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EDUCATION FOR ALL

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Abbreviations

AFMIS	Afghanistan Financial Management Information System
AGEI	Afghanistan Girls' Education Initiative
ANDS	Afghanistan National Development Strategy
AUSAID	Australian Aid
DANIDA	Danish International Development Assistance
DFID	Department for International Development
EDB	Education Development Board
EDF	Education Development Forum
EFA	Education for All
ELA	Empowerment of Literacy in Afghanistan
EMIS	Education Management Information System
ERTV	Education Radio and TV
GER	Gross Enrollment Rate
GPI	Gender Parity Index
HRMIS	Human Resources Management Information System
ICT	Information and Communication Technology
JICA	Japan International Cooperation Agency
MDG	Millennium Development Goals
MoE	Ministry of Education
MoF	Ministry of Finance
MoLSAMD	Ministry of Labor and Social Affairs, Martyrs, and Disabled
MTEF	Medium-Term Fiscal Framework
MTEF	Medium-Term Expenditure Framework
NER	Net Enrollment Rate
NSDP	National Skills Development Program
NESP	National Education Strategic Plan
NRVA	National Risk and Vulnerability Assessment
PRTs	Provincial Reconstruction Teams
TTC	Teacher Training College
WB	World Bank
USAID	United States Agency for International Development

1 Executive Summary

The future of Afghanistan depends on its people. It depends on the capacity of its people to improve their own lives, the well-being of their communities, and the development of the nation. Human resource development is thus the cornerstone of national development plans. Education is not only a pre-requisite for economic development but also an essential building block in national efforts of reconciliation and peace-building. Afghanistan has suffered too long and none more so than its children: an effective education service can really build a better future.

The educational challenge is daunting. A seven-fold increase in demand for education since 2001 has placed significant strain on the existing system. The demand for education has continuously exceeded expectations and the capacity of supply, leading to increased donor dependence. There are now nearly seven million children enrolled in school (over 37% girls), compared to a little more than one million in 2001. But these represent only 58% of the total school-age population and almost 15%, or nearly one million, of those enrolled are said to be “permanently absent.” High repetition and drop-out rates, together with very low time-on-task rates (schools operating in multiple shifts, weather, and security factors), result in a very internally inefficient system. Lack of access to further education opportunities and a poor labor market add external inefficiency to the overall picture. Based on current demographic trends, some 8.8 million children are likely to require access to primary education by 2020, implying an increase over 2009 requirements of some 4 million students, assuming full enrollment. Meeting this demand would require an additional 99,000 teachers at an annual cost of US\$232 million. Moreover, even with drop-outs, secondary attendance (grade 7-12) will also increase by 3 million, requiring an additional 112,000 teachers at an annual cost of US\$263 million. These estimates have serious implications for Teacher Education to meet the demands for training. These challenges to the Teacher Education Department and its TTCs will be enormous. The need for training the pre-service teachers as well as continuing the in-service teachers through the staff development programs will require new resources.

However, one is obliged to develop policies, strategies, and plans to meet these challenges. The country has one great advantage: the undoubted support for education among almost all sections of society, a support often unmoving in the face of threats from extremist elements (particularly in the case of girls’ education).

This proposal, *Education for All*, has been developed to hasten Ministry of Education (MoE) efforts in providing basic education throughout the country, in cities, villages, and remote rural areas. In rural and remote areas the lack of education provides a feeding ground for extremism of all kinds. Education can breed tolerance and respect for diversity, and it is a major instrument in the national struggle for poverty alleviation. Girls’ education is particularly critical in this respect, both in terms of human rights and its proven social impact. This program is also in response to MoE’s willingness to join the Fast Track Initiative (FTI) Partnership, a global movement that helps developing countries reach the Millennium Development Goals (MDG) and the Education for All (EFA) basic education targets.

Education for All reflects the unique circumstances in Afghanistan as it struggles with the legacy of a 30-year conflict and ongoing instability. The proposal has elements of emergency education (home-based education, relocation of female staff to rural schools, temporary buildings) and of development education. The plan addresses key ‘do-able’ activities within a three-year period. The contents are essentially the short/medium-term priorities of the MoE, as articulated in the programs of its National Education Strategic Plan (NESP) - 2 (2010-2014), and complement other National Priority Programs in

the Human Resource Development Cluster.¹ The program focuses on four principal components and thus extracts from the NESP-2 those activities that a) have a high probability of being implemented in the three-year period, b) are within the financial and human capacity of the MoE and its development partners, and c) strongly support materialization of rights of the children and adults to education and training. This plan reflects the programmatic structure of MoE, supporting increased girls' enrollment and retention, and highlighting quality improvement through designated teacher improvement activities.

Expected Outcomes

The intended results of the program are to:

- Increase basic enrollment from 6.4 million to 7.81 million students (increase of 1.41 million);
- Increase secondary enrollment from 570,000 to 1,110,000 (increase of 540,000);
- Increase enrollment in Islamic schools by 37,000 and increase the number of Islamic Education graduates who pass the national standards examination;
- Increase educational opportunities in deprived areas for at least 447,000;
- Improve quality of teaching practices and learning achievement; and
- Increase capacity among the Ministry of Education management, strengthen administration of programs, and improve reporting procedures.

List of Executing Ministries

Ministry of Education

Timeline

Three years (activities projected over 36 months)

¹ The emerging bankable programs idea following the London conference, and presented to the Kabul Conference, was to boost economic development, good governance and service delivery and therefore the main focus was on the programs that were directly supporting economic development and employment generation. HRD cluster National Priority Programs were designed, based on NESP2, and flushing out the role of education and vocational training in economic development and employment generation/support.

Budget

This program is derived from the Ministry of Education’s Interim Plan, endorsed by donors on 2 March 2011. This proposal builds on existing programs and includes national priorities such as EQUIP. As it focuses on priorities, estimated budget is much lower than that of the Interim Plan. The committed amount of funds is a tentative figure: work is underway to ascertain full current and potential commitments and will be revised by the time of the donor consultation.

The current shortfall is \$241,985 each year.

Education for All - Total Proposed Budget

Objective	1390 Cost \$	1391 Cost \$	1392 Cost \$	Total Cost \$ for 3 Years	Committed	proj. Committed *	Shortfall
TOTAL REQUESTED				725,956,131			
Increased Access to Basic/Secondary Education	177,032,640	181,855,790	177,260,990	536,149,420	77,340,000		458,809,420
Improved Quality in Basic/Secondary Education	86,591,448	109,524,856	92,998,864	289,115,168	108,168,450		180,946,718
Increased Access to and Quality of Islamic Education	25,642,475	27,247,475	28,843,725	81,733,675	500,000		81,233,675
Improved Management and Administration of All Schools	15,163,232	13,539,794	12,308,292	41,011,318	40,650,000		361,318
Monitoring and Evaluation				4,605,000			4,605,000
Total	304,429,795	332,167,915	311,411,871	952,614,581	226,658,450		725,956,131

2 Situational Analysis

2.1 General Education

Enrollment

The number of students in general education increased from 2.3 million in 1381 to 6.5 million in 1388 (2009), an increase of around 4.2 million. In 1388 (2009), around 4.1 million boys and 2.4 million girls were enrolled in school.

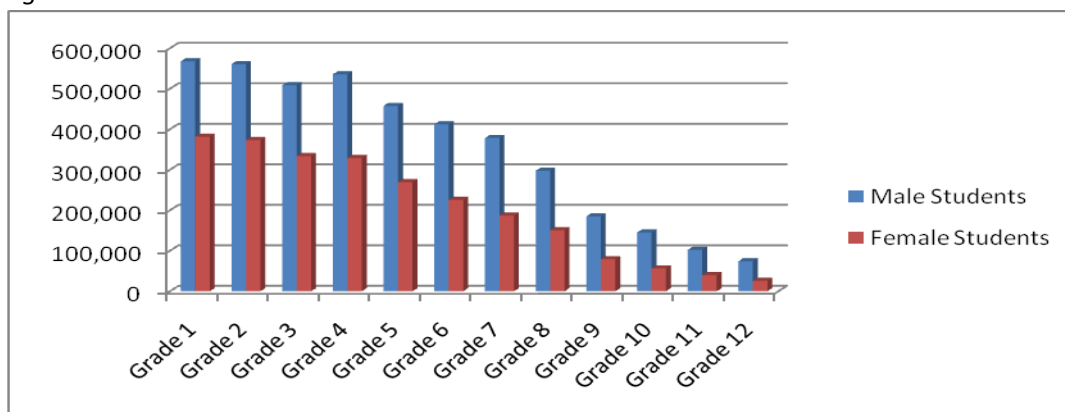
Figure 1: Total number of students, 1381-1388 (2002-2009)



Source: MoE Statistics, 1388 (2009)

Net Enrollment Rates (NER) in basic education for boys/girls were estimated to be 68% and 44% respectively, while Gross Enrollment Rates (GER) in basic education were estimated at 82% and 52% for boys and girls respectively in 1388 (2009). GER varies considerably among provinces. Students in primary, lower secondary, and higher secondary levels constitute 75%, 19%, and 6% of general education students, respectively. As the 1388 (2009) school survey data show, most students are concentrated in grades 1-4 with the number declining after grade 5 (See Figure 5). As today's students move through the system and as more children enter the system, the trend will continue, such that in 1389 the vast majority of students will be enrolled in grades 1-7 with a marked decrease in enrollment beginning in grade 8. Although enrollment in grades 8-12 will be significantly lower than grades 1-7, it is projected to be nearly four times the number enrolled in 1387 (2008).

Figure 2: Enrollment in General Education



Source: MoE Statistics, 1388 (2009)

Teacher Numbers

The number of teachers has nearly doubled to around 156,000 in 1388 (2009) with 31% female teachers. Figure 3 shows the number of male and female teachers in years 1381-1388 (2002-2009). Despite the increase, the Ministry estimates that 32,000 new teachers are needed each year if the Ministry wants to achieve its Millennium Development Goals and create equity among the provinces. The current Medium Term Fiscal Framework (MTFF) for education, agreed with MoF, only foresees increases of 13,100 teachers per year, which is therefore the Base Case Scenario presented here.

Figure 3: Number of teachers, 1381-1388 (2002-2009)



Source: MoE Statistics, 1388 (2009)

Schools

In both 1387 (2008) and 1388 (2009), 2,398 new schools were established throughout the country each year, increasing the total number of general schools from 6,039 in 1381 to 11,460 in 1388 (2009). Of the 11,460 general education schools, 5,124 are primary, 3,634 are lower secondary, and 2,702 are upper secondary. Around 15% are girls' schools, 34% are boys' schools, and 51% are schools for both boys and girls who learn in different shifts. Of the total 412 rural and urban districts, there are only 196 districts with at least one upper secondary girls' school; others (48% of all districts) do not have upper secondary girls' schools. Around 83% of schools are located in rural areas, against a demographic of 77% of the population living in rural areas (CSO, 1389 – 2009). However, only 64% of school-goers are in rural areas, with the difference increasing at the higher secondary level, where only 40% are rural. For girls the rural-urban disparity is even greater. The Gender Parity Index (GPI) for primary education in the rural area is 0.60, while the urban GPI is 0.73². The situation is even worse at the lower and upper secondary levels.³

² A GPI of 1.0 indicates that an equal proportion of boys and girls are enrolled in a given level of schooling. If the GPI is less than 1.0 it indicates the percent that girls are enrolled less than boys (0.6 means girls enrollment is 40% less than boys). GPI does not show the number of out-of-school girls.

³ In some areas, insecurity and attacks on schools have prevented children from going to school. In 1388 (2009), 481 schools were closed for security reasons, which deprived around 200,000 students from education. It is noteworthy, however, that around 220 schools were reopened as a result of the cooperation of local communities with the Ministry of Education. In 1388 (2009), community-based schools provided 6,681 classes to accommodate 228,030 students. These schools (classes) were established with support from NGOs, and the Ministry provided 6,733 teachers for them.

Table 1: Number of Schools from 1381 to 1388 (2002 to 2009)

Year	1381 (2002)	1382 (2003)	1383 (2004)	1384 (2005)	1385 (2006)	1386 (2007)	1387 (2008)	1388 (2009)
Number of schools	6,039	7,137	8,254	8,398	8,398	9,062	10,541	11,460

Source: MoE Statistics, 1388 (2009)

Table 2: Gender Parity Index (GPI) in Rural and Urban Areas

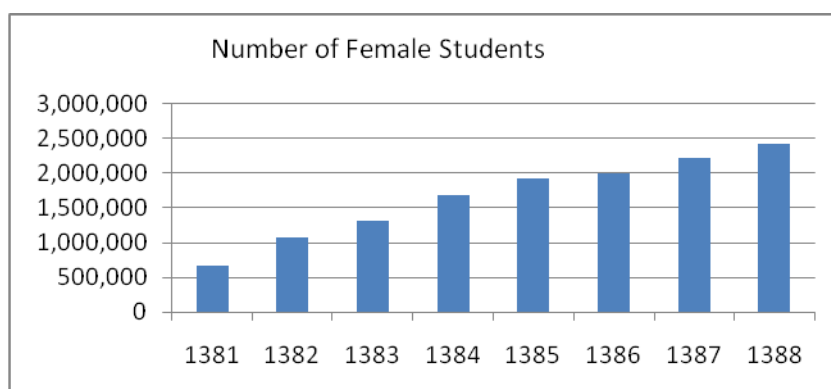
Level of Education	Total	Rural	Urban
Primary	(0.64)	0.60 (40% fewer girls)	0.73 (27% fewer girls)
Lower Secondary	(0.49)	0.40	0.63
Upper Secondary	(0.39)	0.23	0.52

Source: MoE Statistics, 1388 (2009)

Girls' Education

Public awareness activities have been conducted through seminars, posters, and the media to encourage girls' education. A communication strategy on girls' education is also being developed as part of the Afghanistan Girls' Education Initiative (AGEI). According to Ministry statistics, the number of girls enrolled has increased from 674,000 in 1381/2002 to around 2.4 million in 1388 (2009); but 60% of girls are still out of school.

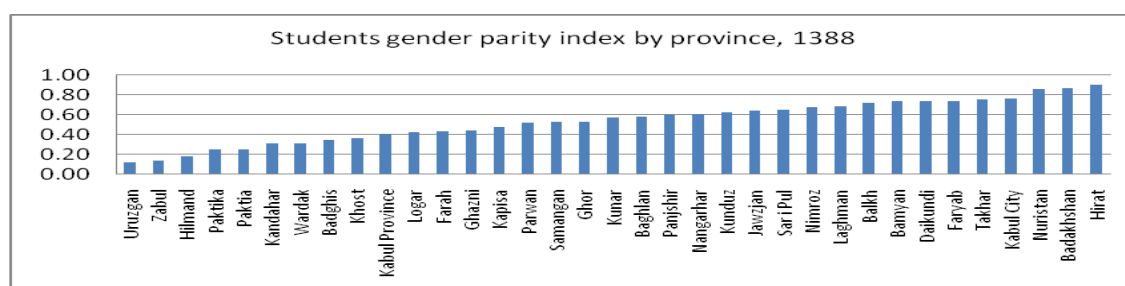
Figure 4: Number of Females Enrolled in Schools from 1381 to 1388 (2009)



Source: MoE Statistics, 1388 (2009)

The Gender Parity Index varies by province, with status of girls' education better in Herat and Badakhshan (9 girls to 10 boys), and worst in Zabul and Uruzgan (1 to 10) and Helmand (2 to 10). Figure 5 highlights the correlation between insecurity and access.

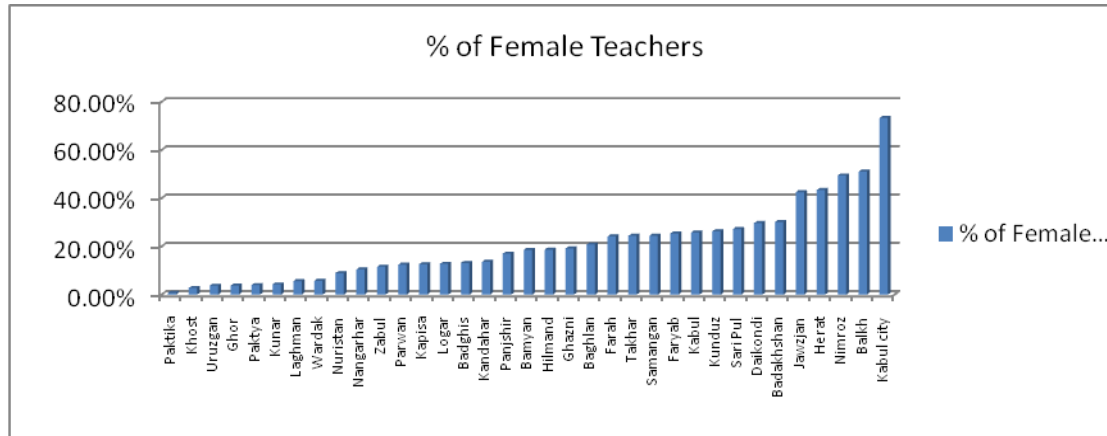
Figure 5: Student gender parity index by province, 1388 (2009)



Source: MoE Statistics, 1388 (2009)

There is a strong correlation between the *number of female teachers* and the *number of girls* attending school. In 1388 (2009), only 31% of teachers were women (see Figure 6). The percentage of female teachers also varies considerably by province. Females constitute only 1%, 3%, and 4% of teachers respectively in the provinces of Paktika, Khost, and Uruzgan, whereas in Kabul and Balkh they represent 73% and 51%. Though female teacher numbers have increased in recent years, NESP objectives for 1385-1389 (2006-2010)⁴ have not been met. In addition to the shortage of female teachers, local traditions, discrimination against girls, insecurity in some regions, and lack of girls' schools near their homes are among the obstacles to girls' enrollment.⁵

Figure 6: Percentage of female teachers by province

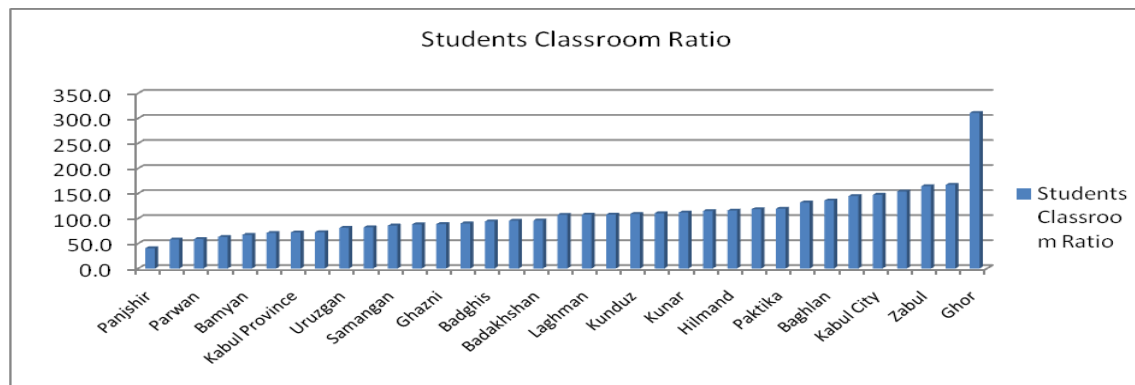


Source: MoE statistics, 1388 (2009)

School Infrastructure

Since implementation of the NESP began, 20,948 classrooms have been constructed in 1,875 schools, and an additional 18,706 classrooms in 1,848 schools are under construction. The Ministry has also provided drinking water facilities for 88% of schools and furniture for 43% of schools. In 1388 (2009), around 50% of schools had adequate buildings, while 50% do not yet have usable buildings. The average student-classroom ratio, according to 1388 (2009) statistics, is 108, but there is considerable disparity among the provinces – the lowest, in Panjshir, is 40, and the highest, in Ghor, is 311.

Figure 7: Students to Classroom Ratio



Source: MoE Statistics, 1388 (2009)

⁴ The objective set for 1389 (2010): “By 1389 (2010) the number of female teachers will be increased by 50%.” National Education Strategic Plan (NESP) (1385-1389/2006-2010), Ministry of Education, 2006.

⁵ One strategy to encourage girls to education is the provision of food assistance. From 1386 (2007)-1389, the World Food Program provided take-home rations to more than 225,000 girls and food assistance to 40,000 female students enrolled in the Teacher Training Colleges.

There are several major challenges that hinder school construction efforts in the country. These include challenges related to the budget, such as insufficient budget for school construction, delays in procurement, delay of budget approval by the Cabinet and Parliament, the problematic working procedure between MoF and other governmental organizations (with regard to the development budget), and delays by the Provincial Finance Departments in delivering the budget to the Provincial Education Departments. In addition, the time-consuming procurement process results in delays in construction projects, as does the closure of bank accounts every year due to auditing and clearance issues. The lack of coordination between central departments and provincial departments, especially in the determination of places for school construction and the lack of construction companies in third-level provinces, such as Daikundi, Nuristan, Paktika, and Zabul, also hinders school construction efforts. Finally, insecurity especially in southern and southeast provinces is one of the main challenges hindering school construction.

2.2 Curriculum / Learning Material Development; Teacher Training and Development

In 2001, multiple outdated curricula were in use in schools, but since 2003 a new curriculum has been developed based on active learning methods. The content is relevant to the students' learning needs. New textbooks and teacher guides were developed, printed, and distributed to all grade 1-9 students across the country. New textbooks and teacher guides for grade 10-12 are also under development. However, schools continue to lack science kits and labs and supplementary teaching and learning material. The curriculum needs to be updated based on labor market needs. The Curriculum Department is responsible for the development of curriculum and learning materials in coordination with the Islamic Education component.

The new curriculum framework and syllabi for the primary level and 109 books for grades 1-6 have been developed for General Education. The books were printed and are now used by students. The drafts of 89 teacher guides have also been developed. Though the quality of new textbooks is better, they will need to be regularly revised to meet the ever-changing needs of Afghanistan. The new curriculum framework and syllabi for grades 7-12 of general schools has also been developed and the development of 400 textbooks and teacher guides is in progress – 40% of the work has been completed. The new textbooks for grade 7-9 were completed, printed, and distributed in 1389/2010. The new curriculum framework and syllabi for grades 7-14 of Islamic schools (Hanafi and Jafari sects) has also been developed, and 50% of the development of 298 textbooks and teachers guides for grades 7-14 of the Islamic education has been completed. The development of textbooks and teacher guides in third languages is ongoing; 16 such books have been completed while 68 more are being developed. These books are written in Pamiri, Uzbek, Turkmen, Baluchi, Pashai, and Nurestani.

Printing and Distribution of Textbooks and Learning Materials

In 1387 (2008), 38 million textbooks with 100 titles were printed and distributed for grades 1-6. In addition, 147 titles of secondary schoolbooks were revised, and 23 million of them were printed and distributed. In addition, 25,000 science laboratory guides were printed for grade 4 in both Dari and Pashto, and 15,000 science charts were prepared and ready for distribution to schools in the capital and provinces.

In 1388 (2009), 15.5 million textbooks were printed and distributed for primary and secondary grades. With the current three-year target for textbooks, 103 million remain to be printed and distributed. Currently 70% of students are supplied with textbooks; by the end of three years the coverage target is 95% of students.

Equipping Schools with Learning Materials

So far, 3,792 science and mathematics teachers have been trained on how to use laboratories and other educational materials, and 1,850 lab teachers have been recruited and provided with lab trainings. In 1387 (2008), 12% of lower and upper secondary schools were equipped with laboratories, and 10% of general schools were equipped with libraries. Lack of budget has prevented the Ministry from providing such resources to all schools.

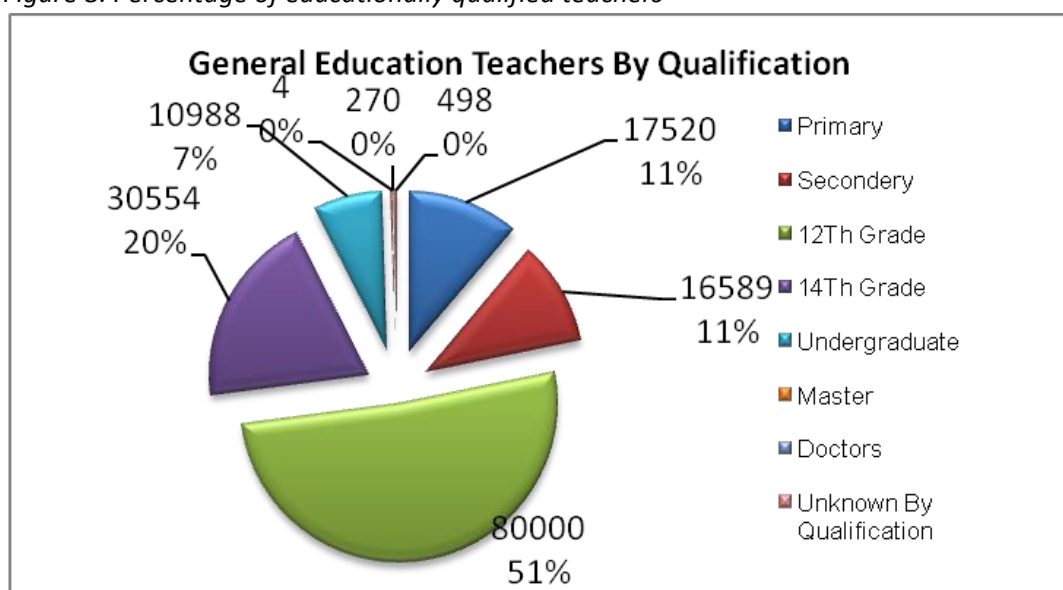
Establishment of Teacher Training Institutions

As of 1388 (2009), 42 Teacher Training Colleges equipped with dormitories for males and females were operational. At least one Teacher Training College (TTC) in each province accommodates an average of 1,000 student teachers. In addition, 80 TTC satellites (also known as teacher development centers) have been established in rural and urban districts. At present, usable buildings are found in only 17 TTCs, only 18 have dormitories for females, and only 8 have dormitories for males. Commitments have been made, however, to build 17 learning facilities (complexes), 17 dormitories for females, and 10 others for males. Construction work for some has started. Where buildings are still not available, the needed space is rented. In 1388 (2009), dormitory facilities (or equivalent living allowances) were also provided for 8,434 student teachers (which is less than 20%); more dormitory support is needed to accommodate students from remote districts. Needless to say, an increase in the number of district-level TTCs will gradually diminish this need.

Pre- and In-service Teacher Training Programs

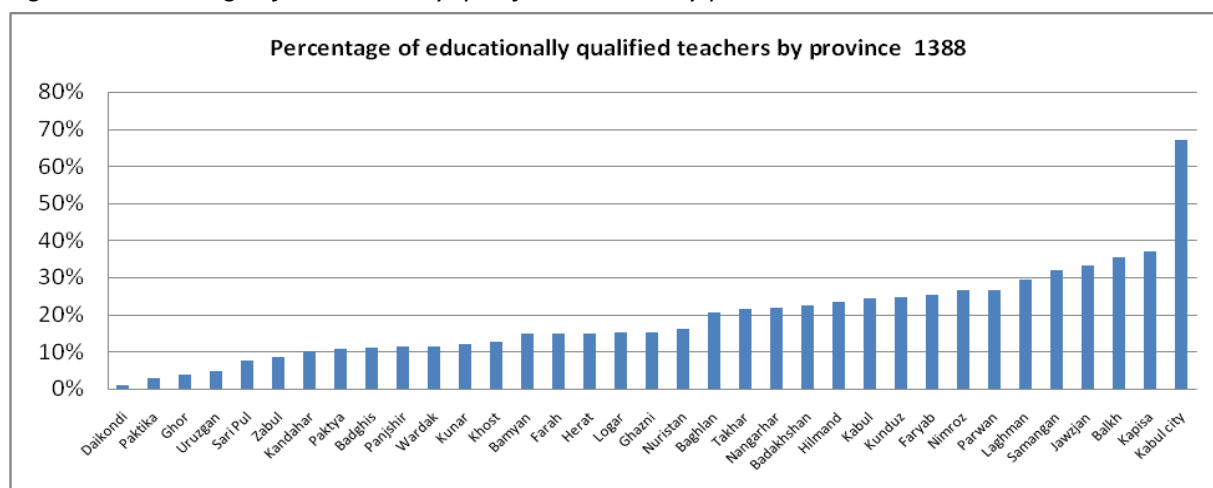
Of the more than 170,000 registered general education teachers, only 27% have an education of grade 14 or higher, which is the official minimum for teaching; yet in Kabul the rate is 60%, while less than one percent (only 10) of teachers in Daikundi province have an education of grade 14 or higher.

Figure 8: Percentage of educationally qualified teachers



Source: MoE Statistics, 1388 (2009)

Figure 9: Percentage of educationally qualified teachers by province



Source: MoE Statistics, 1388 (2009)

Teacher Training College Students

The number of student teachers in TTCs was 42,432 in 1388 (2009) – of which 16,117 (38%) were female. Of the total number of student teachers, 48% are enrolled in the Ministry's two pre-service programs, and 52% are enrolled in the same program offered through in-service. In 1388 (2009), the overall number of student teachers enrolled in in-service two-year programs reached 22,017, and the number of student teachers in pre-service two-year program reached 19,197 (in addition, 1,218 students were enrolled in five-year programs in provinces with a shortage of grade 12 graduates). However, the lack of proper learning facilities and dormitories, especially for girls, prevents many girls from attending TTCs; more so in provinces where there is a pronounced shortage of female teachers. Moreover, In 25 provinces with the lowest number of female students, MoE needs to continue the 60 USD/month scholarship and the institutional grants to continue attracting girls to the teaching profession. The same is true for the regional allowance of 160-200 USD/month for faculty in 18 provinces, where the shortage of qualified lecturers, especially female, is a serious challenge.

Table 3: Number of Student Teachers According to their Courses, 1388 (2009)

Teacher training program	Male	Female	Total
Five-year pre-service	736	482	1218
Two-year pre-service	12851	6346	19197
Two-year In-service	12728	9289	22017
Total enrolled in all teacher training programs	26318	16117	42432

Source: Teacher Education Department, 1388/2009

The number of TTC graduates reached 16,064 in 1388 (2009), of which 6,713 (42%) new teachers graduated from pre-service courses and 9,351 (58%) existing teachers graduated from in-service programs. A total of 5,875 females graduated from TTCs in 1388 (2009) (37% of the total number of graduates), of which 1,726 were new female teacher-graduates of pre-service programs. To guarantee TTC graduate employment in their respective provinces, the Ministry of Education issued a decree in the first month of 1388 (2009) requiring provincial departments to replace unqualified teachers with TTC

graduates; this was not widely followed.⁶ To improve quality of teaching and learning at TTCs, MoE needs to seek opportunities for the faculty to upgrade their qualifications from bachelor's to master's and recruit more faculty to respond to the need for qualified teachers.

Professional Development of Teachers and School Administrators

In 1386 (2007) and 1387 (2008), 1,640 teacher trainers and 50,000 teachers were trained on subject knowledge and pedagogy and received on-the-job support through the in-service program provided by District Teacher Training Teams (DT3). Through the program, a total of 3,640 teacher trainers (at least 10 for each district) holding a bachelor's degree were recruited to enhance teaching in high schools and to help establish girls' high schools. Moreover, 11,000 school principals and head teachers in all 34 provinces were provided with training and practical support on management. NGOs implement the DT3 program. Continued funding for this activity will guarantee stability and institutionalization of professional development. The MoE needs funding to continue professional development of teachers and administrators (currently funded by USAID through BESST and the World Bank through EQUIP). With continued funding, DT3 will be institutionalized through strengthening the district-level center, which will remain as permanent institutions for teacher education and constant professional development.

Financial Incentives

In 18 provinces where there is a dire need for professional teacher educators, more than 400 TTC lecturers receive monthly regional incentives of 160-200 USD. To increase enrollment of girls in TTC pre-service programs in 25 provinces where there is a low percentage of female teachers, an incentive of 60 USD per month for the two-year training period has been paid to female student-teachers in those provinces.

Teacher Education Curriculum and Textbook Development

To improve teaching in TTCs, a new curriculum, syllabi, textbooks, teacher guides, and other supplementary materials have been under development since 2008. All TTC faculty were trained on the new curriculum and its implementation. Course materials on fundamentals of special education were developed in 2009 and 2010 and incorporated into the TTC curriculum. Teacher training programs on preschool, and computers and physical education, have not yet been developed. The main problems in this area are the shortage of national experts in certain fields of teacher education and curriculum development. The Teacher Education Department is presently using international experts and university lecturers as curriculum developers and educators of TTC faculty.

Capacity Building

The National Teacher Education Academy was established in 1386 (2007) to train TTC Faculty / teacher educators. Two rounds of four-month courses have been provided to over 300 TTC faculty, 27% of whom are female. The Academy does not, however, have a curriculum of its own and currently depends on foreign educators.

Assessment of Teacher Competencies

A national teacher registration system was developed in 2008 and 2009. Basic information on around 168,874 teachers in 34 provinces (including their name, family name, photo, education level, subject, school, and where they teach) were collected and entered into the database; this does not include

⁶ In 1388 (2009), 1,207 teacher trainers were teaching in TTCs, 30% of them female. More than 99% have at least a BA degree (see table 5). Despite this relatively high level of qualification, there is a shortage of professional teacher trainers in TTCs in disadvantaged provinces, particularly with expertise in the fields of pedagogy and psychology.

however private sector teachers. Teachers who were registered received registration cards. Two rounds of teacher competency assessments (over 80,000) were carried out in 2009 and one round (55,000) in 2010. Tests were developed following competency statements and a national competency framework. Considering new teachers entering the ranks in 2009 and 2010, and those unable to participate in the assessment, over 33,000 teachers remain to be assessed and undergo registration.

2.3 Islamic Education

In 2001 only a limited number of male students were attending 220 Madrasas, within which the curriculum was not defined. Today around 137,000 students (10% girls) are enrolled in Islamic schools and a new curriculum is being developed. However, girls' enrollment is low; most Islamic schools lack proper building and dormitories and demand for Islamic education remains very high compared to the services being provided. By 1388 (2009), 71 *Dar-ul-Ulums* (institutes of Islamic Education for grades 13 – 14), 374 Islamic studies schools (Madrasa, grades 7-12), 87 *Dar-ul-Hifaz* (school for memorizing the Holy Quran) and 24 outreach schools had been established, thus increasing the total number of Islamic Education institutes to 556. The total number of students (in Madrasas and *Dar-ul-Ulums*) has increased from 58,000 in 1385 (2006) to around 137,000 in 1388 (2009) with 10% females. Out of this, the number of students in *Dar-ul-Ulums* increased to 2,539 in 1388 (2009) with nearly 6% females, and the rest (98% of the total) are in Madrasas and *Dar-ul-Hifaz*.⁷

Table 4: Number of Islamic Education Institutes, Students, and Teachers

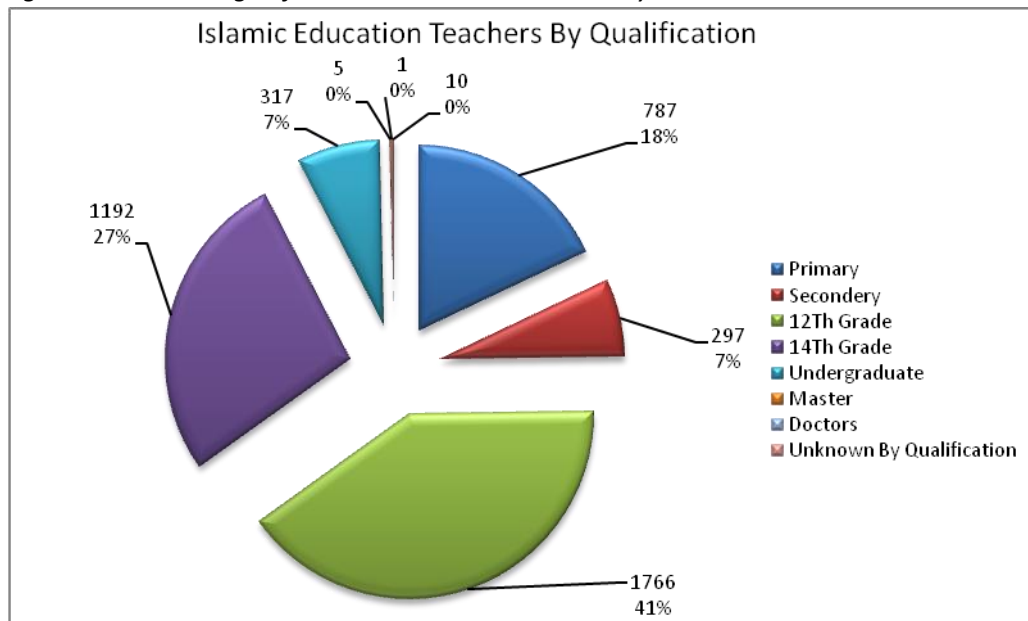
Islamic Teachers			Students			Islamic Education Institutes				
Male	Female	Total	Male	Female	Total	Schools	<i>Dar-ul-Hifaz</i>	<i>Dar-ul-Ulums</i>	Outreach	Total
4,249	128	4,377	123,146	13,789	136,935	374	87	71	24	556

Source: MoE Statistics, 1388 (2009)

From 1385 (2006) to 1388 (2009), more than 2,000 new teachers were recruited, increasing the number of Islamic Education teachers to 4,377, of whom only 128 (2.9%) were female. The number of professional Islamic teachers (grade 14 and above) is low. As shown in Figure 10, around 35% of the teachers are grade 14 graduates and above, while 65% are grade 12 graduates or lower. This is despite the financial incentive provided to 750 teachers with bachelor's degrees or grade 14 education. For such a substantial amount of teachers without post-secondary education, upgrading and professional development trainings are needed to boost the capacity of Islamic teaching ranks.

⁷ The percentage of female students in Islamic education is very low – around 10%. There are various reasons behind this: lack of interest in girls' education, particularly in Islamic education, and the low number of female Islamic teachers in Islamic schools and *Dar-ul-Ulums*. Presently, female teachers only constitute 3% of all Islamic school teachers.

Figure 10: Percentage of Islamic Education teachers by education level



Source: MoE Statistics, 1388 (2009)

As mentioned earlier, the new curriculum framework and syllabi for grades 7-14 of Islamic schools (Hanafi and Jafari sects) has also been developed, and 50% of the development of 298 textbooks and teachers guides for grades 7-14 of the Islamic education has been completed.

In addition to Islamic subjects, the Islamic education curriculum (grade 13-14) includes pedagogy, psychology, science, mathematics, and one foreign language. Graduates of Grade 14 Islamic Education are expected to have developed teaching skills so that they can serve as teachers after graduation. The Islamic Education High Council was established in 1386 (2007) to manage and revise the Islamic education system and supervises Islamic education activities and programs. Regulations on issuance of certificates for students of private Islamic schools and cross border schools were also developed. Many *ulema* (religious scholars) have gone through private education and are requesting the Ministry of Education to certify their level of education. Equivalency examinations have been administered for 51,532 applicants in the capital and provinces. Of these, 7,092 were certified as grade 12, and 3,040 of them were certified as grade 14. The main problem facing this component is that the development budget for Islamic Education is very low. Even Islamic countries do not play an active role in supporting this component. Moreover, a policy decision of 2007 to broaden the curriculum of Islamic Education to include vocational, computer, teacher education, and English language subjects has not yet been implemented.

2.4 Education Management and Administration

Education management capabilities have improved radically since 2001, in line with general improvements in service delivery outreach, quality, access, and equality. MoE is structured around a central Ministry in Kabul and out-posted departments in the 34 provinces. The total Ministry of Education staff was 217,000 in 1388 (2009), with 29% female. The 170,000 teachers constitute 78% of all MoE staff, and increases in teacher staffing are expected at an annual increase of 13,100 a year. The following situational characterization is provided.

- *Administrative Reform and Development:* Continued functional review and strengthening of central and sub-national structures continues, with a particular focus on achieving administrative effectiveness and efficiency. The general administrative capacity has increased from a low base, with a focus on linking administrative structure to support policy discharge, human resource development and civil service management capacity increases. In addition to Priority Reform and Restructuring (PRR), MoE is pursuing Advance Reform and Restructuring (ARR) to strengthen alignment between policy and execution.
- *Human Resource Development:* The new *Tashkeel* and new TORs of different departments and staff have been finalized in light of the Ministry's strategic plan and administrative reform norms. To date, 621 civil servants have been appointed through the Priority Reform and Restructuring (PRR) process. The civil service law, recruitment procedures, and the pay and grading scheme have all been approved. Ongoing staff training and development continue in all core areas of HRM, and within the gender strategy outlined herein, the gender balance is being improved within teaching and administrative cadres.⁸
- *Financial Management, Audit, and Control:* MoE is one of three ministries in which the new program budgeting (results-based budgeting) system has been implemented. MoE has also developed an Education Medium Term Fiscal Framework and Expenditure Framework for the purpose of the NESP II. MoE employs the computerized Afghanistan Financial Management Information System (AFMIS) and salaries are now paid through the Verified Payroll Plan, with 21% of employees receiving their salaries through the banking system. Further PFM development is planned, to build core policy, planning, budgeting, and execution capacities, including enhancing expenditure tracking, fiduciary management, and aid management. Strengthening PFM and procurement decentralizing requires further support. Presently, there are 16 trained inspectors in the capital. Auditors have visited over three quarters of departments and offices and complaints are regularly addressed.
- *Infrastructure Development:* Infrastructure development continues to be a major focus of investment, reflective of poor access to educational infrastructure in both the rural and urban setting. Substantial external budget funding continues to support infrastructure development. The future focus will need to be on increased capital investment within the Medium Term Expenditure Framework (MTEF), quality and maintenance improvement, standards development, and regulatory compliance.
- *Education Management Information System, Monitoring, Evaluation and Reporting:* A comprehensive survey of educational institutes was carried out in 1386 (2007) in which data were collected and a report was published. While there have been improvements in the EMIS data over the last several years and the EMIS data is annually updated, the data are still not fully reliable.

⁸ Due to budget and capacity constraints, only 46,000 teaching and administrative positions will go through the pay and grading process in 1388 (2009). The national competency test of teachers will be part of this process. Teachers will be remunerated based on their education, competencies and years of experience starting from 6,500 Afis (approximately 130 USD) for graduates of grade 12 to 21,400 Afis (approximately 428 USD) for those with doctoral degrees - a major leap from the past situation. To enhance capacity and increase the efficiency of education offices, the Ministry has recruited 1,191 technical assistants (TAs). A commission was formed at the end of 1387 (2008) to assess the performance and contribution of TAs. After an evaluation, the commission brought some changes to the functions and status of TAs.

- *Strategic Relations:* As a follow-up to the first Afghanistan Education Development Forum (EDF) and to improve coordination with donors and development partners, an Education Development Board was established in 1387 (2008) that holds regular monthly sessions to discuss education development issues. The Board expanded to include the three Ministries of MoWA, MoLSA, and MoHE, which have a direct role in human resource development and which transformed into the Human Resource Development Board (HRDB). It is aimed at providing advice to the Minister and ensuring coordination between the Ministry and donors.

Effective utilization of technical assistance (TA) for capacity building of MoE is high on the agenda. A special task force under the Education Management Working Group of HRDB has developed and presented a proposal for Developing Effective Program Management and Administration Capacity at national and sub-national levels. The proposal clearly explains MoE policies on effective utilization of TA, need-based and merit-based recruitment of TA, role of TA in capacity building of departments and civil servants, TA remuneration, performance assessment and reporting, and TA transition and phase-out. An assessment of DANIDA funding TA is ongoing by MoE with the aim of improving TA engagement in capacity building. The concept of a pooled funding mechanism for capacity building is under discussion at HRDB. Priority focus of HRDB working groups for 2011 was decided to be quality, equity, and execution. Each working group is required to take additional measures to improve quality; reach marginalized populations; and identify and remove implementation bottlenecks.

3 Program Goals, Objectives, Intended Outcomes

Goal: The goal of Education for All is to maximize school attendance, improve the qualifications of teachers, and strengthen the management capacity of the Ministry of Education.

Outcome: Education for All will result in higher school enrollment, from 6,971,000 to 8,900,000, 245,000 more proficient teachers, and a Ministry of Education better prepared to address challenges of an expanding education sector.

Objective 1: Improved Access to Basic and Secondary Education

Outcome: Basic education enrollment increased from 6.4 million to 7.8 million students (40.3% girls), an increase of 1.8 million; secondary education enrollment increased from 571,000 to 1.1 million students (37.4% girls), an increase of 540,000; and increased opportunities for schooling in deprived areas benefiting at least 447,000 students.

Objective 2: Improved Quality in Basic and Secondary Education

Outcome: Improved quality of teaching by 30% (measured by average score of Classroom Instructional Activities) and improved student learning achievement by 30% (measured by standard math and language tests).

Objective 3: Improved Access to and Quality of Islamic Education

Outcome: Increased enrollment of 37,000 (25% female) in Islamic schools and increase in the number and employability of Islamic Education graduates.

Objective 4: Improved Management and Administration of All Schools

Outcome: Increase capacity among the Ministry of Education management, strengthen administration of programs, and improve reporting procedure as evidenced by enrollment rate improved from 59% to 69%, a budget execution rate increased from 50% to 85%, and a higher external capacity assessment rating of the ministry.

4 Strategy

The proposed activities help lay a strong foundation for a robust education system capable of expanding and meeting the education needs of Afghan children while also addressing the long-term human resource development needs of Afghanistan. The activities proposed address such priorities as expanding access and reducing regional and gender disparities, enhancing quality of education, and improving infrastructure.

Nationwide coverage

Each of these objectives addresses the strategy for national coverage, by ensuring provincial and district coverage and acknowledging that poor access to education in rural areas has slowed national development and may be contributing to instability in certain areas.

Access to schools and education will be improved through formal and alternative delivery modes. The Ministry together with partners will map the reach of the existing schools at the district level and identify where children cannot access schools due to long walking distance, and use the local/international NGOs to establish community-based education (CBE) where government formal schools cannot function due to resource, capacity, and security constraints. More authority will be transferred to provincial and district education departments to manage schools. The provinces will increasingly manage appointment and removal of teachers, and all issues related to students including the issuance of certificates. To ensure education for sustainable development and improve the quality of education services, the Ministry will strengthen the autonomy of schools and also increase the involvement of local elders and parents in school affairs through the continued establishment and strengthening of school councils.

Expanding basic education, and reaching more rural areas and marginalized populations, such as Kuchi, will ensure that all communities benefit. *Education for All* plans to build 2,400 new schools, which will in turn benefit communities through construction work, and establish 200 new girls' secondary schools in rural areas, aiming at one per district. Expanded community-based education activities, especially for girls, will also reach populations that historically have not had access to formal education. Teacher Training Centers (TTCs) provide teacher education in all provinces. Likewise, district-based satellite Teacher Professional Development Centers (TPDCs) will be expanded to all districts to not only provide in-service teacher education but also constant professional development and on-the-job support to teachers and school administrators. Since 2005, MoE's Teacher Education Department (TED) has put into place an NGO-executed district National Program for In-Service Teacher Training (NPITT), also known as DT3, which reaches teachers in all 34 provinces, regardless of location. Through DT3, MoE will continue to provide multiple packages of training to teachers and school administrators that are aimed at increasing their knowledge and skills. Ultimately, DT3 activities will be taken over by TPDCs through a process of transition and institutionalization.

The Islamic Education component also seeks to reach all 34 provinces and 412 districts. The number of Islamic schools will increase from 550 to 835 to provide better access to Islamic education. A professional development system for teachers needs to be developed in all provinces.

Focus on insecure areas

Insecure areas in Afghanistan are often deprived areas, due to the lack of local governance, drivers for employment, and limited schooling for girls. In such areas, this program intends to support key roles

national and international NGOs play in conducting community-based education (CBE), which would be expanded and be particularly aimed at girls.

Community- and home-based education initiatives are long-established ways of getting around security constraints. In many cases, they have proven so effective that the MoE has entered into stable partnerships with NGOs that work in partnership with local community-based organizations and with village elders and district leaders. The community- and home-based education initiatives have been researched in detail and delivery systems are well developed. UNICEF supplements the work of national and international NGOs and, in collaboration with MOE, delivers community-based education to approximately 86,000 students.

The Ministry will work to ensure children's access to education through working with community councils and elders to protect schools, re-open closed schools, and establish outreach classes and Islamic schools as necessary. A unit will be established within the Basic Education Department to lead, coordinate, and oversee Community-Based Education as well as education in emergencies for children in insecure areas.

Parents and community leaders have been engaged in the education of their children and decision making at the school level through school *shuras* established under the MoE/EQUIP. These *shuras* have demonstrated tremendous commitment and support to delivery of quality education at the village level and protection of schools. As the capacity of the school *shuras* further develop, they will be in a position to manage the delivery of education if appropriate resources could be channeled to them. There were several such examples where the community took a leadership role in running girls' schools even during the Taliban period.

The regional allowances program, begun in 2007 in the Teacher Education Department, is aimed at addressing the lack of teachers in high-risk and remote provinces by paying incentive salaries to the TTC lecturers and to female students. Nonetheless, more funding is needed in order to attract additional teachers, particularly females, in remote and insecure areas, to begin to reduce historical inequities.

Distance education via radio, television, and DVD is beginning to complement face-to-face teacher professional development, especially in less-secure areas. In addition to the programs produced at the Education and Radio TV (ERTV), BBC and Save the Children UK's radio program incorporates girls' rights messages and has encouraged girls to become journalists.

The Ministry of Education needs to increase, strengthen, improve, and develop Islamic schools inside its own borders, with an emphasis on insecure areas. If Dar-ul-Ulums, Madrasas, and dormitories are established and adequately equipped in Afghanistan, there will be opportunities at home for rural students who would otherwise leave the country. At the same time, it would improve national security and stability, since students would remain in their home provinces and reduce the chance of negative foreign influence. Although there is currently insufficient capacity to educate and house all aspiring students, MoE is planning to provide a better quality curriculum and adequate facilities and a suitable learning environment for 50% of Islamic education students.

Linking activities with civil society and the private sector

Community-based education (CBE) especially plans a civil society role in deprived areas; NGO partners have been identified, including IRC, CARE, BRAC, Swedish Committee for Afghanistan (SCA), Afghanistan

Development Association (ADA), Coordination of Afghan Relief (COAR), Co-ordination of Humanitarian Assistance (CHA), and Afghan Women’s Educational Center (AWEC).

Teacher training benefits from the participation of several NGO partners, especially the District Teacher Training Teams (DT3s) that operate in 23 provinces. Three pillars of effort are led by national and international NGOs, including as leads Just for Afghan Capacity and Knowledge (JACK), Afghan Development Association (ADA), and Save the Children UK. In 2010 GTZ managed a scholarship program for girls in the TTCs.

Expanding the number of school management committees (SMCs), or school *shuras*, will also increase the role of civil society and community involvement. SMCs enhance the quality of educational services through managing school infrastructure issues, facilitating school security issues, encouraging enrollment, providing a mechanism/forum for monitoring quality and educational effectiveness, and, ultimately, facilitating community ownership of schools. The MoE has to date established SMCs in over 8,500 schools, and will work with communities and school administrations to establish an additional 4,000. The SMCs, comprised of parents, local elders and school administrators, will be trained in basic management skills, identifying local issues affecting access and quality of education, developing School Improvement Plans (SIPs), and monitoring education in the school.

Continuing work done by Swedish Committee for Afghanistan (SCA) and Help the Afghan Children (HTAC), five additional model schools are planned in safe regions of the country where there is strong local community support for quality education. This will build on past and current operations of model schools that provide positive role models in primary and secondary education.

The Ministry will encourage the private sector to establish schools, and non-governmental organizations to contribute to the implementation of general education programs. The Ministry will facilitate registration of private schools, and provide them with services and materials such as teacher training and textbooks. The provincial education offices will be provided with training and support to monitor activities of private education institutes in accordance with approved rules and regulations for operation of private schools.

Central to addressing the significant shortage of qualified teachers is the institution of a proper pre-service teacher training program. More TTCs will be built and staffed, supported by district-based satellite Teacher Development Centers. Some of these TTCs will be in the private sector. MoE and TED will closely monitor these private sector TTCs, ensuring proper accreditation. Private sector support may include financial contributions and sponsorships for the establishment of TTCs, or the establishment of private TTCs accredited by the Ministry and that receive the teacher training curriculum and other necessary guidance from the Ministry. MoE will also encourage the private sector, within the framework of existing laws, to contribute to the provision of Islamic Education. Private Islamic schools are encouraged to register with the Ministry of Education and to implement the curriculum of the Ministry; graduates will be certified by MoE.

Attention to gender

The MoE recognizes the importance of measures to reduce gender disparity in educational institutions and encouraging female managers to serve in decision-making roles. At the basic education level, this means following the tenets of the Afghan Girls’ Education Initiative (AGEI), which promotes girls transition to secondary and even higher education, discourages early marriages, and fosters female role models. In teacher and administration circles, this means identifying capable women and encouraging them to apply to management positions.

The MoE, in collaboration with its national and international partners, and using media, will organize campaigns for girls' education, assess the local barriers to girls' education, provide basic school infrastructure facilities (new classrooms, water and sanitation, and boundary walls), relocate qualified female teachers to rural schools, and engage parents through school management committees to make the schools child/girl friendly.

In order to obtain gender equity in the teaching cadre and encourage positive role-modeling, our strategy includes three components: (1) a program to recruit and train more female Teacher Training College faculty and women teachers in remote areas; (2) design of a special program to train women with less than a Grade 12 education as Early Childhood Educators; and (3) providing greater access to higher education for women, including graduate study abroad. Retention of new female teachers will include providing training opportunities to upgrade to post-secondary levels.

Financial incentives and positive discrimination are being used successfully to encourage females to enter the teaching profession. The Girls' Scholarship Program has been increasing the number of qualified female teachers teaching in Afghan classrooms by increasing the number of female students in TTCs in 25 provinces – including Helmand, Kunduz, Kandahar, Ghazni, Logar, Nuristan, Kunar, Farah, and Wardak. Over 1,400 girls benefit from this program, with a multiplier effect estimated in the thousands of female students who will eventually be able to enter and complete primary school.

In the next three years, significant efforts will be made to enroll girls in schools through the following current and planned efforts:

- a) Special resources will be allocated for recruitment and training of female teachers for remote areas.
- b) Construction of school facilities with special features needed for girls' schools, such as boundary walls and separate toilet facilities.
- c) Community-based and accelerated classes are already successfully increasing girls' enrollment.
- d) School Management Committee (SMC) members include parents, teachers (some of whom are female), and local elders; SMCs for girls' schools are responsible for addressing issues pertaining to girls' education.
- e) EMIS allows for gender disaggregated data collection to facilitate gender progress monitoring.

Few girls attend Islamic schools; however, current Ministry of Education policy calls for increasing their enrollment in Madrasas and Dar-ul-Ulums.

Support of the provincial transition process

Recurring provincial access to education issues, such as the plight of returnees and schooling in deprived areas, will be addressed by the community-based education (CBE) and accelerated learning programming described in Deliverable 1.1. Provincial Education Departments are prepared to cooperate with the Afghanistan Peace and Reintegration Program (APRP), and working with returnees in recognizing issues relating to employment and land disputes. Community mobilization workers will work with priority communities to establish the school management committees (SMCs) described just above.

Provincial Development Plans (PDPs), developed by the Provincial Development Committees, comprise province-specific priority activities. PDPs are generally heavy with education and health priorities, and as such there will be consistent activities in infrastructure development, teacher training, and developing capacity of the Provincial Education Departments (PEDs). PED needs and shortfalls are addressed throughout the NPP proposal.

5 Deliverables and Activities

Education for All is based on the NESP-2 but is a carefully selected set of activities aimed at building on those strategies/activities that have a proven record and those deemed necessary to put the MoE in a stronger position to attain all its EFA goals and targets.

Objective 1: Improved Access to Basic and Secondary Education

Outcomes: Increased basic enrollment from 6.4m to 7.81m students (increase of 1.41m), and increased secondary enrollment from 570,000 to 1,110,000 (increase of 540,000).

In 2001, fewer than one million children were enrolled in general schools. Girls and many boys were deprived from access to education. Education has made good progress over the past eight years and today 6.5 million children (37% girls) are enrolled in general schools. Some areas and populations however still suffer from low enrollment. According to the National Risk and Vulnerability Assessment (NRVA) (2005), the enrollment rates for Kuchi boys and girls are also very low, 11% and 6% respectively. To facilitate education for Kuchi children, 72 schools have been permitted in 32 provinces, and some dormitories have been established to accommodate 10,915 Kuchi students (27% female) and students from insecure areas. Public demand and community engagement for schooling is generally strong nationally. At the same time, there are unacceptable conditions and facilities in many schools and in district and provincial offices.

Despite remarkable achievements of the Ministry of Education in the past eight years in providing education to nearly seven million children, there are still five million (or 42%) of school-age children who do not have access to education; the majority of these are girls. Many of the rural areas lack both schools and qualified teachers (particularly female teachers). Many of the existing schools are in sub-standard condition. Nearly 50% of all schools do not have usable buildings and many lack basic facilities such as boundary walls, potable water, sanitation, and adequate toilet facilities. These are all impediments to children's access to education, with a more acute impact on girls.⁹ The below-listed proposed activities are based on the lessons learned and best practices of several national educational programs and initiatives, including the currently implemented Education Quality Improvement Program (EQUIP), which is supported by the World Bank, Partnership for Advancing Community-based Education in Afghanistan (PACE-A), and other similar programs supported by USAID, CIDA, SIDA, and other donors.

The goal is to provide all school-age children in Afghanistan with equitable access, without discrimination, to quality education in order to gain the competencies needed. This objective, together with Objective 2, Improving Quality of Education, will additionally provide the foundation of necessary skills and basic knowledge required for effective participation in the labor market and enrollment to higher education. The objectives above build on the past performance of key Ministerial programs and donor-funded programs that have a proven track record of success, such as EQUIP and PACE-A. Components of these afore-mentioned programs are now in the process of being nationalized by the MoE in order to further their impact and coverage and ensure their sustainability. Because *Education for All* is built on the successes of previously and currently implemented development initiatives, further resources will facilitate a continued upward trajectory of accomplishments.

⁹ Lack of boundary walls and toilet facilities are consistently cited in social surveys among Afghans as the two of the most critical impediments to girls' participation in education.

Deliverable 1.1 – Increased Opportunities for Schooling in Deprived Areas Benefiting at Least 447,000 Students

This component will expand the community-based education model, conduct accelerated learning classes for older children, and develop a procedure that will ensure prioritization of the marginalized communities nationally and provincially. Expansion of the community-based educational (CBE) model will be undertaken by applying the successes and lessons learned from Partnership for Advancing Community-based Education in Afghanistan (PACE-A), BRAC, UNICEF, and similar programs that have been implemented by Afghanistan’s CBE partners. International organizations (IOs), and national and international NGOs, will be contracted for delivery of this service. MoE will develop a model for consistency in provision of CBE and its sustainability in areas where CBE needs to continue for the foreseeable future. It is important to point out that CBEs are the only educational initiatives that serve more girls than boys (other than initiatives that directly target women). Since CBEs offer home and community-based educational models, parents and families are often more inclined to allow their daughters/sisters to attend CBEs than formal schools. Hence, this is a critical initiative in increasing girls’ access and participation in schooling and in equalizing the gender gap in education.

Community-Based Education: The first activity under this deliverable plans to establish 14,400 new outreach classes for approximately 384,000 students (at least 60% girls) based on the MoE’s Community-Based School policy. Target areas will include villages/communities where children (mainly girls) do not have access to education due to a lack of MoE schools, or where the formal schools are a considerable distance from the community and very conservative areas where cultural barriers to girls’ mobility make home and community-based schooling the only viable educational options. Building on the existing CBE model, Community-Based Schools (or outreach classes, as they are referred to in the NESP) will be established on the request of local communities and following the approval of the District Education Offices. The CBE schools will be established in coordination with a nearby formal hub school and will use the standard MoE curriculum and resources. Space for classroom will be provided by community, textbooks will be provided by MoE, and teacher(s) will be recruited in close consultation with the local community and paid through the project according to the new *pay and grade* scale (once the competency assessment for teachers with education below grade 12 is undertaken). CBEs offer greater flexibility than formal MoE schools in being able to hire teachers whose qualifications may not be up to the minimum standards (grade 12 or 14). Class kits, student kits, and other teaching and learning materials, and stationery will be provided by the project. Certain CBSs could be upgraded to a formal school based on the request of local community, meeting MoE criteria and availability of MoE budget for new teachers. For such schools, construction of low cost facilities could be considered.

Accelerated Learning Classes: Another activity envisions establishing 2,100 Accelerated Learning Classes/centers (ALCs) for approximately 63,000 children (with a target of 70% girls). This activity is currently being successfully implemented by the Swedish Committee and CARE International and targets children who have been left behind from formal schooling (and are therefore older than the students in the grades for which they qualify). ALCs will be established, according to MoE policy, either in formal schools (if space is available) or in spaces provided by community. Textbooks are provided by the MoE. Class kits, student kits, additional teaching and learning materials, and teacher salaries will be provided by the project. The ALC classes will run throughout the year (with no summer/mid-term holidays) to allow completion of two grades in one calendar year. Students of ALCs will be integrated into the formal schools when relevant.

Recruitment of Female Teachers: The MoE also plans to recruit and relocate at least 1,200 female teachers, with spouses, to 200 rural secondary schools. This is expected to increase enrollment and retention of at least 24,000 girls in secondary schools. This activity will work very closely with local NGO partners. The NGOs will mobilize local communities in support of girls' secondary education and will provide support for the relocation of qualified female teachers from urban centers to the target districts/villages. The recruitment will be managed through the NGOs, but the teachers will be recruited as permanent MoE teachers. Moreover, the NGOs will facilitate agreements between the teachers and the local communities. At least six (6) qualified female teachers will be recruited and relocated (with spouses) to each of 200 rural districts to serve in formal girls' secondary schools.

Districts slated for priority are those which have no qualified female secondary teachers or where there is at least one girls' school having students in grades 5-6. The female teachers will be paid a one-time relocation grant of \$400-600, to cover the costs related to relocation and re-settlement, and will receive a basic salary according to the new *pay and grade* scale. In addition however they will receive a top-up salary (50-200% of their base), depending on the remoteness of their location. The relocation grant and remuneration of female teachers and their spouses will be paid by the NGO partners, building on the successful model implemented by the Swedish Committee, which has been working with the MoE to support female teachers' deployment to remote, less secure, and under-served areas for at least two years. This activity is also in accordance with MoE's new policy that is being developed in consultation with the Civil Service Commission. MoE plans to absorb the payment of their salary and top-up allowances through the operating budget, as additional financial resources are made available by Ministry of Finance. This program will be rolled out initially as a pilot program to gauge feasibility and uncover best practices prior to roll out.

Deliverable 1.2 – Provide Suitable Environment for Students, Including 19,500 New Classrooms

School Construction: To provide an environment conducive to learning and facilitate increased enrollment, particularly of girls, over the three-year period the program will construct 2,400 new schools, of which 200 will be secondary schools for girls; the new schools will contain 19,500 new classrooms. This activity also envisions establishment of 90 schools for the Kuchi population. Two kinds of schools are planned for Kuchis, (1) mobile schools that travel together with the nomadic population and (2) permanent schools for settled Kuchis. Over three years, 30 schools are planned to be established each year.

This activity will additionally rehabilitate existing classrooms; build boundary walls for 600 existing girls' schools currently without; provide drinking water facilities and sanitary toilets for existing schools in need of such facilities; construct science and ICT labs; provide tables and chairs for existing schools; provide sports facilities for schools; and construct houses for 30 caretaker-teacher families as part of a new pilot program for school construction. The General Education Program will list the priority schools for construction, and the Infrastructure Department will provide technical support for design and quality control of construction work. Construction of new facilities will result in basic education enrollment increased to 7.8 million students (40.3 % girls) and upper secondary enrollment increased to 1.1 million students (37.4% girls). A selection-of school site and prioritization procedure will be developed to ensure equity and prioritize marginalized populations.

Early Childhood Education: MoE recognizes the importance of early childhood development and pre-school education and its effect on preparedness of children for school and increasing primary enrollment particularly for girls. This activity will promote pre-school education as a pilot in 10

provinces, including pre-school policy formulation, raising awareness on pre-school education, provision of programs through Educational Radio and TV on pre-school education, and pilot testing of pre-school education in schools and mosques in the provinces.

Extracurricular Activities: The program will promote extracurricular activities, and student and youth interest and participation in school affairs by providing basic sports equipment and material; activating Scouts in schools; providing support for students to participate in regional and international tournaments; and establishing/strengthening student associations in all schools to encourage extracurricular activities in schools.

Deliverable 1.3 – Upgrade Primary and Secondary Schools to Benefit 236,400 Students

This activity will expand existing general schools, over three years, upgrading 1,800 primary schools to lower secondary, and upgrading 1,320 lower secondary to upper secondary.

Each year 600 primary schools will be upgraded to lower secondary. A 7th grade (class) will be added, which will increase the number of students by 40, per the rule for number of students in a class. Each school has two daily sessions, for boys and girls, hence for calculation purposes this is 1200 schools. Adding 40 students a year to each school class will create places for 48,000 students. In secondary schools the same rule applies, however an added class will have the capacity for 35 students. If 440 lower secondary schools are upgraded, two sessions a day are 880 schools; with 35 students added to each school this will be space for an additional 30,800 students. Upgrading schools in the above approach, over three years, would create space for 236,400 students.

Deliverable 1.4 – Increased Opportunities for Children with Special Needs

This activity plans to establish competence centers for children with special needs, such as blind and deaf disabilities. The MoE will assess the disability prevalence rate in urban areas and establish centers where they are most needed. An existing school for the blind will serve as a model for other competency centers. There exists a partnership between the MoE and NGOs to develop such competency centers and this programming will allow expansion of such efforts.

Deliverable 1.5 – Provide Distance Education

The MoE plans to strengthen and equip, the Distance Education Department and the Educational Radio and TV, and expand its programs to 34 provinces. In close cooperation with other Ministry programs, the department also plans develop an 18-hour program schedule for broadcasting distance education programs for radio and television, including radio and television educational programs for general and Islamic education, teacher education, literacy, and technical and vocational education, and for early childhood development, pre-school education, and parental teaching for improved family life. This programming additionally envisions production and broadcasting of public awareness programs on the importance of education, particularly for girls, and policies, plans, achievements, and existing challenges to the implementation of educational programs, as well as evaluating the programs broadcast by Educational Radio and TV. In addition, Distance Education will introduce mobile and VSAT Internet capabilities and educational programming to reach a wider audience in the more remote areas of the country.

Deliverable 1.6 – Annual Public Awareness Programs

Annual public awareness programs are planned to increase enrollment, particularly of girls. Systematic targeting and planning for public awareness is envisioned at the national level. Broadcasts about the importance of education in general, and the positive social impact of girls' school attendance and

graduation, are planned for radio and television, including Tolo TV and the Educational Radio and Television (ERTV). MoE also plans print media articles to be published on the same topic. Roundtables designed by the Strategic Communications Department, and gender training, are planned at the community level. School councils, or *shuras*, that act as a go-between with the local community will be key sponsors of enrollment awareness. Their role in insecure areas as school protection committees, which keep the schools open through negotiation with local elders, will be boosted through their ability to advocate for higher attendance.

Deliverable 1.7 – Improved Management and Coordination in Basic and Secondary Education

For increased community involvement, this activity plans establishing 2,540 new school management committees (SMCs), in which parents would participate. Members will be trained on the importance of girls' education, improving quality, and protection of schools.

Schools will be provided with yearly quality grants. As currently implemented by the World Bank – funded Education Quality Improvement Program (EQUIP), the objective of the quality enhancement grant is to develop healthy linkages between schools, communities, and local government while supporting and empowering schools and communities as local education managers. Quality enhancement grants will be given based on the school improvement plan (SIP) prepared by the school shura. The grant will mainly finance activities such as education materials and supplies, supplementary readers, toolkits, workshop expenses, meetings, and transportation for teachers and shura members to participate in appropriate meetings.

All general education policies, regulations, and guidelines will be revised and reviewed as necessary. They will also implement the nationally administered standard assessment system, improve working conditions for employees through upgrading equipment and space, and further computerize upper secondary students' records. Annual operational plans, budgets, and quarterly and annual reports will be published and a mid-year review of programs and projects conducted to revise activities and projects as needed to achieve targets.

Objective 2 -- Improved Quality of Education

Outcome: Improved quality of teaching by 30% (measured by average score of Classroom Instructional Activities) and improved student learning achievement by 30% (measured by standard math and language tests).

In 2001, only 20,000 teachers were employed throughout Afghanistan. Of these, 90% were unqualified with most not having completed secondary school. Only four teacher training colleges were functional in four provinces with a total of 400 male students. Today 42 teacher training colleges (at least one in each province) and 80 district-based Teacher Professional Development Centers (TPDCs, also known as satellite TTCs) are functioning, providing teacher education to more than 50,000 students/teachers. However, only 27% of teachers meet the minimum required for teaching, which is the Teacher Training Diploma of grade 14 or above. Only 31% of teachers are female, and qualified female teachers are mostly based in the urban areas. Of the 412 districts in Afghanistan, 59% have no female teachers. Although most of these teachers reside in the rural and remote areas of the country, some areas have no female teachers at all.

Teacher education programs generally have core leadership, sound conceptual foundations, and good donor support and expertise. At the same time, there has been variability in the quality of implementing agencies, low levels of budget expenditure, and procurement and staff recruitment delays. Activities in this component can build on the commitment of teachers, build capacity at the provincial and district levels, increase teachers' sense of empowerment, develop a clear understanding of best practices in the classroom, and develop the leadership skills of school directors.

The goal of this objective is to improve quality of education by upgrading qualifications of teachers and teacher educators, enhancing girls' access to education by training and recruiting female teachers, and expanding student services, such as career counseling. It will redress past inequalities of educational opportunity and employment through a range of teacher education programs, targeting the needs of the most remote and neglected areas and populations, by providing a better quality education, and career and psycho-social counseling for boys and girls through well-trained teachers.

Deliverable 2.1 – Improve Capacity through Teacher Training of 245,000

Strengthening the knowledge and skills of the nation's 180,000 teachers and over 10,000 school administrators through continuation and institutionalization of the existing National Program on In-Service Teacher Training (also called DT3) is an essential element in improving quality of education in the country. Improving the quality of teaching in less-secure and remote areas means upgrading qualifications of existing teachers to grade 12, grade 14, and bachelor's degree.

As part of the National Program of In-service Teacher Training (NPITT), MoE will train all teachers through INSET 1, 2, and 3, and train 50% of them through INSET 4. All school administrators will be provided with School Management Training (SMT) as well as follow-on support to improve their managerial practices and instructional leadership roles. The district-based Teacher Professional Development Centers will serve as the institutional home for the professional development activities. The provincial TTC supporting district-level institutions will be an important step towards creating a province-based teacher education and professional development system.

Upgrading Teachers to Grade 14 (Teacher Training College Diploma): Approximately 80,000 teachers in Afghanistan do not hold the minimum teaching qualifications but completed secondary education. This activity will upgrade teachers through pre-service education while teaching. This course in pedagogy and advanced subject disciplines is offered by the Teacher Training Colleges on campus or delivered to teachers in satellite TTC branches on a part-time basis. Currently more than 20,000 teachers are enrolled in this in-service program. Expanding this program will ensure that the MoE meets its goal of a qualified teaching force by 2015. This activity will target 60,000 teachers (70% female, 40,000 in-service and 20,000 pre-service) and cover all districts of the country; 5,000 trainers will deliver the coursework.

Upgrading Teachers to Bachelor's Degree: Through collaboration with national universities across the country, opportunities will be provided to teachers who have completed grade 14 to complete bachelor's degrees. This activity envisions 2,000 faculty of grade 14 completing their degree in-service during summer or winter breaks in collaboration with Education Universities in 17 provinces.

Scholarships for Afghan Women: As described above, few Afghan women hold post-graduate degrees. This program would support 1,000 Afghan women in obtaining post-graduate degrees in Afghanistan, regionally, and abroad in order to provide the university teachers needed for increased enrollment (especially women). The degree subjects would be selected from priority needs for

instructors/professors at the institutions of higher education and the teacher training colleges. The subjects selected should have a minimum of five scholarship graduates students per subject in order to prepare a “critical mass” to build stronger curricula upon return to Afghanistan. Afghan students have been supported through scholarships abroad, but the focus of this activity is to develop the capacity of university faculty who will return to upgrade student learning through their knowledge and experience acquired abroad. The location of the universities will be dependent upon funding sources.

Distance Learning: Another program to be developed for the in-service teacher and other learners is a distance learning program. Computer-assisted learning through curricula on DVDs or CDs, and on-line courses, can be developed by distance learning through the internet, CD- ROM technology, television, and radio programs already in place. This activity envisions a variety of learning channels in each of the aforementioned mediums. What needs careful follow through are both piloting curriculum content for high-priority courses, and follow-through on feedback and interaction with students. These programs can be developed in the private sector, by one or more of the ministries, or by public and/or private universities. Some of these e-learning classes may be focused on standard high school curricula; others could be specifically prepared for the vocational skills and knowledge proposed for new intensive vocational/technical education.

Recruiting/Retaining Qualified Faculty, Especially Women: There is a dearth of women faculty members and an underrepresentation of some ethnic groups at the Teacher Training College and University levels. A lack of women faculty has a negative impact on women’s participation in and graduation from tertiary levels of education. This activity will design and implement strategies to train, recruit, and retain women faculty and members of marginalized ethnic groups to the University and TTCs. The strategy would include mentoring of new faculty recruits; providing in-service training in teaching methodologies at the higher education level, including how to plan and follow a syllabus, how to assess student learning through formative and summative methods; how to encourage and guide student research; responsibilities of faculty members within the institutional community; and other practical guidance for development of teaching skills. This activity plans 2,000 faculty to be recruited (70% female) and mentored at universities and TTCs, and 10,000 female teachers to receive regional allowances and be deployed to remote areas.

Three additional activities are about job creation for girls and women and other marginalized populations and the adaptation of the education sector to train citizens for jobs that equip Afghanistan for social and economic growth in the future. Half of the nation’s population is women who are responsible for the shaping of their children’s futures and who should be contributing to the economic development of their society. Women have suffered socially and economically for years in Afghanistan. Their role has been minimized, and their voices silent in plans for national development. One of these activities is jobs creation in childcare and development through the training of women as early childhood teachers; another is the increased school readiness and educational foundations of children for entry into school; third is the development of appropriate and relevant vocational education and counseling to cater to the development of skills and trades among young people as an alternative to academic routes to employment.

Early Childhood Training: Afghanistan has very few trained early childhood educators and no standardized curriculum for training of teachers for early childhood. A nationwide program of training women to be early childhood educators will provide a strong foundation for pre-school children throughout the country to get a head start in health and development before entering formal school. The MOE plans to develop a short course to train 20,000 women as early childhood educators in areas

where there are particularly low levels of girls' enrollment in schools, with 1,500 villages targeted. There will be 3,000 trainers deployed to deliver the Early Childhood Teaching course. Candidates for the early childhood teacher education program would be girls and women who have not completed secondary education and other women who have been denied educational opportunities in the past. This program will provide employment for these women who do not have the educational requirements for other employment. The program will roll out first in the 200 districts where not a single girl has had access to secondary education due to the lack of female teachers at the upper primary and secondary school levels.

Vocational & Psychosocial Counseling: Trauma due to war and its consequences touches nearly everyone in Afghanistan. Furthermore, students in Afghanistan's schools receive little in the way of academic, vocational, or psycho-social support. This is due to the lack of trained guidance counselors in schools. A program to develop a course, and train 4,100 high school teachers for guidance and counseling roles in schools, will be developed to support students academically and psycho-socially and assist students in understanding the relationships between school success and career choices. The program will include academic advising and assistance career options, job search skills, microenterprise development, basic financial management, life skills, and culturally appropriate psycho-social support. One or two teachers in each secondary school would be trained in the program and be responsible for helping students locate work resources, educational opportunities, internships, apprenticeships, practical field placements, and "service learning". These teachers would also be trained in providing basic counseling and support services to students to enable them to deal with war-related and other traumas.

Approximately 200,000 youth are targeted for the first three years of the program, with 2,000 school counselors trained in vocational counseling. The vocational counselors, who will be chosen from existing teachers, after receiving training will facilitate vocational topics in general education. The practice of "service learning" should be introduced for youth in Afghanistan to provide a variety of real life work/study experiences that do not trap a student in a field without an understanding of its future prospects. This activity, administered by a school vocational guidance counselor in cooperation with teachers, requires students to combine short internships and work participation in different vocations with study.

Deliverable 2.2 – Development of Curriculum and 270 Textbooks for Teachers

Development of all textbooks based on the new teacher education curriculum, in coordination with the General Education curriculum, will be completed. This activity plans to develop and/or revise 270 textbooks. Textbooks will be printed, with a planned publication run of over 3 million, and distributed to all teacher education students. Educational materials for short-term training courses for 10,000 school administrators will be revised and printed based on need, and new educational materials based on identified needs and an assessment of teacher competencies will be developed. New audio-visual programs will be developed and translated and broadcast. Research on curriculum, delivery of teacher education program, and teacher competency will be conducted to identify challenges and best practices, and to improve the quality and relevance of the programs.

Deliverable 2.3 – Improve Training Environment, Build and Equip 11 Teacher Training Colleges

To address the shortage of female teachers, enrollment of female students who come from districts and villages to the Teacher Training Colleges (TTC) needs to continue and increase through incentive schemes, recruiting more female TTC faculty, and construction of proper TTC facilities, particularly in disadvantaged provinces. The quality of teacher education needs to be enhanced through TTC faculty

development (including opportunities for post-graduate studies) and completing the development of new textbooks for TTC students. Recruiting and training female Early Childhood Development teachers will increase female teachers, especially in rural areas.

Currently, there are 42 TTCs established, which does not mean they are occupied in official buildings. At present usable buildings are found in only 17 TTCs, only 18 have dormitories for females, and only 36 have dormitories for males. Commitments have been made, however, to build 17 teaching complexes, 17 dormitories for females, and 10 others for males. This activity plans to further expand by constructing and equipping 11 new Teacher Training Colleges (TTCs) and dormitories. In addition, there are also 90 district-level TPDCs planned to be constructed to provide professional development and on-the-job support to all teachers. The TPDCs within each province will be supervised and supported by the TTC based in the provincial capital.

Deliverable 2.4 - Incentives for 2,700 Students and 2,190 Instructors to Teach in Insecure and High-Need Areas

Given budgetary constraints, regional incentive salaries will be provided only for 20% of TTC educators in provinces and districts with low numbers of qualified teacher educators; incentives of US\$60 will be provided for 2,700 female student teachers from districts with low female enrollment; dormitory facilities will be provided for all eligible female student teachers in pre-service programs and eligible male student teachers in TTCs at provincial and district levels.

Deliverable 2.5 – Capacity Building of Basic and Secondary Education through 11 Model Schools

This activity seeks to build on past and current operations of model schools that provide positive role models in basic and secondary education. Continuing work done by Swedish Committee for Afghanistan (SCA) and Help the Afghan Children (HTAC), five more schools are planned in safe regions of the country where there is strong local community support for quality education. These schools are distinguished by 1) a clean, safe, secure and nurturing learning environment for children; 2) training and employing well-qualified (and caring) teachers who understand student psychology and use positive motivational techniques; 3) computer laboratories and other innovative programs in addition to the national curriculum; and 4) investment in local community support (via community school committees) to help ensure long-term sustainability of these schools and programs, so the community will take ownership of their children's educational welfare.

Deliverable 2.6 – Expand Student Services

Implementation of student counseling and guidance programs are planned to follow training of guidance counselors, mentioned above. Over three years counseling and guidance programs are planned for 4,500 schools.

Deliverable 2.7 – Improve Academic Supervision through Training of 8,400 Supervisors

One of the key national management reforms of recent years has been the attempt to increase schools' autonomy and create provincial and district-level decision-making bodies. The intent of such reforms is that the provinces increasingly manage appointment and removal of teachers, and all issues related to students. This activity will develop and implement a new system to supervise the implementation of general education activities; train 8,400 supervisors on current methods; supervise the academic issues of primary and secondary schools through regular visits to schools (three times per year); and provide recommendations for improvement of teaching practices, students' learning achievements, and better engagement of community and parents in education of their children.

Deliverable 2.8 – Improved Management and Coordination in the Teacher Education Department

For gains in teacher training to be made sustainable, TED must develop its own capacity to carry out and manage programs. Teacher Education Department staff will be trained in task-oriented administrative, finance, and leadership skills; and TTC administrators will be trained on English language, computer, and management skills.

Teacher recruitment will be gradually decentralized and will be based on an identification of needs at the school and provincial levels matched with each applicant's field of study and competencies.

The need for subject-matter teaching positions in upper secondary schools in each province will be communicated to universities to plan student enrollment. The General Education Department will identify and communicate the number of subject-matter teaching positions required in each school and district to TED. Enrollment in both pre-service and in-service teacher training programs will then be based on these needs.

An accreditation system for teacher training institutes will be developed, and the rules, regulations, and guidelines for TED will be reviewed and revised as necessary based on teacher education reforms. The Teacher Education Department will be transformed into the National Institute for Teacher Education, and this Institute will be responsible for teacher education for General and Islamic Education and will coordinate with Technical and Vocational and Literacy teacher education. Proper working space and administrative equipment will be provided for all TED staff. The teacher training database will be developed and systematically used to monitor the professional development of teachers; and annual operational plans, and quarterly and annual reports for the Teacher Education Department, will be developed and published.

All Teacher Training Colleges will be accredited based on national standards. Regarding the objectives, competency requirements, standards, and teacher education programs, coordination with the Ministry of Higher Education will be improved in order to align teacher education programs in higher education institutions with curriculum requirements of the Ministry of Education.

A standard test for TTC students is also envisioned, to measure achievement across student classes and gauge merit nationally. Test results will be recorded and accessible in a database to develop trends over time and geographically.

TED envisions the development and implementation of a teacher credentialing and certification system. This will require the formation of an inter-disciplinary/cross-ministry Teacher Standards and Certification Advisory and Planning Board in the Department of Teacher Education. The database planned to be implemented in the TED, along with the national database of the Civil Service Commission, will enable the Ministry of Education to track teacher qualifications and professional upgrading activities, including education credits, in-service activities, honors, scholarships, and other activities that can be part of the competency evaluation program.

Objective 3 - Improved Access to and Quality of Islamic Education

Outcome: Increased enrollment of 37,000 (25% female) in Islamic schools and increase in the number and employability of Islamic Education graduates.

In the past 20 years, most Afghans have pursued Islamic studies outside the country, which has been associated with the spread of extremism. In order to reduce this trend, the Ministry of Education needs to increase and improve Islamic schools within its borders, with an emphasis on insecure areas. Some common barriers to progress have been threats due to insecurity, and some Islamic Education institutions, especially non-governmental ones, have been used for political purposes. International, and in particular Western governments and donors, need to appreciate the potential of investing in broadening and reforming the Islamic Education curriculum.

In 2001, a limited number of male students were attending 220 Madrasas. The national curriculum was not defined. Today 149,000 students (10% girls) are enrolled in 627 Islamic schools, and a new curriculum is being developed. Islamic Education has strong support from many parts of the population, and demand for Islamic education is greater than the services provided. Islamic Education functions, systems, and institutions are well established: they prepare graduates for Islamic religious functions as well as employment with the government. In addition, parts of Islamic Education are community-based, and community ownership of these activities is important and valued. Activities in this component can also capitalize on the fact that *Dar-ul-Ulums* have been able to attract Afghan students abroad to come home to study.

At the same time, many of the teachers do not have updated competence in pedagogy or other subjects. Local financing can be an advantage, but this can also be a weakness in localities with limited resources. Issues exist related to standards and quality control mechanisms.

Modern labor market needs are often not considered in the current training and curricula. The current Islamic Education curriculum covers Islamic subjects with only a minimum of natural and social sciences. In grades 13 and 14 there are subjects on pedagogy and teaching. As a result graduates could only be hired as teachers of Islamic subjects in general schools. A reform of curriculum will add more language, natural and social science, English language, ICT, and vocational subjects, as well as more teacher education subjects for grades 13 and 14. This will expand job opportunities for graduates and reduce the pool of recruits for insurgency.

Building upon an ongoing initiative of Ministry of Education, this component will focus on revising Islamic Education to counter religious extremism and expand the employability options of Islamic Education's graduates. In light of modern pedagogy and established approaches in developed Islamic nations, the curriculum will include 60% Islamic subjects and 40% general subjects, vocational subjects, teacher education subjects, information communication technology (ICT), and English language instruction. Mechanisms will be provided to foster employability for graduates of the Islamic Studies programs at the Ministry of Higher Education, thereby ensuring that graduates of Islamic education and Islamic Studies programs have acquired the necessary skills needed to find employment across a number of sectors in the economy.

Deliverable 3.1 – Increased Enrollment of 37,000 (25% female), and Improved Environment for Islamic Students

Expansion and construction of Islamic schools is an important priority of the Ministry. This will support increased enrollment of girls and students in remote and relatively insecure areas. New schools, water sanitation facilities, and boundary walls will be constructed using the standard MoE design. Priorities for construction of Islamic schools will be determined by Islamic education. Technical design, assessment of school sites, and quality control of the construction will be done by the Infrastructure Department.

If Dar-ul-Ulum, Madrasas, and dormitories are established and adequately equipped in Afghanistan, there will be opportunities at home for youth who would otherwise seek Islamic Education outside Afghanistan. The acute shortage of proper learning and hostel facilities needs to be addressed urgently to provide a suitable learning environment for at least 50% of the student body. In this activity, 285 new Islamic schools (contracted without boundary walls) (231 Madrasas, 24 Dar-ul-Ulum, 30 Dar-ul-Hifaz) are planned to be established to improve access to Islamic education. This would include at least one Islamic school in each district and one well-equipped Dar-ul-Ulum and Dar-ul-Hifaz in each provincial capital. To provide better access to Islamic studies and a more conducive learning environment, the Infrastructure Services Department of the Ministry of Education plans new classrooms, boundary walls for newly established schools, and dormitories for schools and Dar-ul-Ulums (55% for girls). To facilitate access of poor students to Islamic schools and Dar-ul-Ulums, they will be provided with existing and new dormitories.

The Ministry will encourage individuals and the private sector to contribute to the provision of Islamic education. The Islamic Education Department will facilitate the registration of private Islamic schools and will provide them with technical and professional support, particularly in the areas of curriculum and teacher education. The MoE will certify graduates of private Islamic schools and begin establishing registration and accreditation of private Islamic schools.

Deliverable 3.2 – Improve Training for 7,400 Teachers, Develop 128 Islamic Education Textbooks

Efforts will continue to bring the Islamic and General Education curricula closer to each other. Additional Islamic content will be added to the General Education curriculum, and general education subjects like mathematics, science, social sciences, Dari/Pashto, English, vocational subjects, teacher education, and ICT will be part of the Islamic Education curriculum. Additional courses on teacher education will be incorporated into the curriculum for Islamic education grades 13-14.

Curriculum framework and the syllabi for grades 7-14 of Islamic schools in both sects (Hanafi and Jafari) will be reviewed, assessed, and revised. The curriculum of Islamic schools will be synchronized with the Islamic Studies faculty of university. The Islamic curriculum in development has been influenced by established curricula in such nations as Egypt and Jordan. The curriculum has been designed through close cooperation of Afghan and Jordanian specialists. Development of textbooks for Islamic subjects has already begun and will be completed in one year.

Islamic curriculum development specialists have been working for the last three years on compiling suitable textbooks for Madrasas, girls' Madrasas, and for grades 13 and 14. Coordination among the Islamic Education Department, the Curriculum Development Department, and the Teacher Education Department will be strengthened through a coordination and collaboration mechanism that will accelerate reform of curriculum, promote Islamic teachers' competencies, and provide Islamic schools with science and ICT teachers.

In close cooperation with the Human Resource Development NPP programs, "Facilitation of Sustainable Decent Work through Skills Development" and "Human Resources for Health," vocational skills training including health education will be incorporated in Islamic education. Textbooks and learning materials will be prepared, printed, and distributed; 128 textbooks are planned. Current Learning aids (textbooks, teaching aids, and teacher's guides) are also critical needs; capacity building depends on developing learning materials.

Teacher education currently includes pedagogy, psychology, science, mathematics, Arabic, and one foreign language (usually English). Graduates of Grade 14 are expected to develop teaching skills in order to take up teaching positions after graduation. Qualification of 6,000 (4,834 male and 85 female currently teaching) Islamic education teachers/instructors (25% female) will be upgraded to grade 14 through collaboration with the Teacher Education Department (TED) at the Ministry of Education and the National Skills Development Program (NSDP).

In order for teachers to effectively implement the new curriculum, they will need to be trained and offered professional development opportunities and on-the-job follow-on support. A mix of approaches will be utilized to train some teachers in Kabul and others in regions. This will be implemented through collaboration with the TED and other relevant bodies.

Deliverable 3.3 – Annual Public Awareness Programs to Increase Enrollment

A variety of public awareness activities will be planned and implemented with the goal of increasing both girls' and boys' enrollment some 40,000-50,000 in Islamic schools. The largest audience will be reached by programming through Education Radio and Television (ERTV). Additional word of the new establishment of Islamic schools and the positive investment they represent will be spread by *imams* in mosques as well as school councils. These councils, or shuras, act as a go-between with the local community and in insecure areas may function as school protection committees that will keep the schools open through negotiation with local elders. Gender training is also envisioned at the community level. Attracting girls to Dar-ul-Ulums will ultimately increase the number of female teachers and therefore the number of female Islamic students.

Deliverable 3.4 – Strengthened Academic Supervision

Academic supervision will be strengthened to improve quality of educational services and achievements. An academic supervision system will be developed, and 70 Islamic education supervisors will be trained and orientated with the MoE monitoring and EMIS system. Vocational and career counselors will be supported by the supervisor to facilitate linking students to potential employers for internship. Supervisors will oversee implementation of the new curriculum and the overall system reform to cater to developing needs and enhancing employability of graduates. Regular consultation with the Islamic *ulema* will be made in order to improve the quality and relevance of Islamic Education. The experience of other Muslim countries will be used.

Deliverable 3.5 – Improved Management and Coordination in Islamic Education

Policies, guidelines, and procedures of Islamic education will be reviewed and revised as necessary. The accreditation system for *ulema* educated in private schools will be revised. The current system does not reflect current realities of country. In the past, Islamic schools did not offer social science and other key subjects, hence graduates had not been exposed to this coursework and were at a disadvantage after graduation. The accreditation system needs revision to better reflect new standards.

Approximately 150 school councils will be established in Dar-ul-Ulums and Madrasas to improve community participation in education. These councils will coordinate Islamic education curriculum with priorities of the country, enhance knowledge in Islamic schools, support school management, and encourage the public to support Islamic education to further social goals.

Additionally, Islamic education staff will be trained in management and administrative skills. Current skill levels among directorate staff do not sufficiently meet contemporary planning, budgeting, and reporting needs.

The Islamic Education Department also requires technical assistance in the areas of curriculum development; planning, reporting, and budgeting; and information technology / computer applications. Each of these areas currently lacks the capacity to perform its work and, with the expectation in coming years of expanded programs and administrative reform, the need will be even more acute.

Objective 4: Improved Institutional Development

Outcome: Increased capacity among the Ministry of Education as evidenced by an enrollment rate increased from 59% to 69%, improving the budget execution rate from 59% to 85%, and a higher capacity assessment rating of the ministry.

In 2001 the education system was providing education services to less than a million children, with a very weak administration system. After the Taliban regime, the new administration inherited a defunct system. Today the size of the education services has increased seven-fold, providing access to education to nearly 7 million children across the country. Administrative reform and new “pay and grade” are being implemented. Several management information systems, including AFMIS and HRMIS, and payroll and procurement systems are used for effective service delivery and monitoring performance.

Demand for education in Afghanistan is high and the MoE expects increased school enrollments over the next three years. To meet this demand, support services such as human resource recruitment and training, finance and procurement systems, and support for construction of education infrastructure need to be expanded to support effective delivery of education services.

The goal is of this objective is to increase capacity among MoE management, strengthen administration procedures, and improve periodic reporting.

Deliverable 4.1 – Administrative Reform and Human Resource Development

The HR department will implement the new *tashkeel* based on public administration reforms at the central, provincial, and district levels, and restructure the organization of the ministry, as necessary, based on a needs assessment. HR management also plans to gender-sensitize ministry positions, recruit all staff of the ministry under the new pay and grade system based on open competition and merit, develop a comprehensive capacity building strategy, and plan and strengthen job-related capacity of at least 50% of ministry staff in relevant professional subjects and general subjects like English, computer skills, and management.

Deliverable 4.2 – Financial System Development

The finance department plans to develop and submit annual integrated program budgets (ordinary and development) that specify national and provincial budget allocations based on annual plans, make timely payments at central and provincial levels, update and implement the budget preparation and expenditure tracking (BPET) system in the center and in the provinces, and implement the AFMIS system in the center and provincially. There are also plans to prepare quarterly reports on budgeting and expenditures based on program and province, and coordinate the resource mobilization process with the Ministries of Economy, Finance, and Foreign Affairs.

Budget execution has been a challenge due to inadequate procedures and managerial capacity. In cooperation with the Public Financial Management (PFM) initiative led by the Ministry of Finance, MoE directorates will assess operations to identify bottlenecks, share these findings with relevant managers, and recommend responses. Some responses may require capacity development, and some may call for

structural/procedural reform. Some actions will be taken and other reform opportunities will require discussion. The MoE is pursuing management models that “make business simple,” namely by streamlining budgeting, payroll operations, human resource management, and procurement.

Deliverable 4.3 – Improved Applications of Information & Communication Technology (ICT)

The ICT department plans to identify the ICT needs of program and administrative departments, including computer systems (software), ICT equipment, and training needs of staff, and provide technical assistance to and supervision of the procurement of ICT equipment and its optimal use. There are also plans to provide ICT infrastructure and equipment to all offices in the center and provinces, train all ministry staff to use ICT effectively, develop and implement a maintenance and support system for ICT equipment, and maintain MoE’s website for public information.

Deliverable 4.4 – Improved Procurement and Logistics, Services, and Properties

To improve effectiveness and efficiency, the department will train and equip the central and provincial logistics and procurement units, develop databases to register all ministry contracts/purchases/goods, maintain the ministry’s transport facilities, and record all ministry land and buildings. Land will be provided to construct educational institutes, administrative buildings, and teachers’ residences. The department also plans to address land disputes with individuals and organizations, construct and equip buildings for provincial education offices, and provide support services (including transport facilities, goods for programs, office equipment, and building and maintenance services) staff in the capital and provinces as needed.

Deliverable 4.5 – Support Construction of Education Infrastructure

The Infrastructure Department will assess the situation of existing infrastructure, survey locations for all new construction projects, and develop an annual plan for rehabilitation and construction of schools. The department will also strengthen the central engineering team’s design and standards, and the provincial engineering teams’ monitoring and quality control; review and revise policies, criteria, and standards for education infrastructure construction; revise and develop plans, designs, and volume of work and cost estimates; and develop guidelines on contracts, monitoring and quality control, and take-over and registration of buildings.

Deliverable 4.6 – Improved Security and Protection

The Protection Department will equip and train central and provincial security and protection units; develop security systems for education offices and educational institutes with the cooperation of security organizations; and monitor all education offices, educational institutes, and student routes to schools on a continuous basis in order to identify probable threats. The department will also provide awareness training and guidelines for key staff and, through them, for other staff and students on possible threats; strengthen coordination with community and security organizations to prevent attack; and record security incidents in a database and provide analytical reports on a daily basis.

6 Implementation Requirements

6.1 General

Please see 3-year Implementation Plan (Annex 1)

The most important factor with regard to plan implementation is strengthening delivery capacity at central, provincial, district and school levels. The Ministry of Education will recruit and deploy technical assistance to identify and remove implementation bottlenecks, improve the systems, adequately staff provincial and district education offices and enhance the capacity of civil servants and school managers in relevant disciplines. Special attention will be focused on improvement of financial management, procurement and logistics systems at national and provincial levels by deploying qualified staff and computerized systems to increase effectiveness and efficiency.

Optimal utilization of the capacities of the Afghan private sector and non-governmental organizations is an important factor for successful program implementation. The Ministry of Education will encourage donors to develop and utilize local capacities and institutions for implementation of projects funded through the external development budget. The Ministry of Education will endorse funding foreign organizations and companies as implementing partners only in exceptional cases when critical technical expertise is not available locally. The Ministry of Education will also use the Afghan private sector and non-governmental organizations for service delivery through contract awards from core budget.

6.2 Technical Assistance Requirements, per Component

There is an identified need to recruit national technical staff for review and development of policies and programs, preparation of guidelines and training material, training and mentoring civil servants, and program monitoring and evaluation. This is an ongoing project and funding shortfalls are discussed with Human Resource Development Board members and individual donors. Under this project, national technical staff will be recruited and assigned in program and support departments at the national and sub-national level to strengthen capacity. Out of the 1,539 proposed staff, 630 technical staff are already appointed and working in finance, planning, procurement, human resource development, ICT, infrastructure development, and other program departments.

Needed Technical Advisors in NPP Directorates		
Overall Shortfall		909
General and Islamic Education		215
	Deputy's Office	5
	Primary Education	109
	Secondary Education	41
	Islamic Education	40
	Private Education	6
	Health and Youth Welfare	1
	Physical Education & Scouts	4
	Educational and Cultural Radio and TV	9
Curriculum, Teacher Education		101
	Deputy	7
	Curriculum	18
	Teacher Training	30
	Science Center	38
	Publications and Information	8
Education Management		593
Central Directorates		235
	Internal Audit	39
	Minister's Office	81
	Int & Cultural Relations	6
	Academic Council & Standards Board	18
	Planning	84
	Publications and Information	7
Deputy Admin and Finance		358
	Deputy	3
	HRD	45
	Finance	0
	Procurement	49
	Procurement (HRMU)	3
	ICT	96
	Services	3
	Infrastructure and Services	113
	Safety and Protection	42
	Assets and Property	4

Component	Technical Assistance Required
Increased Access to Basic/Secondary Education	The Ministry of Education will encourage donors to develop and utilize local capacities and institutions for implementation of projects funded through the external development budget. The MoE will endorse funding foreign organizations and companies as implementing partners only in exceptional cases when critical technical expertise is not available locally. The MoE will also work with the Afghan private sector and non-governmental organizations for service delivery and capacity development through contract awards from core budget.
Improved Quality in Basic/Secondary Education	Projects most likely to need international technical assistance, or a program advisor at the planning and early implementation stages, are 1) the bridging program (high school to college), 2) the vocational counseling and service-learning program, which includes early childhood education, 3) the distance education program, and 4) the institutional strengthening program for TED.
Improved Access to and Quality of Islamic Education	There is currently no TA in DM Islamic Education, therefore specialists are requested in planning, reporting, and budget development. Computer operators who know both national languages and English are also needed. TA is also requested in curriculum development for the range of Islamic schools, and development of textbooks and teacher guides. The directorate would ideally contract 25 specialists with credentialed qualifications in Islamic Education.
Monitoring and Evaluation	Systems Development Staff will be required to finish the EMIS (database); 10 technical staff for 2-3 years are planned. Monitoring Technical Assistants (34) are envisioned for each province to support the roll-out of the system.

6.3 – Procurement Plan

Planned procurement per component

Component	GOODS	SERVICES
<p>Improved Access to Basic and Secondary Education</p>	<ul style="list-style-type: none"> • Supply of science and computer labs • Sports equipment for 11,000 general and Islamic schools. • 1,200,000 chairs and tables for students • Equipment for strengthening Distance Learning Program • Mobile and VSAT technologies 	<ul style="list-style-type: none"> • Contracting construction companies or community <i>shuras</i> for construction of 19,500 classrooms / 2,400 general schools • Construction at the schools, including: <ul style="list-style-type: none"> - classroom refurbishing - boundary walls - latrines - water wells • Construction of science and computer labs for 600 schools • Construction of 30 houses for caretaker teachers • Services of NGOs for delivery of education services
<p>Improved Quality of Education</p>	<ul style="list-style-type: none"> • Equipment for Teacher Training Colleges (TTCs) and dormitories 	<ul style="list-style-type: none"> • Printing of 3 million textbooks • Printing of teacher guides and teaching materials • Construction of 11 TTC complexes, with dormitories and dining rooms • Construction of 90 district teacher training support centers • Trainers and teacher educators will be recruited through competitive processes; early childhood training will be developed with help from international consultants and implemented by national civil society organizations; construction will be contracted to private sector companies.

Component	GOODS	SERVICES
<p>Improved Access to and Quality of Islamic Education</p>	<ul style="list-style-type: none"> • Procurement of 34,200 chairs and tables for students in Islamic schools • Procurement of 3,000 prayer rugs for Islamic schools 	<ul style="list-style-type: none"> • Construction of 1,050 new classrooms • Re-construction of 300 existing classrooms • Construction of dormitories • Various construction at school sites, including: <ul style="list-style-type: none"> - boundary walls - latrines - drinking water wells • Printing and distribution of 3,120,000 textbooks and teacher guides for Islamic schools
<p>Improved Management and Administration of All Schools</p>	<ul style="list-style-type: none"> • Equip central and provincial security and protection units • Furniture and equipment for central Ministry and provincial offices • Computers for central Ministry and provincial staff, and computerized record management systems 	<ul style="list-style-type: none"> • Training of relevant central Ministry and provincial staff in information and computer technology (ICT), procurement, and security and protection • Publishing quarterly/annual plans, budgets, and reports, for basic/secondary education, Islamic Education, and central Ministry • Management and administration training for Teacher Education, Islamic Education, and central Ministry staff
<p>Monitoring and Evaluation (M&E)</p>	<ul style="list-style-type: none"> • Original Software for EMIS – SQL Server, GIS Software, Microsoft Office (with Access), SPSS • IT equipment for central Ministry staff, provincial offices, and prioritized districts 	<ul style="list-style-type: none"> • Online Reporting System needs to be launched – EMIS Directorate has developed modules, and funding is required for site hosting and bandwidth • All MoE offices require internet access • M&E training for relevant central and provincial office staff • Contracting for 3rd-party verification

7 Challenges, Constraints, and Solutions

The following is a list of constraints and how they will be overcome.

Regulatory constraints

Insufficient annual government budget allocation to education (limited number of new staff/teaching positions and only 9% non-salary cost) has been one of the main reasons preventing the program from scaling up and reaching more villages and students. MoE proposes that a norm-based budget allocation mechanism be worked out and used for allocation of the budget to education. The norm-based budget allocation mechanism should consider quantity, quality, standards, and cost. To address immediate needs, the MoE has proposed temporary payment of salaries—from donor funding—of additional community-based school teachers and female teachers relocated to rural schools for 2-3 years, until the MoF is in a position to cover backlogs.

With the current pay-and-grade scale it is not possible to encourage qualified female teachers to relocate to rural areas to work in girls' secondary schools, Islamic schools, or TTCs. The MoE and Civil Service Commission need to work on a salary policy for female teachers willing to work in remote areas. The salary policy should include a relocation grant, basic salary, and remoteness top-up salary (50-200% of basic salary). It should also consider paid position for spouses of female teachers, depending on qualifications.

Regulatory obstacles often arise when a program requires passports, permissions, and planning for extended overseas study. This has been especially problematic for females from Afghanistan, but a sufficient number of students and their in-country sponsors or advisors have experience sending females abroad, so there should be few restraints in the scholarships program. The recruitment of faculty will face restraints created by a small pool of qualified women who can be recruited for teaching positions.

By-laws and regulations that complicate processes and operations and prevent certification and credentialing need to be systematically identified and modified. Examples include complex financial and procurement procedures; students and teachers who receive education through non-conventional approaches like accelerated training or a series of short-term training and need to be accredited. To have such complexities widely acknowledged and corrected is not always easy; this in itself requires going through lengthy bureaucracy.

Organizational constraints

Expanding the education services requires operational support staff at provincial, district, and school level. The MoE has revised its structure in consultation with the Civil Service Commission but it has not been implemented at the provincial and district levels. This process needs to be accelerated, funding for new positions should be provided by MoF, and remoteness allowances need to be considered for remote district education office management and administrative staff.

Expanding the community-based schools will require additional monitoring and oversight by general education department of Ministry of Education. There are plans for recruitment of additional supervisors and their capacity building. This process needs to be accelerated, with funding for new positions to be provided by MoF.

Insecurity affects access and quality of education. Community and parents will be engaged in school affairs through establishment of SMCs. NGO partners will support CBS. The direct in-service and pre-service

upgrading will face the restraints of weather and geography often impeding accessibility training sites for teachers in/from remote areas. Logistics of materials development, printing, and delivery will also periodically slow progress. Both of these can be overcome with forward planning.

Insecure districts plague most activities, particularly in the south. Security restraints can be overcome with innovative and alternative methods of reaching teachers and schools, including budgeting for transportation and other costs associated with conducting courses in neighboring secure districts.

In the distance learning initiative, organizational restraints may occur regarding timely delivery of materials (eg, curricula, tested CDs, hardware) due to logistics challenges, particularly in insecure areas. Constraints can be overcome with innovative and creative use of technologies, planning, and social mobilization around the notion of distance learning.

The early childhood program may face constraints in some communities as elders may be resistant to the changes in childcare and child-rearing being proposed. This program is both highly important and highly sensitive, and care must be taken in implementation. The early childhood program will require leadership from local Afghan women, throughout every phase, from program planning to implementation and evaluation. Vocational counseling may face constraints in communicating goals and activities to target communities, because notions of field work, internships, and unpaid jobs are unknown in Afghanistan. For vocational education, vocational guidance counselors in the schools, if doing the job intended, will help dispel doubts about the program and its usefulness to students.

In some programs the existing structure, in spite of undergoing reforms, may not match the key tasks and overall objectives and therefore required further adjustment. This is not an easy task, but persistence and lobbying will be used to gain political support and bring necessary change for achieving efficiency and effectiveness.

Supply constraints

Local construction companies do not have the capacity to meet rapidly increasing school construction needs. Thus, to ensure the participation of the private sector in school construction, the government needs to provide technical support to national construction companies, organize and assure them that they will receive contracts in the long term, thereby encouraging them to invest with confidence in improving local construction capacity.

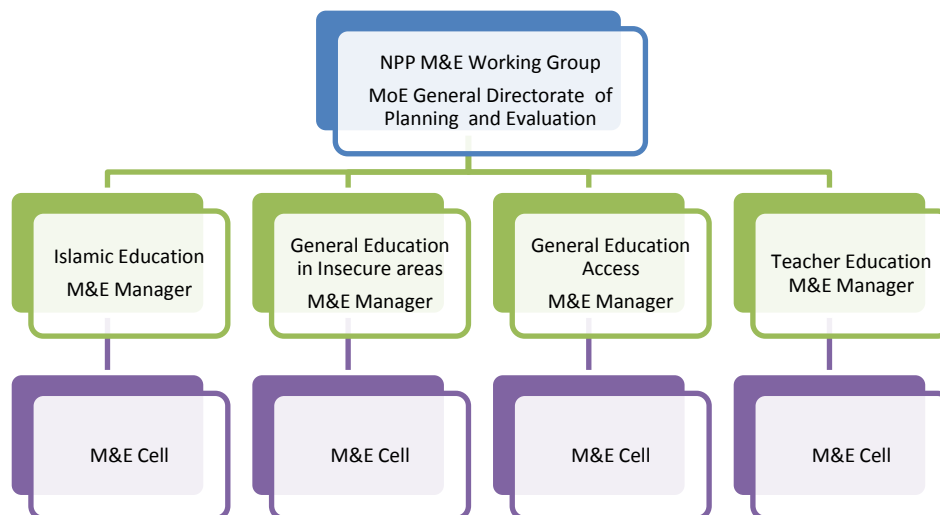
In the distance learning initiative, constraints will be found in the form of technology transfer, availability of electricity/generators in the field sites, and maintenance of equipment.

8 Monitoring and Evaluation

The Ministry of Education (MoE) is committed to a monitoring and evaluation system that promotes transparency, accountability, and Afghan-led development. The monitoring and evaluation system will i) focus on both quality and quantity; ii) improve program management, resource, and budget allocation; and iii) incorporate findings into policy and budget decision-making and national planning.

At the national level, the Government of Afghanistan is implementing a new, innovative system to conduct monitoring across all National Priority Programs, which are often cross-ministerial efforts. It requires a three-year implementation that outlines general activities to outputs, and outputs to outcomes. These plans will be further detailed each 100 days, in order that all activities are monitored to ensure programs stay on track. Progress will be reported at the Cabinet, and the Standing Committees of the JCMB, and will include a quantitative percentage of actions completed, and a qualitative narrative analysis. This will allow the government and the international community to ensure programs are fulfilling obligations, and to take corrective measures immediately where required. Further, the same system will be codified at a higher level, with a separate methodological tool, and will work with the Central Statistics Office or other bodies as required, to measure outcomes over time. These results will also be reported at appropriate intervals in the Cabinet and Standing Committees of the JCMB.

An NPP M&E Working Group will facilitate coordination of activities, capacity building of M&E staff and institutions, and compliance of programs and departments with the monitoring and evaluation activities. The General Directorate of Planning and Evaluation at the Ministry of Education would lead the group. The Working Group shall consist of the M&E Focal Point, and one civil servant, nominated from each activity component. These participants, as well as two persons from the General Directorate of Planning and Evaluation (one from the EMIS Directorate and one from the Policy and Strategic Planning Directorate), will ensure integration of activities within each component. The diagram below depicts this arrangement.



Structure of the NPP M&E Working Group

Each program will provide a contact person to the M&E working group. Contacts should have sufficient seniority that allows them access to related component data.

Based on the approved logical framework for the program, a Monitoring and Evaluation Implementation Plan will be developed. The M&E Implementation Plan will detail the activities required and due dates for the development and implementation of the monitoring and evaluation requirements. It will include all stages of the process – improvement of M&E instruments, guidelines, training of staff, data collection, data management systems, data entry and cleaning, data analysis, reporting, and dissemination of results. This will be the operational plan for monitoring and evaluation. Training should occur early enough to ensure all staff receive adequate orientation in the M&E process.

Components in collaboration with Planning and Evaluation will implement M&E plans, and baselines must be set within the first three months of program implementation.

The General Directorate of Planning and Evaluation will lead monthly NPP M&E coordination meetings, which will address challenges in M&E implementation.

In consultation with NPP managers and under the supervision of the General Directorate of Planning and Evaluation, a reporting timeline will be developed to include:

- a. Project reporting to project managers and leadership;
- b. Results-based reporting to other stakeholders;
- c. Independent verification; and
- d. Independent final evaluation

Reporting should be streamlined so as not to reproduce tasks but still require information needed for results-based management.

9 Costing

Annexes

Annex 1 – Three-Year Program Implementation Plan

Annex 2 – Three-year Program Budget