

A New Start for
Afghanistan's Education Sector

Asian Development Bank

South Asia Department
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Abbreviations

ADB	Asian Development Bank
AACA	Afghanistan Assistance Coordination Authority
CNA	Comprehensive needs assessment
DEO	District education office
GDP	Gross domestic product
GER	Gross enrollment rate
GNP	Gross national product
EMIS	Education Management Information System
ERS	Education resource survey
MOE	Ministry of Education
MOHE	Ministry of Higher Education
NGO	Nongovernment organization
NITVE	National Institute for Technical and Vocational Education
NPTVE	National Program for Technical and Vocational Education
PEO	Provincial education office
PNA	Preliminary needs assessment
QIP	Quick impact project
TA	Technical assistance
UNESCO	United Nations Economic, Scientific and Cultural Organization
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

Currency Equivalents

(as of 30 April 2003)

Currency Unit - Afghani (Af)

Af1.0 = \$0.0192

\$1.0 = Af 52

NOTE: In this report, "\$" refers to US dollars.

Foreword

A revitalized education system can contribute significantly to resolving many of Afghanistan's daunting problems. Education is a key ingredient in rebuilding Afghanistan, igniting progress in all other development sectors. Education will build the human and social capital needed for economic development as well as serving as a key vehicle for promoting peace, stability, and social cohesion. In short, it will help develop a sense of nationhood.

In December 2001, a team composed of representatives of several external funding agencies completed the Preliminary Needs Assessment (PNA) for Recovery and Reconstruction of Afghanistan; it was presented at the Ministerial Meeting held in January 2002 in Tokyo as a framework for donor pledges of assistance. The next stage, the Comprehensive Needs Assessment (CNA), was prepared in February–April 2002 to provide an in-depth assessment of the education sector, identify critical priorities and sequencing for recovery, and come up with quick, high-impact projects that could be implemented immediately.

The CNA Mission team of external funding agency representatives was jointly led by the Asian Development Bank (ADB) and the Afghanistan Assistance Coordination Authority (AACA) and consisted of education specialists from ADB, the World Bank, the Islamic Development Bank, the European Community, the US Agency for International Development, and the United Nations group represented by the United Nations Children's Fund and the United Nations Educational, Scientific and Cultural Organization from 24 February to 17 March 2002.

The CNA Mission had to cope with a dearth of adequate statistics about the education sector resulting from the years of destruction and turmoil, and worked with an interim Government that was struggling with the same information inadequacies and was still in the course of developing policies and a strategy for educational recovery and reconstruction. Critical budget parameters had yet to be finalized, including the number of teachers and their salary levels. Therefore, the analysis in this report is based on the best available statistics, with expert projections and estimates contributed by Afghan educators, whose experience and insights were invaluable.

The CNA Mission developed an analytical framework for the education sector, updated the PNA analysis, developed budget and program projections for the next 2 fiscal years, and identified and prioritized quick, high-impact projects. In light of the evolving situation and data, the mission focused on the immediate priorities over the next 2 fiscal years, and prepared a work and investment plan for a medium-term strategy.

The CNA made a valuable contribution to the preparation and coordination of development interventions in the education sector. It is recognized that, since the CNA, Afghanistan's analysis and development efforts have evolved through further dialogue between the Government and the development community.

YOSHIHIRO IWASAKI
Director General
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INTRODUCTION

Current Situation in the Education Sector

Overview

The Afghan education system has been undermined by 23 years of war, by widespread physical destruction, by restructuring under a communist regime, and by its use as a political and religious pawn by succeeding governments. The concept of secular education has been under constant attack for decades—first as a source of foreign ideas that led to the communist takeover, and then by the Taliban, who banned education for girls entirely, and promoted and expanded the system of religious schools at the expense of secular schools. As the school year started in March 2002, the capacity to supply education had been decimated in both quantity and quality, even as the demand for education was expanding in both quantity and complexity.

The CNA focuses on the harsh realities and challenges facing education in Afghanistan. While these challenges are daunting, it is important to acknowledge the positive aspects of the current situation. There is an atmosphere of excitement, expectation, and determination in schools throughout the country. Despite an almost total lack of resources and teacher salary arrears of more than 6 months, thousands of Afghan teachers and students are registering for classes. Students and teachers congregated in schools weeks before they opened, helping with repairs and feeding on the excitement of being able to resurrect them. Parents are eager to return their children to school. This commitment to education will be an important force for rebuilding the system. The Afghan people's commitment to education, and to the new Government, could fal-

ter if they perceive that the education system is of such poor quality that children are better off outside of school.

Supply of Education

By any measure, the education system in Afghanistan has collapsed. The most informed estimates (based on a United Nations Educational, Scientific and Cultural Organization [UNESCO] Education for All 2000 report) indicate that Afghanistan's education indicators are among the worst in the world; girls and rural populations are especially disadvantaged. The gross enrollment rate (GER) estimate in the PNA of 38% for boys' primary education and 3% for girls' seems high, given that the highest GER achieved in 1980, before the wars, was only 54% for boys and 12% for girls. In the following years, the GER for boys plummeted, while the GER for girls gradually increased under the communist government to an estimated high of 35% in 1995. In secondary education, the estimated current GER for boys is 5–11% and for girls as low as 1–2%. Indeed, the numbers of children in school declined dramatically in the 1990s because of the civil war, the destruction of education infrastructure, and the hostility of the Taliban to secular education—particularly the education of girls and female teachers.

An estimated 80% of school buildings at all levels have been damaged or destroyed, as well as all but two teacher-training colleges, which are still partially functioning. Most of the vocational-technical facilities have been damaged or destroyed. A large number of qualified teachers fled the country, took jobs outside of education, worked in refugee camps, or have been killed. The curriculum has not been revised for 30 years, and virtually no modern educational practices have been introduced for decades. Regional education authorities have operated autonomously for years in the absence of a central authority. Most teachers and administrators have not been paid for more than 6 months,



Women are especially eager to resume their education; these women in Kabul are studying English.

Demand for Education

Despite the education system having been destroyed, demand for education is surging. For example, an estimate of primary school-age children is 4.5 million; however, it is difficult to estimate the primary school-age population accurately in the present circumstances. The high unmet demand for education after Taliban rule is seen in the throngs of parents and children seeking to register for school, sometimes at schools that are little more than rubble. The girls' schools that opened for in-

formal winter sessions in all parts of the country after the defeat of the Taliban are overflowing, even in heavily traditional Pushtun areas like Griskh in Helmand Province, where 500 girls showed up the first day. At Kabul University, more than 18,000 students took the admissions examination at the beginning of 2002.

and salary levels are set well below a living wage. In summary, the education system has very limited capacity to supply basic inputs: buildings, teachers, materials, and textbooks. In fact, virtually no "system" exists, even at the level of basic operations, policies, or procedures.

The relatively few Afghan children who are being educated are scattered among a range of different providers. An estimated 400,000 children, one third of all the Afghan children in primary school, attend schools operated by non-government organizations (NGOs), and about 170,000 refugee children are enrolled in United Nations High Commissioner for Refugees (UNHCR)-supported camps in Pakistan. An unknown number attend regular schools in Iran, *madrasas* (religious schools), home schools, and other alternative venues.

Complicating the estimation of the school-age population is the difficulty of determining the exact geographical location of the demand. School-age populations are in flux: an estimated 3.5 million refugees are in Iran and Pakistan and more than 1 million are internally displaced within Afghanistan. It is difficult to predict how many of the refugees will return to Afghanistan, and whether they and the internally displaced will return to their places of origin. UNHCR estimates that 1.2 million people will return each year for the next 2 years, some to their original homes, but many to the cities. Some of these displaced children have attended schools run by NGOs, some have attended government schools in Iran, and some have had no schooling. Returning families whose children have started education will want them to continue, and many others will want a fresh opportunity for their children. Clearly, the actual numbers of students registering over the next 2 years in any given locality could easily vary by tens of thousands.

For the 2002 school year, beginning in March 2002, the Back to School campaign supported by the United Nations Children's Fund (UNICEF) was to distribute an estimated 4,500 school kits, 21,000 teacher kits, and 1.5 million student packets for primary schools. Approximately 100,000 copies of primary and secondary school textbooks for all subjects are being provided by the United States Agency for International Development (USAID). (The exact numbers of schools, teachers, and students will not be known for several months after classes start.) Even with this substantial assistance from external funding agencies, the existing supply of educational space and resources is only adequate to serve the needs of perhaps one quarter of school-age children.

While the challenge of meeting the demand by traditional school-age students is huge, these children represent only a part of the complex educational equation. The lack of opportunities for education and the disruption caused by war, migration, and economic hardship have

created an entire generation with limited or disrupted education. The last age group of students who graduated from high school in a year without war or civil strife is now over 40 years old. The number of children, youths, and young adults whose education was disrupted, or never begun, since 1990 can be conservatively estimated at 8–9 million. While the majority have had little or no education, perhaps 2 million have started, but have not completed, primary school and secondary school. Some of them need and want to complete their primary schooling, while others need to complete secondary school to be eligible for jobs. Some may want to enter university or attend vocational training to obtain a job. The oldest of the post-1990 students are now almost 30 years old and the youngest are still children. The number of people in their 30s whose education was interrupted by the jihad in the 1980s is comparably large. The range of educational needs of these groups is enormous.

Within these groups, there are further subdivisions of children, youths, and adults with special circumstances and needs. Integrating former soldiers into the economy and civilian life through vocational and skills training is a high priority for stabilizing the nation and sustaining peace. Demobilized child soldiers and youths are particularly difficult to reintegrate into the formal schooling system. But without educational and job-training programs and employment opportunities, former combatants are highly likely to return to warlord armies—or turn to banditry. The potential numbers of this group are unknown, but an estimated 25,000–30,000 ex-child soldiers in Kandahar alone gives an indication of the potential scale of the problem. Other hard-to-reach groups include war widows, orphans, women and girls, children with disabilities (some caused by the war), street children, nomadic groups, and many others; the total number of affected people could be in the millions. All of them require educational services tailored to their particular needs.

The challenge of expanding the education system to meet the needs of the diverse unserved population is highly complex. To meet these needs, Afghans must greatly expand the education infrastructure and seek innovative and cost-effective mechanisms for delivering a broad spectrum of formal and informal education services. In order to achieve an 85% net enrollment rate in primary education within 10 years—using a very conservative estimate of a constant, primary school-age population of 4.5 million children—an additional 43,500 teachers will be needed, and an additional 13,851 schools will need to be constructed (assuming six classrooms in each school). On an annual basis, this means recruiting and training 4,350 new teach-

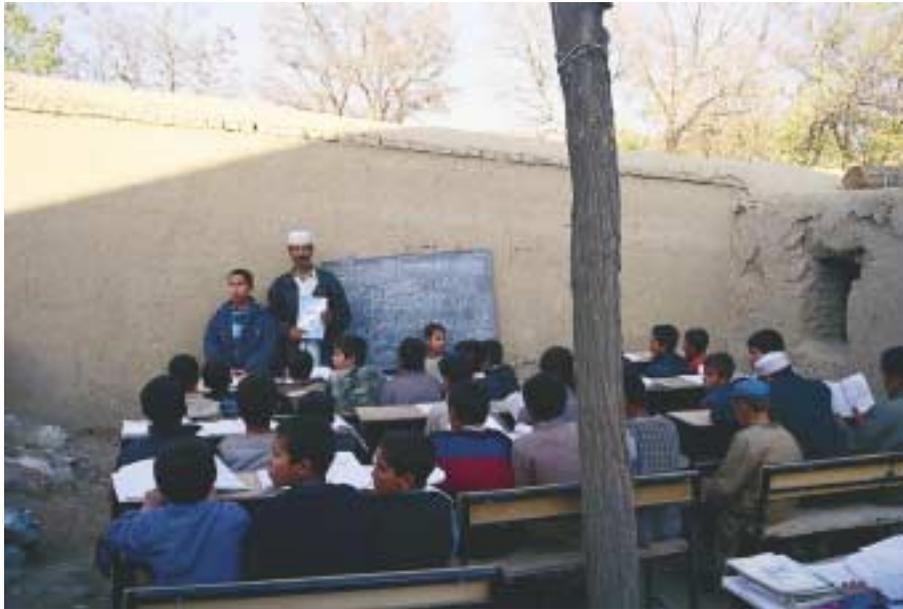
ers each year and constructing 1,385 new schools. If a traditional structure were to be used to meet the education needs of the “lost generation” of Afghans aged 12–30 whose education was interrupted or never started, an additional 40,000 teachers might be needed. This scale of educational infrastructure is comparable with what is found in countries of similar population, but is far beyond anything achieved, or attempted, in the history of Afghanistan.

The recurrent costs implied in such an expansion are large by any measure, and particularly relative to the revenue potential of a devastated economy. The budgetary impact will be even greater if teacher salaries are increased to a living wage, which ultimately they must be if the system is to work. The civil service wage levels under consideration would put the total education recurrent budget at \$80 million per year for existing staff levels, without allowing for the kind of expansion that will be necessary if the system is to achieve reasonable coverage. It is difficult to imagine an Afghan economy that could support such expenditures in the foreseeable future. New approaches to education must be found—both to meet the immediate needs and to plan for the future.

Strategy and Priorities

The strategic and efficient use of scarce financial resources, including assistance from external funding agencies, will be critical to meeting the demands and challenges of the education sector. With the system almost completely destroyed, virtually all investments merit high priority; as a result, hard decisions must be made about the allocation of resources. Discussions with the Government and the Afghan Ministry of Education (MOE) indicate that the guiding principles for initial investments should focus on the following:

- Mobilize rapidly to reinstate basic education, with a goal of enrolling 1.5 million children in 2002 and at least 2.0 million children by 2003. This would require provision of classrooms, learning materials, and capable teachers through rapid-training programs, rehabilitation of existing structures, and use of alternative learning spaces. It would also require the aggressive use of multiple delivery channels and rebuilding the minimum capacity at central and provincial levels to monitor and implement the program.
- Distribute assistance equitably, so that resources reach the provinces, Kabul, and other urban areas.
- Meet the recurrent costs of the existing system, particularly teacher salaries.
- Promote girls’ education to remedy past injustices.



A makeshift school on the outskirts of Kabul: due to 23 years of wartime destruction, tents, homes, and the outdoors serve as schoolrooms.

needed to achieve long-term goals. An appropriate balance is needed between the parallel tracks of immediate service delivery and planning and development. The priority areas identified by the CNA Mission address both these elements in proportion.

The investment strategy recommended by the CNA Mission reflects an overall strategy of (i) supporting rapid expansion of education services where demand is greatest through the flexible and efficient use of multiple delivery systems (government, NGO, private sector) while (ii) building the capacity of the sector institutions to plan for and implement the reconstruction of the system.

The CNA Mission recommends that long-term investments in fixed capital that are policy dependent, such as new physical facilities and curriculum or textbooks, should wait until strategic plans and policies are developed. Short-term capital investments should be limited to areas in which there is an immediate need to provide services and for which there is little question as to the future structure for the subsector. For example, primary and secondary school rehabilitation in populated areas is an immediate priority, as is rehabilitation and basic equipment for service providers (i.e., MOE and provincial offices). On the other hand, investment in long-term institutions such as government-owned school furniture factories, teacher-training colleges, or the full range of previous university colleges should await the relevant policy decisions, starting a year or two later.

The priorities recommended by the CNA Mission for the next 2 years are as follows:

- **Direct support to basic education, including primary and secondary schools:**
 - A Back to School campaign to provide basic materials to schools, teachers, and students, including teaching and learning materials, textbooks, teacher guides, and other supplies;
 - An advocacy campaign to encourage parents to support education and to send children, particularly girls, to school;
 - Provision of adequate learning spaces, including the rehabilitation and reconstruction of serviceable schools or provision of temporary shelters;

- Maintain an appropriate balance among the subsectors based on demand, supply, and the contribution to national development.
- Link education and vocational training to practical skills that lead to jobs.
- Build capacity for Afghan institutions so that dependency is not created.
- Contribute to rational and sustainable long-term development of the system.

Parameters for determining immediate investment priorities and sequencing include

- funding availability (including donor and government funding),
- management and absorptive capacity of the subsector,
- size of the student population served by each subsector,
- number of students whose needs can feasibly be met in a given period, and
- efficiency criteria (cost per immediate beneficiary).

Both funding and absorptive capacity are finite, as is the ability of the system to supply key education services (e.g., building schools or teaching 10th-grade science). Lack of absorptive capacity means that, even where the needs are immense, it may not be possible to address them all at once, even if funding were not an issue.

A balance must be maintained between immediate impact and long-term planning. Emergency assistance that delivers services but detracts from long-term development is inefficient, whereas an emphasis on long-term planning that fails to meet immediate critical needs is ultimately ineffective, because it undermines the short-term stability

- Rapid in-service teacher training and upgrading, and emphasis on education quality; and
- Development of gender-related materials and training.

- **Institutional strengthening for rational and effective use of resources:**

- Rehabilitation of central and provincial MOE offices to establish minimum capacity for monitoring and implementing back-to-school programs;
- Immediate institutional strengthening and capacity building in selected critical operations of MOE (reconstruction planning, administration and personnel, and payroll administration; and coordination with NGOs and external funding agencies); and
- Leadership and management training in the center and in the provinces.

- **Basic education and training for the out-of-school population and special groups:**

- Accelerated formal education programs with flexible delivery modes to enable children and youth to complete equivalency certificates or to mainstream back into the regular school system; and
- Job-related and life-skills training and employment generation for diverse groups, including widows, youth, and ex-child soldiers to serve the immediate reconstruction needs of Afghanistan.



A dilapidated school in Kabul; some 80% of Afghanistan's school buildings are damaged or destroyed.

- **Strategic planning:**

- Completion of a comprehensive assessment of education with improved information and participatory review of options;
- Completion of a strategic planning exercise in each basic education subsector and for overall system development, resulting in specific subsector development plans for funding in year 2 and beyond; and
- Completion of a strategic planning exercise for higher education and preparation of a development plan.

- **Foundation investments in other sectors:**

- Rehabilitation of core facilities in higher education to enable the start-up of a limited university program, pending completion of a strategic plan; and
- Initiation of materials support and system planning/pilot programs for early childhood interventions.

SUBSECTOR PERSPECTIVES

Primary Education

Primary education is an area of intense focus by the Government, as well as the community of external funding agencies. This high level of interest is justified by its importance in the education cycle and the size of the problem, but also creates unique challenges for the coordination and integration of assistance so as not to distort, confuse, or overwhelm the Government.

Indicators

As spelled out in the previous section, the balance sheet on primary education in Afghanistan reveals some of the worst indicators in the world. Out of an estimated 4.5 million children of primary school age, approximately 900,000 boys and 90,000 girls are in primary school, a gross enrollment rate of 38% for boys and 3% for girls, and a gender ratio of 10:1. While the 5-year Taliban prohibition of girls' education is the cause of this gender imbalance, problems of gender inequity are also based on cultural patterns and antedated the Taliban.

In circumstances such as those prevailing in Afghanistan, the net enrollment at the primary level is much lower than gross enrollments, due to the presence of over-age and under-age children enrolled in school. The average gross intake rate at the entry grade is estimated as 40.5% overall, and as low as 11% for girls. Only about 43 children complete primary school for every 100 who enroll in first grade. The average repetition rate is 7.5% for both boys and girls. On average, it takes a boy 10 years and a girl 15 years to complete the primary cycle. These statistics are distorted by the conditions of the recent past, but improved data will become available over the coming months.

A total of 170,000 children are enrolled in primary schools in UNHCR-supported refugee camps in Paki-

stan, for whom there are 4,000 teachers, an average teacher-pupil ratio of 1:40. This figure excludes primary school-age children in madrassahs, home schools, and community-based schools. UNHCR reports that children's performance in basic competencies is significantly higher in the camp schools than in regular schools in Afghanistan. An unknown number of children attend regular schools in Iran, where the quality of education is relatively high. There are concerns within the present Afghan administration about a potential drop in the standard of performance of returning children as they enter newly reopened schools. Data on refugee children are being assembled by UNHCR to facilitate the children's reintegration into Afghan schools.

Institutional and Physical Infrastructure

The school system consists of 6 years of primary education, serving children aged 7–13 years. There are several delivery channels for education, particularly at the primary level, including government, community, home-based, and NGO schools. Mosque schools provide basic religious and moral instruction for boys and some girls, and madrasahs provide organized religious teaching for boys and young men. Radio instruction has been extensively used for both children and adult learners, in particular through BBC programs. Approximately one third of the estimated 3,600 primary schools are supported by NGOs, covering about 10% of the estimated primary school population in rural areas in the eastern and northern parts of the county. Only about 600 primary schools are exclusively for girls.

With the destruction of infrastructure during years of conflict, primary schooling took place in school buildings and alternate learning spaces, including homes, common community spaces, mosques, and outdoors. Approximately 60%



Pupils gather around a visitor to their Kabul schoolyard; an estimated 38% of boys and 3% of girls were enrolled in primary school in 2002.

of the schools are today considered “shelterless,” with classes conducted in borrowed or destroyed facilities. Most schools are seriously underresourced in terms of facilities, equipment, teaching-learning materials, and supplies. School size varies from single-classroom structures in villages to multistory, multiple-room urban schools serving thousands of children. Most schools are either of cement or mud-brick construction. Approximately one third of schools have no identifiable water source, and less than 15% have toilets for children’s use.

Government primary schools vary in size and school population; the average teacher-pupil ratio ranges from 14:1 in small rural schools to 100:1 in large urban schools. In high-density urban areas, schools have a combination of primary, secondary, and high school sections. The majority of school buildings require rehabilitation or even complete reconstruction. In Kabul, MOE estimates that close to 80 primary schools need varying levels of reconstruction and rehabilitation.

The government primary education structure consists of a Primary Education Directorate in the MOE, which is responsible for administrative management of the system, while teacher training and curriculum development are the responsibility of specialized directorates. A provincial education office (PEO) in each province is responsible for carrying out national policies and administering finances allocated by the central Government. The provincial education officers are historically accountable to both the provincial governor and to the Minister of Education in Kabul. District education of-

fices (DEOs) existed in many administrative districts, although their present status is unclear.

Human Resources

Various reports estimate the size of the primary school teaching force as ranging from 15,000 to 50,000 teachers, excluding the large number of Afghan teachers in Pakistan and Iran. Many former teachers, particularly women, are reregistering at the MOE.

Several hundred teachers are also working in home-based girls’ schools in Afghanistan and in refugee areas. These teachers often have lower academic and professional qualifications than teachers in regular schools, but demonstrate high motivation and

dedication. Some student achievement tests have indicated that the quality of learning in these schools is equivalent to or better than that in regular schools. The potential for utilizing such nontraditional approaches to expand access should be explored.

The production of new academically qualified teachers for the system will be limited in the immediate future, because virtually all preservice teacher training institutions have been damaged or destroyed and have no current crop of students. As reestablishment of traditional teaching colleges will be costly and time-consuming, short-term measures for rapid training and deployment of potential teachers are critical.

The number and quality of teachers will be directly affected by salary levels, which at present are well below a living wage and grossly in arrears. Until this is remedied, qualified individuals will seek alternative employment. Although momentum to reregister former teachers is gathering, the salary issue must be addressed to protect the viability of the system and the feasibility of any development efforts. Senior government officials describe this as a “make or break” issue for the country.

Priorities and Sequencing

The range of policy issues and critical concerns in primary education is extremely broad, including the full spectrum of access issues (gender, rural/urban, children with disabilities, out-of-school populations), quality and rel-

evance (curriculum and textbook revision, teaching methodology, and classroom management), and institutional structure (community participation, decentralization, role of NGOs). The process of developing a coherent set of policies, institutions, and support programs will require substantial efforts by the Government.

The most urgent priority is to get children back into school and ensure that they stay and learn. This is the objective of the Back to School national drive that was launched at the beginning of the new school year on 23 March 2002. It includes planning, materials production, provision of school supplies, data collection, monitoring, and logistics support. This basic support program must continue through at least 2 full school years, until the situation begins to stabilize.

In addition to traditional schooling arrangements for school-age children, alternative mechanisms will be required for out-of-school children and youth (i.e., working children, street children, and former child combatants), for whom a combination of psychosocial support, basic education, and apprenticeships may be necessary. While it is tempting to place these children in the category of nonformal skills training, it is important to give them an opportunity to complete a basic education equivalency program or a transitional program to “catch up” with their age-group cohort and be mainstreamed back into secondary school. Alternative delivery mechanisms for formal basic education that emphasize accelerated learning with flexible delivery spaces and schedules (i.e., evening, self-study) are needed to address the needs of a large segment of the population. Some of the “lost generation” can be recovered if the Afghan Government does not limit their opportunities only to literacy or skills training.

Another high priority is to incorporate the roles of communities and NGOs in the education process with both short-term and long-term strategies. Community involvement is a proven effective strategy for improving school quality and student motivation and attendance. NGOs are both an essential delivery mechanism and a valuable resource for developing effective education practices. Both need to be integrated as an extension of government services. Overcoming ingrained animosity in some quarters to NGO schools is an important challenge facing the Government.

Given the complexity of addressing concerns about access, it would be understandable if there were a tendency to leave issues of quality for a later phase. However, access and quality are not different stages in a sequential model of development; they are parallel and mutually supportive elements. Hence, the Government recognizes the importance of including issues related to the quality of teaching and learning

in support programs from the beginning. Therefore, a clear focus and strategy for improving educational quality must inform all policy and operational decisions, and be integrated into teacher training programs.

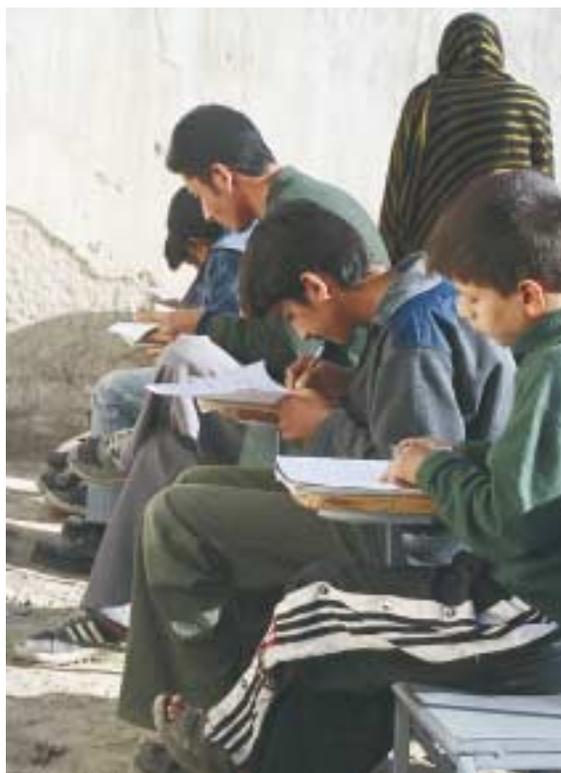
Girls’ education is also a high priority. This is not a separate issue, in light of the abysmal indicators and recent history in Afghanistan. Cultural sensitivities regarding the education of girls and their mobility and visibility remain fundamental issues requiring clear policy guidelines as to types of schools (home schools, single-sex government schools, girls’ sections in mixed schools), the recruitment and deployment of female teachers, and incentives for female teachers and girls to encourage retention.

Secondary Education

Indicators

Estimates of enrollment data for secondary education for 2001 range from 220,000 to 300,000 pupils, or roughly 5–11% of the school-age population. The most recent estimate of survival rates through grade 12 is from 1993, when only three students out of every 100 who enrolled in grade 1 completed the 12th grade. There is no reason to believe that the completion rate has improved since that time.

Older boys study outdoors near Kabul.



Access to secondary education is constrained by a number of factors, particularly the number and location of secondary schools. In the past many district centers had one boys' and one girls' secondary school, catering mostly to "urban"¹ students. Most secondary education facilities are located in cities rather than in villages, which is a serious disadvantage for those relatively few students in rural communities who successfully complete primary school and wish to continue their education. Geographically, the ratio of schools to school-age population is lower in the southern and western regions.

For the past several years, almost no girls were enrolled in secondary school. After the Taliban closed all girls' schools, the only secondary education available to girls was in the two northeastern provinces outside Taliban control. With the re-opening of schools countrywide, the number of children enrolled in school could increase significantly, especially the number of girls. While some information will be available after schools start, it is likely that enrollments will continue to increase throughout the year. Providing bridging classes for secondary school-aged girls who missed out on primary school during the Taliban period, and for over-age girls, remains a daunting challenge.

Institutional and Physical Infrastructure

The common estimate of 3,600 primary and 1,100 secondary schools may be misleading, because many schools designated as "high schools" combine primary and secondary schools, grades 1–12 inclusive. Some middle schools combine primary and lower secondary (grades 1–9). Available data do not clearly distinguish between these comprehensive schools and "stand-alone" facilities that include only the higher grades. Under the circumstances, a more useful measure of capacity might be classrooms used for secondary education.

Many of the identified schools exist only in name, as many have been damaged or destroyed in the war. The exact number of usable secondary structures is unknown, but estimates indicate that 40% of school buildings are completely destroyed and another 15% are heavily damaged.

Whereas several sources of textbooks and learning materials are available for primary education (including the Afghan Basic Competency learning materials and textbooks from the University of Nebraska at



A carpenter repairs a window frame of the school shown on page 5.

Omaha), little new work has been done on textbooks for secondary grades. These have roughly three sources: textbooks for science and math subjects from the International Rescue Committee, geography and history from the University of Nebraska at Omaha, and textbooks for languages from the Afghan Government before 1978. These books are now being reprinted as a measure to respond to the most urgent needs.

Most of the school inventory, libraries, laboratory and science equipment, and consumables are destroyed or outdated. Significant investment will be required to reestablish libraries, laboratories, and science centers and to provide furniture.

The institutional base supporting secondary education in MOE includes the Department of Secondary Education, which has management responsibilities; Translation and Compilation, which is responsible for textbooks and curriculum; and Teacher Training. Some PEOs nominally include a department of science, which provides subject matter and teaching specialists in math and science, although these positions are usually unfilled. All of these offices are poorly equipped and in a state of disrepair. Outside Kabul, where the supply of electricity is poor and unreliable, electricity is either sporadic or nonexistent.

¹ It is assumed that district and provincial towns are "urban," regardless of their size.

Human Resources

In the past, secondary school teachers were educated in teacher training colleges or pedagogical institutes. Most of the 14 teacher training colleges are no longer functional and no new teachers have been trained in years. In 1994, UNESCO estimated the number of teachers for secondary schools at 17,548 (6,042 of them female). In the intervening years, many have quit teaching or fled the country. MOE has neither an accurate estimate on the status of teachers qualified to teach secondary school, nor any accurate information on numbers of secondary school principals, teacher educators, and administrators. The problem of rapidly training teachers to meet demand is more difficult at the secondary school level than for primary education, because the teachers at the secondary level must have knowledge of both subject matter and pedagogy.

Policy Environment

The policies and institutions addressing education at the postprimary levels have not been reviewed or revised in decades. While some changes were made during the Soviet period, the results are poorly suited to educational needs in the 21st century. The policy and institutional issues that must be addressed for secondary education are considerably more complex and difficult than those at the primary level. Secondary education, particularly at the upper secondary levels, is the point at which general education becomes more directly related to career preparation and workforce development. Therefore, the curriculum and even the institutional structure of secondary education must be adapted to the changing structure of the economy. After 2 decades of social and economic upheaval in Afghanistan, a fundamental reevaluation of the curriculum, objectives, and structure of secondary education is essential. This evaluation must address not only the academic tracks, but also the technical, vocational, and professional preparation systems and their relationship to higher education and higher-level technical preparation.

The key policy and operational decisions to be addressed at the secondary level will focus on how the education system can most effectively produce a workforce (professional, technical, vocational, academic) that meets the needs of the country, including the following:

- **Relevance of the curriculum to the needs of the workforce and employment opportunities.** This must address a broad range of needs, from traditional occupations to computer science and Internet

management, as well as the most effective organizational structure to provide these subjects.

- **Relevance of the curriculum and modes of instruction for interaction between Afghanistan and the rest of the world.** The Government wishes to explore the feasibility of using English as a medium of instruction in the higher grades.
- **Linkages to employers in the private and public sectors, and establishment of internships, work-study programs, and apprenticeships.**
- **Use of technology as a medium of instruction and as a means of overcoming problems of access in rural areas.** The majority of the Afghan population living in rural areas has never had access to secondary education, and never will, unless alternative delivery mechanisms are developed.
- **Objectives of secondary education in preparing young people for the future, including the ability to continue learning over a lifetime.** While these skills are often associated with modern economies, they are equally relevant in helping people adapt to rapidly changing circumstances and life opportunities caused by social upheaval. For Afghans, adaptability and flexibility are survival skills.

Gender is an important issue in secondary education. Historically, high schools have been single-sex, and it is likely that coeducation will continue to be culturally unacceptable at this level. This will have a direct impact on the cost of building and equipping schools. Addressing this issue in a way that balances cultural concerns, increasing access and equity, and cost-effectiveness, will require innovative and flexible approaches, including use of distance learning and technology.

Priorities and Sequencing

The urgent top priority for secondary education is the same as for primary: to get schools operating and children studying again. This objective is being supported by the second phase of the Back to School campaign in 2003, which will provide school materials, textbooks, supplies, science equipment, library resource materials, dictionaries, and other items for secondary schools.

A parallel priority is the reassessment of the secondary system and the development of a plan to reestablish a functional and appropriate system for lower secondary, upper secondary, technical and vocational, and professional tracks. It is important that a direction and vision be developed prior to massive reconstruction of existing systems. Once an overall system is designed, targeted support will

be needed for many years to develop new curricula and materials to support that system.

For the immediate future, considerable effort will be required to facilitate access and entry of Afghan students into secondary schools, which are more complex than at the primary level. The number of applicants who have successfully completed a primary education is unknown, but is considerably smaller than the number of primary school applicants. Some potential secondary school students have been educated in home schools, in NGO-administered or foreign schools with different curricula, or in some refugee schools taught only in Pushto, or only in Dari. Many of the Afghan refugees in Iran have been enrolled in Iranian schools following the Iranian curriculum. All of these situations must be addressed through equivalency testing programs, and some students may need remedial assistance in some subjects.

The discussion above deals with admissions into traditional secondary high schools and technical institutes. A related concern that affects many more people deals with the children, youths, and young adults whose education was disrupted. Some may have completed some or all primary education, while others may have completed some portion of high school. These people may now be out of school, but want to complete their education and obtain a degree. There are many reasons why over-age students would want to complete their education. A 12th-grade education is a requirement for many jobs (e.g., many job postings seen in Kabul require a 12th-grade education, even those for cooks and maintenance workers). Some may wish to continue on to university or technical institutes—to resume the life plans that were disrupted years ago. To do this, alternative means of securing a formal education are essential, such as general education equivalency programs; accelerated education programs using flexible learning spaces, schedules, and methodologies (including distance education); and work-study apprenticeships that yield a diploma. It is important that such programs not be viewed simply as nonformal or skills training, but rather as alternative delivery mechanisms for a formal education. Such programs could provide 1 million or more Afghans with the opportunity to reclaim their lives and futures.

Tertiary Education

Current Situation

Higher education in Afghanistan has deteriorated dramatically over the past 2 decades. From 68 colleges with well-equipped campuses in all major cities, the higher education system has been reduced to empty campuses with no faculty, students, or equipment. Although higher education may be seen as elitist and serving only a small minority of the population, reestablishing higher education will be a crucial element in the effort to rebuild Afghanistan. Decades of war and refugees have almost destroyed Afghanistan's professional and technical base of educated people, including teachers, administrators, managers, engineers, doctors, and other technocrats and professionals. These people have an essential contribution to make in the reconstruction effort.

The Ministry of Higher Education (MOHE) has begun to receive assistance to revitalize the system. Kabul University is receiving support from UNESCO to develop its College of Journalism, and

10 short-term fellowships in Germany have been awarded to update the knowledge and skills of its faculty. In addition, a global appeal for books is underway to benefit the College's library. Purdue University, financed by USAID and independent sources, will provide assistance to Kabul University by reconstructing the School of Engineering and Agriculture. It will also establish a technical center and a management department.

Indicators

Before the civil war in the 1990s, the Afghan higher education system was largely intact and thriving. UNESCO estimated enrollment in 1990 at more than 24,000, with women making up one third of the student body. Much of the destruction of Kabul in 1992–1994 was in the area around Kabul University; classes were seriously disrupted as virtually all faculty fled Kabul. During Taliban rule, the provision of higher education was limited



A poster for the Back to School campaign

to men only, mainly at what remained of Kabul University, and concentrated on Islamic studies. In Pakistan, a few hundred Afghans are attending private colleges run by former Afghan university professors for Afghan refugees who can afford to pay the tuition. The only significant opportunities for higher education in the past decade have been for Afghans who emigrated to the US, UK, India, or other countries.

For the academic year beginning in March 2002, about 20,000 students, men and women, sat for the university entrance examination. The number of students to be taken in will be subject to the availability of resources and facilities in each of the institutions. Given the current state of the universities, colleges, and teacher training institutions, less than one third of this number is likely to be admitted.

Infrastructure

The building infrastructure of Kabul University and the higher education system are in a state of disrepair, as much of it was destroyed during the various wars. Libraries, laboratories, and classrooms have been looted. Learning is still taking place in these buildings and in temporary facilities. The current condition of higher education facilities in the provinces is unknown.

Human Resources

In 1990, UNESCO estimated that there were 1,342 teachers at the tertiary level, one quarter of whom were women. Since then, however, most university professors have left the country and settled in Pakistan, the US, the UK, and other countries. The most critical resource of a university is the faculty, so the reconstruction of a capable

teaching staff in core disciplines is of the highest priority. This will be a daunting task.

Policy and Institutional Environment

Higher education is administered by MOHE. It comprises 12 institutions spread around the country, led by Kabul University. The universities and institutes are composed of 68 colleges, specializing in agriculture, economics, education, engineering, fine arts, geology, journalism, law, literature, medicine, natural sciences, pharmacy, social sciences, theology, and veterinary medicine. However, as a result of the restrictions imposed by the Taliban, very little installed capacity still exists in areas other than Islamic studies. The listing of colleges and areas of study shown in Table 1 represents a historical snapshot rather than an existing system. In short, the higher education system must be re-created from the ground up.

At present, the Government has no clear higher education policy or strategy for redeveloping this sector. The system needs to be examined in light of the reconstruction needs of the country, the limited resources available, and modern higher education standards and best practices. Policy has to be developed relating to admissions, accreditation, credit transfers, student assessment, faculty recruitment, compensation structure, tuition charges, provision of higher education in areas outside Kabul, and prioritization of reconstruction.

The reconstruction of higher education will not be a simple recovery of what existed 10 years ago, but rather must look at innovations in distance education, use of technology, institutional designs (like open universities), and other creative solutions to expanding access to higher edu-

Table 1. Institutions of Higher Education

Institution	Areas of Study
Kabul University	Agriculture, economics, education, engineering, fine arts, geology, journalism, law, literature, natural sciences, pharmacy, social sciences, theology, veterinary medicine
Nangahar University	Agriculture, economics, education, engineering, law, literature, medicine, pedagogy, religion, theology, veterinary medicine
Balkh University	Agriculture, economics, education, engineering, law, literature, medicine, theology
Albironi University	Agriculture, engineering, law, literature, medicine, science, theology
Herat University	Agriculture, arts, economics, education, engineering, literature, medicine,
Omahatulmomeneen University (Kabul)	Law, literature, medicine, science, theology
Kandahar University	Agriculture, engineering, literature, medicine, theology
Kabul Medical Institute	Children's medicine, preventive medicine, histomatology
Kabul Polytechnics Institute	Construction, electromechanical, mines and geology
Kabul Pedagogy	History, literature, physical education, science
Faryab Pedagogy	Education
Konduz Pedagogy	Education

Source: Ministry of Higher Education.

education at reasonable cost. Universities around the world are rethinking how they function in an Internet age, and Afghanistan must factor this in as well. While such issues may appear wholly irrelevant to institutions whose first priorities are repairing the plumbing and electricity, they are essential elements in the long-term plans for reconstruction. The Government is eager to prioritize the establishment of community colleges to provide outreach to local communities. It may be that some of the previous institutions can be reoriented to meet this need rather than restoring them to their previous status.

Crosscutting Issues

Equity is an important issue for higher education, addressing both gender and geographical access. During the Taliban period, women were not allowed to be educated or to work. Some female refugee students continued their studies in the receiving countries, while others did so secretly within Afghanistan. In the post-Taliban period, policies are necessary to attract women back into universities and colleges, especially in degree programs that are not traditionally viewed as women's. The present distribution of colleges throughout the country favors Kabul. To meet the rebuilding needs of areas outside Kabul and to foster regional peace, more higher education should be provided in the provinces, offering programs that are more suitable to the development needs of the area, perhaps by incorporating a community outreach approach.

Priorities and Sequencing

The most immediate priority for higher education is to reopen and to admit as many applicants as possible under the circumstances. This will require immediate support for (i) physical rehabilitation of the campuses, from plumbing and electricity to furnishing of laboratories and classrooms; (ii) provision of materials and supplies; and (iii) establishing a functioning cadre of professors and instructors in the key areas of study. The first year will require different coping strategies to maintain an acceptable level of program offerings, including the use of adjunct teachers and exchange professors.

The initial support for higher education will involve some careful trade-offs. Restoring all 68 colleges, or even a significant subset, to a level of functionality where they are able to admit and teach students is not an attainable short-term goal. Physical restoration of facilities and equipment may be the smallest part of rebuilding an aca-

demically community, which can only be accomplished college by college and department by department. Physical restoration may not even be a high priority in the short term, as the number of students who will be admitted in the first 2 years will be limited, and possibly will be concentrated in only a few colleges and disciplines. It is perhaps more important in higher education than in other areas that immediate reconstruction assistance support, and not distort, long-term plans. The long-term development plan for a university system in 2005 or 2010 may not include all of the colleges that existed in 1985. Moreover, it may include a very different mix of delivery modalities, including a community outreach component or distance education centers as well as a traditional four-year residential university structure.

Therefore, the second most immediate priority is to initiate long-term planning for the sector. MOHE must develop a comprehensive plan for higher education in Afghanistan, including the revitalization of existing faculties, the rationalization of the national higher education network, and an assessment of the appropriateness of developing a community college-style system for Afghanistan. The sector plans must assess the options for financing the higher education system, including alternatives for revenue generation (charging tuition, conducting research, faculty/university consulting services, business support services, etc.), and review the feasibility of self-study, distance education, satellite facilities, and use of technology to increase cost-effective access and enable the sharing of expertise among geographically distant campuses.

One result of the planning exercise will be a Master Plan for reconstruction and revitalization, which will include the following specific operational plans:

- Identify technical assistance and faculty support/exchange requirements;
- Develop procedures and a staffing plan for coordinating foreign assistance from expatriate universities as well as direct assistance from external funding agencies;
- Conduct an assessment to determine the cost of restoring facilities in provincial areas;
- Develop a procurement plan to implement the revitalization plan; and
- Develop a schedule, requirements, and a budget for facilities restoration.

The third urgent priority is to strengthen core operations, including procedures for financial management, accounting, and auditing, facilities maintenance and repair, and coordination among external funding agencies.

Finally, a proposal is needed for providing remedial education and additional support to bring dropouts back into the higher education system and to increase the number of eligible applicants.

Youth/Adult/Vocational and Technical Education

Current Situation in the Sector

In view of the devastating circumstances in Afghanistan, it is hard to highlight one sector or problem as being the most daunting to address. However, the broad category of youth/adult/vocational-technical education may fit that description, if only because of the immensity and variety of the demand, and the critical importance of its success. The potential market for training is in the millions—providing literacy for people who have never had education, providing migrants to cities with job-related training, helping skilled and semiskilled workers gear up for a massive reconstruction effort, restoring technical capacity in a range of enterprises, and training office workers and support staff, just to list a few. The potential clients include refugees whose traditional livelihoods have been destroyed, widows and orphans who are now breadwinners, and demobilized youth—and children—with no skills or experience other than war and refugee life. Vocational-technical training forms the critical linchpin between the millions of poor and jobless who are trying to find livelihoods in a recovering economy and the urgent needs of a massive rehabilitation effort. The gap between these two elements is measured in social and political instability and insecurity. This subsector affects the majority of the population—and failure to address these issues effectively can undermine the reconstruction and recovery effort.

Indicators

The available data on student enrollments, academic and teaching staff, administrative and support staff, are summarized in Table 2.

No information has been obtained about the historical levels of enrollment in the system. Obviously, student enrollments fell dramatically as buildings were destroyed and equipment and materials pilfered. However, data provided indicate that there are only two students per teacher, which seems unlikely. Furthermore, all sources indicated that the teachers in this sector migrated to better jobs in

	Kabul	Provinces	Total
Students enrolled	895	949	1,844
Teachers	424	429	853
Administrative	119	144	263
Other Staff	255	366	621
Total	1,693	1,888	3,581

Source: Ministry of Education.

other countries. Therefore, additional data are needed to determine the actual state of affairs.

Institutional and Physical Infrastructure

The Technical and Vocational Education (TVE) sector has traditionally consisted of formal, institutional education and training. It is generally classified into three segments: junior secondary (grades 6–9), secondary (grades 9–12), and higher secondary (grades 9–14). These are known by a variety of names, which reflect historical affiliations and influences. For example, there are lycées or lyceums for business, art and music; and *tekhnikum* or technical institutes/schools for mechanical/electrical and similar skills. In addition, there are agriculture lycées, which are mainly located in the provinces.

Virtually all of the physical structures and materials/equipment of these institutions are badly damaged or destroyed. The following description of the TVE system represents a system that is no longer functional. The TVE system, as shown in Table 3, consisted of 41 schools/institutes in Kabul and in the provinces.

Three of the year 9–12 technical schools in Kabul include specialized institutions operated by ministries responsible for the telecommunications, power and energy, and transport sectors. Business/administration schools in Kabul include an Institution for the Blind and a School for Women, as well as schools for business/administrative training (including office workers).

While these organizations are identified as part of the MOE structure, the institutes appear to be owned and operated by other ministries or institutions, or the provincial administrations, which are responsible for developing the technical content of courses to meet their needs. The primary role of MOE appears to be the validation of these programs through examinations and the award of certificates. The financial support, including salary payments, for these institutions is not clear. A review and redefinition

Table 3. Technical and Vocational Schools and Institutes

Skills	Location	Year 9-14	Year 9-12	Year 6-9	Total
Technical	Kabul	5	12	1	18
	Provinces	2	5	—	7
	Subtotal	7	17	1	25
Agriculture	Kabul	1	—	—	1
	Provinces	—	10	—	10
	Subtotal	1	10	—	11
Business/ Adminis- tration	Kabul	1	4	—	5
	Provinces	—	—	—	—
	Subtotal	1	4	—	5
Grand Total		9	31	1	41

*Notes: — = not available.
Source: Ministry of Education.*

is needed of the roles and functions of MOE in relation to the TVE responsibilities of other ministries and agencies for the specialized sectors. All private providers of TVE and the NGOs that operate vocational and skills training programs should also be accounted for. The relationships and responsibilities of MOE and those of the provincial authorities that run their own TVE outfits must also be reviewed and clarified.

Overall organizational responsibility for TVE has shifted back and forth between MOE and MOHE over the years. Currently, TVE is back with MOE. When TVE was with Higher Education, Kabul University provided a steady supply of well-trained teachers for TVE.

The Kabul Polytechnic was started in the mid-1960s to educate competent technologists with a practical orientation in construction, geology, and electromechanics. Students of grade 12 were recruited through a competitive examination and followed a 10-semester program of study. The Polytechnic is reported to have had an enrollment of about 1,500 and a faculty of about 200 professors and lecturers. In recent times, these numbers have dwindled to about 300 students and 75 faculty and staff, and current expected enrollment is unknown. The physical infrastructure is damaged and all equipment and materials are gone. The Polytechnic is under MOHE.

Human Resources

In the past, Kabul University was responsible for training technical educators/teachers for technical institutions/schools and for agricultural schools. The Faculty of Engineering of the University consisted of the departments of electrical, civil, mechanical, architecture, chemical, and agricultural engineering, and a Department of TVE,

which was responsible for training technical teachers for technical training institutions. Similarly, the Faculty of Agriculture consisted of the departments of economics, extension, and vocational education, which trained teachers for agricultural schools. At present, all TVE departments have been dismantled, leaving no organization responsible for training vocational education teachers.

Priorities and Sequencing

The traditional TVE approach will not serve the immediate and urgent needs in Afghanistan. The highest priority is for large-scale, short-term training and apprenticeships linked with job-creation schemes under the reconstruction process. The scale of the need is so great that multiple and creative approaches will be needed. All skills training will need to be supported by job-placement efforts. In addition to training related to the reconstruction efforts, considerable vocational training will be needed for special target groups such as widows, orphans, street children, and demobilized youth and children.

Initially, the immediate priority is to meet the skill needs of the recovery and reconstruction efforts. While consolidating these efforts, the capacity of the system should also be further developed to produce skills needed to cope with the absorption of new technologies. By acquiring such skills, Afghanistan will be able to take advantage of emerging global economic opportunities and to integrate with the international community.

To meet these diverse needs, it will be necessary to explore and adapt the best in TVE and skills training for youth, taking advantage of the most recent advances in education methodologies and technologies, particularly those adapted to rural and remote communities. A body of best practices for organizing and educating youth, for bringing literacy and life skills to young women, and for delivering second-chance education to children has been developed and tested throughout the developing world. As emergency response turns into transition, coordination between government and nongovernment stakeholders will need to be strengthened and regularized to ensure that a large array of services is available to out-of-school children and youth. NGOs might see their role in basic education change as MOE supports a growing number of schools and as girls enter the formal system. At the same time, MOE may rely on NGOs to enhance their efforts to serve hard-to-reach populations or those with special needs.

Finally, a parallel process of long-term development of the institutions and policies needed in technical and vocational training will be necessary. Assessment of alterna-

tive approaches and the integration of academic and technical education streams will be part of the sector planning exercise to create an overall rational and effective education system that meets the needs of the Afghan economy.

Teacher Education and Training

The prewar teacher education system in Afghanistan was based on a network of 14 2-year teacher training colleges in 11 provinces. With the Soviet invasion, six of these colleges were transferred to the MOHE and converted to pedagogical institutes with 4-year programs of study, and the remain-



With the school year about to begin, teachers in Kabul confer about priorities and budgets.

ing colleges were not supported. By 1984, only three teacher training colleges were functioning; and after 6 years of the Taliban, two of these institutions still functioned—but only partly: they have suffered physical destruction and neither has active staff, although several have applied to accept students in 2002 from among those who take the higher education entrance examination.

The issue of teacher education and training is a difficult one. On the one hand, rapid expansion of the basic education system will require immediate recruitment and functional training of more than 4,000 new teachers each year, a goal for which the traditional teacher education system is unsuited and which it is wholly incapable of achieving under current circumstances. Simply put, the education system cannot wait 2 or 4 years for new teach-

ers. Moreover, it is not clear that separate facilities with multiyear programs are the most effective or efficient means of educating teachers. The alternatives of incorporating teacher education into general college or even secondary school programs, coupled with intensive in-service training, may be more effective in both the short and long term. These options need to be explored to avoid making large investments in obsolete institutions.

On the other hand, Afghan educators have considerable professional and emotional attachment to the former system, and are strongly in favor of rebuilding and restoring the full network of 14 teacher training institutes. MOE will require assistance to conduct a programmatic assessment of the options and to develop both immediate and long-term plans to address the shortage of teachers in an efficient way.

In the short term, the urgent need for primary and secondary school teachers will require flexible and innovative approaches for rapid deployment, training, and support of teachers who lack traditional qualifications. This is an urgent priority for MOE and external funding agencies to ensure that acceptable levels of quality are maintained in a rapidly expanding education system.

Early Childhood Education

Early childhood development (ECD) programs address the needs and development of young children from birth to 6 years of age, their families, and their communities. They are multidimensional and designed to support children's health, nutritional, cognitive, social, and emotional abilities, enabling them to survive and thrive in later years. Reflecting cultural values, they must be deeply rooted within families and communities, blending what is known about environments that enhance optimal child development with an understanding of traditional child-rearing practices that support and/or curtail a child's development. The goal of the ECD strategy is to help families ensure that their children reach school age, not only healthy and well nourished, but intellectually curious, socially confident, and equipped with a solid foundation for lifelong learning.

Current Situation

ECD programs have a relatively short history in Afghanistan. They were first introduced during the Soviet occupation with the establishment in 1980 of 27 urban preschools, or *kodakistan*. The number of preschools grew steadily during the 1980s, reaching a high of more than 270 by 1990, with 2,300 teachers caring for more than 21,000 children. These facilities were an urban phenomenon, mostly in Kabul, and were attached to schools, government offices, or factories. Based on the Soviet model, they provided nursery care, preschool, and kindergarten for children from 3 months to 7 years of age under the direction of the Department of Labor and Social Welfare. The vast majority of Afghan families were never exposed to this system, and most of those who were never fully accepted it because it diminished the central role of the family and inculcated children with Soviet values.

With the onset of civil war after the Soviet withdrawal, the number of kindergartens dropped rapidly. By 1995, only 88 functioning facilities serving 2,110 children survived, and the Taliban restrictions on female employment eliminated all of the remaining centers in areas under their control. At present, no programs of any size exist, facilities have been destroyed, and trained personnel are lacking.

Indicators: Threats to Early Childhood Development

It is estimated that 2.5 million Afghan children are less than 6 years of age. A range of both biological and environmental risk factors act synergistically to exert a powerful negative influence on the growth and development of the Afghan child.

A mix of religious and tribal customs and beliefs permeates Afghan society, with kinship substituting for government in most areas. Communities are traditionally closely knit with a strong emphasis on the extended family. Roles are clearly defined and central to the social order. Decades of war, massive displacement, and changing power structures caused the collapse of community-support networks and the erosion of the extended family—one of the most basic traditional coping mechanisms. Large numbers of women are widowed and have had to assume unaccustomed and nontraditional roles as family breadwinners.

One quarter of all children die before the age of 5 as a result of birth trauma, neonatal tetanus diarrhea, pneumonia, and vaccine-preventable diseases. Iron-deficiency anemia is widespread, affecting half to two thirds of children

under 5 years of age. Large numbers of children are chronically malnourished; 45–59% show high levels of stunting. Malnutrition contributes to high rates of maternal mortality among adolescent girls in a culture where as many as half of all girls marry before the age of 18, and many soon after adolescence.

Confronted with these interlocking threats to development, children arrive at school unable to take advantage of learning opportunities. It is not surprising that dropout rates are high. Figures from 1999 show that one in four children dropped out of school in grade 2 and almost one in two in grades 3 and 4. In addition to the child's physical and health status, other factors contributing to high dropout rates are family issues and competing priorities for the child's time, irregular teacher attendance, subject irrelevance, and poor quality of teaching.

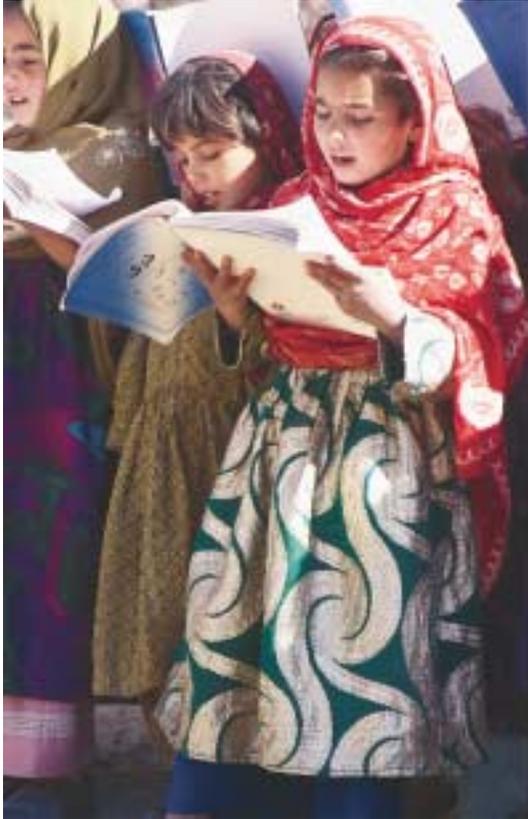
Institutional and Policy Environment

At present, no policies deal with early childhood and no institutions have either the responsibility or the capacity to provide such services. In the past, the Ministry of Labor and Social Affairs was accountable for kindergartens, nurseries, and crèches, while orphanages fell within the purview of MOE. At present, the Ministries of Education, Labor and Social Affairs, and Women's Affairs have expressed an interest in overseeing the early childhood sector. As the Government continues to define and restructure ministerial responsibilities, the strengths and limitations of various options, including an interministerial coordination agency, should be carefully considered.

While formal structures do not exist, it is not clear whether any informal childcare arrangements exist at the community level other than those provided by family members. As women enter the work force, it is likely that a market for private preschool services will emerge in urban areas.

Human Resources

Few data exist on the number and status of childcare providers formerly attached to the Ministry of Labor and Social Affairs. These employees were high school graduates who had completed a 6-month training course in early childhood development. If they can be found and provided with refresher training, they represent a limited pool of skilled and committed service providers. Several NGOs provide a range of services to groups of mothers and young children, including Save the Children, the Aga Khan Foundation, World Vision, the Swedish Committee for Children, CARE, and OXFAM.



Two little girls in Qadam Joy are intent on their books.

Their expertise in working with families and communities provides possibilities for partnership in a proposed Afghan early child development strategy.

Crosscutting Issues

In addition to linkages with health and nutrition, the early childhood sector addresses several crosscutting issues, including gender and children with disabilities. The roots of discrimination against girls, the stereotyping of male and female models of behavior, and the acceptance of male domination and violence against women are

formed very early within the family. These values are reinforced in the school, community, and institutions that support children and their families. Since gender-equity issues in education begin in early childhood, the strategy suggested is one of informal community-based programs that support the capacity of families and communities to provide a fair start to girls as well as boys, and help parents better perceive the capabilities of the girl-child, thus leading to a longer period of schooling and increasing the probability that girls will enter and remain in primary school.

The term “children with disabilities” subsumes a wide range of atypical disorders, from short-term behavior problems to long-term physical, mental, and emotional disabilities. In view of this, there is an urgent need to provide attention to children with these disabilities. The integrated-holistic approach to normal child development provides a unique opportunity to identify these children early in life and to provide them with early intervention services. The recommended strategy is to equip paraprofessionals and families with the skills needed for the early identification of disabilities and intervention with infants and young children.

Strategy and Priorities

In light of the absence of infrastructure and capacity in this area, the first priority is to distribute materials of immediate use to young children and introduce the concept of early childhood programs for use in existing programs, such as those run by NGOs. Therefore, the initial proposed investments are intended to provide immediate benefits to as many young children as possible, while implementing pilot programs that may form the basis for later, more substantive institution building. Given the high cost and complexity of restarting primary education, it is not recommended that the Government embark on a large-scale ECD program. Instead, it should provide a conducive policy environment to ensure smooth functioning of NGO/private sector-run facilities. Community participation in ECD must be encouraged.

A DEVELOPMENT FRAMEWORK FOR THE SECTOR

Policy Framework

The Government has not had the time or capacity to articulate a policy statement for the education sector, or to develop a strategy that incorporates the immediate needs of the nation into a longer-term framework for development. Discussions with senior officials in the Afghanistan Assistance Coordination Authority (AACAA), the Ministry of Reconstruction, and MOE indicate that a range of policy concerns is under consideration by the Government and that some policy directions are beginning to emerge.

The MOE will require a set of interim policies in key areas, to facilitate the rapid expansion and recovery of the educational system and to develop the ability to address the needs of multiple target groups. The CNA mission recommends that MOE adopt an interim policy of not making investments with long-term implications (such as significant new buildings and institutions) until it completes a long-term strategy. This will provide the Government with enough data and time to make informed decisions about future directions and structure. In the meantime, the highest priority must be the rapid extension of services to the population through multiple avenues.

The parallel process of developing a long-term strategy, appropriate policies, and a sector development plan can be started immediately. The pro-

posed projects include assistance in developing such a long-term strategy and policies. Such decisions should be based on solid data, analysis, and the consideration of alternatives. Some of these decisions must be made relatively soon, while others can be addressed on the basis of a more flexible timetable. Among the issues that this policy formulation process must address, in order of priority, are the following:

- **Stronger capacity for policy formulation and implementation.** Throughout MOE, the capacity to formulate and implement policies is understandably weak; it has not had time to develop formal systems to coordinate and direct the work of its various parts. However, this is an essential capacity that must be developed quickly.
- **Agreement on a streamlined institutional structure.** AACAA has indicated a general preference for an

Little girls study in a UNHCR refugee camp in Zhare Dasht, Kandahar province; NGOs have carried on some of the most successful education interventions in displaced persons camps and in refugee camps in neighboring states.



efficient, streamlined bureaucracy that implements appropriate government functions while leaving a substantial role for the private sector. Within the education sector, general agreement exists about the need to avoid developing heavily centralized ministries, and to define appropriate roles and responsibilities for provincial, district, and school/community entities. However, not all MOE departments reflect this philosophy in their planning for this first year. It is important that clear operational guidelines be established, particularly for the interim period, that promote rapid scaling up of educational services, including use of existing NGO capacity, short-term teacher training programs, and use of existing materials.

- **Achieving equity of access and rapid expansion of access.** Gender, regional, and urban/rural equity have been identified as key tenets of the education policy. The ability to achieve greater access for disadvantaged populations will depend a great deal on the policies adopted by MOE in key areas such as teacher recruitment and training, the use of NGOs as implementing partners, and construction practices and standards. Flexibility is necessary not only in the policies for teacher recruitment, allocation of school buildings, and their design, but also in school hours. Construction of completely separate schools for boys and girls is an unaffordable option. The Ministry has indicated a general preference for coeducational use of school facilities where it is acceptable to the community. Various options can be considered, such as separate shifts for boys and girls. Access is also influenced by seasonal activities. Based on the experience of several NGOs, it is necessary to allow schools in certain areas to operate during all winter months, for full days, since agricultural activities cease during the winter season. Members of communities in such areas, including the children, are occupied during summer season with work on their lands.
- **Providing educational opportunities for special out-of-school groups.** The educational needs of vulnerable groups, including children with disabilities, war widows, and young adults who did not complete school (including demilitarized combatants) must be addressed in the near term. These needs may take many forms. A government policy that encourages and validates general education equivalency for primary and secondary school degrees through accelerated learning programs with nontraditional delivery mechanisms will effectively expand the coverage and access of basic education to many of the “lost gen-



Bullet holes pock the school wall behind this young boy in Kabul.

eration.” Simple self-study materials, such as ABC Learning Packages, can be used for this purpose. In addition, skills-oriented vocational and technical training directly linked to employment opportunities related to the reconstruction of Afghanistan is urgently needed.

- **Role of and relationships with the private sector and NGOs.** The relationship of MOE with the private sector and NGOs is complex, and must be carefully formulated into policies and a regulatory framework and procedures. The relationship with the private sector has three main aspects: the private sector as a provider of education services; as a cooperating partner, particularly in secondary and vocational training; and as an outsourcing mechanism. An interim policy encouraging the use of multiple mechanisms, including the private sector and NGOs, will be necessary to expand educational services rapidly throughout the country. Over the longer term, a comprehensive policy must be developed. As a service provider, the private sector, communities, and NGOs have built and are operating or supporting more than 1,000 primary schools. Over the short term, these programs will continue to operate, to maintain and expand access to education. As the Government restores the system, the role of NGOs as partners in this process needs to be strategically planned, with a



Young boys study in a UNICEF tent school in Qadam Joy, Sar-e Pol province.

coherent policy on functions, quality control, and possible cost sharing. Over the longer term, a policy will be required to establish the framework for such schools to function, or to be absorbed under the umbrella of MOE. Eventually, a regulatory framework for the promotion of quality private schools, with appropriate oversight and quality assurance by the Government, will be required. In the vocational-technical field, many private training institutes already exist, primarily for English language training and computer skills.

A similar framework will be required for community involvement in school governance. In the absence of government schools in many locations, communities have been instrumental in setting up, financing, and managing schools. Integration of these schools into the national system will be complex, because such key issues as teacher recruitment, qualifications, and pay are currently determined by the community. Formal mechanisms for school-community partnerships, which may include Parent-Teacher Associations and School Management Committees or Village Education Committees, will need to be established, to specify operational modalities, resource allocations, and accountability and communication structures, within a policy framework.

At the secondary and vocational-technical level, close relationships with employers will help the educational institutions develop better curricula and areas of study that are relevant to the labor market. Policies and mechanisms enabling this type of collaboration, including internships, apprenticeships, and work-study options, may

be appropriate. As a provider of outsource services, the private sector may be particularly important in the immediate reconstruction. MOE will require a policy and procedures for outsourcing such operations as school construction, repair, and maintenance; delivery and warehousing of materials; financial management; transportation; and perhaps even teacher training. In the short term, such a policy is a necessity to expand access as quickly as possible. Over the long term, this policy will be linked to the broader policy on the role and responsibilities of MOE.

- **Setting salary and staffing levels.**

Perhaps no policy issue requires an interim policy and planning guidelines more urgently than the question of salaries and staffing. Before the present Government took office, the Rabbani Government established a

policy of rehiring staff at the same levels as existed in 1995. As the Government has not articulated a different policy, MOE and the provincial departments are hiring large numbers of employees, and individual departments are planning for even larger staff increases in their development plans. Although final policies cannot be made until the Government and ministry budget parameters are established—including the civil service salary structure—it is important for MOE to avoid locking itself into unmanageable and unsustainable staffing patterns. In planning for recurrent budgets, adequate space must be created for nonsalary expenditures, such as materials and supplies.

- **Gaining access to qualified staff through seconding.** Because of low salary levels, MOE is unable to attract many qualified Afghan educators to government service. This problem is exacerbated by the competition from NGOs and development agencies, which pay higher salaries for qualified educators to manage their programs. One possible solution is for qualified staff to be seconded to official positions and/or to facilitate staff exchanges between MOE and the NGOs, which could result in on-the-job training for MOE staff. This is included as a possible high-impact project. However, it will require enabling policies and mechanisms from both MOE and the NGOs.

- **Carrying out curriculum revision and implementation.** A full-fledged revision and reassessment of the Afghan curriculum, educational objectives, and textbooks/learning materials must be initiated in the first year. While the implementation of this will be a long-term activity, early direction and policy decisions

will be important in providing guidelines. The curriculum review should address the broad questions of whether, and how, to use or adapt the Basic Learning Competencies; of determining a strategy for improving the quality and relevance of the curriculum; and of developing strong linkages between secondary education and workforce needs. It will also require specific policy decisions regarding which language(s) might be the medium of instruction at different ages and for different subjects. This will address the question of national languages as well as the proposal that English be the medium of instruction in some subjects at secondary and university levels. Promotion of civics and governance-related subjects to promote peace, stability, national unity, and social harmony must become integrated parts of the curriculum. These decisions will have substantive implications for all other curriculum development decisions.

Institutional Framework and Capacity Building

Overview

The development of a coherent institutional framework and the need to build capacity to support that framework are essential activities that cut across all subsectors addressed in the CNA. They also cut across organizations involving the Ministries of Education, Higher Education, Health, Women's Affairs, and Labor and Social Affairs. This analysis is based on a system-development framework, including the organizational structure and roles and responsibilities of the ministries, staffing patterns, information systems, and procedures and rules for governance.

MOE and MOHE have been operational only since the initiation of the present Government. Within a very short period of time, they have become preoccupied with the details needed to restart the education system—registering students, reenrolling teachers and principals, developing payroll lists and payment procedures, recruiting teachers, recruiting core MOE staff, approving applications for school rehabilitation, making decisions on curricula and textbooks, developing relations with the provinces, and working out arrangements with the many education NGOs. This work is being done with limited staff, minimal equipment, nonexistent communications, and almost no material support.

Organization of the Ministry of Education

The central MOE is organized into 22 departments, including a General Secretariat. These are coordinated by two deputy ministers, one for operations and one for program. At present, the deputy minister for operations is performing both functions. All 22 departments are on the same organizational level and all report directly to the minister. They are grouped into five categories:

- Coordination and control: deputy ministers, General Secretariat, audit and inspection;
- Planning, international relations, and construction;
- Management structures: personnel and administration;
- Subsector structures: primary education, secondary education, vocational education, literacy, health, religious education, sciences education, sports, scouts, and orphanages; and
- Pedagogic structures: teacher training, translation and compilation (curriculum and textbooks), printing and publication, and distance education.

In addition, a Kabul City department is attached to the ministry, which administers the schools of Kabul. The other districts of Kabul are attached to the Provincial Directorate of Education under the governor of Kabul Province.

The distribution of roles and responsibilities among the central departments is fragmented by functions. The subsector departments, such as primary and secondary education, have only administrative responsibilities, and have no role in the issues of curriculum, teacher training, or planning related to their subsectors; these are responsibilities of the technical departments, which handle them without consultation with sector departments. Realignment of these roles and the promotion of coordination between departments are needed.

The 32 PEOs are responsible for supervising primary and secondary education, as well as literacy. The activities of central departments, such as vocational and technical, are not channeled through PEOs or DEOs, which number about 535. The detailed organization of PEOs may differ from one province to the next, but the general structure remains the same. A quick survey of the 10 provinces in the central region indicates that, generally, the provincial offices have two or three deputies (administration, technical affairs, and religious affairs), an inspection and supervision department, a student affairs department, a literacy department, and

operational departments such as planning, personnel, administration and finance, accounting, services, and supplies. Only one out of the 10 provinces has a construction department. For these provinces, PEOs have about 50 staff.

MOE's overall organizational model is a centralized system, although historically provinces have had an important role. PEOs have had substantive responsibilities over the years, including the assignment of teachers, financial management, student assignment and management, and even some purchases of materials. Because of the lack of communication with provincial and local levels over the past 10 years, the PEOs' functional autonomy has increased. Their relative autonomy is a strength that should be built upon.

Some MOE departments have shown considerable interest in returning to a highly centralized model. This is counterbalanced by recognition within the Government and other parts of MOE that there can be no return to a heavily centralized education bureaucracy, both in terms of efficiency and in terms of the immediate need to rapidly expand services. Providing MOE officials with exposure to recent education experiences in neighboring countries may be an important element in the rebuilding process, as Afghans explore ways to build on the advantages of their existing structure.

Human Resources

Table 4 shows the total allowable staff at the central MOE and at the provincial levels. Based on these staffing charts, the combined total employment in the MOE central office and the provinces is 75,464. The total number of staff presently in the central MOE office is 1,650 (285 teachers, 704 nonteaching professional staff, and 3,887 support staff) The actual number of staff presently working in the provincial offices, districts, and schools is not known. The Taliban Government had dramatically cut the number of civil servants, so the 1996 staffing charts do not reflect the current reality. At present, the MOE at both the central and provincial levels is actively recruiting on the basis of the former charts, so the number of employees changes on a daily basis. The rehiring process is proceeding with little control, few guidelines, out-of-date personnel records, and no communication with the provinces. The best estimates from MOE indicate that total current staffing is 66,000 (39,629 teachers, 11,130 professional staff and 15,241 support staff), distributed as indicated in Table 4.

Table 4. Approved Ministry of Education Personnel Chart for 2002

Department	Teachers	Professional Staff	Service Staff	Total
Central MOE (including directorates, literacy, religious schools, teaching training, vocational, and directorates of orphanages)	6,712	2,074	2,881	11,667
Provincial education personnel	32,917	9,056	12,360	54,333
Total approved personnel	39,629	11,130	15,241	66,000

Source: Ministry of Education.

The implications of the fluctuations in employment for MOE's finances are enormous, making it difficult to make reliable forecasts. The Civil Service Commission is working on an overall government salary structure that may end up almost doubling current salaries, which are universally seen as below a living wage.

The age distribution of existing staff is a concern, as the average age in the central MOE is relatively old, ranging between 45 and 60.

Assessment of Current MOE Capacity

MOE staff have made a tremendous effort to respond to the pressing needs to restart the system. By any measure, the achievements of the past several months are impressive, particularly in light of the scarcity of resources and information. These achievements indicate motivation and ability. Nevertheless, the central departments are constrained by a limited capacity to establish priorities, develop detailed plans and budgets, and implement them. Any educational planning exercise is highly constrained by the lack of reliable data, lack of communication with the provinces, and lack of substantive experience. MOE's departments have had no substantive experience or responsibilities in years.

While the capacity constraints are an issue for all the departments, special emphasis is warranted in several departments with critical operational responsibilities. These are construction and finance/personnel. The Building and Construction Department, the key organization for planning and coordinating school reconstruction, lacks the human and material resources to assess needs and plan for repairs. The staff dropped from 411 to 50 during the Taliban

regime. The function of this department has varied considerably in the past decades, from being primarily engineering of school design and quality control to more direct responsibility for construction and furniture manufacture under the communist regimes. The different views of this organizational role are reflected in the present work plans for outsourcing the initial reconstruction to outside contractors (the private sector, NGOs, and communities). However, some officials hope to eventually recreate a large-scale centralized construction department working from seven zones around the country. Immediate assistance is needed to assist this department to perform its critical functions, while developing feasible and sustainable long-term plans that provide for an appropriate supervising role for the ministry and that involves the private sector in actual construction.

The Personnel and Administration Departments have a clear understanding of their role, at least for the central level and within present policies. However, they do not have the resources or capacity to perform their basic functions: massive recruitment and deployment of additional needed teachers, budget preparation and expenditure, establishment of central and provincial payrolls, timely payment of salaries, accounting, and finance control. These functions are critical for the revitalization of the education system and must operate, from the start, at an acceptable level. These departments need immediate support.

A scene inside MOE: most of the ministry's furniture and equipment was damaged, looted, or vandalized.



Assessment of Provincial Education Office Capacity

Although little information was available from the provinces, a rapid assessment of provincial capacity was facilitated by MOE workshops, supported by UNESCO and UNICEF, in which senior officials from MOE and all PEOs reflected on policy issues. The CNA mission team exchanged ideas with the participants on the future direction of education in Afghanistan, principles and issues for education development as highlighted by international experience, and immediate needs and high-impact projects for education in Afghanistan in the short term.

The workshop resulted in initial recommendations for priorities and critical needs as defined by representatives of the officials most directly responsible for rebuilding the system. These recommendations are incorporated in the proposed Quick Impact Projects (QIPs) (see Appendix). The consultation revealed a high degree of motivation, commitment, and practical thinking on the part of the provincial education officers as well as central MOE directors. Clearly the PEOs will be viable and important partners in extending education services throughout the country.

Priorities, Sequencing, and Strategy

It is important to recognize that the implementation process is working on an Afghan timetable rather than an

external funding agency timetable.

Events and actions are moving rapidly, and assistance must start quickly if it is to be effective and not be overtaken by events. The objective of the Afghan Government is to extend education services to 2 million children within 2 years; equally important is meeting the education needs of out-of-school children, youth, and adults. This calls for a pragmatic and well-coordinated strategy that utilizes all local capabilities in an efficient manner.

The proposed strategy for supporting institutional strengthening and capacity building is phased, and is directly supportive of the overall strategy for reconstruction of the education sector.

The first phase of reconstruction assistance, starting immediately, should focus on emergency support for key functions and decisions, providing space and support for the development of long-term plans. This phase will support leadership and management, key planning and coordinating functions, immediate technical and material assistance to critical operations, and long-term sector planning leading to specific strategies and implementation plans for each subsector. The second phase will be to implement the subsector plans. Each of the immediate priorities is discussed below.

Leadership and management support includes technical and material assistance for the effective functioning of the minister's and deputy ministers' offices in providing vision and operational guidelines to line MOE departments as well as provincial offices. The leadership cadres in MOE and MOHE are mostly new and inexperienced in managing large organizations. Assistance can be provided in establishing regular procedures and mechanisms in support of core management functions. This should include such elements as team building, setting priorities, developing and implementing interim policies, establishing operational relationships with provincial officials, interministerial coordination mechanisms, and basic operations. This support should include technical assistance, training, staffing (by seconding or assigning key personnel), equipment and supplies, and transportation.

Support is urgently needed for critical operations. While some of these functions may be subject to reform over the medium or long term, immediate attention must be given to improving current operations. They are critical to the ability of MOE to function on a day-to-day basis. Among the highest-priority operations requiring immediate support are budget and finance, personnel management, coordination with external funding agencies, planning, and school construction. The support should include TA (and/or assignment of highly qualified Afghans in managerial positions through seconding), training, equipment and supplies, and transportation as needed.

Basic rehabilitation of MOE and the PEOs is essential to enable MOE to function effectively. This includes rehabilitation of office spaces, utilities (water and electricity), communication and transportation equipment, office furniture and furnishings, and supplies. Computers and training should be provided where possible.

Detailed sector assessment should be completed and a strategic planning process put in place. The challenge of rebuilding the education sector is too complex to be addressed

adequately in such a short time. The development of a full sector plan will involve multiple processes:

- Gathering quality information about the school system through an Education Management Information System (EMIS);
- Building a better understanding of educational needs and opportunities through a community educational resource survey;
- Facilitating planning and subsector workshops with center and provincial participation to review options and develop proposals;
- Paying visits to comparable education systems to assess the applicability of different approaches;
- Providing TA in specific areas; and
- Developing detailed subsector strategies, plans, budgets, and implementation schedules that will form the basis for the major educational development investments in Afghanistan.

This will be completed in a structured process under the leadership of a steering committee of MOE and MOHE. Each subsector team will be jointly led by an MOE official and a consultant provided by an external funding agency or NGO.

The second phase of assistance will start after the sector and subsector planning is completed. Based on these detailed subsector program strategies and development plans, the Government and the external funding community will decide on priorities and implement projects. Among the components of Phase II high-impact projects may be

- curriculum and textbook development;
- teacher education and training;
- assessment;
- construction;
- improving the quality of education;
- expansion of the secondary school system;
- vocational and technical education;
- nonformal education;
- school management;
- system governance and institutional strengthening at provincial, district, and/or central levels;
- development of management systems (information, financial, budgeting, human resource, evaluation); and
- tertiary education development.

While some investments and capacity building will have already been initiated in some of these areas, the major investments will be built on the strategic development plans developed by the new Government.

WORK PLAN FOR SECTOR PLANNING AND CAPACITY BUILDING

Assistance will be extended to MOE to support its development of a comprehensive sector strategy for all levels of the educational system. This will include an institutional analysis and sector work to gain in-depth knowledge of the sector, its potentials, and its development requirements, including identification of opportunities for women's leadership roles in education. Support will be provided to MOE and lower levels of the system for coordination, planning, management, and monitoring of school reconstruction activities. This will be undertaken with involvement of communities and will have a holistic focus, including aspects such as construction of buildings, provision of equipment and materials, deploy-

ment of teachers, and financing. These activities will contribute to the following goals: formulation of a policy framework; a plan for an institutional structure to support and implement those policies; specific work plans to implement each element of the system at the central, provincial, and school levels (curriculum revision, professional development, administration and financial management, school management, guidelines for community participation, information and monitoring systems); and a financing plan. The implementation of the work plan will be supported through the QIPs presented in the Appendix.

The projected schedule is shown in Figure 1.

Figure 1. Work Plan Schedule for Sector Planning and Capacity Building

Activities	2002							
	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Establish steering committees								
Workshop/civil society consultations								
Field visits								
Analysis, options, planning								
– policy framework								
– plan for institutional structure								
– curriculum revision								
– professional development								
– administration and financial management								
– school management								
– community participation								
– information systems								
– work plans for implementation								
– financing plan								
Report presentation								
Report revision								
<i>Source: Ministry of Education.</i>								

INVESTMENT PLAN

Investments in the restoration of the education system are likely to account for a large portion of the Government's budget in the next few years. The investments must be made efficiently and effectively on the basis of sound interim policies and strategies. The following discussion on investment in education addresses two elements: recurrent costs and QIPs. As the key variables determining recurrent costs—number of employees and planned salary levels—are both undetermined, a firm number cannot be identified. Therefore, the analysis describes the current estimate of recurrent costs and scenarios, demonstrating how changes will affect the cost structure. For the proposed QIPs listed, commitments by external funding agencies are identified whenever possible. These tables are unavoidably incomplete, as not all commitments are known and some external funding agencies have still not finalized plans.

Recurrent Costs

Recurrent costs will be the largest single expense of the education sector, exceeding development and capital expenses by a considerable margin in any given year. As in many developing countries, MOE is the largest civil service employer, so changes in employment or salary levels in education significantly affect the level of government spending. A budget planning exercise is currently underway by the Civil Service Commission to estimate a sustainable recurrent budget level for Afghanistan. The two major elements affecting the budget are salaries and the number of employees, both of which are in flux.

Remuneration

The present system is a remnant of a prior salary structure in which salary was supplemented by nonsalary remuneration, such as allowances for food, transportation, and other costs. Originally, salary represented the largest part of the remuneration, but over the years, it has shrunk to a small fraction of the total. A current teacher's salary, which has not been paid for more than 6 months, averages about \$41.00 per month, of which \$2.46 is salary and \$38.54 are for food and other allowances. Professional personnel currently receive about \$44.67 per month, while service workers receive about \$40.00 per month.

As noted above, the best estimate of the current MOE staffing level is 66,000, while the MOE staffing chart from 1996 indicates approved staffing levels of 75,464. This range of estimates comprises about 33–37% of the estimated number of all civil service employees in fiscal year 2003.³

Table 5. Average Monthly Remuneration Scale

	Current	Proposed
Professional	\$44.7	\$160
Teachers	\$41.0	\$80
Service	\$40.0	\$40

Source: Ministry of Education Pay and Employment model, as of 7 February 2002.

Specific data on staffing and remuneration levels in higher education are not available. As is the case in MOE, it is assumed that MOHE will employ personnel at the 1996 staffing levels (pre-Taliban). In 1990, UNESCO counted about 1,300 secondary teaching personnel. Assuming that this teaching force grew at about 5% per year, there would have been about 1,500 teachers in 1995. It is further assumed that one third are paid at the teacher level, while the rest are paid at the professional level, and that the full-time teaching force is complemented by 500 additional

² Pay and Employment Model, as of 7 February 2002.

³ A total of 200,000 civil servants, according to the Afghanistan Recurrent Budget estimate, February 2002.

part-time instructors. A different scenario for planning envisions 5,100 total personnel distributed in the same proportion across the personnel grades. Thus, for estimating MOHE's recurrent costs, the distribution of personnel is as shown in Table 6.

Recurrent Budget Scenarios

Table 7 demonstrates the impact of different budgeting and staffing assumptions on the recurrent cost structure. The costs include salary and estimated operations and maintenance costs of 15% of salary. Teacher salaries in Scenario 2 will be a living wage. As the table illustrates, the impact of increased staffing and salary increases is substantial, increasing annual costs for the MOE from \$38 million to \$83 million, and the costs for higher education from \$1.5 million to \$7.2 million. At the higher staffing and salary levels, the annual recurrent costs of education would be about \$90 million in total.

At the base staffing and salary levels, the education sector represents approximately 23% of the estimated government personnel services costs in the operating budget. At the higher staffing and salary levels, education represents up to 44% of total estimated government personnel services expenditures.

Education expenditures are normally measured in two ways—as a share of total central government expenditures (not only wages), and as a share of gross national product (GNP). The proportion of education in total government expenditures varies widely among countries—from a low

of around 5% in South Asia to a high of close to 20% in East Asia and the Pacific. No historical data are available about the relative proportion of education in the national budget in Afghanistan. Clearly, Afghanistan will have to devote a substantial portion of its budget to education to make up for the deficit of past years.

The most recent data from Afghanistan on education as a percentage of GNP, dating from 1981, indicated a very low investment in education of 1.8% of gross national income⁴—well below the already poor regional average in South Asia of 3.1%.⁵ It is reasonable to assume that education will be an important priority for Afghanistan and, as such, will merit an investment of at least 3% of GNP. However, it is difficult to project a meaningful GNP for Afghanistan, where virtually all productive assets have been damaged. Some proportional estimates can be made. The last reasonably reliable estimate of gross domestic product (GDP) in Afghanistan was \$3.7 billion in 1979, when the population was estimated at 15 million. Recurrent expenditures of \$90 million in education would represent 3% of a projected GDP of \$2.9 billion for 23 million people, or less than half of the equivalent per capita income of 1979, when Afghanistan was one of the poorest countries in the world.

From these comparisons, it is clear that the projected levels of expenditure are reasonable in relation to the projected economy, and, by these standards, could be substantially increased. A recovered Afghan economy operating at even the low per capita economic level of 1979 would have a GNP of almost \$6 billion, which could justify education expenditures of more than \$180 million. However,

such normal standards may not apply in Afghanistan, which for the next several years will be dependent on external funding agency support even for core recurrent costs. Therefore, the functional limit on investment in education and the potential for expansion of the system depends on external funding agency contributions and the proportion of such contributions available for education.

Table 6. Distribution of Education Staff Across Personnel Grades

Personnel Grade	MOE Staffing Level		MOHE Staffing Level	
	Base (66,000 staff)	Expanded (75,464 staff)	Base (2,500 staff)	Expanded (5,100 staff)
Professionals	11,130	7,764	1,000	2,000
Teachers	39,629	51,445	1,500	2,000
Service/Manual	15,241	15,255	500	1,000

Source: Ministry of Education.

Table 7. Impact of Increased Staffing and Salary Levels

Salary Level (\$'000)	MOE Staffing Level		MOHE Staffing Level	
	Base	Expanded	Base	Expanded
Scenario 1				
Current Salary Levels	37,695	42,866	1,458	2,971
Scenario 2				
Proposed Salary Levels (year 2)	76,796	82,979	3,590	7,235

Source: Ministry of Education.

⁴ World Bank Development Indicators, 2001.

⁵ These percentages are normally all national expenditures and include both capital and recurrent costs, but not support from international aid.

Quick Impact Project Proposals

The overall strategy proposed by the Government and MOE, and endorsed by the CNA Mission, is to expand access to educational services to a broad swath of Afghan society—children, youth, and adults—as rapidly as possible through multiple delivery mechanisms. The essential process of long-term planning and improvement of educational quality will be implemented in a parallel timeframe. The guiding principles for the initial investments are stated in the first section of this report, including the recommended priorities for the next 2 years.

The CNA mission identified specific activities as priority investments. Programs that have been named for funding, or have already been funded, by one or more of the external funding agencies represented in the

group, are identified. It should be emphasized that this does not capture all external funding agency support, as many agencies are currently in the process of defining their programmatic areas and developing a strategy for moving from emergency to reconstruction assistance. The proposals are generally organized by subsector for activities that support direct service delivery. Capacity building is classified separately, although the bulk of institution-building activities supports primary and secondary education.

The Appendix contains narrative descriptions of the QIPs (project profiles). It identifies just over \$148 million in priority programs, over and above recurrent costs that must be the first priority. The proposed projects are heavily weighted toward basic education—and are even more so when the bulk of the institution-building programs are counted as supporting primary and secondary education. Tertiary education also requires a significant level of investment. The proposed funding indicates that the vocational/adult/youth sector has need of more sources of funds.

INTERIM COORDINATION MECHANISM FOR EXTERNAL FUNDING AGENCIES

The AACA emphasizes the importance of ensuring Afghan leadership in education sector development, facilitated by effective coordination among external funding agencies. The CNA Mission agrees that the AACA should continue to play the key role in coordination as the first point of contact for all external partners.

The Mission clearly sees the need for greatly strengthened capacity for such coordination in the education sector. The Mission recommends the establishment of coordination units in MOE and MOHE to provide an effective mechanism for improving the collaboration and coordination of external funding agencies across activities and regions to avoid duplication of effort and the proliferation of alternative philosophies. This unit would have several purposes:

- To reduce the burden of multiple and overlapping visits to ministry officials by directly providing information;
- To facilitate setting up meetings;
- To identify and effectively communicate common external funding agency issues and concerns related to ministry policies, and arrange for ministry mechanisms to address such concerns;
- To encourage alignment of external funding agency activities with ministry policies; and
- To establish common monitoring, reporting, procurement, disbursement, accounting, and implementation procedures to the extent possible.

The CNA Mission also recommends the establishment of an NGO coordination unit in MOE. The functions of this unit would be similar to those for aid provider coordination, but would also be tasked with developing both immediate operational mechanisms to make NGO activities an extension of MOE programs, and a long-term policy, strategy, and regulatory framework to bring NGO activities more fully under the umbrella of the Ministry.

QUICK-IMPACT PROJECTS: PROJECT PROFILES

Early Childhood Development

Project 1. Young Child Play Kits

Objective. To develop a culturally relevant set of play and learning materials for children between 1 and 6 years of age growing up in difficult times, and show parents and other caregivers how the materials can be used to stimulate their children’s motor skills, language, thinking, and creativity. Although it is a positive preventive intervention designed to reach as many young children as possible, several high-risk target populations will be identified: children suffering from malnutrition (research has shown that weight gain is increased when malnourished children are provided with appropriate social and psychological interactions in addition to food), disabled and hospitalized children, and those living in refugee and internally displaced persons camps.

Scope. One million kits will be developed. The number of Afghan children in this age group is estimated at 2.5 million.

Budget Estimate. \$5 million.

Implementing Agency. Ministry of Public Health (MPH), Ministry of Education (MOE).

Implementation Plan. The kits will be distributed through several channels including feeding centers, the United Nations High Commission for Refugees, and maternal and child clinics. The Back to School logistical network might also be utilized to reach the younger siblings of primary school children. A simple parent orientation session will also be designed.

Timetable. The play kits will be designed and developed in the first 3 months of Year 1. Production will

begin as soon as possible, followed by a rapid distribution system utilizing existing channels.

Project 2. Child Development Communication Strategy

Objective. To enhance early child development by supporting parents in their role as primary caregivers through a series of radio spot and supportive print materials—e.g. posters, banners, leaflets—that provide parents with the essential knowledge strategies and resources for enhancing children’s growth and development during the first 6 years of life.

Scope. Using a positive and interactive style, the radio spots will convey information on aspects of children’s social, emotional, language, motor, and cognitive development, integrated with essential health and nutritional information, and incorporate information derived from formative research techniques and specifically designed to address pressing concerns of Afghan parents. In addition to the parent materials, a series of radio programs designed to foster and stimulate young children’s creativity and social, emotional, and language skills is also proposed. Technical assistance, provided by the BBC, will build on the success of the existing radio program “New Life, New Home.” A community facilitators’ package will be designed to encourage group listening and discussion.

Budget Estimate. \$2 million.

Implementing Agency. Given the interdisciplinary nature of the information contained in the campaign, several agencies will work in collaboration with Radio Kabul, including MOE and the MPH. A collaborative interdisciplinary working group can be established to ensure that the content blends what is known about environments that enhance child development with traditional childrearing practices in a manner that resonates with the family and

community. Printed materials will be distributed through programs with direct access to families with young children, including maternal and child health clinics, nutrition and feeding programs, and community service agencies.

Timetable. An initial 2-year funding cycle is proposed. Year 1 will include the design and development of print and radio programs. Implementation will begin in Year 2, the development of additional print and radio material for and about children will continue in Year 2.

Project 3. Mother and Young Child Learning Centers

Objective. Given the intersecting educational needs of young woman aged 13–24—especially those whose education was interrupted or never began—and their young children, a nationwide strategy of maternal and young child learning centers is proposed. The objective is to provide young children with stimulating early learning opportunities while enabling their mothers to participate in a carefully designed basic nonformal education and life skills program.

Scope. The long-term goal is to develop a system of maternal and early child learning centers as needed throughout Afghanistan. The quality of basic education provided in the centers will be ensured by a set of learning standards that will enable the students to obtain formal academic credit. Specific learning materials can be developed that address childcare and development issues as well as other relevant and practical life skills. With set lesson plans, teachers and facilitators with modest qualifications can easily use the competency-based learning materials. Linkages with community health services would be established to ensure children’s physical growth and nutrition.

Budget Estimate. \$15 million over a 5-year period. The first 2 years of planning and piloting will cost \$0.3 million. A detailed project proposal will need to be developed following an initial needs assessment.

Implementing Agency. MOE, in collaboration with the Ministry of Woman’s Affairs (MWA). It is proposed that MOE be responsible for overall policy development, planning, and management. A unit within Kabul University could be developed to establish an overall system of pre- and in-service training through a network of regional and provincial training centers. MWA as well as interested nongovernment organizations (NGOs) could establish and implement programs in accordance with the training and standards set by MOE.

Implementation Plan. After a 2-year assessment and planning phase, the proposed initiative will be implemented over a 5-year period. The first year will consist of three major planning/preparation activities, including an international early childhood development workshop, needs assessment, and development of vision/policy in support of young Afghan children and their families. In the second year, efforts will focus on the development of young child learning materials as well as child provider training programs. The basic nonformal competency learning-based package for young mothers will also be produced. Two to three model pilot sites will be established in Kabul by the end of year 2.

Basic Education

Project 1. Education Sector Support Program (Including Back to School Campaign Years 1 and 2)

Objectives. To meet the strong demand for education in Afghanistan today by (i) strengthening the capacity of MOE to provide quality primary and secondary education to Afghan children; (ii) by supporting MOE in implementing a large back-to-school campaign aimed at increasing access; (iii) providing materials support for teachers and students, teacher training, and basic upgrading of educational facilities; and (iv) improving the quality of primary and secondary education for all Afghan schoolchildren, with a focus on girls and female teachers, from the beginning of the new school year (23 March 2002).

Scope. Nationwide, implemented through existing MOE channels, provincial education departments, and NGOs, with technical and logistical support from the United Nations Children’s Fund (UNICEF).

Components and Key Activities

1. **Back to School Campaign.** This component includes the procurement, packaging and distribution of essential education supplies and competency-based learning materials for 2.7 million primary students, teachers, and schools, including—on a needs basis—blackboards and floor mats. The distribution of the materials and textbooks created by the University of Nebraska at Omaha will be undertaken in a phased, demand-led manner. Learning materials will also be provided for the next school year. A multimedia information, advocacy, and awareness campaign about MOE’s Back to School program will be developed in collaboration with local and international

radio, local television, community and religious leaders, the United Nations, and NGOs. MOE will lead an information campaign focused on girls.

2. **Teacher Support.** This component will develop and implement a rapid multimedia teacher orientation program on the use of competency-based materials and kits for teachers and education personnel. A phased program of training of trainers and teacher orientation workshops will be implemented throughout 2002. Technical assistance will be provided to MOE to develop and disseminate temporary teacher selection criteria, and to develop and implement a competency-based teacher selection test.
3. **Support to Secondary Education.** This component will procure and package kits of essential education supplies and learning materials for an estimated 400,000 secondary students, teachers, and schools. A package of appropriate furnishings and equipment will be developed in collaboration with MOE and other appropriate technical partners, such as the United Nations Educational, Scientific and Cultural Organization (UNESCO) and furnished to secondary schools.
4. **Safe Learning Spaces.** Small-scale rehabilitation will be undertaken in selected urban and rural schools, a majority of them girls' schools, in partnership with community-based organizations. Temporary shelter materials will be provided to schools, in particular to community-initiated schools for girls. Technical support will be given to MOE to develop guidelines for the development of safe and child/girl-friendly learning spaces and standards for school construction in collaboration with key partners involved (UNESCO, other United Nations agencies, NGOs).
5. **System and Institutional Development.** MOE, provincial education offices (PEOs), and district education offices (DEOs) will be provided with basic furnishings, equipment, and supplies. Assistance will be extended to MOE in bringing in Afghan expertise through a program of seconding Afghan educators to other organizations, in collaboration with UNESCO and NGOs. Technical assistance will be provided to MOE in different aspects of system design and the development of interim guidelines/policy, including support for the finalization of an Afghan Education Management Information System (EMIS), in collaboration with UNESCO and NGO partners.

Teacher support and training will be carried over into the Quick Impact Project (QIP) 3, Quality In-Service Primary Teacher Training, under Direct Support to Basic Education. Technical support to MOE for school reha-

bilitation and for system and institutional development, including the development of an EMIS system, is included in QIP 4, Capacity Building in MOE, under Institutional Strengthening.

Implementing Agency. MOE, with technical, administrative, and logistical support from UNICEF.

Estimated Budget. \$ 47.5 million. The breakdown is as follows: Back to School Campaign, \$17.1 million; Teacher Support, \$1.6 million; Support to Secondary Education, \$12.5 million; Safe Learning Spaces, \$10.3 million; and System and Institutional Development, \$6 million. Approximately \$23 million has been committed and approximately \$24 million more is needed. Expenditures started from December 2001.

Proposed Implementation Plan. The Back to School Campaign began in late 2001 with activities intensifying for the 23 March 2002 launch. Activities will continue until the beginning of the next academic year in 2003. The support for secondary education is for the year 2002 only. Teacher support and the technical support for school rehabilitation and system and institutional development will merge with the QIPs as described in point 5 above.

Project 2. Community-Based Basic Education Rehabilitation

Objective. To provide financial support for cost-efficient rehabilitation of the 80% of Afghan schools estimated to be in urgent need of repair and for furniture, educational supplies, and equipment in these schools.

Scope. The project will include funding for (i) rehabilitation and construction of primary and secondary schools, and (ii) procurement and distribution of school furniture, teaching and administrative equipment, and teacher housing (especially in remote areas) for schools that are rehabilitated or constructed under the project.

Budget Estimate. \$12 million: \$8 million (Asian Development Bank; \$4 million (Islamic Development Bank).

Implementing/Executing Agency. MOE.

Proposed Implementation Arrangements. Planning and implementation will be coordinated with the Ministry of Rural Development and the Ministry of Public Works. MOE will outsource rehabilitation and construction activities to NGOs and private organizations, and will oversee and monitor the activities.

Timetable. The project will commence during the second quarter of 2002, and will be implemented over an 18-month period. It will be closely coordinated with the

accomplishments of a technical assistance project in this same area.

Project 3. Quality In-Service Primary Teacher Training

Objective. To support the development and immediate implementation of a coordinated, integrated in-service training program for teachers already in service that introduces effective learning and teaching strategies focusing on the quality of student learning. Building on this first phase, a longer-term (2 years) second phase will develop and implement on an experimental basis an in-service teacher training strategy and model that relates to curriculum reform (planned by MOE) and that will have a measurable impact on children's learning.

Scope. Nationwide. Approximately 5,000 primary school teachers will benefit from the project, with an emphasis on the inclusion of women teachers. The second phase will be expanded into a third phase to implement the new model nationwide (for which additional funding will be needed). In developing the new model, the possibilities of using distance education modes of delivery will be explored.

Components and Key Activities

1. Program Management. This component will develop an operational partnership between MOE and the NGOs to provide a common in-service teacher support and training program in all areas. This will include developing a coordination mechanism, staffing, and equipping the responsible office in the MOE teacher training division, and conducting joint programming and implementation in both MOE and NGO schools. The management component will include a monitoring and evaluation procedure that will be used to assess the impact of the training programs and different delivery models. The capacity in the MOE teacher training department to coordinate and direct a national in-service teacher training and development program will be strengthened through national and NGO resources, and working through the PEOs. Core teams in each province will be recruited, equipped, and trained to implement the 10-day program and the new training module in the districts where it is implemented.
2. Development of a Common 10-Day Training Module. The project will develop and test alternative means of delivering teacher training and supporting teacher development, including cascade training, cluster

school training, school-based training teams (principal, teachers, supervisor), mobile training and support teams, microteaching workshops, regional training workshops, peer training/reflection, distance education, or other approaches as needed. Ideally, joint MOE-NGO-PEO teams should implement the program. Regardless of the delivery mode, the training will utilize a common set of training materials and approaches covering a minimum set of competencies and agreed content. All training materials and activities will incorporate classroom practices that promote gender equity as well as ethnic and sectarian equity.

3. Implementation of a Nationwide 10-Day Teacher Training Module. This component will implement province-specific training that provides an estimated 10 days of training for every teacher. This may include both direct workshop-style training and distance training, school-based workshops, or other forms. All training, whether directly implemented by the project or by other agencies, will be coordinated by the MOE training department.
4. Implementation of the Experimental Training Module in Selected Schools. This component will include assessment of teachers' entry knowledge, skills and competencies; teacher training; supervisory support; and feedback sessions. The training package will be revised and finalized for nationwide implementation.

Implementing/Executing Agency. The MOE teacher training department, with technical assistance and logistical and administrative support from UNICEF. The project will be implemented through PEO offices and operating grants to NGOs.

Proposed Budget. \$7 million over 2 years. No funding has been identified yet.

Proposed Implementation Plan. The project will be initiated as soon as funding and agreements can be arranged and will be implemented over a 2-year period.

Project 4. Second-Chance Education for Out-of-School Children, Youth, and Hard-to-Reach Populations

Objective. To develop a framework and coordination mechanism to enable joint action by government and nongovernment entities to deliver accepted and recognized education to children and youth who have not been enrolled in school, or who have suffered significant interruption in their education. This activity would support joint

MOE/NGO refinement of teaching materials, testing of materials, and training of teachers in their use.

Scope. National in scale, implemented through multiple delivery mechanisms.

Components and Key Activities

1. Program Management and Policy Development. The project will (i) establish assessment procedures for accepting educational outcomes and awarding formal education certificates that provide opportunities for employment or further education; (ii) establish and support a collaborative mechanism for grant recipients to develop training materials and to share training costs; and (iii) develop and implement a monitoring and evaluation system to assess effectiveness, efficiency, and outcomes, and to inform follow-up policy decisions.
2. Grant Program for Accelerated Education Programs. The project will provide grant support for specified types of educational programs established by a steering committee, including accelerated primary and secondary programs, literacy training, “second chance” programs, and targeting of specific hard-to-reach groups, among others. The program will include core operating and program support for activities implemented by the MWA and the MOE Department of Literacy and, through them, to NGOs and private groups who apply for grants.

Implementing Agency. Under the leadership of a steering committee, the program will be implemented through project offices in the MOE Department of Literacy Affairs and the MWA. Support for project management, technical assistance, grant management, and financial management will be provided through a contracted organization (NGO) selected through a competitive process.

Budget Estimate. \$5 million for 2 years, broken down into technical assistance, \$750,000; operational support/capacity building, \$1 million; program grants (20 grants @ \$150,000), \$3 million; and monitoring and evaluation, \$250,000.

Project 5. Primary Curriculum and Learning Materials Development

Objective. This project will support MOE’s curriculum review and reforms process, including the development of a new national curriculum and the development of textbooks and other learning materials that implement the new curriculum.

Scope. The project will support the work of the curriculum committee under the Department of Translation and Compilation. A major emphasis will be on the inclusion of competency-based criteria in curriculum and materials development. Learning materials will be field-tested in selected schools and revised accordingly. The project will build on the work already undertaken by the curriculum committee and on the curriculum development technical assistance support provided by the QIP on Institutional Strengthening, under Capacity Building of MOE, and will complement curriculum reforms in the secondary sector. Training of teachers in the content of the new national curriculum and the use of learning materials will be undertaken as part of the QIP on Quality In-Service Primary Teacher Training.

Components and Key Activities

1. Technical Support. This component will provide technical assistance to (i) review currently used and formerly used curricula and related learning materials, (ii) formulate a national curriculum framework that will meet the needs of Afghanistan’s primary school children, and (iii) develop primary school textbooks and learning materials based on the newly developed national curriculum.
2. Field Testing and Revision. Textbooks and learning materials will be field-tested to ensure that they are appropriate and effective. Textbooks and learning materials will be revised based on the results of the field testing.
3. Coordination. The project will be coordinated with MOE’s training department to ensure that the contents of the national curriculum are included in all future initial and in-service teacher training.

Implementing/Executing Agency. MOE’s Department of Translation and Compilation, with technical assistance and administrative support from UNICEF.

Budget Estimate. \$1 million over 2 years. No funding has been identified yet.

Proposed Implementation Plan. The work of the curriculum committee is already underway, and UNICEF is committed to provide technical assistance support through the QIP on Capacity Building of MOE. Work on all the components will be undertaken as soon as funds are available.

Higher Education

Project 1. Strategic Planning and Technical Assistance for the Ministry of Higher Education (MOHE)

Objective. To assist the Ministry of Higher Education (MOHE) in planning for the rehabilitation and revitalization of higher education in Afghanistan.

Scope. ADB will provide a principal consultant to the minister who will draw on specialized short-term expertise as needed for specific tasks. The consultant will assist MOHE management to develop a comprehensive plan for higher education in Afghanistan, including the revitalization of existing faculties, the rationalization of the national higher education network, and an assessment of the appropriateness of developing a community college-type system for Afghanistan. The project will develop

1. a Master Plan for reconstruction and revitalization, within the context of the long-term comprehensive plan;
2. a budget for operation of the ministry, with a means of incorporating and integrating development expenditures;
3. procedures for financial management, accounting, and auditing for use in each of the entities of higher education, within a comprehensive budget for the higher education system;
4. policy and operational plans for insuring regional and gender equity and access;
5. a proposal for providing remedial education and additional support to bring dropouts back into the higher education system and increase the number of eligible applicants; and
6. a proposal and feasibility analysis for use of self-study, distance education, satellite facilities, and technology to produce a cost-effective increase in access.

The financial management system will include development of capacity in both budget formulation and execution. Options for financing the higher education system, including alternatives for revenue generation (charging tuition, conducting research, faculty/university consulting services, business support services, etc.) will be assessed.

Estimated Budget. \$850,000 funded by ADB.

Implementing Agency. MOHE.

Implementation Plan. Implementation is for 18 months and will commence during the second half of 2002.

Project 2. Higher Education Revival Project

Objective. To assist MOHE in addressing the most immediate needs related to physical rehabilitation, institutional capacity building, and policy development.

Scope. This project comprises (i) rehabilitation of MOHE, universities, and colleges, including faculties and hostels; (ii) institutional capacity building in MOHE, including policy development; (iii) institutional capacity building at selected faculties; and (iv) recurrent cost financing.

Budget Estimate. Estimated total budget is \$12.33 million, distributed as follows: rehabilitation, \$7.3 million; institutional capacity building, \$4.4 million; and policy dialogue, \$0.63 million.

Implementing Agency. AACA, executing agency; MOHE, implementing agency.

Proposed Implementation Plan. The grant would be disbursed in the 18 months following the effectiveness of the grant. The details of the implementation are still to be elaborated.

Proposed Financing Arrangement. ADB would finance \$0.85 million of the institutional capacity building component. The World Bank would finance the rehabilitation component, the remainder of the institutional capacity building component, and the policy dialogue component.

Technical, Vocational, Youth, and Adult Education and Skills Training

Project 1. Skills Training and Employment for Women and Girls

Objective. To provide job-related skills training and employment for widows, young women, and other women contributing to family income.

Scope. This project will target widows and women who have no support base and are physically fit to learn a skill quickly to help them become economically productive and provide support to their families; in so doing, they will also participate in the rehabilitation of the traditional trades. A skills training center for traditional skills will be established and linked to a marketing cooperative to display and sell the

merchandise produced. The program will start in Kabul, but will then expand to other major cities. Technical expertise will be provided from both Afghan and external sources to establish effective training programs, quality control, and cooperative management. While the primary focus of the program will be skills and employment, the centers will also provide space and support for literacy and/or accelerated education programs to facilitate access. The project will finance start-up costs, equipment and training, and 2–3 years of operations, at which time the revenues from sales will cover the fixed costs.

Components and Key Activities

1. **Skills Training Centers.** The project will support training and product development in four crafts: (i) knitting, (ii) cloth/silk weaving, (iii) tailoring, and (iv) carpet weaving. The project will also support the purchase of equipment, hiring and training of staff, recruitment, product design and quality control, and marketing through the cooperative.
2. **Small Loans for Graduates.** The project will provide graduates with loans as needed to purchase their own equipment for working at home and selling their work through the cooperative.
3. **Cooperative Management.** The centers will provide a cooperative structure to sell the work of the students and graduates.

Budget Estimate. \$1 million, covering costs of materials, space, technical assistance, cooperative operating costs, personnel, and management.

Implementing Agency. MWA to supervise. Collaboration with relevant NGOs in the respective regions will be undertaken. MWA has developed initial budgets and plans; the first part of the project will be to finalize these.

Timetable. The project will commence as soon as funding is made available, estimated by August 2002. The first two centers will be established in 2002 and the second two in 2003. The first classes will start in October.

Project 2. Nonformal Education for Young Women and Girls, with Early Childhood Development

Objective. To support women and girls who have not been able to access education opportunities over recent years, specifically young women who lack basic literacy, including those with young children who would benefit from ECD activities.

Scope. The project will (i) address literacy and basic education requirements of adolescent girls and young

women aged 15–24 years through nonformal classes for literacy acquisition, and (ii) provide young children with early learning opportunities. Existing literacy programs will be scaled up. NGOs implementing literacy programs will also provide early childcare facilities, activities, and appropriate instructional and play materials for the young children of the literacy learners. Technical support will be provided by UNICEF to develop ECD literacy material for use in classes focusing on home-based ECD approaches.

Budget Estimate. \$2.6 million, funded by the World Bank.

Implementing Agency. MOE, contracting arrangements through NGOs and UNICEF.

Project 3. Technical and Vocational Education and Training Sector Development

Objective. To systematically build up the institutional capability for establishing—virtually from scratch—a National Program of Technical and Vocational Education (NPTVE), and to develop the capacity to formulate a policy framework on TVE training. This project will support the systematic development of a comprehensive and modern national TVE program.

Scope. In defining the scope and identifying NPTVE's parameters, some key considerations should be noted. A policy framework, anchored on access, gender and social equity, and good governance and best practices, should be the foundation of a meaningful national program of TVE. The Government's primary role should be that of a facilitator and standard-setter, rather than a provider and controller. TVE should be relevant to, and driven by, the demands of the emerging skill needs of the labor market, consistent with those in the economic and social sectors, and formulated with the active participation of the key stakeholders, including various government agencies, private entrepreneurs, employers, and TVE providers, e.g., NGOs, community-based organizations, and other groups.

Components and Key Activities

1. Support the establishment of a National Secretariat for Technical and Vocational Education (NSTVE) that will help formulate TVE policies; set standards; and develop, coordinate, and monitor plans and programs. As the lead TVE agency, functioning directly under the MOE, it will maintain liaison with MOHE and other ministries mandated to handle specialized subjects and sectors. This component will provide techni-

cal advisors, office furniture and equipment, and conduct workshops.

2. Create a National Institute of Technical and Vocational Education (NITVE) to serve as the implementing TVE arm: identify skills needed by the economy; develop curricula, teaching and learning aids; conduct national tests/evaluation; and issue certificates based on standards laid down by NSTVE. This component will provide technical advisors, undertake urgent civil works, provide furniture and equipment, and conduct study visits.
3. Create an Academy of Training of Technical and Vocational Educators (ATTVE) to train technical educators and professionals, including directors/managers of training institutes/centers, for both the Government and the private sector. This component will comprise the provision of international and national technical advisors and the conduct of workshops, among others.

Budget Estimate. \$4.8 million, distributed as follows: NSTVE, \$0.3 million; NITVE, \$4.36 million; and ATTVE, \$130,000.

Implementing Agency. MOE.

Institutional Strengthening of the Ministry of Education

Project 1. Policy Development Through Stakeholder Dialogue

Objective. To develop a new policy framework, based on social and gender equity, access, and quality, among others.

Scope. A policy framework will include regulatory guidelines for the functioning of NGOs and private providers, and provisions ensuring greater access for women in policy- and decision making. This will include an institutional analysis and sector work to gain in-depth knowledge of the sector, its potentials and development requirements. This assistance will be coordinated with other types of assistance identified separately, in particular, the technical assistance in management provided by UNICEF and UNESCO to MOE, technical assistance (TA) in school construction planning and implementation, and other TA that may be provided by other aid providers.

Budget Estimate. \$2 million, funded by the World Bank.

Implementing Agency. MOE

Project 2. Education Resource Survey

Objective. To establish a system and methodology for conducting and analyzing systematic education resource surveys (ERS) of educational needs and assets in all communities and to initiate data collection, especially on children who never attend school. Data to be collected include an educational coverage profile of the community, community/parent values, availability of educational opportunities in the local area, and alternative resources available for education. The data will be used for program planning to assure that education services reach all of the population, and also for developing an advocacy program promoting education—specifically girls' education.

Scope. The project will support ERS data collection on a national level, managed and coordinated through the provincial education departments with support from the MOE planning office. The project will develop a methodology and instruments, hire and train survey personnel at the provincial and district levels, and implement the survey over a 6-month period. Data collected will be analyzed at the provincial level to directly inform planning and operations. The survey will be managed and coordinated at the provincial level. This will be a joint activity between MOE and NGOs, with the capacity and equipment installed in the provincial MOE offices. The data will then be aggregated and analyzed on a national level in the planning office.

Budget Estimate. \$250,000.

Implementing Agency. The MOE unit primarily responsible for developing the methodology and overall data analysis will be the planning department. The implementation of the surveys will be the responsibility of provincial and district education officers, supplemented by trained teams of hired data collectors. The ERS is not an ongoing or continuing activity, and as such does not require installed capacity.

Proposed Implementation Plan. June–December 2002.

Project 3. Institutional Strengthening of the Ministry of Education for School Rehabilitation and Reconstruction

Objective. To build capacity in the central MOE and the provinces to carry out efficient planning, coordination, management, implementation, and monitoring of cost-efficient school rehabilitation, construction, and temporary fa-

cilities management, including provision of school furniture and equipment, and teacher housing as necessary.

Scope. The TA project will establish a database for school rehabilitation and construction at MOE and the PEOs. Activities will include (i) training in school mapping and surveys; (ii) identification/categorization of schools according to their rehabilitation needs, and preparation of strategies for meeting those needs; (iii) provision of computers/software and computer training for processing the data and using the data for planning at MOE, PEOs, and DEOs; and (iv) training and assistance for capacity building in detailed technical estimation and estimation of costs for rehabilitation and construction of schools. The TA will also support capacity building in managing and coordinating the rehabilitation and construction of schools, and in undertaking efficient partnerships with contractors for school rehabilitation and construction; and the development of cost-effective provision of transitional learning spaces to address the needs of mobile populations, such as returning refugees.

Budget Estimate. \$1.15 million, funded by ADB.

Implementing/Executing Agency. MOE.

Proposed Implementation Arrangements. The planning and implementation of school rehabilitation and construction will be coordinated with the activities of the Ministry of Rural Development as well as Ministry of Public Works. While MOE will be the executing agency of the TA, it will outsource the rehabilitation and construction work to NGOs and private organizations.

Timetable. The TA will commence during the second quarter of 2002, and will be implemented over an 18-month period.

Project 4. Capacity Building of MOE

The institutional framework and capacity building for MOE is a crosscutting project for subsectors covered by several ministries (Education, Higher Education, Women's Affairs, and Labor and Social Affairs). This project will mainly concentrate on primary education and ECD activities. The timeframe covered here is limited to the first 2 years, although the project will take longer.

Objective. To support MOE in building its institutional and professional capacity at the central, provincial, and local levels, with institutional support to communities and schools, and possibly to NGOs. The capacity building process is meant to support the smooth and effective implementation of the future education policy and its learning process. It would focus on service delivery to children, following a bottom-to-top process.

Scope. The project, defined within a system development framework, will rebuild the minimum capacity needed at the central and provincial levels to monitor the short-term policy of restarting schools through flexible delivery, safe space, rapid reenrollment of girls and returnees, and rapid deployment of additional teachers, especially female, and improvement of the learning process; support the mobilization necessary to achieve the objective of enrolling 2 million children in school in 2 years, concentrate the central capacity building activities on key planning and managerial functions, coordinating functions, education policy guidance, monitoring, and the associated information systems to be developed; prepare the capacity building plans according to a bottom-to-top approach; and organize the main responsibilities and restructure MOE accordingly.

Components and Key Activities

1. Technical Assistance for (a) primary education, (b) teacher training, (c) curriculum renovation, and (d) the Ministries of Women's Affairs and Labor and Social Affairs in relation to education and ECD issues.
2. Support to MOE system development, including (a) rehabilitation of the relations among the center, provinces, districts, schools, and communities through short-term training; (b) organization and renovation of four key MOE functions: planning (including data collection and EMIS), projects, budget, and personnel; and (c) mechanisms for partner coordination with MOE.

Budget Estimate. Total of \$14.9 million. This budget is tentative and is based on certain assumptions, which are shown in Table A1. It will be refined during the second draft, after consideration of subsectors' first draft reports.

Table A1. Capacity Building of MOE

Components and Activities	Total (\$ million)
Component 1	
TA to primary education	0.88
Support to teacher training	0.48
Support to curriculum development	0.40
Support to staff reinforcement	0.48
Support to building and construction	0.48
Support to MWA and MLSA	0.80
Subtotal Component 1	3.52
Component 2	
Short-term training	2.59
System development, including data collection and EMIS	8.77
Subtotal Component 2	11.36

Notes: EMIS = Education Management Information System; MOE = Ministry of Education; MWA = Ministry of Women's Affairs; MLSA = Ministry of Labor and Social Affairs; TA = technical assistance.
Source: Ministry of Education.

Implementing Agency. Within the Government, MOE.

Proposed Implementation Arrangements. Several activities in this proposed project are already being implemented by UNICEF and are expected to be part of UNICEF support within the next 3 years, in particular, TA to primary education, teacher training, and curriculum assessment and redesign. Other aid providers' contributions are also considered: Japan International Coop-

eration Agency for TA for teacher training and curriculum methodology; and ADB for capacity building for school rehabilitation and construction. Component 2 (system development) could be cofunded by the World Bank as part of its institutional strengthening of MOE (\$2 million).

Timetable. Assistance design, April–May 2002; preparation, May–December 2002; implementation, April 2002–March 2004.