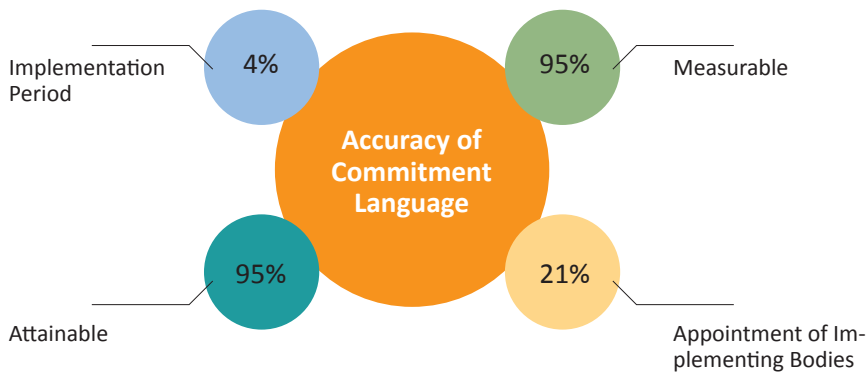
Degree of Verification for the Government's Implementation of Commitments

	Complete	In Process	Unimplemented	Unclear
Number	17	62	11	4
Percentage	18%	66%	12%	4%

Unclear 4%

Unimplemented 12%

Complete 18%

In Process 66%
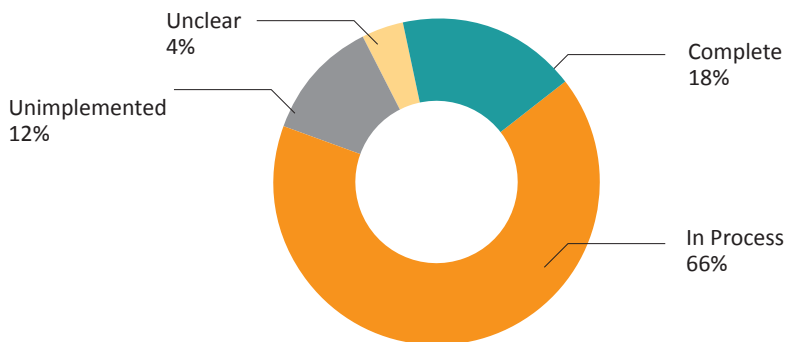
A Comparison of the Degree of the Government's Implementation of Commitments during 2020 – 2022

The table below illustrates that there has been a steady development between 2020 and 2022 in the degree of the government's implementation of commitments made by the Prime Minister in his commissioning speech and cabinet decisions in 2019 and 2020. The percentage of "completed" commitments increased from 11% in 2020 to 18% of the total commitments and pledges made. The percentage of "in process" commitments increased from 41% to 66% of the total commitments and pledges made. The percentage of "unimplemented" commitments decreased from 39% in 2020 to 12% of the total commitments and pledges made.

Degree of Verification for the Government's Implementation of Commitments during 2020-2022

	2020		2021		2022	
	Number	Percentage	Number	Percentage	Number	Percentage
Completed	10	11%	12	13%	17	18%
In Process	39	41%	62	66%	62	66%
Unimplemented	37	39%	15	16%	11	12%
Unclear	8	9%	5	5%	4	4%
Total	94	100%	94	100%	94	100%

Third: Palestinian Citizens' Impressions and Attitudes Towards the Government's Performance

The results of public opinion polls express the attitudes, opinions and impressions of citizens about the government's performance or practices. It is one of the tools for measuring and knowing citizens' opinions on various issues. It is also of importance to democratic governments seeking to understand the factors behind the impressions, opinions and attitudes of citizens whilst wishing to increase the percentage of citizens' satisfaction with their performance, actions and policies.
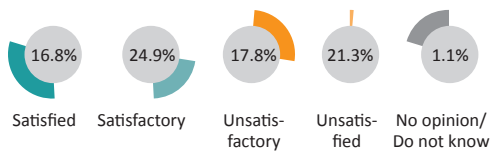
Although public opinion polls are tasked with clarifying to officials the trends of public opinion, the question posed to them after viewing their results is how to produce policies, measures and procedures. It is important to meet the needs of citizens or to reconsider or clarify these policies in a manner that convinces citizens of their correctness. This brings about a change in their impressions and positions to become positively in its favour.

According to the results of the public opinion survey conducted by REFORM in 2021, it was indicated that the groups most satisfied with the government's performance are residents of the central West Bank, public employees, urban residents and youth. On the other hand, dissatisfaction with the government's performance prevailed amongst residents of the northern West Bank, employees in the private sector and the elderly.
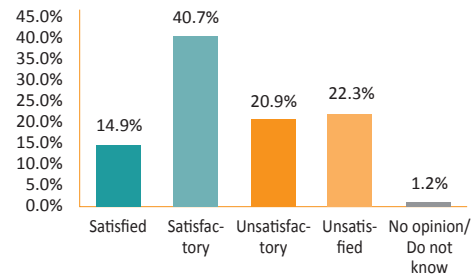
Also, citizens' satisfaction with the government's performance, according to the Prime Minister's commitments, varies from one field to another. Citizens' satisfaction with the government's performance increased regarding health and educational services ranging between 40%-50% regarding protecting women from violence, supporting local bodies, civil peace and providing safety, 22%-39% regarding economic development, achieving economic independence, acceptance of social accountability, openness to society and transparency of the government's work and less than 20% regarding combating poverty and providing job opportunities. The following are the most prominent results of the survey for 2022.

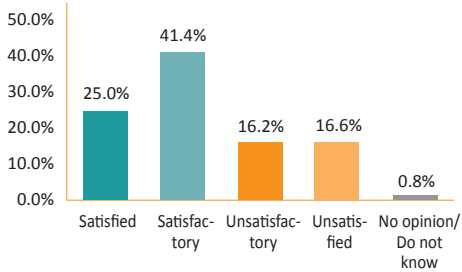## Citizens' Impressions on the Provision of Health Services

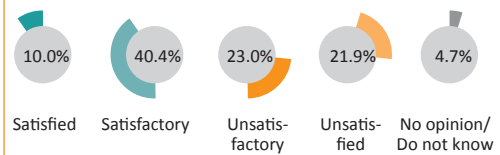### Provision of services in primary care centres (Health directorates)

Satisfied	Satisfactory	Unsatisfactory	Unsatisfied	No opinion/Do not know
16.8%	24.9%	17.8%	21.3%	1.1%

Ability to access health services without any obstacles and/or discrimination

Satisfied	Satisfactory	Unsatisfactory	Unsatisfied	No opinion/Do not know
14.9%	40.7%	20.9%	22.3%	1.2%

Availability and proximity of health centres and hospitals to places of residence

Satisfied	Satisfactory	Unsatisfactory	Unsatisfied	No opinion/Do not know
25.0%	41.4%	16.2%	16.6%	0.8%

Ability to access information and data provided by the Ministry of Health

Satisfied	Satisfactory	Unsatisfactory	Unsatisfied	No opinion/Do not know
10.0%	40.4%	23.0%	21.9%	4.7%

The Ministry of Health's provision of guidance and instructions

Satisfied	Satisfactory	Unsatisfactory	Unsatisfied	No opinion/Do not know
12.2%	41.4%	19.3%	23.3%	4.9%
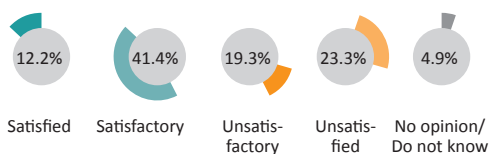
The capacity levels of governmental clinics and hospitals

Satisfied	Satisfactory	Unsatisfactory	Unsatisfied	No opinion/Do not know
9.3%	32.8%	24.2%	32.5%	1.2%
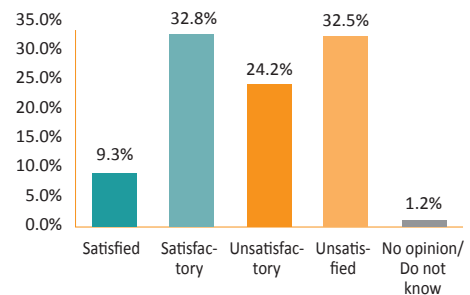
The performance of medical staff in governmental hospitals and clinics

- Satisfied: 13.9%
- Satisfactory: 44.2%
- Unsatisfactory: 19.2%
- Unsatisfied: 21.7%
- No opinion/Do not know: 1.0%
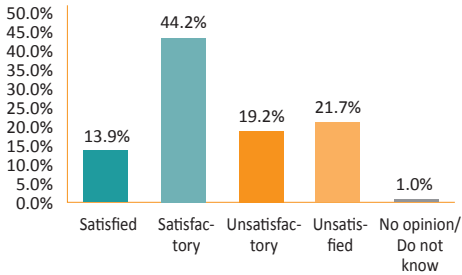
The quality of services provided in the Ministry of Health's hospitals and clinics

- Satisfied: 12.8%
- Satisfactory: 42.1%
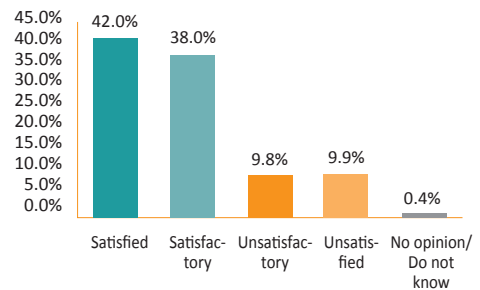- Unsatisfactory: 20.2%
- Unsatisfied: 23.7%
- No opinion/Do not know: 1.2%
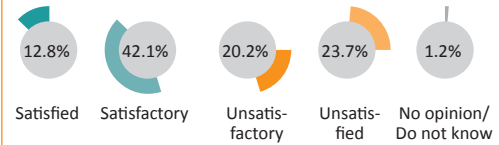
Citizens' Impressions on the Provision of Educational Services

The quality of education in governmental schools

- Satisfied: 23.1%
- Satisfactory: 45.3%
- Unsatisfactory: 13.8%
- Unsatisfied: 16.4%
- No opinion/Do not know: 1.4%
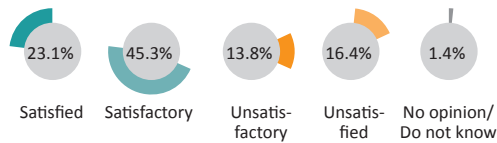
The proximity of schools to places of residence

- Satisfied: 42.0%
- Satisfactory: 38.0%
- Unsatisfactory: 9.8%
- Unsatisfied: 9.9%
- No opinion/Do not know: 0.4%

The capacity levels of governmental schools

- Satisfied: 16.4%
- Satisfactory: 31.6%
- Unsatisfactory: 27.0%
- Unsatisfied: 21.4%
- No opinion/Do not know: 3.6%
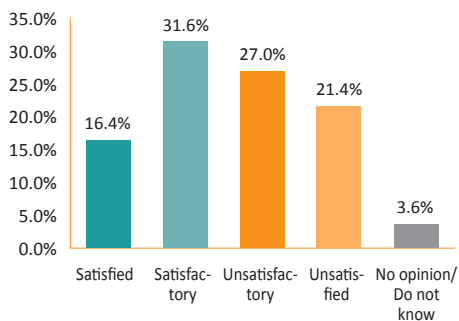
The ability to meet the needs of the labour market

- Satisfied: 6.3%
- Satisfactory: 20.9%
- Unsatisfactory: 31.2%
- Unsatisfied: 37.6%
- No opinion/Do not know: 3.9%
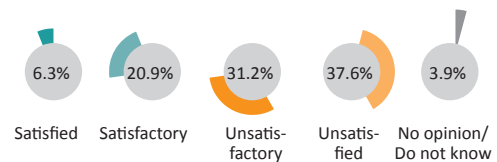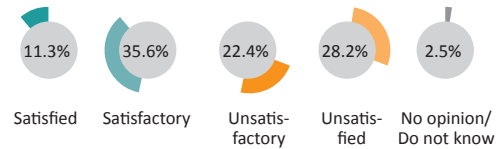
Citizens' Impressions on the Approach to Public Freedoms and Human Rights

The Palestinian government's approach to public freedoms and human rights

Bar chart:
- Satisfied: 4.4%
- Satisfactory: 21.2%
- Unsatisfactory: 21.2%
- Unsatisfied: 48.6%
- No opinion/Do not know: 4.6%
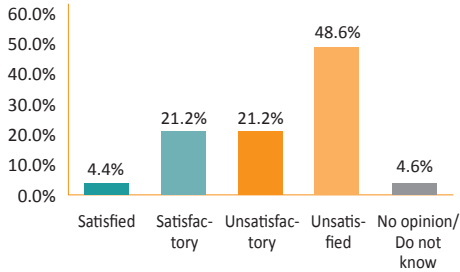
Palestinian police's approach to public freedoms and human rights

- Satisfied: 11.3%
- Satisfactory: 35.6%
- Unsatisfactory: 22.4%
- Unsatisfied: 28.2%
- No opinion/Do not know: 2.5%

The government's performance in respecting the right of assembly

Bar chart:
- Satisfied: 6.5%
- Satisfactory: 26.3%
- Unsatisfactory: 26.3%
- Unsatisfied: 39.1%
- No opinion/Do not know: 1.8%
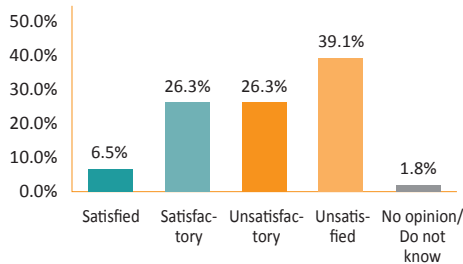
Citizens' Impressions on Civil Peace

Citizens' sense of security

- Felt very safe: 4.9%
- Did not feel safe to a certain extent: 33.5%
- Felt safe to a certain extent: 31.7%
- Did not feel very safe: 29.5%
- No opinion/Do not know: 0.3%
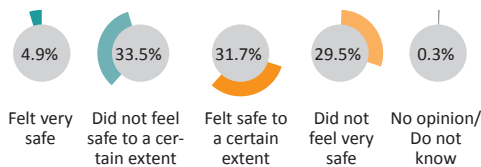
The government's performance in maintaining civil peace

Bar chart:
- Satisfied: 6.1%
- Satisfactory: 28.3%
- Unsatisfactory: 26.8%
- Unsatisfied: 36.8%
- No opinion/Do not know: 2.0%
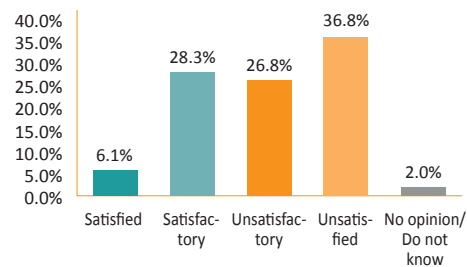
Security services' ability to maintain civil peace

Bar chart:
- High capability: 3.5%
- High capability to a certain extent: 22.1%
- Low capability to a certain extent: 36.8%
- Low capability: 36.2%
- No opinion/Do not know: 1.4%
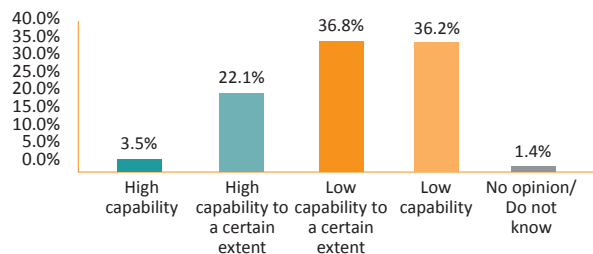
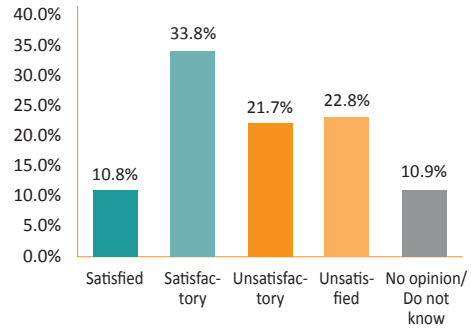## Citizens' Impressions on the Government's Performance since its Formation

The government's openness to citizens and the opportunity to participate in public policymaking
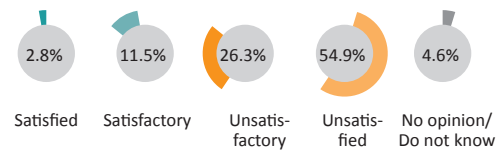
2.5% Satisfied	22.0% Satisfactory
30.8% Unsatisfactory	38.7% Unsatisfied
6.0% No opinion/ Do not know	
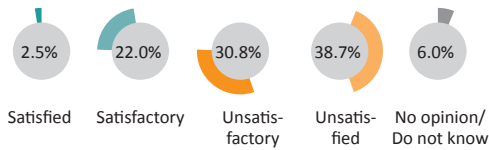
The State of Palestine's accession to international conventions related to human rights

Satisfied 10.8%, Satisfactory 33.8%, Unsatisfactory 21.7%, Unsatisfied 22.8%, No opinion/Do not know 10.9%

The government's acceptance of social accountability in public issues

Satisfied 3.1%, Satisfactory 26.1%, Unsatisfactory 25.7%, Unsatisfied 36.8%, No opinion/Do not know 8.2%
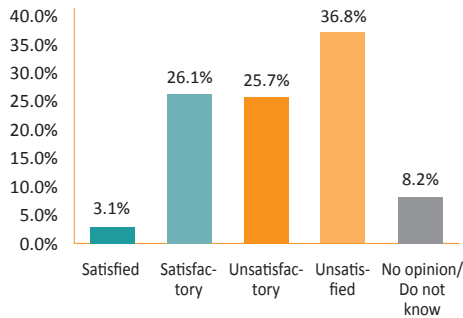
The government's performance in combating poverty

2.8% Satisfied	11.5% Satisfactory
26.3% Unsatisfactory	54.9% Unsatisfied
4.6% No opinion/ Do not know	

The government's performance in supporting local government bodies (Municipal and village councils)

6.7% Satisfied	34.7% Satisfactory
20.8% Unsatisfactory	32.3% Unsatisfied
5.6% No opinion/ Do not know	
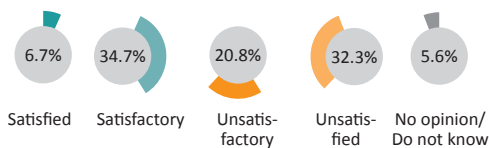
The government's performance in protecting Palestinian women from violence

Satisfied 9.6%, Satisfactory 32.5%, Unsatisfactory 22.9%, Unsatisfied 32.0%, No opinion/Do not know 3.0%
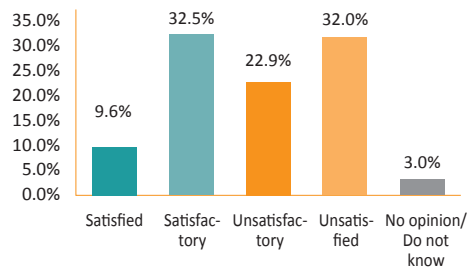
The government's performance in the economic empowerment of women

- Satisfied: 6.9%
- Satisfactory: 29.6%
- Unsatisfactory: 24.5%
- Unsatisfied: 36.4%
- No opinion/Do not know: 2.6%
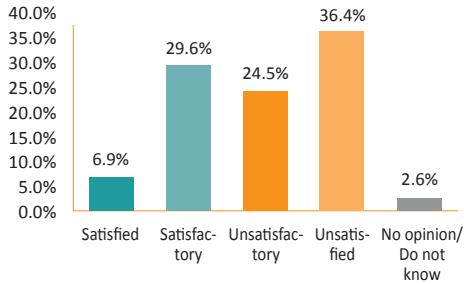
The government's performance in enhancing citizens' ability to access the justice system

- Satisfied: 9.0%
- Satisfactory: 30.5%
- Unsatisfactory: 25.0%
- Unsatisfied: 33.0%
- No opinion/Do not know: 2.5%
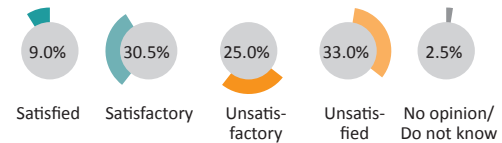
The government's performance in caring for those affected by the occupation, including the families of martyrs, prisoners and the wounded

- Satisfied: 12.8%
- Satisfactory: 35.1%
- Unsatisfactory: 21.3%
- Unsatisfied: 27.8%
- No opinion/Do not know: 3.0%
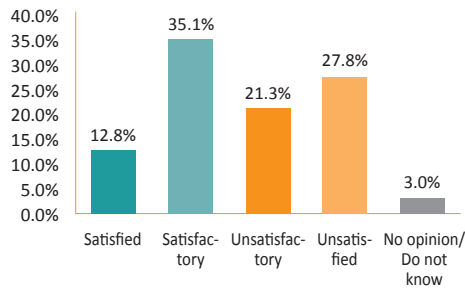
## Fourth: Announced Ministers' Field Visits in 2022

The following figure indicates the number of ministers' field visits, whether to work, participate in activities or supervise and follow up on the directorates' work. This was monitored by the team through the ministries' websites or their official Facebook pages. The figure also shows that the Minister of Local Government conducted the most field visits, such as visits to local government directorates and local councils, followed by the Minister of Health, the Minister of Interior, the Minister of Awqaf and Religious Affairs and the Minister of Telecom and Information Technology.

The monitoring team realises that these field visits do not necessarily constitute the extent of activity of the ministers or an evaluation of their work. The monitoring process revealed that some ministries conduct activities for citizens, beneficiaries and local and international partners to follow up and supervise their work. However, the purpose of the field visits is for the ministers to follow up on the progress of work in the directorates and institutions affiliated with the ministry. This is to learn about the challenges facing citizens or local bodies and institutions that benefit from the

ministry's services and their impressions on the quality of services.

The monitoring process that took place aimed to identify the most prominent spaces/platforms that the ministers had the opportunity to meet with citizens who benefit from the ministries' services, interact with them regarding the quality of services provided by their ministries and follow up on ministries' work in various governorates.

The Number of Ministers' Field Visits
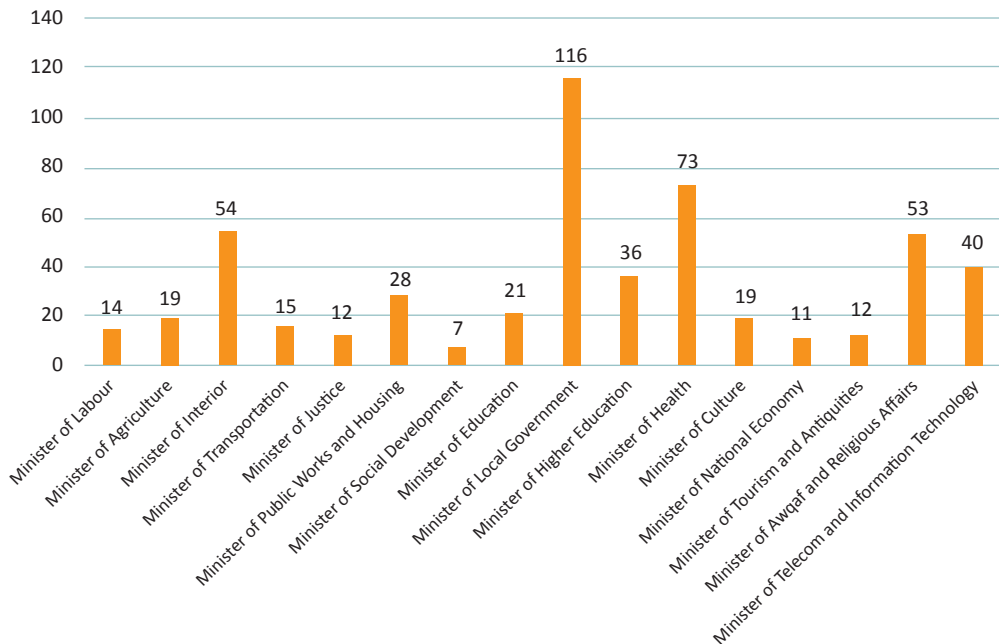
Fifth: Ministries' Response to Citizens' Inquiries and Questions

The monitoring team examined the ministries' websites in order to identify which electronic means of communication are available for citizens and Palestinians in the diaspora to use and communicate with these ministries, such as WhatsApp, Facebook "Messenger" and e-mail. These communication tools aim to facilitate citizens' communication with ministries in order to inquire about a service provided by a certain ministry and/or obtain instructions and assistance.

The examination process indicated that there is a difference amongst ministries in the use of electronic means of communication, as the majority of ministries heavily rely on e-mail and Facebook "Messenger" to allow the space for inquiries. Meanwhile, the Ministry of Public Works and Housing, the Ministry of Finance and the Ministry of Higher Education are satisfied with Facebook "Messenger" and the Ministry of Education and the Ministry of Health are satisfied with e-mail. The Ministry of Social Development is satisfied with email, although it is disabled. The team found that the Ministries of Transportation, Justice, Culture, Labour, Local Govern-

ment, Awqaf and Religious Affairs and National Economy are satisfied with Facebook "Messenger" and e-mail, while the Ministries of Telecom and Information Technology, Interior, Agriculture and Tourism and Antiquities use all three means of communication, namely WhatsApp, Facebook "Messenger" and e-mail to respond to citizens' inquiries.

Ministries' Electronic Means of Communication

	Ministry	WhatsApp	Messenger	Email
1	Ministry of Telecom and Information Technology	*	*	*
2	Ministry of Interior	*	*	*
3	Ministry of Transportation		*	*
4	Ministry of Justice		*	*
5	Ministry of Culture		*	*
6	Ministry of Public Works and Housing		*	
7	Ministry of Labour		*	*
8	Ministry of Agriculture	*	*	*
9	Ministry of Social Development			*
10	Ministry of Finance		*	
11	Ministry of Education			*
12	Ministry of Local Government		*	*
13	Ministry of Higher Education		*	
14	Ministry of Health			*
15	Ministry of Tourism and Antiquities	*	*	*
16	Ministry of Awqaf and Religious Affairs		*	*
17	Ministry of National Economy		*	*

The monitoring team sent 139 online questions to the ministries at different times, most of them during working hours and some after working hours. This was done in order to check whether it is followed up by the employees thar are assigned to respond at all times. The number of questions ranged from 6 to 9 for each ministry on one or more of the available electronic means of communication.

Thus, the examination process indicated that the speed of response varies from one ministry to another regarding the questions and inquiries it receives on electronic

means of communication. The Ministry of Interior, the Ministry of Local Government, the Ministry of Agriculture, the Ministry of Transportation, the Ministry of Justice, the Ministry of Labour and the Ministry of Telecom and Information Technology answered most of the questions. On the other hand, the Ministry of Awqaf and Religious Affairs only answered two questions and the Ministry of Tourism and Antiquities answered one question. Lastly, the Ministry of Higher Education, the Ministry of Health, the Ministry of education, the Ministry of Public Works and Housing, the Ministry of Finance, the Ministry of National Economy and the Ministry of Culture did not answer any of the questions. Regarding the Ministry of Social Development, their e-mail is not activated, as the monitoring group received replies that their messages, questions and inquiries did not reach the requested address.

	Ministry	No. of Questions	No. of Answers	Notes
1	Ministry of Interior	8	4	WhatsApp was used for all questions and answers.
2	Ministry of Local Government	8	5	All questions have been sent and answered via Messenger.
3	Ministry of Higher Education	9	No response	All questions were sent via Messenger.
4	Ministry of Health	9	No response	All questions were sent via e-mail.
5	Ministry of Education	9	No response	All questions were sent via Messenger.
6	Ministry of Agriculture	8	7	Six questions were sent on Messenger and two on WhatsApp. Five questions were answered on Messenger and two on WhatsApp.
7	Ministry of Transportation	9	4	Seven questions were sent via Messenger, a question on e-mail and one question was sent on both Messenger and WhatsApp. Three questions were answered on Messenger and one question was answered on both Messenger and WhatsApp.
8	Ministry of Justice	9	8	All questions have been sent and answered via Messenger.
9	Ministry of Labour	9	4	All questions have been sent and answered via Messenger.
10	Ministry of Public Works and Housing	8	No response	All questions were sent via Messenger.

11	Ministry of Finance	9	No response	All questions were sent via Messenger.
12	Ministry of Social Development	8	Undeliverable	All questions were sent via e-mail.
13	Ministry of Telecom and Information Technology	7	4	Four questions were sent via Messenger, two questions via WhatsApp and one question were sent on both Messenger and WhatsApp. Two questions were answered via Messenger, one on WhatsApp and one question was answered on both WhatsApp and Messenger.
14	Ministry of National Economy	7	No response	All questions were sent via Messenger.
15	Ministry of Tourism and Antiquities	8	1	All questions have been sent and answered via Messenger.
16	Ministry of Awqaf and Religious Affairs	8	2	All questions have been sent and answered via Messenger.
17	Ministry of Culture	7	No response	All questions were sent via Messenger.

Regarding the average response speed, the Ministry of Labour was the fastest, with an average response rate of three hours (The fastest response took an hour and twenty-eight minutes and the slowest response took eight hours and forty-eight minutes), followed by the Ministry of Agriculture at a rate of four hours (The fastest response took one minute and the slowest response took eight hours). The Ministry of Justice comes third, with an average of thirteen hours (The fastest response took five hours and the slowest response took nine hours). The Ministry of Awqaf and Religious Affairs comes fourth with a rate of twenty hours and a half (The fastest response took nineteen hours and the slowest response took twenty-two hours). The Ministry of Telecom and Information Technology comes fifth with a rate of forty-nine hours (The fastest response took one minute and the slowest response took four days). Then comes the Ministry of Local Government with a rate of sixty-four hours, approximately two and a half days (The fastest response took one hour and the slowest response took twelve days). The Ministry of Transportation comes seventh with a rate of 120 hours, approximately five days (The fastest response took five days and the slowest response took five days and twenty-two hours). Then comes the Ministry of Interior at a rate of 120 hours and a half, approximately five days (The fastest response took five days and the slowest response took six days). As for the Ministry of Tourism and Antiquities, they only answered one question via Messenger, which took about sixteen minutes to answer.

Providing an opportunity for citizens to ask questions and inquiries online helps them obtain answers quickly, relieves ministries of providing service delivery centres, helps shift towards an e-government and allows them to quickly respond to citizens' needs. This process requires officials to continuously monitor their employees' speed of response, to follow up on their electronic platforms and utilise electronic platforms, which are the least costly, the most advanced and the fastest in responding to citizens' needs. All ministries should adopt and activate various electronic means in order to respond to citizens' inquiries through them.