

# The Salary Scale and Allowances in the Palestinian Civil Service Law Existing Gaps and Possible Remedies

Report No. 297





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**The Coalition for Accountability and Integrity (AMAN) has made every effort to verify the information presented in this study. However, it bears no responsibility for the use of this information for purposes beyond the intended scope of the study after its publication.**

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## ► Introduction

There is an urgent need to reform the current human resources management system within the Palestinian civil service. This includes restructuring the administrative body of the Palestinian Authority and amending certain legislative provisions to enhance performance. The ultimate goal is to improve the delivery of public services to citizens in the most efficient, cost-effective, and impactful way.

Successive governments have announced reform plans aimed at restructuring government institutions, adopting and activating oversight mechanisms and adopting performance evaluation based on achieved goals, eliminating the culture of disguised unemployment in the public sector, and building the capacities of government employees. These efforts are intended to align the role of civil servants with the demands of modern, technology-driven administration.

## ► Purpose of the study

This study aims to develop a realistic and practical vision for reviewing the salary scale of public sector employees (the Civil Service System), with the goal of reducing the current imbalances in the salary scale and allowances as outlined in the existing law.

It will also evaluate the part related to civil service in the reform plan will be evaluated within the Civil Service Law and the salary scale. This vision is reflected in a proposed model that serves as a framework for improving the civil service system and its salary scale. The model seeks to address weaknesses and shortcomings in line with the primary goals of the system, at the forefront of which lies enhancing public employee performance and improving the overall quality of civil service to meet the public's expectations. This, in turn, supports development and progress, given that government institutions are often the main driver of development—particularly in developing countries.

The study identifies two possible pathways for reforming the current situation:

1. Quick reform – by standardizing the "nature of work" allowance for public sector employees who perform the same roles and have the same qualifications across ministries.
2. Salary scale reform.

## ► Methodology

The preparation of this study followed the following key steps:

1. Data Collection – Relevant information was gathered from a variety of sources, including: AMAN Coalition reports, the General Budget, applicable laws, regulations, and procedures, as well as related reports and studies.
2. Review of relevant government bodies such as the Ministry of Finance, the Palestinian Monetary Authority, the Council of Ministers, the Palestinian Central Bureau of Statistics, the General Personnel Council, the Fatwa and Legislation Bureau, and the State Audit and Administrative Control Bureau.
3. Conducting face-to-face, phone and online interviews with relevant stakeholders and experts in the concerned institutions to inquire about data, salary gaps, the minimum wage and reform plans. These interviews and communications included a wide range of employees from various key institutions such as the Ministry of Finance, the Council of Ministers, the General Personnel Council, the State Audit and Administrative Control Bureau, and other officials from different responsibility centers.

4. Analyzing the collected data and information.
5. Presenting findings that highlight the challenges, issues, and underlying causes identified during the study.
6. Developing applicable recommendations and proposals to bridge the identified gaps, along with suggested advocacy and lobbying mechanisms to support their adoption and implementation.
7. Preparing a first draft of the study and discussing it in a workshop with relevant stakeholders, then revise the draft based on the discussion.

**The study will be address the following themes:**

1. A historical overview of the laws, regulations, legal interpretations, and agreements that have influenced the public wage bill.
2. The wage bill and number of the Palestinian Authority (PA) employees since its inception to the present.
3. An evaluation of the original salary scale, specifically the 2005 salary scale.
4. Disparities in employee salaries across different government institutions, and the proportion of each job category of the total number of employees.
5. Salary disparities among employees across different specializations.
6. Salary disparities among employees with the same specialization working in different government institutions.
7. The continuous rise in the wage bill and its impact on the Treasury.
8. An analysis of national development plans and various reform agendas, and their effectiveness in controlling the wage bill.
9. Conclusions and recommendations.

**Objectives and relevance**

1. Identify vertical gaps within the salary scale and its associated components and assess its equity and compliance with the government-mandated minimum wage.
2. Examine and define salary disparities among employees across different government institutions, exploring their causes, equity, the level of services provided and whether such differences are justified.
3. Identify salary disparities among employees within the same job category (gaps caused by allowances), and analyze the reasons behind them, taking into account job levels and the numbers of employees across the lower and upper salary bands.
4. Assess the total cost of wage bill on the Treasury, their proportion of the total revenues, and assessing the financial condition of the treasury to ensure the sustained financial stability of the Authority.
5. Present a model that reforms the salary scale, reduces salary gaps, and includes proposed scenarios to promote equity and help lower the public wage bill.

## ► **Historical overview and review of the legislative framework of the Civil Service Law and government reform attempts**

Since its inception, the Palestinian Authority has faced a fundamental challenge in defining a unified legislative framework for civil service employees. In 1994, the late founding President Yasser Arafat issued a legislative decree stating that the laws previously in effect in the West Bank and Gaza Strip before the Israeli occupation on June 5, 1967, would remain in force. Hence, the Jordanian Civil Service Law No. (23) Of 1966 continued to apply in the West Bank, while the Egyptian Civil Service Law of 1988 remained in effect in the Gaza Strip, in addition to various amendments introduced by the Israeli military governor and related military orders. The laws governing civil service employees at the time were inconsistent, which forced the Palestinian Authority to work with the existing legal frameworks and their attached regulations as they were, assuming both their legal and financial burdens. Over time, various amendments were made to the salaries of some officials through decisions and decrees, mostly benefiting senior positions and, to a lesser extent, some mid-level directors. Other salary-related decisions were often implemented based on informal agreements between government unit officials and representatives from the General Personnel Council (GPC) or the Ministry of Finance (MOF).

The Palestinian Authority inherited from the Civil Administration around 22,000 employees in the West Bank and Gaza Strip. This number grew with the return of personnel from the Palestine Liberation Organization (PLO) and the integration of fighters and members of factions inside Palestine. All of these groups were merged into a single civil service structure. During this integration process and while building its various institutions, the newly formed Authority encountered many challenges and difficulties. These stemmed from the novelty of the experience and the absence of a comprehensive vision or strategic plan for establishing a coherent administrative and staffing structure, which created significant long-term pressures on the Palestinian Authority at later stages.

When the Palestinian Authority was established in 1994 and began integrating employees from the Israeli Civil Administration, the process was smoother in the Gaza Strip. This was because the entire administrative structure, including the General Personnel Council, was transferred to the Palestinian Authority, allowing for the continuation of salary payments under the existing Egyptian civil service law. In contrast, the situation in the West Bank was more complex due to differing legal frameworks and a partial transfer of authority. Initially, only the city of Jericho came under the Palestinian Authority control. To address salary payments during this transitional period, the General Coordination Office, led by Dr. Saeb Erekat, implemented an interim salary structure: Employees holding a Bachelor degree or higher received a monthly salary of 1,200 ILS, and 800 ILS per month for those with less qualifications and security personnel recruited domestically, as well as prisoners released under the Oslo Accords, were also allocated 800 ILS monthly.

With the establishment of the Palestinian Authority in 1994 and the handover of employees from the Civil Administration, things were easier in the Gaza Strip, since the entire administrative body, including the GPC, was transferred to the Palestinian Authority. Salaries continued to be paid according to the existing system, which followed Egyptian law. In the West Bank, however, the situation was more complicated. The legal system was different, and the handover was only partial. Initially, it was limited to Jericho. , the General Coordination Office, led by the late Dr. Saeb Erekat, decided to set salary payments at 1,200 Israeli Shekels (ILS) for those holding a Bachelor degree or higher, and 800 ILS for those with lower qualifications. Members of various security forces received a flat payment of 800 ILS, a policy that also applied to prisoners released under the Oslo Accords.

Starting with the November 1994 salary, civil servants in the West Bank received fixed appointment and were placed under the Jordanian legal system. Their salaries were processed through the payroll system of the Israeli company Malam, which was previously used by the Civil Administration. This arrangement continued until 1996, when the MOF built its own payroll system in the West Bank, based in Ramallah.

Salary payments were made through three main channels: the Military Financial Administration handled payments for security forces personnel, which were paid in cash (the "briefcase system") at various security centers. This method continued until 2003. There were two payroll centers for civil employees. One was in Gaza (GPC), responsible for calculating salaries and sending the lists and diskettes to the banks. MOF would make the necessary transfers to cover all employees in Gaza and some in the West Bank, including those in the ministries of Local Government, Justice, Agriculture, and Supplies. Meanwhile, the MOF in Ramallah had its own salary system and processed payments by sending diskettes and transfer orders to the banks. Most of the Palestinian Authority's salaries in the West Bank were paid to key ministries such as Education, Health, Finance and others.

In 1998, the Palestinian Legislative Council (PLC) enacted two significant laws: the General Budget and Financial Affairs Law No. 7 of 1998 and the Civil Service Law No. 4 of 1998<sup>1</sup>. However, for several reasons, the financial provisions were not fully implemented at that time.

In 2005, amendments were made to Civil Service Law No. 4 of 1998, and the Amended Civil Service Law No. 4 Of 2005 was issued, along with implementing regulations. The amended law was applied, and all employees were placed according to it. Salaries that were below the new legal standards were adjusted upward. For employees whose salaries exceeded the new legal provisions, the excess amounts were recorded as salary differentials to be offset against any future bonuses or increases. Following the implementation of the amended Civil Service Law in 2005, the PLC enacted two additional laws: Diplomatic Corps Law No. 13 Of 2005 and the Amended Judicial Authority Law No. 15 Of 2005, and the attached payroll schedules 1 and 2. Since that date, there were three laws regulating civil service employees.

After the Palestinian division and the dysfunction of PLC, legal amendments affecting the salary scale continued to be issued, whether through presidential decrees or Council of Ministers' decisions. Moreover, the de facto authority in Gaza intervened in managing the number of employees added to departments in the Gaza Strip, issuing specific decisions and instructions regarding grades and the salary scale.

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1 Publications of the Fatwa and Legislation Bureau



## ► The wage bill and number of Palestinian Authority employees since its inception until today

Since the inception of the Palestinian Authority, it began by transferring all Palestinian administrative staff working under the Israeli military governor, around 22,000 employees, to its own workforce, in addition to PLO staff, bringing the total number of employees to 39,000, of whom 25,000 were civilian employees and 14,000 were security personnel.

Over time, the numbers steadily increased. By 1997, three years after Palestinian Authority formation, the number had grown to 83,000 employees (48,000 civilians and 35,000 security personnel). This trend continued, and by 2003, the public sector had expanded to approximately 124,000 employees, with 71,000 civilians and 53,000 security personnel.

By 2005, the number had risen to around 150,000 employees (79,000 civilians and 71,000 security personnel), and by mid-2007, the total number of employees reached around 185,000.

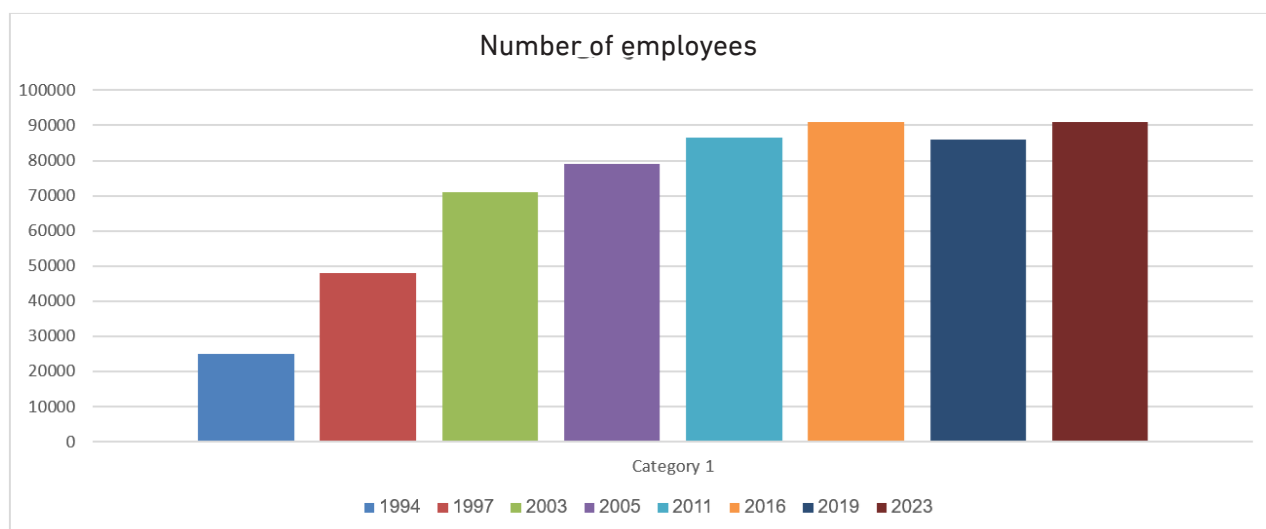
After the Palestinian political division and the formation of the caretaker government in 2007, a comprehensive reform of public finances began, including the salary system. Prime Minister Salam Fayyad issued a decision to halt all new appointments after October 31, 2005, and to stop paying salaries linked to those positions. As a result, the number of public employees was reduced to 150,000 by mid-2007, after previously exceeding 185,000. In response to complaints from affected employees, a small portion were reinstated on the payroll, while others were given social assistance in the form of a fixed monthly payment of 1,000 ILS, which was later increased to 1,500 ILS, often referred to as "quasi-salaries".

In an effort to strengthen the security forces, around 4,000 new recruits were hired to bring fresh energy into the military sector, especially within the Police, National Security, and Civil Defense services. The annual Budget Law became a tool for controlling the number of employees. New hiring (referred to as "new job positions") was limited strictly to actual needs driven by natural population growth. These new placements were restricted to two ministries, Education and Health, and were capped at no more than 3,000 positions.

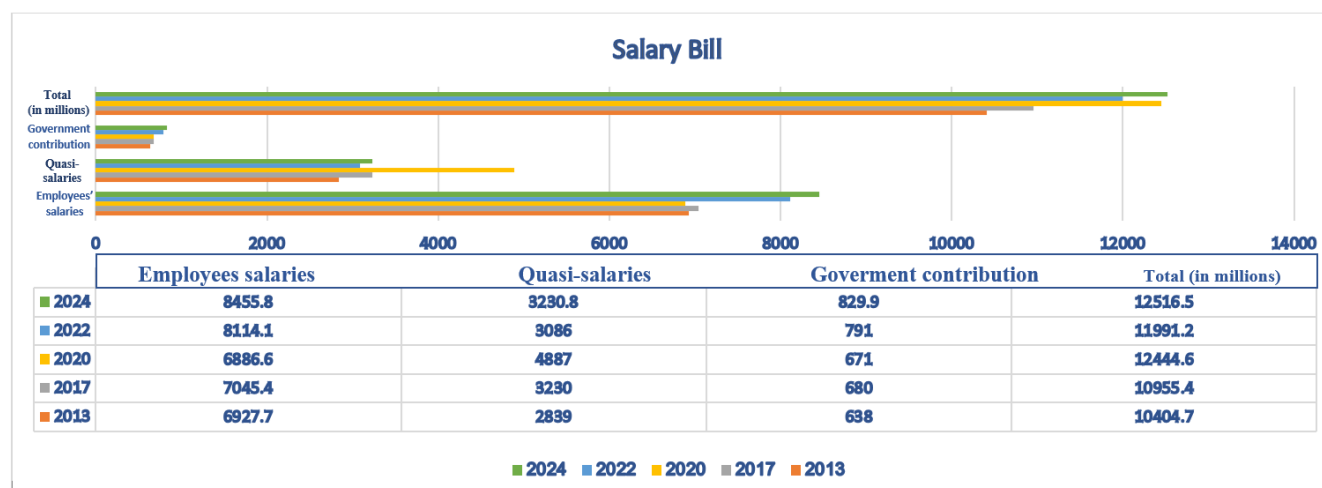
Successive governments have continued trying to control the salary bill through various reform plans and decisions. Among the most significant measures were retirement referrals issued by the Council of Ministers, especially in 2017 and 2018, along with amendments to the Pension Law. These changes gave the government the authority to refer employees into retirement once they completed 15 years of service, even without the employee's consent. Further amendments were made in 2024, and now there is talk of another upcoming change. In reality, the number of civil servants in both the West Bank and Gaza has continued to grow. By the end of 2019, the total number of civil service employees reached 85,945, of whom 62,760 were in the West Bank and 23,185 in Gaza. This means 73% were based in the West Bank and 27% in Gaza.

By 2023, the total number of employees rose to 90,862, 63,805 in the West Bank (70.2%) and 27,057 in Gaza (29.8%). This number remained roughly the same by the end of 2024. The majority of civil service employees, around 70%, are concentrated in the ministries of Education and Health<sup>2</sup>.

Number of employees	1994	1997	2003	2005	2011	2016	2019	2023
	25000	48000	71000	79000	86599	90862	85945	90862



The broader context reveals that the number of employees has continued to rise despite the political division and the reduction in the number of employees in the Gaza Strip. Likewise, the salary bill continued to increase, as shown in the table below.



The two tables above indicate that the increase in the salary and quasi-salary bills is not proportional to the increase in the number of employees. The number of civil employees rose by only 5,263 between 2011 and 2023, an increase of approximately 6%. In contrast, the wage bill increased by 1,528.1 million ILS between 2013 and 2024, an increase of over 22%, in addition to a nearly 14% increase in the quasi-salary bill. This indicates that the real rise in costs stems from factors other than the number of employees alone, a matter we will attempt to explain later.

## ► Evaluation of the original salary scale – 2005 salary scale

Employees are classified under seven categories according to the Civil Service Law. However, in 2024, the special category was transferred to the Law of Ministers and Governors, leaving six remaining categories as follows:

1. Senior Category: Includes employees appointed as Director General, Assistant Deputy Minister, or Deputy Minister. Their grades range from A1 to A4.
2. First Category: Includes employees appointed as Director or Deputy Director General. Their grades range from C to A.
3. Second Category: Includes employees with academic qualifications (Bachelor's degree or higher) in various fields. Their grades range from one to five. An additional grading level (D1 and D2) was added for employees in the Ministry of Education.
4. Third Category: Includes employees in technical, clerical, and secretarial positions. Their grades range from 2 to 7.
5. Fourth Category: Includes employees in craft-based positions. Their grades range from 5 to 9.
6. Fifth Category: Includes employees in service-related positions. Their grades range from 9 to 10.

The required number of years to remain in a grade varies by category. The law defines the minimum as follows: Five years for grades 1 to 10. Six years for grades C to A. Two years for senior grades (A4 to A1).

However, the periodic raise is considered very low, amounting to just 1.125% of the employee's salary. For example, this raise equals 15 ILS only for Grade Ten and 50 ILS for Grade A1. Hence, this salary scale fails to adequately reward seniority in terms of financial return on the employee's salary.

The Civil Service Law and its regulations include a number of allowances that, together with the basic salary, make up the salary scale of the Palestinian Authority. The allowances are as follows:

1. Nature of Work Allowance: Defined by Council of Ministers (COM) Decision No. 13/2005, based on the employee's specialization or job category. It is calculated as a percentage of the basic salary.
2. Administrative or Supervisory Allowance: A fixed amount linked to the institution's organizational structure, starting at 200 ILS for a division head and reaching up to 1,050 ILS for a deputy minister.
3. Specialization Allowance: A fixed amount ranging from 200 ILS for a Master's degree to 800 ILS for a PhD in medicine.
4. Scarcity Allowance: No regulation has been issued for this allowance, and it has not been implemented.
5. Risk Allowance: A percentage of the salary granted for hazardous work, and removed with the change in the nature of the job.
6. Cost-of-Living Allowance: A percentage of the salary that was implemented for five years and has since been suspended.
7. Social Allowance (for spouse, children, and dependents): minimal amounts (20 ILS per child and 60 ILS for the spouse).

The Civil Service Law authorized the COM to issue regulations and various types of allowances. Based on this legislative clause, any allowance that COM approves becomes binding for implementation. It cannot be canceled or reduced and instead becomes an acquired right for the employee. It must be taken into consideration in any future amendments.

The amended Basic Law, Article (68), Paragraph 7, authorizes the COM to “sign and issue regulations or systems approved by the Council of Ministers”, without mentioning any details, limitations, or guidelines for issuing such regulations or systems. This legal gap constitutes a weakness, as it left the door open for lawyers and judges to interpret any COM decision signed by the Prime Minister as a regulation that becomes part of legislation. Consequently, any employee who has benefited from such a decision is considered to have gained a legally protected right.

The table below clarifies the law and the various allowances, based on the lowest base salary of each grade, which is a hypothetical value used to assess the equity of the salary scale. Two average allowances have been assumed for this purpose: the nature of work allowance and the risk allowance.

Category	Grade	Number	Average salary	Nature of work allowance (scarcity)		Risk allowance		Doctor's salary (professional or specialization allowance, whichever is higher)	Salary for non-health workers & non-engineers
	A1	42	4020	90%	3618	1005	7638	10050	7638
	A2	53	3720	80%	2976	930	6696	9300	6696
	A3	74	3470	60%	2082	868	5552	8675	5552
Senior	A4	441	3320	60%	1932	483	5252	8300	5252
Total – Senior		610	2720	50%	1360	680	4080	general 5440 Specialization 6800	4080
First	A, B, C	5640	1960	25%	490	490	3432	General Medicine 3920 Specialization 4900	2940
Second	5-1	61792	1530	20%	360	383	2273	10050	1890
Third	7-2	14456	1370	15%	206		7638	9300	1575
Fourth	9-5	2521	1250	10%	125		6696	8675	1375
Fifth	10-9	5767	4020	90%	3618		5552	8300	7638

## ► **Salary gap and equity of the salary scale with allowances before adjustments in the past ten years**

The table clearly shows that the law and its regulations have resulted in a vertical salary gap between job categories, which has driven employees to compete over supervisory positions, particularly those in Category One. These positions are tied by law and regulations to organizational structures and job placements, making them limited in number. The salary difference between first Category and Second Category is nearly double. When we take into account that the poverty line in Palestine is set at 2,717 ILS<sup>3</sup>, this means that most employees from Second Category to Fifth Category fall below the poverty line. This helps explain the rush for higher-paying jobs.

As for the equity of the original salary scale, Dr. Nasr Abdul Karim conducted a study that concluded that a salary gap exists between the upper and lower categories. Employees in the upper categories receive a total salary that is double their proportion of the total number of employees, while the employees in the lower categories (Third to Fifth) receive salaries that are less than 40% of their rate in the total number of employees. This means that the salaries of the senior employees exceed the equity threshold, while the salaries of junior employees fall below it. The rate of salary progression is also higher at the top of the administrative hierarchy than at the bottom. The gap starts with the basic salary and widens significantly, when allowances are added. This conclusion is relatively accurate, as the equity of the salary scale for the civil staff is close to the internationally accepted rate, at 34.76%, where the internationally accepted ratio is between 25% and 35%.

To avoid repeating the same study on the salary scale, this study will focus on analyzing the outcome of the salary scale after the adjustments, in other words, an assessment of what is currently applied to employees. The study begins with the disparities between different centers of responsibility.

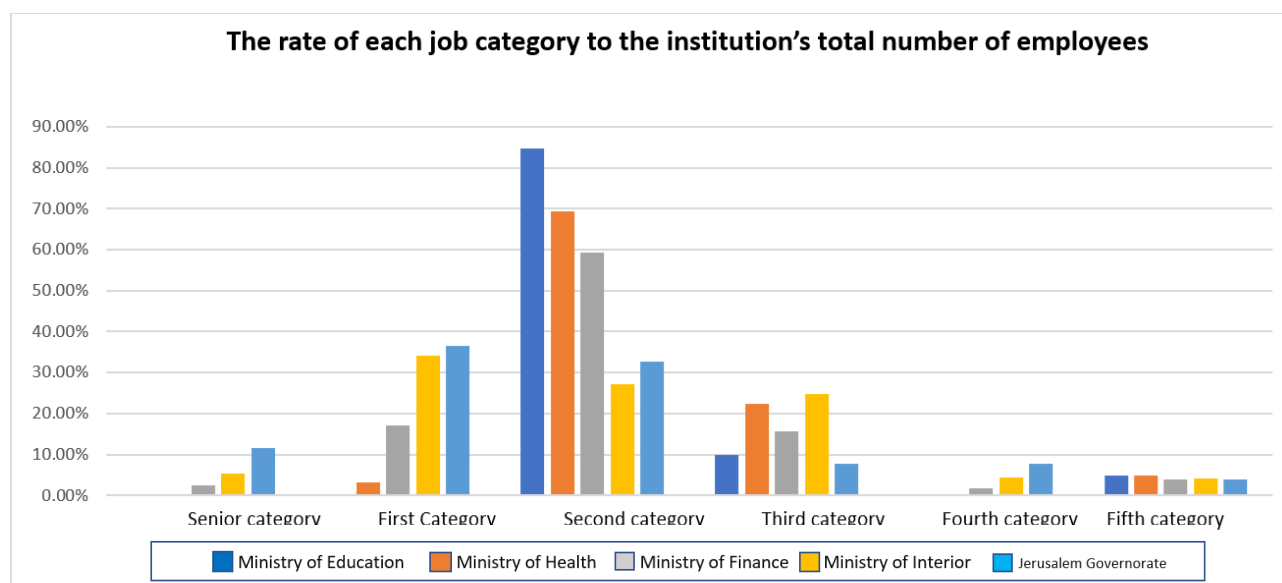
## ► **Disparity in employee salaries across different government institutions and the rate of each job category within each institution**

Employees subject to the Civil Service Law are distributed across 83 government entities. These entities carry various names such as Ministry, Agency, Council, Authority, Bureau, Commission, Institution, Department, Office, and Governorate. The nature of work in these institutions varies between direct public services, regulatory services, complementary functions for other institutions, or nearly identical functions as other institutions. This reflects an unjustified inflation in the number of government institutions. Moreover, there are directorates and departments affiliated with these institutions in the governorates, many of which do not have a real need for branches in the governorates, or the nature of the services provided does not require the presence of a directorate.

The table below provides a selected representative sample of these institutions, which largely reflects the reality of government institutions.

Name of ministry	Job category	number	percentage	Name of ministry	Job category	number	percentage
Political Guidance Commission	0/ Senior Category	4	1.67%	Jerusalem Governorate	0/ Senior Category	6	11.54%
	1/ First Category	72	30.00%		1/ First Category	19	36.54%
	2/ Second Category	73	30.42%		2/ Second Category	17	32.69%
	3/ Third Category	73	30.42%		3/ Third Category	4	7.69%
	4/ Forth Category	14	5.83%		4/ Forth Category	4	7.69%
	5/ Fifth Category	4	1.67%		5/ Fifth Category	2	3.85%
Total	Total	240	100.00%	Total	Total	52	100.00%
Energy Authority	0/ Senior Category	3	1.84%	Agricultural Risk Mitigation and Insurance Fund	0/ Senior Category	5	5.95%
	1/ First Category	67	41.10%		1/ First Category	17	20.24%
	2/ Second Category	35	21.47%		2/ Second Category	56	66.67%
	3/ Third Category	21	12.88%		3/ Third Category	2	2.38%
	4/ Forth Category	27	16.56%		4/ Forth Category	3	3.57%
	5/ Fifth Category	10	6.13%		5/ Fifth Category	1	1.19%
	Total	163	%100		Total	84	100.00%
Ministry of Interior	0/ Senior Category	30	5.28%	Cooperative Work Authority	0/ Senior Category	0	
	1/ First Category	194	34.15%		1/ First Category	8	18.18%
	2/ Second Category	155	27.29%		2/ Second Category	33	75.00%
	3/ Third Category	141	24.82%		3/ Third Category	2	4.55%
	4/ Forth Category	25	4.40%		4/ Forth Category	1	2.27%
	5/ Fifth Category	23	4.05%		5/ Fifth Category	0	0
	Total	568	%100		Total	44	%100
Palestine Broadcasting Corporation + WAFA News Agency	0/ Senior Category	17	2.14%	Land authority	0/ Senior Category	5	1.07%
	1/ First Category	286	36.02%		1/ First Category	38	8.14%
	2/ Second Category	318	40.05%		2/ Second Category	287	61.46%
	3/ Third Category	96	12.09%		3/ Third Category	115	24.63%
	4/ Forth Category	59	7.43%		4/ Forth Category	12	2.57%
	5/ Fifth Category	18	2.27%		5/ Fifth Category	10	2.14%

	Total	794	%100		Total	467	%100
Ministry of Education	0/ Senior Category	13	0.03%	Ministry of Health	0/ Senior Category	16	0.18%
	1/ First Category	107	0.26%		1/ First Category	278	3.19%
	2/ Second Category	34853	84.58%		2/ Second Category	6044	69.34%
	3/ Third Category	4089	9.92%		3/ Third Category	1951	22.38%
	4/ Forth Category	93	0.23%		4/ Forth Category	6	0.07%
	5/ Fifth Category	2052	4.98%		5/ Fifth Category	421	4.83%
	Total	41207			Total	8716	
Civil Affairs Authority	0/ Senior Category	53	16.61%	Ministry of Finance	0/ Senior Category	33	2.39%
	1/ First Category	128	40.13%		1/ First Category	237	17.15%
	2/ Second Category	60	18.81%		2/ Second Category	818	59.19%
	3/ Third Category	55	17.24%		3/ Third Category	216	15.63%
	4/ Forth Category	19	5.96%		4/ Forth Category	23	1.66%
	5/ Fifth Category	4	1.25%		5/ Fifth Category	55	3.98%
	Total	319	%100		0/ Senior Category	1382	%100



The above table reveal that the main reason behind injustice in government salaries is the disproportionate percentage of employees in the senior and first categories relative to the total number of employees in each government institution. In some institutions, this rate reaches around 60%, while in others it is less than 0.03%. This imbalance has led ministries with large staff numbers, such as the Ministry of Education and the Ministry of Health, where over 60% of employees fall under the specialized category (second category), to engage in strikes and repeated demands. Employees in these ministries feel unfairly treated compared to those in other government institutions. The number of supervisory positions in these ministries is limited, and there is a significant vertical gap in salaries and allowances between Grade One and the lower grades, reaching double in the case of Grade Two, and even more for other lower grades.

Large professional ministries, whose workforce is predominantly composed of specialists (Grade Two), have seen most of their staff receive no salary increases since 2005. Many have reached the end of their career progression, which has led to fierce competition over supervisory positions in the Senior Grade and Grade One. A clear example of this is doctors. According to the Civil Service Employee Transfer Regulation No. (08/13/09/M, and/AQ) Of 2005, an employee working in a specialized role who holds a Doctorate in Human Medicine, a Palestinian Board in Human Medicine, or an equivalent qualification, is transferred to Grade Two within the Second Category. Based on this, after five years in Grade Two, a specialist doctor becomes eligible for promotion to Grade One, thereby reaching the end of the career progression just ten years after their initial appointment. Ideally, the career progression system should span the entirety of an employee's service years. However, the limited opportunities for advancement have pushed many specialist doctors to compete for supervisory roles within the First Category, because of the limited scope for promotion and reaching a state of professional stagnation.

Prospects for promotion in many job titles in the Second Category under the Civil Service Job Classification System are either non-existent or minimal, because of the large number of candidates competing for a very limited number of promotion-based positions, which may cause employees to face career stagnation at a very early stage. Partial solutions have been introduced in some cases, such as within the Ministry of Education, with the classification of "New Teacher" and "Teacher", and new grades, D1 and D2, were added to the Second Category. As a result, individuals from large professional ministries who seek to obtain a director or general director grades, transfer to smaller institutions to obtain the promotion.

Over time, the number of institutions has increased, and today there are 83 institutions with organizational structures that often do not reflect the actual services they provide. In some institutions, the number of senior-category positions exceeds the number of employees. Moreover, directorates for nearly all ministries now exist in every governorate, with only a few exceptions, meaning that there is at least one general director in each, along with a number of directors, even when there is often no actual need for a department, let alone a directorate.

Due to feelings of injustice and the high cost of living in Palestine (most employees in these ministries have fallen below the poverty line, earning less than 2,717 ILS), and the presence of strong representative unions, such as the Teachers' Union and professional bodies like the Federation of Doctors and the Health Professions Associations, which together represent the vast majority of employees in the Ministries of Education and Health, successive governments have been pressured with repeated demands accompanied by strike threats and actual strikes. This pressure has resulted in salary improvements within these ministries. However, it has also caused new imbalances, since the demands were applied to all employees within these ministries, not just teachers, doctors, or health professionals. The result was internal inequity within the same job category across different government institutions, particularly in the Second Category, which forms the backbone of the civil service. Employees in this category within the Ministries of Education and Health now receive salaries that are at least 15% higher in education and 25% higher in health compared to employees with the same category and specialization in other ministries. In some cases, this gap reaches over 70%.



## ► Salary disparities between different specializations

Since the implementation of the financial section of the Palestinian Civil Service Law in 2005, there has been a noticeable disparity in the nature of work allowance granted to various specializations. These allowances ranged from a maximum of 250% for university professors to a minimum of 10% for service employees. However, the overwhelming majority of employees received allowances that ranged between 30% and 40% (Bachelor degree holders in fields such as education, medical professions, administration, accounting, agriculture, data entry, programming, and others). Hence, the specialization allowances were relatively fair, with the highest allowances reserved for the university education sector, with a small number of employees, and for doctors, whose nature of work allowance was set at 100%.

On another note, the risk allowance ranged between 15% and 25%, and was granted only to employees working in high-risk fields, particularly in the Ministry of Health. However, this situation changed due to strikes, leading to significant discrepancies in specialization allowances from one profession to another. Notably, the increases did not apply to all employees in a given specialization across the Palestinian ministries, but applied to employees of some ministries only.

This study will briefly outline the changes that have collectively led to a significant deviation of the implemented salary scale from the original one. We will also attempt to address the question of how these changes have affected the equity of the salary structure, whether positively or negatively. The most significant changes that have affected public sector employees can be summarized as follows:

1. Shortly after the implementation of the financial section of the Civil Service Law, pay scales were approved for certain categories of civil service employees (diplomatic corps, judiciary, and public prosecution), which included different salary scales.
2. In 2010, the allowance for legal employees under the Civil Service Law was amended to become 150% for legal advisors, 130% for assistant legal advisors, 120% for legal assistants, and 70% for legal researchers.
3. In 2012 – The teachers' allowance was amended.
4. In 2013 – The medical doctors' allowance was amended.
5. The risk allowance was doubled up to a maximum of 40%.
6. It became permissible to combine the risk allowance with the administrative allowance.
7. Amendments were made to the health professions allowances.
8. Amendments were made to engineers' allowances, including agricultural engineers.
9. A 15% allowance was added for all Ministry of Education staff, without exception (including both teachers and administrative staff).

Therefore, it is not possible to evaluate disparities between different specializations without directly linking them to the specific governmental institutions, since the increases were granted to the institutions represented by certain unions and applied across all functional categories and specializations within those institutions alone. This highlights the urgent need to reassess these allowances and identify the defects that led to the chaos in demands and amendments.

## ► Salary disparities among employees of the same specialization in different government institutions

The main factors currently affecting salary disparities fall under four key sectors: Education, health, engineers and medical doctors.

### First: Ministry of Education

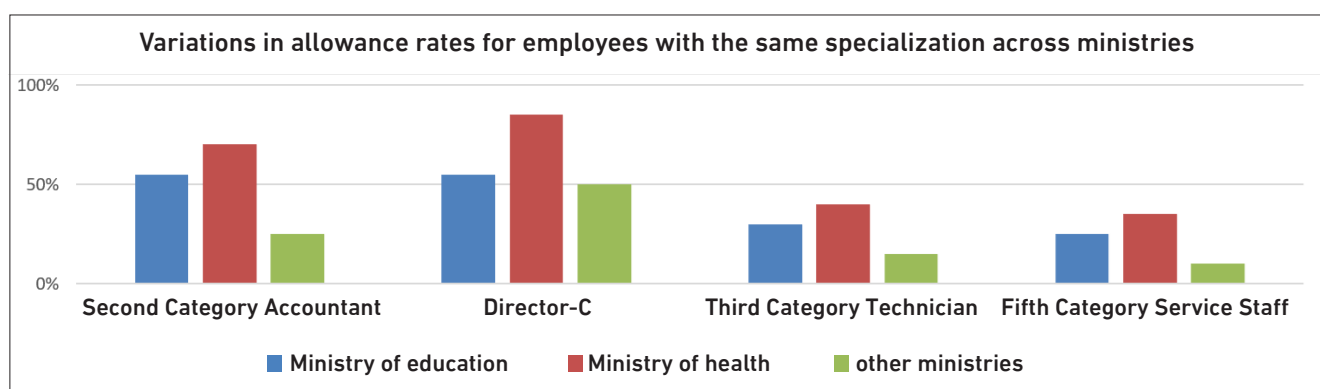
1. The nature of work allowance for the Third and Fourth categories has become 45%, compared to 15% in other ministries for Fourth category and 20% for the Third category.
2. The nature of work allowance for the Second category became 55%, compared to 25% in other ministries.
3. An additional special allowance exclusive to the Ministry of Education is granted after three years of service, amounting to 15%, and is applied to all categories within the Ministry.

### Second: Ministry of Health

1. **Health Professions** – Nature of work allowance, 70% + risk allowance, 35%, regardless of category.
2. **General physician** – Nature of work allowance, 160% + Risk allowance, 30%, regardless of category.
3. **Specialist physicians** – Nature of work allowance, 200% + Risk allowance, 40%, regardless of category.
4. **Radiologists** – Nature of work allowance, 200% + Risk allowance, 45%, regardless of category.
5. **Accountants and administrative staff**, nature of work allowance, 70% + Risk allowance, 35%, regardless of category.
6. **Employees in the Third, Fourth and Fifth Categories**, risk allowance ranges between 25% and 40%, depending on the nature and field of their work.

### Third: Engineers

1. **Agricultural engineers** – Nature of work allowance, 60% + Risk allowance, 25%, regardless of category.
2. **Engineers of other specializations** – Nature of work allowance, 90% + Risk allowance, 25%, regardless of category.



Because of all the aforementioned factors, several, or at least three salary scales have emerged, one for the Ministry of Education, one for the Ministry of Health, and one for the other ministries. This study will analyze these changes and examine their impact on the equity of the salary scale and the existing gaps. It will also assess the implications for the Treasury, especially considering that a significant portion of allowances appears on pay slips but not actually paid. The study will also explore what is required to ensure justice for the remaining public employees.

To evaluate the equity of the salary scale following the amendments, the researcher organized job categories based on gross salary. The equation used to enter the salaries into the system was as follows:

1. Gross salary: Basic salary + (Basic salary × Nature of Work Allowance) +(Basic salary × 16.52% Fixed Cost of Living Allowance) + (3% employee contribution + 9% pension deduction) + (Basic salary × 15% Education Allowance) +(Basic salary × 35% Health Risk Allowance) + (Basic salary × 25% Engineering Risk Allowance)
2. Supervisory allowances were not included.
3. Specialization allowances for specialist physicians and university professors were excluded due to the small number of cases.
4. An average specialization allowance was used for the Second Category.
5. Social and transportation allowances were not calculated.
6. Salary supplements for some employees in the Fifth Category were also not calculated.

### Table of gross salary calculation

A total of 70 job categories were included (categories with very small numbers, such as specialist physicians and university professors, were excluded). The table below presents the data along with the Lorenz Curve and the Gini Coefficient.

Grade	Basic salary	Basic Salary after adding 16.52% Cost of Living Allowance	Nature of Work Allowance	Risk Allowance and Education Allowance	Salary after adding Nature of Work and Cost of Living allowances	Government contributions and pension (12%)	Rate of cumulative gross salary	Rate of cumulative salary to the cumulative Gross	Cumulative percentage of the total	Gini Coefficient
10	1250	1456.5	0.1		1581.5	1731.5	0.0043699	0.0043699	0.01429	0.0312
9	1330	1549.716	0.1		1682.716	1842.316	0.00464958	0.00901948	0.02858	0.00956671
10 Education and health	1250	1456.5	0.25		1769	1919	0.00484311	0.01386259	0.04287	0.016349235
8	1410	1642.932	0.15		1854.432	2023.632	0.00510718	0.01896976	0.05716	0.023458715
Education 9 and health	1330	1549.716	0.3		1948.716	2108.316	0.0053209	0.02429066	0.07145	0.030909576
7	1490	1736.148	0.15		1959.648	2138.448	0.00539695	0.02968761	0.08574	0.038567476
Sixth	1570	1829.364	0.2		2143.364	2331.764	0.00588483	0.0472102	0.12861	0.054943484
Education 8	1410	1642.932	0.3		2065.932	2235.132	0.00564095	0.03532856	0.10003	0.058973945
health 8	1410	1642.932	0.4		2206.932	2376.132	0.0059968	0.04132537	0.11432	0.054769234
Education 7	1490	1736.148	0.35		2257.648	2436.448	0.00614903	0.05335923	0.1429	0.067652143
health 7	1490	1736.148	0.4		2332.148	2510.948	0.00633705	0.05969628	0.15719	0.080778157
Fifth	1700	1980.84	0.25		2405.84	2609.84	0.00658663	0.06628291	0.17148	0.090012125
Fourth	1830	2132.316	0.25		2589.816	2809.416	0.00709031	0.07337322	0.18577	0.099784301
Education 6	1570	1829.364	0.45	0.15	2771.364	2959.764	0.00746976	0.08833804	0.21435	0.115542694
Third	1960	2283.792	0.23		2734.592	2969.792	0.00749506	0.08086828	0.20006	0.120897918
Health 6	1570	1829.364	0.4	0.35	3006.864	3195.264	0.0080641	0.09640214	0.22864	0.12665972

First	2020	2353.704	0.35		3060.704	3303.104	0.00833627	0.10473841	0.24293	0.143714926
Education 5	1700	1980.84	0.55	0.15	3170.84	3374.84	0.00851731	0.12188087	0.27151	0.161919476
Second	2090	2435.268	0.35		3166.768	3417.568	0.00862515	0.11336356	0.25722	0.168082143
Education 4	1830	2132.316	0.55	0.15	3413.316	3632.916	0.00916864	0.13104951	0.2858	0.174633133
Education 3	1960	2283.792	0.55	0.15	3655.792	3890.992	0.00981996	0.14086946	0.30009	0.194286104
Health 5	1700	1980.84	0.7	0.35	3765.84	3969.84	0.01001895	0.15088842	0.31438	0.208461007
Education 2	2090	2435.268	0.55	0.15	3898.268	4149.068	0.01047128	0.1613597	0.32867	0.223101281
Health 4	1830	2132.316	0.7	0.35	4053.816	4273.416	0.01078511	0.17214481	0.34296	0.238288974
C	2470	2878.044	0.5		4113.044	4409.444	0.01112841	0.18327322	0.35725	0.253946184
Education 1	2220	2586.744	0.55	0.15	4140.744	4407.144	0.01112261	0.19439583	0.37154	0.269844537
4 Engineering	1830	2132.316	0.9	0.25	4236.816	4456.416	0.01124696	0.20564279	0.38583	0.285827592
Health 3	1960	2283.792	0.7	0.35	4341.792	4576.992	0.01155126	0.21719405	0.40012	0.302116921
B	2720	3169.344	0.5		4529.344	4855.744	0.01225477	0.22944882	0.41441	0.319126332
3 Engineering	1960	2283.792	0.9	0.25	4537.792	4772.992	0.01204592	0.24149474	0.4287	0.336489176
Health 2	2090	2435.268	0.7	0.35	4629.768	4880.568	0.01231742	0.26618732	0.45728	0.362738831
Education C	2470	2878.044	0.55	0.15	4607.044	4903.444	0.01237515	0.2538699	0.44299	0.371580878
2 Engineering	2090	2435.268	0.9	0.25	4838.768	5089.568	0.01284489	0.2790322	0.47157	0.380758549
Health 1	2220	2586.744	0.7	0.35	4917.744	5184.144	0.01308357	0.29211578	0.48586	0.408085231
A	2970	3460.644	0.5		4945.644	5302.044	0.01338113	0.3054969	0.50015	0.42699426
Education B	2720	3169.344	0.55	0.15	5073.344	5399.744	0.0136277	0.3191246	0.51444	0.446292066
1 Engineering	2220	2586.744	0.9	0.25	5139.744	5406.144	0.01364385	0.33276845	0.52873	0.465777588
Health C	2470	2878.044	0.7	0.35	5471.544	5767.944	0.01455695	0.3473254	0.54302	0.485927061
A Education	2970	3460.644	0.55	0.15	5539.644	5896.044	0.01488024	0.36220565	0.55731	0.506959936
Medicine 4	1830	2132.316	1.6	0.35	5700.816	5920.416	0.01494175	0.39246754	0.58589	0.539213993
C Engineering	2470	2878.044	0.9	0.25	5718.544	6014.944	0.01518032	0.40764786	0.60018	0.571682453
A4	3220	3751.944	0.6		5683.944	6070.344	0.01532014	0.37752579	0.5716	0.56100657
Medicine 3	1960	2283.792	1.6	0.35	6105.792	6340.992	0.01600319	0.43968138	0.62876	0.583894517
B	2720	3169.344	0.7	0.35	6025.344	6351.744	0.01603033	0.42367819	0.61447	0.616870407
A3	3470	4043.244	0.6		6125.244	6541.644	0.01650959	0.45619096	0.64305	0.628666508
A4 Education	3220	3751.944	0.6	0.15	6166.944	6553.344	0.01653912	0.47273008	0.65734	0.663714088
B Engineering	2720	3169.344	0.9	0.25	6297.344	6623.744	0.01671679	0.48944687	0.67163	0.687475434
Medicine 2	2090	2435.268	1.6	0.35	6510.768	6761.568	0.01706463	0.5065115	0.68592	0.711612256
Health A	2970	3460.644	0.7	0.35	6579.144	6935.544	0.0175037	0.5240152	0.70021	0.736311326
A3 Education	3470	4043.244	0.6	0.15	6645.744	7062.144	0.01782321	0.54183841	0.7145	0.761552404

A Engineering	2970	3460.644	0.9	0.25	6876.144	7232.544	0.01825326	0.56009167	0.72879	0.787329042
Medicine 1	2220	2586.744	1.6	0.35	6915.744	7182.144	0.01812606	0.57821773	0.74308	0.813322068
Health A4	3220	3751.944	0.7	0.35	7132.944	7519.344	0.01897708	0.59719481	0.75737	0.83983226
A2	3720	4334.544	0.8		7310.544	7756.944	0.01957672	0.61677153	0.77166	0.867378951
A4 Engineering	3220	3751.944	0.9	0.25	7454.944	7841.344	0.01978973	0.63656126	0.78595	0.895506282
Medicine C	2470	2878.044	1.6	0.35	7694.544	7990.944	0.02016729	0.677179	0.81453	0.938667417
Health A3	3470	4043.244	0.7	0.35	7686.744	8103.144	0.02045045	0.65701171	0.80024	0.953279265
A2 Education	3720	4334.544	0.8	0.15	7868.544	8314.944	0.02098499	0.69816399	0.82882	0.968273038
A3 Engineering	3470	4043.244	0.9	0.25	8033.744	8450.144	0.0213262	0.71949019	0.84311	1.012913905
A1	4020	4684.104	0.9		8302.104	8784.504	0.02217005	0.74166023	0.8574	1.043991973
Medicine B	2720	3169.344	1.6	0.35	8473.344	8799.744	0.02220851	0.76386874	0.87169	1.075700451
A2 Engineering	3720	4334.544	0.9	0.25	8612.544	9058.944	0.02286267	0.78673141	0.88598	1.107903807
Health A2	3720	4334.544	0.8	0.35	8612.544	9058.944	0.02286267	0.80959408	0.90027	1.140574561
A1 Education	4020	4684.104	0.9	0.15	8905.104	9387.504	0.02369188	0.83328596	0.91456	1.173837785
Medicine A	2970	3460.644	1.6	0.35	9252.144	9608.544	0.02424973	0.85753569	0.92885	1.208092066
A1 Engineering	4010	4672.452	0.9	0.25	9283.952	9765.152	0.02464497	0.88218066	0.94314	1.243027333
A4 Medicine	3220	3751.944	1.6	0.35	10030.94	10417.344	0.02629096	0.90847162	0.95743	1.279421055
A3 Medicine	3470	4043.244	1.6	0.35	10809.74	11226.144	0.02833218	0.9368038	0.97172	1.318449283
A2 Medicine	3720	4334.544	1.6	0.35	11588.54	12034.944	0.0303734	0.9671772	0.98601	1.36039442
A1 Medicine	4020	4684.104	1.6	0.35	12523.1	13005.504	0.03282287	1.00000007	1.0003	1.405548156
Total						396233.03	1.00000007			36.6504607
										13.35
	Gini Coefficient of equity									26.67



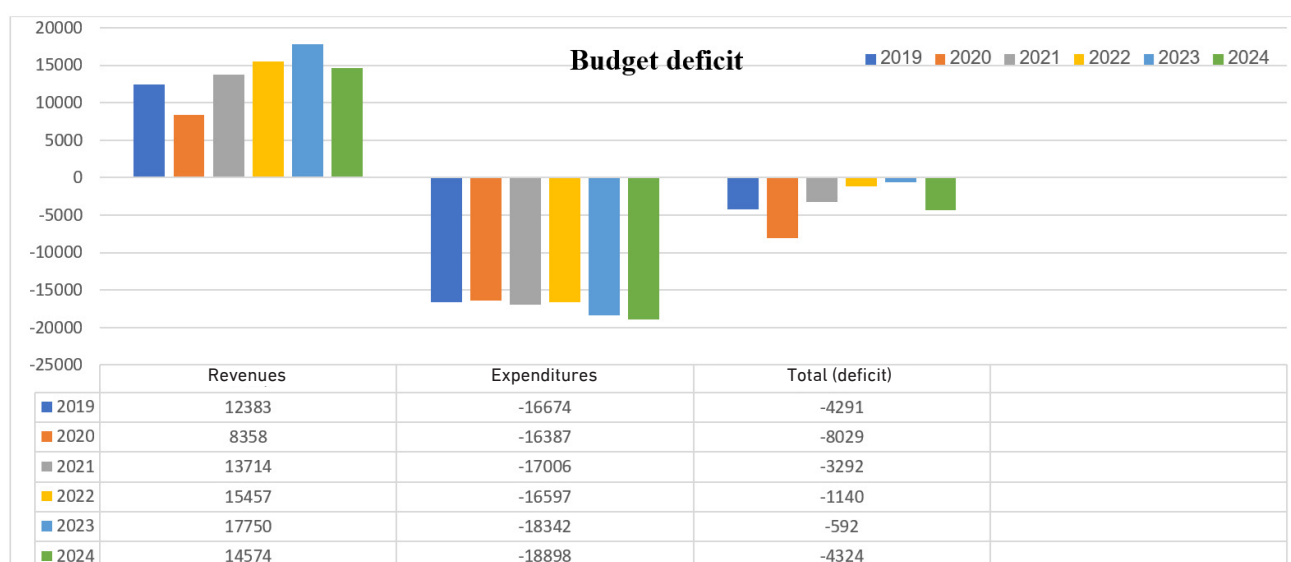
The table and the Lorenz curve indicate that the civil service salary scale has become more equitable following the adjustments to allowances that affected most large ministries, namely, the Ministries of Education and Health. The Gini coefficient decreased from 34.76% to 26.67%, which is a positive indicator.

However, this does not eliminate injustice and inequity. Some employees still receive salaries below the minimum wage, which the MOF addresses by providing a supplementary payment to bring those salaries up to the legal minimum wage. Moreover, professional employees, who serve as the backbone of any state, particularly those in Grade Two and to a lesser extent Grade Three, from outside the Ministries of Education and Health, have been excluded from these allowance increases. This has led to a wave of resignations and job transfers, particularly from the Ministry of Finance. There has also been a significant rise in early retirement and unpaid leave requests, which has negatively affected institutional performance.

## ► Rising salary bill and its impact on the Treasury

The significant allowance increases granted to the two largest ministries (Health and Education) clearly explain the rise in the salary bill of 1,528.1 million ILS over eleven years (2013–2024). When factoring in the 14% increase in quasi-salaries over the same period, the magnitude of the problem facing the Treasury becomes apparent, as the total revenues no longer cover the salary bill and quasi-salaries. The table below shows expenditures and revenues over the past five years.

In million ILS	2024	2023	2022	2021	2020	2019	Total
Revenues	14574	17750	15457	13714	8358	12383	67662
Expenditures, of which 75% are salaries and Quasi-salaries	18898-	18342-	-16597	-17006	-16387	-16674	85006-
Total (deficit)	4324-	592-	1140-	3292-	8029-	4291-	21668-



The situation described above affects one of the most important standards for measuring the effectiveness of public finance in any country, namely the status of the Treasury. A healthy financial situation is reflected in the ability to cover all current expenditures from the state's own revenues, while external grants and loans should be used exclusively for development projects.

This ongoing financial deficit has led to significant increase in public debt. This study shall focus specifically on bank debts, which increased from \$1,128 million at the beginning of 2015 to \$2,881.84 million at the start of 2025 - a rise of \$1,753.84 million. This increase will lead to an increase in current government spending in 2025, for debt servicing, costing more than 380 million ILS.

## ► **Discussion and analysis of various national development plans and reform agendas and their ability to control the salary bill**

The 2022 Government Reform Agenda included developing human resource management (HRM) as one of its main goals. It acknowledged the need to change the current condition of HRM in the civil service, including organizational structures, planning and evaluation, salaries, legislations, incentives, and all related HR procedures. The 2022–2023 Civil Service Sector Strategy also carried out an in-depth analysis of the civil service sector. Through this analysis, it identified several key weaknesses, summarized in a list of important points, including:

1. Gaps in certain areas of the current Civil Service Law.
2. Overlapping authorities and conflicting roles among the institutions involved in developing the civil service sector.
3. A lack of alignment between some organizational structures and the goals and tasks of government departments within the civil service.
4. Disparities in the capabilities of human resource units across government departments that are part of the civil service.

The strategy also outlined a set of goals to be achieved:

1. Develop the legislative framework for the civil service sector and strengthen oversight.
2. Promote transparency and accountability in government work.
3. Institutionalize the commitment to the civil service Code of Conduct.
4. Improve HRM policies and systems to achieve excellence in the civil service sector, reform public institutions, and restructure them to improve efficiency in service delivery.
5. Develop and effectively manage human resources in the civil service sector.

Successive governments and their various departments have made significant efforts and achieved important progress, especially the General Personnel Council (GPC), which, in cooperation with the MOF, successfully implemented the official Government Job Formation Schedule. They also managed to regulate promotions partially, by making them competitive, and they organized many training courses to improve employee performance after establishing the National School of Administration (PNSA). In addition, they improved attendance monitoring in ministry headquarters by deploying administrative controllers affiliated with GPC.

As for the new Civil Service Law, a draft was completed in 2023. It includes several amendments related to the salary scale, such as reducing the number of job categories from six to four. However, it made no changes to the number of allowances and did not include a salary scale or any proposed allowance regulations (the draft law has no salary and allowance scale). To this day, the wage bill continues to grow and is heading toward becoming unmanageable for various reasons, most notably the occupation and its practices, and the steady increase in the wage bill resulting from increases in salaries, although a significant number of allowances were agreed upon between the government and employee representatives, but have not yet been implemented. Moreover, there is a general feeling of injustice among employees in ministries that did not benefit from these increases. Therefore, the government has no choice but to take serious and fundamental steps to control the wage bill and improve the quality of public services, while keeping costs as low as possible.



## ► Conclusions and Recommendations

Based on the above, the main defects of the current salary scale can be summarized as follows:

1. The number of government institutions is too big without real justification. There are 83 institutions whose staff are paid under the Civil Service Law, but many of these can be merged, so that the total number does not exceed 30 institutions.
2. Most ministries have departments in different governorates without a real need for them, or their size and structure are exaggerated. This issue can be addressed by revisiting the idea of creating a unified government office complex in each governorate, with a single general director managing it in smaller governorates under the authority of the local governor.
3. The civil service employees are subject to separate laws (Civil Service, Diplomatic, Judicial, Governors, National Fund, and financially independent government institutions). All should fall under a unified Civil Service Law that considers the specific needs of each group. The concept of independence and separate powers should relate to appointments and decision-making, not to salary structures. For diplomats, the only justified difference should be the cost of living and housing.
4. Lack of decentralization in basic public services (education and health). These services should be divided into sectors, with some sectors delegated to other parties, such as the local authorities, non-profit organizations, and the private sector, while keeping supervision and oversight with the central government. Such delegation would significantly reduce the number of public employees by transferring them to the service-providing bodies.
5. Early retirement has not reduced staffing or costs. Reviewing staff numbers shows that they have not decreased. The Treasury continues to pay salaries for both new employees and retirees, which increased costs rather than decreasing them, and resulted in the loss of experienced staff. All actuarial studies on retirement age recommend raising the retirement age to 63 years, rather than lowering it or encouraging early retirement. However, this does not mean that redundant employees must be forced into retirement or left unused, but they should be reassigned, but only after a thorough restructuring of government institutions.
6. The Palestinian Authority's administrative structure is based on government institutions, not on sector administrations that are objective-based. It is possible to build on the job classifications or economic activity classifications listed in the national budget as a starting point.
7. There is no scientific job evaluation system in place. Each job in government institutions should be assigned a relative weight. A salary structure should be built, giving more critical and demanding jobs higher pay than other jobs. This helps ensure equity among employees. Job descriptions should be used to identify and arrange job grades, place similar jobs in the same job grade, and define a clear salary range for each job grade.'
8. The salary scale and the periodic increment have remained unchanged since the Civil Service Law was enacted in 1998.



We will now suggest more than one scenario that the government could consider to address these problems. These solutions can be applied individually or combined.

The above review of the salary structure introduced in 2005 and its attached allowances, such as administrative, professional, risk, and cost-of-living allowances and others, and all the amended allowances made since then, indicate that there has been a major legislative omission from the very beginning. The law should include multiple types of allowances, but they should be divided into two types:

**First:** Allowances applied only at the time of hiring: These allowances help determine the employee's category and grade on the salary scale (which may be either unified or sector-specific). They include professional/specialization allowance, risk allowance, scarcity allowance. Job titles must be clearly defined for each sector, and all salary-related details should be identified in this scale, including allowances and benefits, enabling the employee to pre-calculate them before hiring.

**Second:** Allowances that change over time: Those affect the employee's salary but are not major, and not subject to negotiation or demands. They are based on changes in the employee's job status such as the administrative allowance, or the country's economic conditions (cost-of-living allowance), or the employee's social status (dependency allowance).

The legislature did not identify two key points that are common in the laws of most developed countries:

1. Setting a minimum and maximum wage limit, as some countries cap the highest salary at a certain ratio, such as 500% of the minimum wage.
2. Regulating and restricting public sector strikes.

It is important to acknowledge that the root cause of the problem and the reason behind both job inflation and salary inequalities between ministries is not the salary scale itself, but rather the large number of institutions and their departments in the governorates.

The proposed solutions may start with an urgent, immediate solution that could significantly ease the current frustration among many employees, to raise the salaries of Grade Two employees to help close the gap in earnings between them and those in similar roles in the Ministries of Education and Health.

A short-term fix could also be to increase the "nature of work" allowance for the remaining civil servants, matching or getting closer to the percentages currently given for the same specializations in the Ministries of Education and Health.

### **Here are a few scenarios:**

**First:** Raise the minimum wage so that no employee remains below it, and this can be achieved by raising the nature of work allowance for Grades (6–10) to 20% instead of 10% or 15%. Applying this scenario would increase equity at a low cost not exceeding 400,000 ILS, since the number of beneficiaries of the decision does not exceed 2,000 employees, as the Ministries of Education and Health will not be affected by this increase.

Grade	Basic salary	Basic salary after adding 16.52% cost of living allowance	Nature of work Allowance	Risk allowance and education allowance	Salary after adding nature of work and cost of living allowances	Government contributions to Pension (12%)	Cumulative rate of gross salary	Rate of cumulative salary to cumulative gross	Rate of cumulative numbers of total count	Gini Coefficient
10	1250	1456.5	0.25		1769	1919	0.004843	0.00437	0.01429	0.0312
9	1330	1549.716	0.25		1882.216	2041.816	0.005153	0.009523	0.02858	0.009926
10 Education and health	1250	1456.5	0.25		1769	1919	0.004843	0.014366	0.04287	0.017069
8	1410	1642.932	0.25		1995.432	2164.632	0.005463	0.019829	0.05716	0.024432
Education 9 and health	1330	1549.716	0.3		1948.716	2108.316	0.005321	0.02515	0.07145	0.032138
7	1490	1736.148	0.25		2108.648	2287.448	0.005773	0.030923	0.08574	0.040064
Sixth	1570	1829.364	0.25		2221.864	2410.264	0.006083	0.048644	0.12861	0.05685
Education 8	1410	1642.932	0.3		2065.932	2235.132	0.005641	0.036564	0.10003	0.060881
health 8	1410	1642.932	0.4		2206.932	2376.132	0.005997	0.042561	0.11432	0.056535
Education 7	1490	1736.148	0.35		2257.648	2436.448	0.006149	0.054793	0.1429	0.069559
health 7	1490	1736.148	0.4		2332.148	2510.948	0.006337	0.06113	0.15719	0.082827
Fifth	1700	1980.84	0.25		2405.84	2609.84	0.006587	0.067716	0.17148	0.092061
Fourth	1830	2132.316	0.25		2589.816	2809.416	0.00709	0.074807	0.18577	0.101833
Education 6	1570	1829.364	0.45	0.15	2771.364	2959.764	0.00747	0.089772	0.21435	0.117591
Third	1960	2283.792	0.23		2734.592	2969.792	0.007495	0.082302	0.20006	0.122946
Health 6	1570	1829.364	0.4	0.35	3006.864	3195.264	0.008064	0.097836	0.22864	0.128708
First	2020	2353.704	0.35		3060.704	3303.104	0.008336	0.106172	0.24293	0.145763
Education 5	1700	1980.84	0.55	0.15	3170.84	3374.84	0.008517	0.123314	0.27151	0.163968
Second	2090	2435.268	0.35		3166.768	3417.568	0.008625	0.114797	0.25722	0.170131
Education 4	1830	2132.316	0.55	0.15	3413.316	3632.916	0.009169	0.132483	0.2858	0.176682
Education 3	1960	2283.792	0.55	0.15	3655.792	3890.992	0.00982	0.142303	0.30009	0.196335
Health 5	1700	1980.84	0.7	0.35	3765.84	3969.84	0.010019	0.152322	0.31438	0.210509
Education 2	2090	2435.268	0.55	0.15	3898.268	4149.068	0.010471	0.162793	0.32867	0.22515
Health 4	1830	2132.316	0.7	0.35	4053.816	4273.416	0.010785	0.173578	0.34296	0.240337
C	2470	2878.044	0.5		4113.044	4409.444	0.011128	0.184707	0.35725	0.255995
Education 1	2220	2586.744	0.55	0.15	4140.744	4407.144	0.011123	0.195829	0.37154	0.271893
Engineering 4	1830	2132.316	0.9	0.25	4236.816	4456.416	0.011247	0.207076	0.38583	0.287876

Health 3	1960	2283.792	0.7	0.35	4341.792	4576.992	0.011551	0.218628	0.40012	0.304165
B	2720	3169.344	0.5		4529.344	4855.744	0.012255	0.230882	0.41441	0.321175
Engineering 3	1960	2283.792	0.9	0.25	4537.792	4772.992	0.012046	0.242928	0.4287	0.338538
Health 2	2090	2435.268	0.7	0.35	4629.768	4880.568	0.012317	0.267621	0.45728	0.364787
Education C	2470	2878.044	0.55	0.15	4607.044	4903.444	0.012375	0.255303	0.44299	0.373629
Engineering 2	2090	2435.268	0.9	0.25	4838.768	5089.568	0.012845	0.280466	0.47157	0.382807
Health 1	2220	2586.744	0.7	0.35	4917.744	5184.144	0.013084	0.293549	0.48586	0.410134
A	2970	3460.644	0.5		4945.644	5302.044	0.013381	0.30693	0.50015	0.429043
Education B	2720	3169.344	0.55	0.15	5073.344	5399.744	0.013628	0.320558	0.51444	0.448341
Engineering 1	2220	2586.744	0.9	0.25	5139.744	5406.144	0.013644	0.334202	0.52873	0.467826
Health C	2470	2878.044	0.7	0.35	5471.544	5767.944	0.014557	0.348759	0.54302	0.487976
A Education	2970	3460.644	0.55	0.15	5539.644	5896.044	0.01488	0.363639	0.55731	0.509008
Medicine 4	1830	2132.316	1.6	0.35	5700.816	5920.416	0.014942	0.393901	0.58589	0.541262
Engineering C	2470	2878.044	0.9	0.25	5718.544	6014.944	0.01518	0.409081	0.60018	0.573731
A4	3220	3751.944	0.6		5683.944	6070.344	0.01532	0.378959	0.5716	0.563055
Medicine 3	1960	2283.792	1.6	0.35	6105.792	6340.992	0.016003	0.441115	0.62876	0.585943
B	2720	3169.344	0.7	0.35	6025.344	6351.744	0.01603	0.425112	0.61447	0.618919
A3	3470	4043.244	0.6		6125.244	6541.644	0.01651	0.457624	0.64305	0.630715
Education A4	3220	3751.944	0.6	0.15	6166.944	6553.344	0.016539	0.474164	0.65734	0.665763
Engineering B	2720	3169.344	0.9	0.25	6297.344	6623.744	0.016717	0.49088	0.67163	0.689524
Medicine 2	2090	2435.268	1.6	0.35	6510.768	6761.568	0.017065	0.507945	0.68592	0.713661
Health A	2970	3460.644	0.7	0.35	6579.144	6935.544	0.017504	0.525449	0.70021	0.73836
Education A3	3470	4043.244	0.6	0.15	6645.744	7062.144	0.017823	0.543272	0.7145	0.763601
Engineering A	2970	3460.644	0.9	0.25	6876.144	7232.544	0.018253	0.561525	0.72879	0.789378
Medicine 1	2220	2586.744	1.6	0.35	6915.744	7182.144	0.018126	0.579651	0.74308	0.815371
Health A4	3220	3751.944	0.7	0.35	7132.944	7519.344	0.018977	0.598628	0.75737	0.841881
A2	3720	4334.544	0.8		7310.544	7756.944	0.019577	0.618205	0.77166	0.869427
A4 Engineering	3220	3751.944	0.9	0.25	7454.944	7841.344	0.01979	0.637995	0.78595	0.897555
Medicine C	2470	2878.044	1.6	0.35	7694.544	7990.944	0.020167	0.678612	0.81453	0.940716
Health A3	3470	4043.244	0.7	0.35	7686.744	8103.144	0.02045	0.658445	0.80024	0.955328
Education A2	3720	4334.544	0.8	0.15	7868.544	8314.944	0.020985	0.699597	0.82882	0.970322
A3 Engineering	3470	4043.244	0.9	0.25	8033.744	8450.144	0.021326	0.720924	0.84311	1.014962
A1	4020	4684.104	0.9		8302.104	8784.504	0.02217	0.743094	0.8574	1.04604
Medicine B	2720	3169.344	1.6	0.35	8473.344	8799.744	0.022209	0.765302	0.87169	1.077749

A2 Engineering	3720	4334.544	0.9	0.25	8612.544	9058.944	0.022863	0.788165	0.88598	1.109952
Health A2	3720	4334.544	0.8	0.35	8612.544	9058.944	0.022863	0.811028	0.90027	1.142623
Education A1	4020	4684.104	0.9	0.15	8905.104	9387.504	0.023692	0.834719	0.91456	1.175886
Medicine A	2970	3460.644	1.6	0.35	9252.144	9608.544	0.02425	0.858969	0.92885	1.210141
A1 Engineering	4010	4672.452	0.9	0.25	9283.952	9765.152	0.024645	0.883614	0.94314	1.245076
Medicine A4	3220	3751.944	1.6	0.35	10030.94	10417.34	0.026291	0.909905	0.95743	1.28147
Medicine A3	3470	4043.244	1.6	0.35	10809.74	11226.14	0.028332	0.938237	0.97172	1.320498
Medicine A2	3720	4334.544	1.6	0.35	11588.54	12034.94	0.030373	0.968611	0.98601	1.362443
Medicine A1	4020	4684.104	1.6	0.35	12523.1	13005.5	0.032823	1.001434	1.0003	1.407597
Total						396988.5	1.001907			36.78563
										13.215
										26.43

**Second:** Increase the Nature of Work Allowance for Grades (1–10) in categories Two through Five to reduce the gaps (Grades 8– 10 by 25%, Grades 6–7 by 30%, Grades 4–5 by 35%, and Grades 1– 3 by 40%), without increasing the allowance for any employee whose total allowances (work, profession, and risk) exceed these percentages, while keeping the allowance as is for those receiving more than that. This scenario would affect approximately 4,000 employees and is estimated to cost around 1.5 million ILS per month.

Grade	Basic salary	Basic salary after adding 16.52% cost of living allowance	Nature of work Allowance	Risk allowance and education allowance	Salary after adding nature of work and cost of living allowances	Government contributions to Pension (12%)	Cumulative rate of gross salary	Rate of cumulative salary to cumulative gross	Rate of cumulative numbers of total count	Gini Coefficient
10	1250	1456.5	0.25		1769	1919	0.004843	0.00437	0.01429	0.0312
9	1330	1549.716	0.25		1882.216	2041.816	0.005153	0.009523	0.02858	0.009926
10 Education and health	1250	1456.5	0.25		1769	1919	0.004843	0.014366	0.04287	0.017069
8	1410	1642.932	0.25		1995.432	2164.632	0.005463	0.019829	0.05716	0.024432
Education 9 and health	1330	1549.716	0.3		1948.716	2108.316	0.005321	0.02515	0.07145	0.032138
7	1490	1736.148	3		6206.148	6384.948	0.016114	0.041264	0.08574	0.047453
sixth	1570	1829.364	3		6539.364	6727.764	0.016979	0.069881	0.12861	0.079413
Education 8	1410	1642.932	0.3		2065.932	2235.132	0.005641	0.046905	0.10003	0.083444
health 8	1410	1642.932	0.4		2206.932	2376.132	0.005997	0.052902	0.11432	0.071312

Education 7	1490	1736.148	0.35		2257.648	2436.448	0.006149	0.07603	0.1429	0.092122
health 7	1490	1736.148	0.4		2332.148	2510.948	0.006337	0.082367	0.15719	0.113175
Þfth	1700	1980.84	0.35		2575.84	2779.84	0.007016	0.089383	0.17148	0.122716
Fourth	1830	2132.316	0.35		2772.816	2992.416	0.007552	0.096935	0.18577	0.133124
Education 6	1570	1829.364	0.45	0.15	2771.364	2959.764	0.00747	0.112741	0.21435	0.149813
Third	1960	2283.792	0.4		3067.792	3302.992	0.008336	0.105271	0.20006	0.15577
Health 6	1570	1829.364	0.4	0.35	3006.864	3195.264	0.008064	0.120805	0.22864	0.161531
First	2020	2353.704	0.4		3161.704	3404.104	0.008591	0.129396	0.24293	0.178769
Education 5	1700	1980.84	0.55	0.15	3170.84	3374.84	0.008517	0.146802	0.27151	0.197344
Second	2090	2435.268	0.4		3271.268	3522.068	0.008889	0.138285	0.25722	0.203695
Education 4	1830	2132.316	0.55	0.15	3413.316	3632.916	0.009169	0.155971	0.2858	0.210246
Education 3	1960	2283.792	0.55	0.15	3655.792	3890.992	0.00982	0.165791	0.30009	0.229899
Health 5	1700	1980.84	0.7	0.35	3765.84	3969.84	0.010019	0.17581	0.31438	0.244074
Education 2	2090	2435.268	0.55	0.15	3898.268	4149.068	0.010471	0.186281	0.32867	0.258714
Health 4	1830	2132.316	0.7	0.35	4053.816	4273.416	0.010785	0.197066	0.34296	0.273902
C	2470	2878.044	0.5		4113.044	4409.444	0.011128	0.208195	0.35725	0.289559
Education 1	2220	2586.744	0.55	0.15	4140.744	4407.144	0.011123	0.219317	0.37154	0.305457
4 Engineering	1830	2132.316	0.9	0.25	4236.816	4456.416	0.011247	0.230564	0.38583	0.32144
Health 3	1960	2283.792	0.7	0.35	4341.792	4576.992	0.011551	0.242115	0.40012	0.33773
B	2720	3169.344	0.5		4529.344	4855.744	0.012255	0.25437	0.41441	0.354739
3 Engineering	1960	2283.792	0.9	0.25	4537.792	4772.992	0.012046	0.266416	0.4287	0.372102
Health 2	2090	2435.268	0.7	0.35	4629.768	4880.568	0.012317	0.291109	0.45728	0.398352
Education C	2470	2878.044	0.55	0.15	4607.044	4903.444	0.012375	0.278791	0.44299	0.407194
2 Engineering	2090	2435.268	0.9	0.25	4838.768	5089.568	0.012845	0.303954	0.47157	0.416371
Health 1	2220	2586.744	0.7	0.35	4917.744	5184.144	0.013084	0.317037	0.48586	0.443698
A	2970	3460.644	0.5		4945.644	5302.044	0.013381	0.330418	0.50015	0.462607
Education B	2720	3169.344	0.55	0.15	5073.344	5399.744	0.013628	0.344046	0.51444	0.481905
1 Engineering	2220	2586.744	0.9	0.25	5139.744	5406.144	0.013644	0.35769	0.52873	0.50139
Health C	2470	2878.044	0.7	0.35	5471.544	5767.944	0.014557	0.372247	0.54302	0.52154
A Education	2970	3460.644	0.55	0.15	5539.644	5896.044	0.01488	0.387127	0.55731	0.542573
Medicine 4	1830	2132.316	1.6	0.35	5700.816	5920.416	0.014942	0.417389	0.58589	0.574827
C Engineering	2470	2878.044	0.9	0.25	5718.544	6014.944	0.01518	0.432569	0.60018	0.607295
A4	3220	3751.944	0.6		5683.944	6070.344	0.01532	0.402447	0.5716	0.596619
Medicine 3	1960	2283.792	1.6	0.35	6105.792	6340.992	0.016003	0.464603	0.62876	0.619507

B	2720	3169.344	0.7	0.35	6025.344	6351.744	0.01603	0.4486	0.61447	0.652483
A3	3470	4043.244	0.6		6125.244	6541.644	0.01651	0.481112	0.64305	0.664279
A4 Education	3220	3751.944	0.6	0.15	6166.944	6553.344	0.016539	0.497652	0.65734	0.699327
B Engineering	2720	3169.344	0.9	0.25	6297.344	6623.744	0.016717	0.514368	0.67163	0.723088
Medicine 2	2090	2435.268	1.6	0.35	6510.768	6761.568	0.017065	0.531433	0.68592	0.747225
Health A	2970	3460.644	0.7	0.35	6579.144	6935.544	0.017504	0.548937	0.70021	0.771924
A3 Education	3470	4043.244	0.6	0.15	6645.744	7062.144	0.017823	0.56676	0.7145	0.797165
A Engineering	2970	3460.644	0.9	0.25	6876.144	7232.544	0.018253	0.585013	0.72879	0.822942
Medicine 1	2220	2586.744	1.6	0.35	6915.744	7182.144	0.018126	0.603139	0.74308	0.848935
Health A4	3220	3751.944	0.7	0.35	7132.944	7519.344	0.018977	0.622116	0.75737	0.875445
A2	3720	4334.544	0.8		7310.544	7756.944	0.019577	0.641693	0.77166	0.902992
A4 Engineering	3220	3751.944	0.9	0.25	7454.944	7841.344	0.01979	0.661483	0.78595	0.931119
Medicine C	2470	2878.044	1.6	0.35	7694.544	7990.944	0.020167	0.7021	0.81453	0.97428
Health A3	3470	4043.244	0.7	0.35	7686.744	8103.144	0.02045	0.681933	0.80024	0.988892
A2 Education	3720	4334.544	0.8	0.15	7868.544	8314.944	0.020985	0.723085	0.82882	1.003886
A3 Engineering	3470	4043.244	0.9	0.25	8033.744	8450.144	0.021326	0.744412	0.84311	1.048527
A1	4020	4684.104	0.9		8302.104	8784.504	0.02217	0.766582	0.8574	1.079605
Medicine B	2720	3169.344	1.6	0.35	8473.344	8799.744	0.022209	0.78879	0.87169	1.111313
A2 Engineering	3720	4334.544	0.9	0.25	8612.544	9058.944	0.022863	0.811653	0.88598	1.143517
Health A2	3720	4334.544	0.8	0.35	8612.544	9058.944	0.022863	0.834516	0.90027	1.176187
A1 Education	4020	4684.104	0.9	0.15	8905.104	9387.504	0.023692	0.858207	0.91456	1.209451
Medicine A	2970	3460.644	1.6	0.35	9252.144	9608.544	0.02425	0.882457	0.92885	1.243705
A1 Engineering	4010	4672.452	0.9	0.25	9283.952	9765.152	0.024645	0.907102	0.94314	1.27864
A4 Medicine	3220	3751.944	1.6	0.35	10030.94	10417.34	0.026291	0.933393	0.95743	1.315034
A3 Medicine	3470	4043.244	1.6	0.35	10809.74	11226.14	0.028332	0.961725	0.97172	1.354062
A2 Medicine	3720	4334.544	1.6	0.35	11588.54	12034.94	0.030373	0.992099	0.98601	1.396007
A1 Medicine	4020	4684.104	1.6	0.35	12523.1	13005.5	0.032823	1.024922	1.0003	1.441161
Total						406295.2	1.025395			38.87737
										11.123
										22.25

**Third:** Consider agreements with unions as non-binding for the government, since they were not issued as a regulation approved by the Council of Ministers and published in the official Gazette, and issue a single regulation that includes the nature of work, profession, and risk allowances, binding everyone to it by law. Any amounts paid above the set percentages would continue to be paid but would be deducted from any future raises for the employee. This option is not preferred, as it would have negative consequences and may strain relationships with employees and their unions, potentially leading to renewed strikes.

As for the government's current financial situation, setting a salary cap (such as 5,000 ILS, 6,000 ILS or another figure) would save the required amount for the adjustment without affecting the vast majority of employees.

The radical solution requires time, effort, and decisions to be made by the Council of Ministers and safeguarded by political leadership. The administrative structure of the Palestinian Authority must be restructured based on sectors, not on ministries or institutions, so that these sectors are fixed and not subject to change with shifts in government.

- 1- The head of the functional pyramid for each sector is either a deputy minister or a Director General, depending on the size of the sector and the services it provides.
- 2- When a government is formed, a minister is appointed to manage one or more combined administrations. The minister is entitled to appoint assistants from outside the civil service with fixed-term contracts that expire when the minister leaves office, and the number of these assistants shall be determined by law.
- 3- Management of some of these sectors can be delegated to local authorities, non-profit organizations, and the private sector, such as health clinics, basic education, and specialized hospitals, accompanied by either funding or authorization to collect revenues. Oversight and supervision, however, must remain with the central government. Health insurance should be rebuilt to become mandatory for everyone, funded by both the beneficiaries and their employers, with no more than 60% of the cost borne by the insured and 40% by the employer. The insurance administration would be responsible for accounting and payment for medical referrals and hospital treatment. As for basic education, local authorities could take on most of its management, with the government providing educational funding to these authorities.
- 4- The existing institutions should be restructured through mergers, and the law shall determine the number of government institutions. The creation of any new institution should require a demonstrated need and approval from the highest authorities in the country.
- 5- Enact a unified Civil Service Law, to be implemented by all government institutions, including those with financial and administrative independence. This law should take into account the specific needs of certain sectors, such as cost-of-living allowances for embassy staff and support for the education and housing of their families.
- 6- Base organizational structures on sectors and the services they provide or on departments.
- 7- Establish government service complexes in the governorates, consisting of offices staffed based on the services provided and the number of beneficiaries in each governorate, with a single Director General appointed to manage each complex.

The salary scale must reflect the following:

1. Job Classifications: The ratios must reflect the differences in responsibilities and the qualifications required for each position.
2. Social Justice: The ratios must be equitable and ensure reducing gaps between different job categories, with a minimum and maximum wage clearly defined.
3. Inflation and the purchasing power of the currency: Inflation and the cost of living must be taken into account to ensure that salaries are not eroded.

Below are two proposals for an equitable salary scale:

**First Proposal:** Maintain the current salary scale, with specific adjustments to make it more stable and equitable.

**First:** The senior Category (with a proposed new title: Senior administration): This category includes only the senior management of sectors. Their number should be defined by law, and it includes deputy ministers, assistant deputy ministers and general directors. The salary should be fixed and free of any allowances. The size of the sector and the responsibilities and services it handles will determine who leads it, with larger sectors headed by a deputy minister, while smaller sectors headed by a general director.

**Second:** First Category (Middle Management and experienced professionals): This category includes department heads and deputy general directors (A + B + C). It must be noted that administrative and professional allowances should not be combined; only the higher of the two should apply. The lowest base salary of each grade must be removed, as it is unfair for employees. The allowance for grade B should be raised to 60%, and for grade A to 70%.

**Third:** Second Category (Professional and Specialized Category): This category can be divided into seven grades, linked to actual years of service. For the first five grades, the period of stay in each grade should be six years, and for the last two grades, four years per grade. The professional allowance should be increased for the specializations that did not receive increases previously, with a minimum allowance of 40%.

**Fourth:** Third category (Technical and Clerical Jobs), instead of 20%, the allowance becomes 35%.

**Fifth:** Fourth category (Craft Jobs), instead of 15%, the allowance becomes 30%.

**Sixth:** Fifth category (Service Jobs), instead of 10%, the allowance becomes 25%.

**Other allowances must be clearly defined, as well as the criteria on which they are based and their percentage of the basic salary (Risk Allowance + Cost of Living Allowance).**

This proposal can serve as a starting point for a more detailed discussion with the concerned parties to ensure a balance between social justice and financial sustainability.

**The second proposal,** whose chart is listed below, represents a fundamental modification of the current salary scale. It is based on dividing the grades of the salary scale horizontally into 10 grades and vertically into 42 steps according to years of service.



				Specialization Category						
			Technical Category							
	Service Category	Craft Category								
Years of Service	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Grade 7	Grade 8	Grade 9	Grade 10
1	1880	2380	2880	3380	4180	4980	5780	6580	7380	8180
2	1908.2	2415.7	2923.2	3430.7	4242.7	5054.7	5866.7	6678.7	7490.7	8302.7
3	1936.823	2451.936	2967.048	3482.161	4306.341	5130.521	5940.034	6778.881	7603.061	8427.241
4	1965.875	2488.715	3011.554	3534.393	4370.936	5207.478	6014.284	6880.564	7717.106	8553.649
5	1995.363	2526.045	3056.727	3587.409	4436.5	5285.59	6089.463	6983.772	7832.863	8681.954
6	2025.294	2563.936	3102.578	3641.22	4503.047	5364.874	6165.581	7088.529	7950.356	8812.183
7	2055.673	2602.395	3149.117	3695.838	4570.593	5445.347	6242.651	7194.857	8069.611	8944.366
8	2086.508	2641.431	3196.353	3751.276	4639.152	5527.028	6320.684	7302.78	8190.655	9078.531
9	2117.806	2681.052	3244.299	3807.545	4708.739	5609.933	6399.692	7412.321	8313.515	9214.709
10	2149.573	2721.268	3292.963	3864.658	4779.37	5694.082	6479.689	7523.506	8438.218	9352.93
11	2181.817	2762.087	3342.358	3922.628	4851.061	5779.493	6560.685	7636.359	8564.791	9493.224
12	2214.544	2803.518	3392.493	3981.467	4923.827	5866.186	6642.693	7750.904	8693.263	9635.622
13	2247.762	2845.571	3443.38	4041.189	4997.684	5954.178	6725.727	7867.168	8823.662	9780.157
14	2281.479	2888.255	3495.031	4101.807	5072.649	6043.491	6809.799	7985.175	8956.017	9926.859
15	2315.701	2931.579	3547.457	4163.334	5148.739	6134.144	6894.921	8104.953	9090.357	10075.76
16	2350.436	2975.552	3600.668	4225.784	5225.97	6226.156	6981.108	8226.527	9226.713	10226.9
17	2385.693	3020.186	3654.678	4289.171	5304.36	6319.548	7068.371	8349.925	9365.113	10380.3
18	2421.478	3065.488	3709.499	4353.509	5383.925	6414.341	7156.726	8475.174	9505.59	10536.01
19	2457.8	3111.471	3765.141	4418.811	5464.684	6510.556	7246.185	8602.301	9648.174	10694.05
20	2494.667	3158.143	3821.618	4485.094	5546.654	6608.215	7336.762	8731.336	9792.897	10854.46
21	2532.087	3205.515	3878.942	4552.37	5629.854	6707.338	7428.472	8862.306	9939.79	11017.27
22	2570.069	3253.598	3937.127	4620.655	5714.302	6807.948	7521.328	8995.241	10088.89	11182.53
23	2608.62	3302.402	3996.183	4689.965	5800.016	6910.067	7615.344	9130.169	10240.22	11350.27
24	2647.749	3351.938	4056.126	4760.315	5887.017	7013.718	7710.536	9267.122	10393.82	11520.53
25	2687.465	3402.217	4116.968	4831.72	5975.322	7118.924	7806.918	9406.129	10549.73	11693.33
26	2727.777	3453.25	4178.723	4904.195	6064.952	7225.708	7904.504	9547.22	10707.98	11868.73
27	2768.694	3505.049	4241.403	4977.758	6155.926	7334.093	8003.311	9690.429	10868.6	12046.76
28	2810.224	3557.624	4305.025	5052.425	6248.265	7444.105	8103.352	9835.785	11031.63	12227.47
29	2852.378	3610.989	4369.6	5128.211	6341.989	7555.766	8204.644	9983.322	11197.1	12410.88
30	2895.163	3665.154	4435.144	5205.134	6437.119	7669.103	8307.202	10133.07	11365.06	12597.04
31	2938.591	3720.131	4501.671	5283.211	6533.675	7784.139	8411.042	10285.07	11535.53	12786
32	2982.67	3775.933	4569.196	5362.459	6631.68	7900.902	8516.18	10439.34	11708.57	12977.79
33	3027.41	3832.572	4637.734	5442.896	6731.156	8019.415	8622.632	10595.93	11884.19	13172.45
34	3072.821	3890.06	4707.3	5524.54	6832.123	8139.706	8730.415	10754.87	12062.46	13370.04
35	3118.913	3948.411	4777.91	5607.408	6934.605	8261.802	8839.545	10916.2	12243.39	13570.59
36	3165.697	4007.638	4849.578	5691.519	7038.624	8385.729	8950.04	11079.94	12427.04	13774.15
37	3213.182	4067.752	4922.322	5776.892	7144.203	8511.515	9061.915	11246.14	12613.45	13980.76
38	3261.38	4128.768	4128.768	4996.157	5863.545	7251.366	8639.188	9175.189	11414.83	12802.65
39	3310.301	4190.7	4190.7	5071.099	5951.498	7360.137	8768.775	9289.879	11586.05	12994.69

- 1- The employment age according to the Civil Service Law is 18 years, and the maximum is 35 years.
- 2- The retirement age is 63 years or 39 years of service, with a maximum of 80% of the average salary over the last two years.
- 3- The service category remains at the same grade and progresses vertically according to years of service.
- 4- The craft category progresses from grade 2 to 3 after 15 years of service.
- 5- The clerical and technical category progresses from grade 3 to 5 after 10 years of service in each grade.
- 6- The specialization category, the grade is determined based on the specialization and job risk from

- grade 4 to 10; progression occurs thereafter after 5 years of service in grades 4 and 5, 4 years in grades 6, 7, and 8, and 3 years in grades 9 and 10.
- 7- Moving from one grade to another is based on the same number of years, not on the lowest base salary of the grade.
  - 8- The administrative allowance (Division Head, Department Head, Director, Director General, Assistant Deputy Minister, Deputy Minister, etc.) is a fixed amount defined by law, disbursed upon assignment, ends with the end of assignment, and is not included in retirement.
  - 9- The social and transportation allowances are disbursed based on the situation and ends when the situation ends.
  - 10- The minimum of the salary scale is adjusted whenever the cumulative cost of living reaches 0.05% by adjusting the minimum wage and reflecting the percentage on all employees

## ► References:

- Civil Service Law No. (4) Of 1998 and the Amended Civil Service Law No. (4) Of 2005.
- Draft Civil Service Law Of 2022.
- Various allowance regulations approved by the Council of Ministers in 2005 (Nos. 12, 13, 14, 45, 78).
- Regulation on the Nature of Work for Legal Professionals No. (8/2008) and (14/2010).
- Ministry of Finance data on the official website.
- Ministry of Finance data – unpublished.
- General Personnel Council data on the official website.
- General Personnel Council data – unpublished.
- Various studies on salaries and the financial status of the Palestinian Authority prepared by AMAN Coalition, including the Salary Gap Study by Dr. Naser Abdel Karim.
- Data from the Council of Ministers and the Palestinian Central Bureau of Statistics on the official website.
- Publications of the Fatwa and Legislation Bureau.

## Interviews:

- Abdel Jabbar Salem, Assistant Deputy Minister Assistant Undersecretary and Director General of Salaries.
- Nidal Badwan, Data Entry Director at the Directorate of Salaries, Ministry of Finance.
- Emad Amriya, IT Director at the Directorate of Salaries, Ministry of Finance.
- Osama Afaneh, Director General of the General Personnel Council.
- Dr. Mohammad Al-Ahmad, Director General of the Reform Unit at the Council of Ministers.
- Jafal, State Audit and Administrative Control Bureau.
- Fathi Khader, General Personnel Council.



### **Civil Society Team for Enhancing Public Budget Transparency**

AMAN has worked to establish a civil team to support the transparency of the public budget, representing a number of Palestinian sectoral civil organizations, namely: Aman Foundation, Miftah Foundation, Center for Democracy and Workers 'Rights, Hydrology Society, Creator's Teacher Center Development work - together, the Union of Agricultural Work Committees, the Federation of Food Industries, the Federation of Pharmaceutical Industries, the Federation of Chambers of Commerce, Agriculture and Industry, the Palestinian Federation of Local Authorities, the Network of NGOs, the Economic Policy Research Institute (MAS), the Law Center Ah Civil Society Development, a forum of intellectuals Charity Association, Conscience Foundation, Al-Haq, the Institute of Development Studies) Birzeit (University, Jerusalem Center for Legal Aid and the Jerusalem Center for Social Rights and the Economic Commission national civil organizations Palestinian, as well as some economic experts.

AMAN performs secretarial work for CSTPBT, through providing logistical and technical support to it in light of insufficient and unstable financial capabilities. AMAN invites for CSTPBT meetings and prepares the agenda of meetings and minutes, in addition to any papers and documents related to the public budget, working as a bridge between the team and the official authorities, presided by the Ministry of Finance. With the vital support of AMAN, CSTPBT team participated in a number of training workshops to build their capacity in the public budget field.

The CSTPBT team believes in the urgent need of informing the citizens about the public budget to participate in its preparation, in order to be able to hold it accountable and follow up the management of government spending and public money. To achieve this goal and before approving the budget of 2011 specifically, the CSTPBC team submitted a proposal to the Ministry of Finance & Planning, requesting the adoption of the citizen's budget, which is one of the basic elements that guarantee the transparency of the public budget. Indeed, the Ministry adopted the proposal and instructed to manage the public budget in cooperation with the CSTPBT team in this field. The citizen's budget was issued for the first time in Palestine during the year 2011, and it was developed to become the citizen's guide during the year 2013 where the national team will work to raise the awareness on it. Moreover, Aman succeeded recently in convincing the Council of Ministers of the need to involve civil society organizations to cooperate with the ministries in discussing annual budgets before submitting them to the Cabinet for approval.

Specialized sub-committees were formulated from the members of the CSTPBT, focusing on three-main essential sectors (Health, Education, Social development). Each sub-committee has a leading organization that is in charge of it.

Aman will work in the future to establish the monitor unit, which will be specialized in following up on all issues related to the public budget, thus creating a reference for all interested citizens, researchers and various institutions.