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90p.

PROJECT PAPER (PP)
RURAL PRIMARY SCHOOLS
306-12-640-142

KABUL, AFGHANISTAN
January 22, 1975

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**PROJECT PAPER (PP)
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306-12-640-142**

PART I SUMMARY

The Ministry of Education (MOE) has formulated a Five-Year Plan to construct 2,843 rural elementary^{1/} schools. However, given the Government of Afghanistan's (GOA) historical incapacity to mobilize its resources in pursuit of ambitious planning goals, USAID proposes to assist the GOA with a small segment of the Five-Year Plan in a time limited, two-year project. In this Project Paper we refer to this limited assistance in both time and scale as Phase I. More specifically, USAID proposes to help finance the first-year targets of the GOA plan within what we hope is a more realistic two-year time frame. USAID would reimburse 85 percent of the fixed direct costs of building 170 elementary schools and 40 teachers' hostels, which amounts to approximately 63 percent of the total construction costs. If the MOE can achieve the work targets agreed in Phase I within two years it will have developed and demonstrated a systems capacity heretofore unknown in Afghanistan. Such extant capacity would enable the GOA to proceed with its primary education expansion plans and perhaps attract the commitment of additional foreign donor resources.

A. Summary Information

1. Project Title: Rural Primary Schools
2. Project Number: 306-12-640-142
3. Country: Afghanistan. Executing Agency: Ministry of Education, Department of Construction
4. Obligation span from FY 1975 to FY 1977
5. Implementation span from FY 1975 to FY 1977

B. Project Purpose

To construct and make operational 170 rural elementary schools and 40 teachers' hostels by March 1977. To accelerate the pace with which rural females are provided primary educational opportunity.

^{1/} "Elementary" is the generic word used throughout this paper to describe all schools for children aged 7-12. A village school typically enrolls 90 children in grades 1-3. A primary school typically enrolls 170 children in grades 1-6.

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- 1977 Targets:**
1. 70 rural primary schools and 100 village schools constructed.
 2. 40 teachers' hostels constructed.
 3. 720 elementary teachers teaching in 170 new school buildings.
 4. 170 elementary schools equipped and furnished.
 5. 80,000 textbooks and 3,000 teachers guides distributed to students and teachers in 170 new schools.
 6. 21,000 pupils enrolled in 170 new schools.
 7. From the 1974 base of 10 percent females among the rural Afghan pupil population and of 12.5 percent females among the Kunduz-Baghlan-Parwan pupil population, accomplish:
 - a. Female schools in the project number 25, or 15 percent of schools;
 - b. Classroom seats for females in the project is 4,200 capacity, or 15 percent of classroom seats;
 - c. New female elementary pupils number 3,185, or 75 percent of available seats, per b. above.

C. Financial Data (\$000)

TOTAL PROJECT COST TABLE
(\$ U.S. Thousands)

	<u>FY 75</u>	<u>FY 76^{a/}</u>	<u>FY 77</u>	<u>Total</u>
A. I. D.	563	576	58	<u>1,197</u>
GOA:	207	511	304	1,022
Construction	(207)	(275)	(68)	(550)
Recurrent	-	(236)	(236)	(472)
Other Donors:	28			28
UNICEF	(28)			(28)
UNESCO	unknown			
WFP	unknown			
Totals	<u>798</u>	<u>1,087</u>	<u>362</u>	<u>2,247</u>

a/ FY 76 is a 15-month fiscal year; July 1, 1975 thru September 30, 1976.

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A. I. D. PROJECT COST TABLE
(\$ U. S. Thousands)

	<u>FY 75</u>	<u>FY 76 ^{a/}</u>	<u>FY 77</u>	<u>Total</u>
Personnel:	98	96	58	252
D-H Project Manager	(24)	(54)	(58)	(136)
 Third Country Contract for construction, monitoring and inspection <u>b/</u>	(74)	(42)	-	(116)
 Participant Training (short term, observational training in third countries)	-	15	-	15
 Other Costs (fixed cost reimbursement of direct construction costs)	435	465	-	900
 Totals:	<u>563</u>	<u>576</u>	<u>58</u>	<u>1,197</u>

a/ FY 76 is a 15-month fiscal year.

b/ Refer to Appendix A regarding Engineering Monitoring and Inspection cost-sharing.

3. Appropriation category: Grant appropriation 72-11 X1025 / Education and Human Resources Development.

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PART II. JUSTIFICATION, RATIONALE AND FEASIBILITY

A. Justification for the Project

1. New Primary Education Priority. Only 23-27 percent of Afghan children aged 7-12 are enrolled in school, a percentage among the lowest in Asia. A high percentage of the enrollment is urban. The quality and accessibility of elementary schools in rural Afghan communities is poor, even by Asian standards.

During the past decade, development of educational facilities was concentrated in urban areas. In his 1973 Jeshyn Day speech, President Daoud stated:

"... (the Republic of Afghanistan) will provide general and free primary education... all children... by increasing the number of public schools."

The new GOA philosophy--education should be relevant and approach universality soon rather than continue the expansion of (1) urban facilities and (2) secondary and higher education whose graduates cannot be employed-- is manifested in the 1974-75 Annual Plan. This plan proposes a serious effort to increase primary enrollment, to hold constant intermediate and lycee enrollment, and to reduce university enrollments. By 1977 the GOA intends to enroll 36 percent of primary-age children; by 1980, 50 percent.

2. Budgetary Resources. The Education Ministry and Kabul University with 26 percent of the GOA operational budget now rank second only to Defense, with 37 percent divided among the other ministries. Within the Education Sector, expansion of primary education in rural areas has been accorded highest budgetary priority. The 1974-75 State Budget allocates afs 27.5 million (equiv. \$482,000) to primary school construction.

By 1977 about 4,560 primary schools, an increase of 1,163, will be needed to attain the goal of 36 percent enrollment of eligible children. The number of graduate teachers, if properly placed, is more than adequate to meet foreseeable demand. (See Appendix B on teacher requirements.) By 1977 all teachers and school children should have Dari-Pashtu texts in-hand as a result of the joint GOA-U.S. Curriculum and Textbook Project. With availability of teachers and texts, suitable shelter remains the major constraint on the improvement of quality of education and expansion of enrollment.

3. Suitability of Buildings. Of approximately 3,250 elementary schools now operating in Afghanistan, MOE statistics indicate only 1,023 are housed in suitable school buildings. The remaining 2,227 are housed in mosques, in inadequate houses rented at a total cost of \$300,000 per year, or are without

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shelter. Mosques are cold and dark; classes are disturbed during prayers; no pictures may be displayed nor radios used. Shelterless schools face sun, wind, dust, sand, insects, etc., which cause poor attendance, shortened school sessions and poor teaching conditions. (See Appendix C regarding school suitability.)

4. Beneficiaries. Expanding opportunities for the education of rural children would have a significant impact on literacy and numeracy rates, socio-economic awareness, and national identity in deprived areas which require new skills to achieve other development objectives. Additional schools will help increase equality and justice in rural areas and improve opportunities for integrating rural women into the Afghan economy. Under this Phase I project between 21,000 and 28,000 children would be accommodated in new schools. Given a minimum 30-year life of school buildings, between 630,000 and 840,000 rural children would benefit. Employment opportunities and skills training for local labor comprise secondary but significant project benefits.

B. Rationale for the Project

The lack of educational opportunity among the rural majority in general and females in particular is amply documented. Despite the low eight percent literacy rate, there are thousands of educated unemployed, annually augmented by 8,000 high school and 1,500 university graduates while the rural economy demands manual skills. This discontinuity bears testimony to the irrelevancy of Afghan higher education. With numbers of teachers and books approaching acceptable levels, in part facilitated by 20 years of U.S. assistance to teacher education and curriculum and textbook development, several problems remain to frustrate the new government's objectives in primary education.

1. Disequilibrium of Levels. For 20 years government policy has encouraged growth in secondary, lycee and higher education, particularly in the last seven years when annual increases in secondary enrollment averaged 20 percent, lycee 40 percent and higher education 17 percent compared to elementary increases of five percent. Today the educational pyramid is out of balance with estimated manpower requirements.

2. Urban Concentration. Kabul City with three percent of the population has one-fifth of students and two-thirds of university-educated teachers in the country. Over half the female teachers -- 90 percent of those university-educated -- work in Kabul. One-third of primary-age girls, 60 percent of middle school-age girls, and two thirds of lycee-age girls go to school in Kabul. Differences in provision of elementary school buildings between Kabul

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and the provinces are numerous and dramatic. In the 1972-73 Development Budget, the MOE allocated for primary buildings 57 percent more for Kabul City alone (\$134,000) than for the rest of the country (\$85,000). Kunduz and Baghlan Provinces received nothing; Parwan received \$8,800. The Third Plan (1967-71) spoke of "Voluntary Cooperation from the people (to) supplement the Government's financial resources" for the expansion of primary education. But of 831 elementary buildings nationwide built with community funds, only one was built in Kabul City.

3. Educational Opportunities for Females. Ninety-nine percent of rural women are presumed illiterates. The current four percent of primary-age rural girls who are enrolled in elementary schools (comprising 10 percent of rural enrollment) is a recent phenomenon and their opportunities diminish precipitously thereafter; 0.8 percent are in secondary schools, 0.3 percent in lycees, almost all in larger provincial capitals. (Refer also to Appendix H)

4. Wastage. The number of primary children with "difficulties of an economic and social nature" who leave school early ranges from 22 percent of first-graders to 13 percent of sixth-graders. Because early leavers from grades one, two and three are likely to revert to illiteracy, expenditures on their education is largely wasted.

5. Unsuitable buildings. This most pressing problem has three elements:

a. Inadequate buildings, a nationwide phenomenon.

b. Incomplete buildings. Historically, rural construction has been divided among the provincial directorates of Public Works which built schools amidst conflicting work priorities for several ministries. Lack of MOE control over design and the rate of construction of schools was long resented by MOE and provincial directors of education (PDEs). School building was neglected, MOE plans were arbitrarily modified, and completion schedules rarely met.

c. Absence of buildings, a primary (particularly village) school phenomenon. For primary schools MOE rents buildings if it has no funds to construct them. By 1967, elementary enrollments were found to be much greater than forecast while the school building program had fallen badly behind. (In 1969, actual primary school enrollment was 444,000 instead of the estimated 318,000.) The third Five-Year plan relegated elementary education a low priority relative to other education levels resulting in a 1967-71 drop of annual enrollment increases from 13 to five percent. School construction failed to keep pace even with these low enrollments, much less the previous unexpectedly high enrollments; only 185 new primary schools were built out of 269 targeted. Student-teacher ratios

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jumped. Elementary schools increasingly were housed in unsuitable quarters, or not at all. Expansion of primary enrollment, teachers, and schools dropped still further in 1971-74 relative to previous increases and to secondary and higher education increases. By 1974, 63 percent of elementary schools were unsuitable; 38 percent were in mosques, 16 percent were shelterless and nine percent were rented. Fully half of the village schools are in mosques; another quarter have no shelter. Nearly 30 percent of primary school buildings are rented costing MOE \$300,000 annually.

<u>School</u>	<u>Government</u>	<u>Community</u>	<u>Mosque</u>	<u>Rented</u>	<u>None</u>	<u>Total</u>
Village	31	488	950	17	451	1,937
Primary	<u>277</u>	<u>227</u>	<u>106</u>	<u>222</u>	<u>8</u>	<u>840</u>
Total	308	715	1,056	239	459	2,777

UNESCO comments on the deteriorating building situation:

... unless external assistance agencies are able to build or finance programmes for building scores of primary schools, there is no way they can help significantly to improve the enrollment ratio, except indirectly by the provision of classroom materials and by assisting in curriculum development and in the training of teachers. ^{1/}

This project proposes to ameliorate these inequities. Its beneficiaries would be exclusively primary, exclusively rural, and often female. Policy and school buildings are designed to encourage pupil retention. Teacher housing is designed to encourage teacher retention. It is hoped that 170 new buildings replacing inadequate schools will demonstrate the correct implementation of, and attract donor assistance for, the Government's plans to replace all 1,800 unsuitable schools.

C. Overall Feasibility

Shortly after the change of government in July 1973, the GOA reversed Afghanistan's educational policy: universality of elementary schooling would be the hallmark of Afghan education and, concomitantly, the growth of secondary and university education would be halted. To this end the Education Development Budget for 1974-75 was increased by \$1,092,000 to \$2,760,000 or 40 percent over the 1973-74 total. Primary education's share of the

✓ Afghanistan: Quality and Equality in Education, 1974. P. 15

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Ordinary Budget increased to 47 percent (equalling \$7,650,000) of the total from a previous three-year average of 36 percent.

Multi-lateral donors have helped the MOE to develop low cost designs for the village and primary schools and hostels. Prototypes have been constructed in Wardak Province. On its own initiative the MOE is replicating these prototypes in a pilot effort in remote Badakshan Province. The MOE has developed contracting procedures which it believes will allow for the smooth execution of its school building plans. Yet, foreign assistance is required if an extensive school construction program is to be achieved. The MOE plans to construct 210 schools and hostels in one year beginning March 22, 1975. USAID's assessment of the magnitude of the effort led it to the conclusion that it is more likely that two years will be required than one. Since USAID proposes to employ the fixed cost reimbursement method of financing, the responsibility for performance is solely the MOE's: U.S. assistance will flow to the GOA as targets are achieved in this two-year, Phase I effort up to the limit of 210 structures.

The other elements necessary to make the new schools operational are or will be available. The project addresses primarily the housing of already established, shelterless schools or schools in unsuitable buildings. There is an ample supply of teachers. There will be an ample supply of modern textbooks prepared under the MOE/USAID Curriculum and Textbooks project. The recurrent costs arising from this project are manageable.

All of the matters lightly touched upon above are discussed in detail in the pages which follow.

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PART III. PROJECT DESIGN

This project manifests the Development Assistance Plan (DAP) strategy proposed by the Mission; we will proceed gradually and modestly in the functional areas of the new legislation, collaborating with the GOA where it has some capacity, and through this process deliver direct (and verifiable) benefits to a significant number of rural people.

The project is simple in concept; USAID reimbursing a fixed amount for the actual construction of village and primary schools and the MOE making them operational. The project undertakes to develop and demonstrate the Ministry of Education's construction capacity. The project directly and indirectly benefits the most educationally deprived Afghan children in many remote areas. The project is so designed that results are objectively and visually verifiable, and progress will be reported periodically. The project enhances USAID leverage by requiring GOA performance as a pre-condition to follow-on assistance. If project construction successfully meets standards and schedules, the Government of Afghanistan will have a reasonably promising and credible follow-on program to offer the U.S. and other donors for foreign assistance.

A. Program Goal

To create and demonstrate a systems capacity within the Ministry of Education by 1977 to construct and make operational rural elementary schools in conformance with GOA educational goals.

Program Goal Indicators: Over the period 1977-1982 the MOE would continue to develop the following elements of its systems capacity.

<u>1.0 Construction</u>	<u>Annual Rate of Increase over 1977 Base</u>
1.1 Site Selection	25 percent yearly from 430.
1.2 Design/specs modified	25 percent yearly from 390.
1.3 Tender documents	One per year from four.
1.4 Bid analysis	Three per year from 12.
1.5 Contract awards	One per year from four.
1.6 MOE construction inspections	500 per year from 770.
1.7 MOE construction staff	Four per year from 84.
1.8 MOE engineers	One per year from 14.
1.9 MOE construction decentralization	One subcenter per year from three.

Annual Rate of Increase over 1977 Base**2.0 Pupil Enrollment.****2.1 Annual Expansion**

Eight percent from 888,000.

2.2 Rural male/female ratio

Decrease one-half male per year from ten to one to reach eight to one.

3.0 Elementary Education Finance**3.1 Ordinary budget**

15.5 percent per year from \$1.8 million

3.2 Development budget

\$58,000 per year from \$625,000.

3.3 Construction budget

\$30,000 per year from \$338,000.

4.0 Staff**4.1 Trained elementary teachers**

270 per year from 25,000.

4.2 TTC graduates

200 per year from 3,560.

4.3 Pupil/teacher ratio

Decrease one-half pupil/year from 36 to one to reach 34 to one.

5.0 Equipment and supplies**5.1 Elementary books**

\$70,000 per year from 4,140,000.

5.2 Elementary furniture installed

3,400 desk/bench sets per year from 33,000.

6.0 Maintenance**6.1 Hostel rentals**

\$7,000 per year from \$4,000.

7.0 Certified contractors

One per year from six.

Basic Assumptions of Program Goal Achievement: Ministry of Education will develop a realistic plan for the expansion of primary education to meet Afghanistan's yet-undetermined development needs by the end of FY 1977.

B. Phase I. Project Purpose**1. Statement of Purpose**

- a. To construct and make operational 170 rural elementary schools and 40 teachers' hostels by March 1977.

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b. To accelerate the pace with which rural females are provided educational opportunity at the elementary level.

2. Conditions Expected at End of Phase I.

- 2.1** Seventy rural primary schools and 100 village schools constructed.
- 2.2** Forty teachers' hostels constructed.
- 2.3** 720 elementary teachers teaching in 170 schools.
- 2.4** 170 elementary schools equipped and furnished.
- 2.5** 80,000 textbooks and 3,000 teachers' guides distributed to students and teachers in new elementary schools.
- 2.6** 21,000 pupils enrolled in new elementary schools.
- 2.7** From the 1974 average base of 10 percent females among the rural elementary pupil population of Afghanistan and 12.5 percent females among elementary pupil population of the Kunduz-Baghlan-Parwan project region, accomplish the following:
 - a.** Female schools in the Phase I. project number 25, or 15 percent of new schools;
 - b.** Classroom seats for females in the Phase I. project is 4,200 capacity, or 15 percent of new classroom seats; and
 - c.** By March 1977 new female elementary pupils will number 3,185, or 75 percent of available seats under (b) above.

3. Important Assumptions for Achievement of Purpose

- 3.1** Maintenance of current rate of elementary teacher graduates.
- 3.2** Successful completion of the Curriculum and Textbooks project, including distribution to primary student end-users.
- 3.3** MOE accepts a realizable target for the female share of elementary education such as stated in the End-of-Phase I. Conditions.
- 3.4** Rural families respond to the newly afforded educational opportunities for females by enrolling their daughters.

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4. Relationships of Purpose to Program Goal

The Ministry of Education has promulgated a Five-Year Rural Primary School Construction Plan. While endorsing in principle, MOE goals for rural education implied in the Plan, the USAID believes more will be gained in both the short and long term by a gradual testing and expansion of MOE construction and operational capability. This project has incremental objectives in terms of expanding bureaucratic capacity; however, if it is successfully completed, the operational schools would represent hard evidence of MOE's future growth potential. Such evidence may be critical to the future GOA's search for foreign assistance in the education sector.

C. PHASE I OUTPUTSIndicators/Targets

	Jan- Mar 1975	Apr- June 1975	July- Sept 1975	Oct- Dec 1975	Jan- Mar 1976	Apr- June 1976	July- Sept 1976	Oct- Dec 1976	Jan- Mar 1977	Apr- June 1977	Project Total
1. Sites selected by MOF/USAID	210	-	-	-	-	-	-	-	-	-	210
2. MOE construction tenders	3	-	-	-	4	-	-	-	-	-	7
3. MOE bid analyses	3	-	-	-	4	-	-	-	-	-	7
4. MOE contract awards	3	-	-	-	4	-	-	-	-	-	7
5. Designs/specs modified	30	30	30	15	30	30	30	15	-	-	210
6. Jobs underway	30	30	30	15	30	30	30	15	-	-	210
7. Girls Schools underway	4	3	4	2	4	3	4	2	-	-	26
8. MOE construction inspections	-	80	96	96	56	88	96	96	56	8	672
9. USAID construction inspections	-	80	96	96	56	88	96	96	56	8	672
10. USAID certifications	-	16	30	30	22	23	30	30	22	7	210
11. USAID reimbursements	-	-	30	30	30	15	30	30	30	15	210
12. Amount reimbursed (\$000)	-	-	133	133	133	66	133	133	133	66	\$ 930.6

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D. Inputs

Government of Afghanistan

1. Financial

1.1 Provide afs. 9.4 million (\$164,000) as 15 percent GOA share of direct costs of constructing 70 primary school buildings, 100 village school buildings, and 40 teachers houses during 1975. Direct costs include material, labor, transportation, well and latrine.

1.2 Provide afs. 21,788,000 (\$387,000) or in-kind equivalent for indirect costs of constructing 70 primary school buildings, 100 village school buildings and 40 teachers houses during 1975. Indirect costs include:

Sites, estimated at afs. 5,200,000 (\$91,000).

Contractor overhead estimated at afs. 11,000,000 (\$192,000).

MOE administration, estimated at afs. 1,600,000 (\$28,000).

School furniture, estimated at afs. 4,300,000 (\$75,000).

1.3 Provide MOE regional (three provinces) maintenance crew staffed with technicians and AIT graduates, and \$4,000 annually from teacher housing revenues to maintain schools and houses constructed under this project.

1.4 Provide increase in MOE Ordinary Budget of \$200,000 annually for recurrent costs of 170 new schools constructed under this project.

2. Manpower

2.1 Continue to provide 420 primary school teachers to staff 70 new primary schools and 300 village school teachers to staff 100 new village schools, at cost of about \$200,000 annually.

2.2 Provide engineering and architectural services by ten engineers, 16 technicians and six administrative personnel required for construction under this project.

2.21 Two architects, four draftsmen and four engineers to prepare plans, designs and working drawings, site surveys.

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2.22 Three estimators, one controller, and two recorders, plus construction unit management to prepare other technical services as required to prepare quantities listings, bid requests, bid packages, calls for bid, bid review and contract awards.

2.23 Field supervision, monitoring and inspection staff, composed of a General Director of Construction in the three-province region, one provincial manager in each province and four technical supervisors in each province. There will be four professional engineers and twelve graduates of the Afghan Institute of Technology (AIT).

2.3 Necessary staff comprising one Project Manager-engineer, one administrative assistant and four administrative personnel to support expeditiously the contractors under this project.

3. Equipment and Materials

3.1 Provide and distribute at least 80,000 new textbooks and 3,000 teachers' guides to schools constructed under this project at a cost of about \$32,000 annually.

USAID

1.0 Personnel

Provide a full-time direct hire Project Manager for a thirty-month tour who will assume in-country project duties about April 1, 1975. He will be responsible for certifying that constructed schools are fully operational for U.S. reimbursement. See Implementation Plan for details. Cost \$136,000.

Provide a TCN monitoring team to inspect construction at cost of \$116,000. (See Appendix A on Engineering Monitoring and Inspection.)

2.0 Participant Training

Provide key members of the MOE Department of Construction with travel to Asian countries with experience in nationwide construction programs, such as Iran and the Philippines, for short courses and on-job observation, at cost of \$15,000.

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3.0 Other Costs

After GOA/USAID agreement on a reimbursement formula and procedure, reimburse approximately 85 percent of the direct costs -- tentatively defined as materials, labor, transportation, well -- of construction of 170 elementary school buildings and 40 teachers' houses, at cost of \$930,000.

U.S. Inputs (\$000)

	<u>FY 75</u>	<u>FY 76^{d/}</u>	<u>FY 77</u>	<u>Total</u>
1.0 Personnel				
a. Project Manager	24 ^{a/}	54 ^{b/}	58 ^{c/}	136
b. TCN contract (for construction monitoring and inspection on cost-sharing basis)*	74	42	-	116
2.0 Participant Training				
a. Third country observational training.	-	15	-	15
3.0 Other Costs				
a. Construction direct costs	465	465	-	930
Total:	<u>563</u>	<u>576</u>	<u>58</u>	<u>1,197</u>

* See Appendix A. regarding cost sharing.

a/ Includes \$2,000 for local costs.

b/ Includes \$8,000 for local costs for the 15-month fiscal year.

c/ Includes \$8,000 for local costs.

d/ FY 76 is fifteen-month fiscal year.

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PART IV PROJECT IMPLEMENTATION AND EVALUATION

A. Project Description

The two-year project would help finance the construction of 170 primary and village schools to replace schools in mosques or without shelter, and 40 teachers' hostels in Kunduz, Baghlan and Parwan Provinces. The USAID expects the MOE to complete 105 structures in each year. (See also Appendix J for a summary of the MOE's Five-Year Plan.)

Using the fixed cost reimbursement method of financing, USAID will compensate 85 percent of direct construction costs -- material, labor, transportation, well -- which have run 73-80 percent of total direct costs in the Wardak prototypes. In addition to 15 percent of the direct costs, the GOA will finance all indirect costs -- land, contractor overhead, furniture, MOE administration -- which run 20-27 percent of total costs. Under this formula, USAID would be financing about 63 percent of total project costs. (See following chart and Appendix I.) USAID would only reimburse buildings which meet agreed standards and which are operational:

Pupil enrollments at least 70 percent of capacity.

Teaching staff, usually three or six.

Appropriate number of modern textbooks distributed to students.

Adequate furniture and equipment.

Provision for maintenance.

85/15 FIXED COST REIMBURSEMENT FORMULA

(U.S. Reimbursement 85% of Direct Costs, GOA finances
15% of Direct Costs, 100% of Indirect Costs)

	<u>Total Afs</u> <u>(millions)</u>	<u>\$ Equiv.</u>	<u>U.S. Share</u> <u>(Afs millions)</u>	<u>\$ Equiv.</u>	<u>GOA Share</u> <u>(Afs millions)</u>	<u>\$ Equiv.</u>
70 Primary Schools Total Cost	<u>43.16</u>	<u>757,192</u>	<u>26.8</u>	<u>470,175</u>	<u>16.36</u>	<u>287,017</u>
Direct Costs (73%)	31.5	552,631	26.8	470,175	4.7	82,456
Indirect Costs (27%)	11.66	204,561	-	-	11.66	204,561
100 Village Schools Total Cost	<u>31.2</u>	<u>547,369</u>	<u>19.5</u>	<u>342,105</u>	<u>11.7</u>	<u>205,264</u>
Direct Costs (76%)	23.0	403,509	19.5	342,105	3.5	61,404
Indirect Costs (24%)	8.2	143,860	-	-	8.2	143,860
40 Teachers Hostels Total Cost	<u>9.8</u>	<u>171,930</u>	<u>6.7</u>	<u>117,544</u>	<u>3.1</u>	<u>54,386</u>
Direct Costs (80%)	7.9	138,596	6.7	117,544	1.2	21,052
Indirect Costs (20%)	1.9	33,334	-	-	1.9	33,334
Total Costs	<u>84.16</u>	<u>\$1,476,491</u>	<u>53.0</u>	<u>\$929,824</u>	<u>31.16</u>	<u>\$546,687</u>
	(100%)		(83%)		(37%)	
Total Direct Costs	<u>62.4</u>	<u>\$1,094,736</u>	<u>53.0</u>	<u>\$929,824</u>	<u>9.4</u>	<u>\$164,912</u>
	(100%)		(85%)		(15%)	
Total Indirect Costs	<u>21.76</u>	<u>\$381,755</u>	-	-	<u>21.76</u>	<u>\$381,755</u>

\$US 1.00 = Afs 57

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MOE may move its construction contractors to a new region every year even if all of the schools started are not finished. Whether or not the MOE is forced to respond to political pressure to spread the new schools largesse among many provinces is irrelevant to the design of this project since USAID will finance the first 170 schools and 40 hostels completed in two years. A shift from one region to another would only require an amendment to the Project Agreement with respect to school sites. The reimbursement will not occur until the rural schools are constructed to agreed designs and specifications. A simple floor plan for each of the three building types, based upon MOE design modifications of a 1973 UNESCO study of Afghan school buildings, will be used in every province. (See Technical Analysis.) The teachers' hostel is the cornerstone of a rural teacher retention policy. (See Social Analysis.) The project will be implemented by the MOE Department of Construction which only assumed nationwide school construction responsibility in 1974. To meet the demands of this responsibility, the unit is recruiting 16 new engineers and technicians. USAID will provide minimum observational training and no technical assistance. (See Administrative Analysis.)

1. Prototypes. In the Fall of 1974 UNICEF financed three prototype buildings - a village school, a primary school, and a teachers' hostel -- in Wardak Province near Kabul to test the efficacy of the UNESCO designs. The experiment is not entirely replicable due to use of force account and proximity to Kabul. The primary school cost \$10,822, village school \$5,517, and the teachers' hostel \$4,300. The new six-room primary school building costs 45 percent less than the old Ministry of Public Works (MPW)-constructed six-room buildings, resulting in a 55 percent cost saving. More efficient space utilization cut 25 percent of costs. The reduction or elimination of steel, trusses, cement, and corrugated sheets have saved another 30 percent. In the Winter of 1974/75 another three prototypes are being constructed in Jalalabad, 70 percent (\$14,000) of which will be UNICEF-financed. The final, actual cost of the first three contractor-completed schools in remote Badakhshan Province will provide a greater range of data upon which to estimate costs.

2. Location Criteria. The vital question of where schools should be constructed, with implications for beneficiaries, requires two administrative levels of decision-making:

a. Regional/Provincial Criteria. An equitable formula for setting nationwide priorities for sequential school construction has been elusive. The initial criterion of absolute poverty (selection of Ghor, Badghis,

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Faryab Provinces) was discarded after reports from Badakshan indicated that limited MOE/contractor capability precluded work in the most remote areas, given GOA financial constraints. The next criterion--proximity to Kabul to minimize the chance of failure (selection of Nangarhar, Laghman, Konar Provinces) was rejected due to design unsuitability. The criterion finally approved is need: regions containing the highest percentage of elementary schools with unsuitable buildings (in mosques, in rented quarters or no building) will be the first priority. Three provinces north of Kabul--Kunduz, Baghlan, Parwan--were selected accordingly.

b. Community Criteria. A jointly-agreed village location criteria, and USAID concurrence in site location and/or deviations from agreed sites will be needed. Apart from unsuitable schools, two factors affect choice of local sites: pupil population (percentage of unschooled children aged 7-12) and local demand. A MOE survey team canvasses a province, after which decisions on village locations are made jointly by the team, the provincial director of education, and the provincial governor. Once the contract is let,

...should the selection of a site pose a problem due to local conditions, the problem shall be resolved by the Contractor under the instruction of the Works Committee, and in consultation with the provincial governor. 1/

3. Contracting. The number of schools and hostels to be constructed in each province averages 70-85 in each year of the plan. All work will be privately contracted by province. Since all contractors who are certified for government work, currently numbering six, are in Kabul City, IFBs will be advertised solely in Kabul. Provincial contracts should average \$490,000 each. Two or three contractors may jointly undertake two or three provinces. Each contractor may subcontract to local uncertified contractors (permitted under GOA regulations), usually one per woleswali/ alaqadari (county) based in the woleswali or alaqadari center. Each province has an average of seven woleswalis and as many alaqadaris.

In the Kunduz-Baghlan-Parwan region, each local contractor would subcontract for an average of eight buildings or units at an average total cost of \$52,000:

1/ See attached contract between the MOE Department of Construction and the Kabul Construction Company for construction of 35 schools in Badakshan Province.

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70 Primary Schools	\$ 700,000	Kunduz Province	7 Woleswalls
100 Village Schools	500,000	Baghlan Province	10 Woleswalls
40 Teachers' Houses	160,000	Parwan Province	9 Woleswalls
210 Total	\$1,360,000		26 Woleswalls

Each local contractor will recruit local labor, procure materials, provide transport, etc., for a fixed geographic area. The primary contractor will mobilize in provincial capitals annually. Local labor and materials, with the exception of MOE-provided glass, door and window frames, reinforcing bar, etc., will be utilized.

The contract between the MOE Construction Department and Kabul Construction Company (see Appendix D) to build 35 schools and hostels in Badakhshan Province is expected to be the prototype for provincial schools construction contracts under this project. It has been found adequate by the USAID and resident U.S. lawyers.

4. MOE Construction Supervision/Inspection. Supervision and inspection of 170 remote job sites scattered over a 30,000 square mile area will be difficult. The Directorate of Construction has developed the following organizational plans: in each region a General Director of Construction will supervise one provincial manager per province, each of whom supervises four technical supervisors responsible for inspection of 50-60 job sites (40 hostels are sited near a school). The three five-man teams will establish three centers in each province as a headquarters for control, delivery of materials, assistance to contractor, vehicle and motorcycle pool, telephone, and housing. From these centers the supervisors will visit the contract sites in their woleswall(s) in order to determine contractor adherence to design, compliance with standards and schedule, and general requirements; adequacy of materials; and local conditions impacting on the work.

5. USAID Engineering Monitoring/Inspection. At the onset of the project, the USAID monitoring team will approve the standard designs and specifications, and cost estimates of the bills of materials. At the second stage it will evaluate and approve proposed field design modifications as required and will monitor the start of construction at each site. Later it will monitor the buildings at mid-construction and make a final inspection, at least three site visits in all with more as required. It is expected one site can be visited in one man-day. The team shall certify that construction is completed to standards. (See Appendix A on Engineering Monitoring and Inspection.)

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6. Transportation. In a country as rugged and with a few roads as Afghanistan, the chief cost variable for any construction project in remote areas, where distances are measured in horseback, donkeyback, or man-days, will be transportation. The cost of interprovincial transport of construction materials is borne by MOE through contractor reimbursement. The cost of transport of skilled labor is borne within the contractor's overhead.

At the least, glass, window and door frames, and reinforcing bars must be moved from Kabul or provincial capitals. By far the largest construction item, cement, must be brought from Pul-i-Kumri which, fortunate for project costs, is in Baghlan Province. Primary schools, village schools and teachers' hostels require about 1,200, 600 and 500 Kg. bags of cement, respectively. For less accessible Badakhshan, at 8-10 Afs. per seer (three cents per lb.), the cost of trucking 100-150 bags to Faizabad is \$123 - \$184 per truckload (or \$1,475 per primary school) which alone comprises 13 percent of the project costs. This is double the \$700 estimated for this Phase I. project.

Transport costs are estimated at \$96,000 for the project region, amounting to nine percent of direct costs.

7. Provision of Teachers. The new schools constructed hereunder will require a total of 720 teachers. Until sites are selected there are no means by which to determine how many teachers in the old schools being replaced may be transferred to the new schools. However, MOE has stated its intention to staff all schools with at minimum 13th-class Teacher Training College (TTC) graduates. Only two percent of elementary teachers have attained this level; indeed 55 percent have nine or less years of education. Only five percent of teachers at all educational levels in the project region have attained 13th-class training.

If MOE treats this project as the educational crucible it indicates, one can assume that 720 new teachers would be needed. About 7,342 13th-class students will graduate from Teacher Training Colleges nationwide in 1975 and 1976. (See Appendix B.) Of this at least 500 and 300 will come from Kunduz and Charikar Teacher Training Colleges respectively. To allocate less than 10 percent of these graduates to a region with 10.5 percent of the country's elementary enrollment and 15 percent of the country's population should not be an insuperable task, though what the MOE would do with less qualified teachers, already in schools to be replaced, is unclear. In any event, there will be no shortage of teachers in the foreseeable future.

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8. Provision of Books. A primary school requires between 770 and 1,200 textbooks, a village school requires between 270 and 360 books, both depending on enrollment. If the 170 schools under this project serve 21,000 pupils, 81,000 books will be required at a cost of \$32,000. If 29,000 pupils are enrolled, 120,000 books at a cost of \$46,000 will be required. (See Appendix E.) Three thousand teachers' guides will also be needed.

At the moment, textbook logistics are complex and inefficient. Each primary school has a tawildar or storekeeper. A village school does not. The principal or teacher-delegate of the requesting school carries an approved order to the tawildar and PDE in the provincial capital. The PDE writes to the MOE Department of Teachers to requisition the books. The tawildar goes to Kabul once each year with an order signed by the PDE and returns with the books to the provincial capital. The PDE pays the tawildar (per diem), the truck driver, and an animal driver to carry them to remote schools.

The Department of Book Distribution is proposing the establishment of eight regional textbook centers, each with a system of periodic truck deliveries to replace the Kabul distribution center. The Kunduz center would serve Badakhshan, Takhar, Baghlan and Kunduz provinces. Charikar would serve Bamiyan and Parwan provinces.

9. Provision of Furniture. The only significant furniture costs are for desks and benches. Blackboards are incorporated within building designs. Costs of expendable supplies such as chalk are minor. Stoves, where required, are provided by local parents. Elementary schools do not have equipped playgrounds.

Historically MOE funds have not usually been provided for furniture in provincial schools. When provided, local carpenters typically had neither the materials nor capacity to fill orders. In order to standardize quality and costs, beginning this year MOE is requiring that provincial school furniture be fabricated in its Kabul furniture workshop. To order furniture the PDE must write to the MOE President of Administration. The delivery procedure is the same as that for books.

A long desk and bench is provided for each pair of pupils at cost of \$7.20 per set. At estimated new project schools enrollment, 10,500 desks and benches would be required. At maximum enrollment, 14,000 would be needed. The one-time cost to the GOA would likely approximate \$75,000, with \$100,000 being the maximum.

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10. Provision of Well and Latrine. MOE plans call for deep water wells to be dug/drilled at each site by locally contributed labor, but in some instances MOE payment may be required. In-kind cost, exclusive of UNICEF-provided pumps, is estimated at \$175 for each of 170 sites or \$30,000 total. Instances of adjacent streams obviating the need for wells, such as prevail in Badakhshan, are expected to be the exception in the Kunduz-Baghlan-Parwan region.

Adequate latrine facilities are a component of the design of each structure. Where primary school and teachers' hostel share the same site, there will be a common latrine.

11. Maintenance. There exist no records of rural school maintenance costs. Calculated at three percent of construction cost, annual maintenance should cost no more than \$300 for a primary school, \$150 for village school and \$130 for teachers' hostel. Annual maintenance costs for the 210 units should not exceed \$40,000. Minor maintenance for village schools, only one-fourth of which are not in mosques, rented houses or outdoors, is done by the cooperative effort of the parents. Each primary school has a bacha (maintenance man) residing on site. Major problems are reported by a village school teacher or primary school bacha to the provincial director of education. He notifies the provincial director of public works who bears responsibility for major repair. Since the latter have many other tasks, school repair frequently is neglected. MOE has promulgated two complementary schemes to control and improve rural school maintenance:

a. The Ministry will collect 100 afs per man per month rental for teachers' housing. This revenue will be earmarked to maintain new project buildings. Thus, 5,400 afs (\$100) per year per six-unit hostel (six residents times nine months) multiplied by 40 hostels would collect afs 216,000 (\$3,860) by 1977.

b. A MOE regional maintenance crew for each cluster of provinces staffed by AIT graduates. Such teams would upkeep new buildings constructed under this project.

12. USAID Project Management. A full-time Project Manager responsible for the design, implementation, monitoring, certification, evaluation, and redesign of the project is required to:

a. Develop and/or maintain the integrity of the project design and prepare documentation.

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- b. Prepare budget estimates, prepare annual Project Agreements, negotiate to secure delivery of USAID and GOA inputs, and mobilize the delivery of USAID inputs.
- c. Travel extensively under difficult conditions to observe construction.
- d. Adapt the "Fixed Amount Reimbursement" method to project conditions.
- e. Arrange periodic in-depth joint evaluations and with GOA adjust project design and work plan as result of monitoring and evaluation.
- f. Oversee the work of project contractors and solve contractual, administrative and logistical problems.
- g. Coordinate with other donors.

For qualifications and further details, see Job Description in Appendix F.

B. Implementation Plan

The two-year project calls for USAID reimbursement of 170 newly-constructed and operational schools and 40 teachers' hostels planned for Kunduz, Baghlan, and Parwan Provinces. Since the 40 hostels are located adjacent to, or in villages adjacent to, primary schools, the number of communities to be visited in the course of this project total 170.

By March 1975, MOE, UNICEF, and USAID should have come to an informal agreement on standard designs and specifications by which successful completion of construction for purposes of reimbursement can be measured. The 210 sites will be selected by MOE and approved by USAID according to location criteria discussed herein, after which the precise site must be donated by the community or procured by MOE prior to contractor mobilization. MOE will circularize the eligible contractors with requests for proposals on the three provincial contracts. In March, MOE will analyze the bids. MOE will award three contracts prior to March 22, the start of the Afghan fiscal year when work will begin. By this time the results of construction of the three Nangarhar prototypes and of the first six

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Badakshan schools will be apparent and, together with the Wardak prototypes, comprise an ample range of costs to justify GOA/USAID agreement on a fixed cost for reimbursement under this project. The USAID Project Manager should come on board at this time.

The average primary school may require up to 90 days to construct, village school up to 60 days, and teachers' hostel up to 50 days. Contractors may mobilize their provincial workload in three-month intervals.

Both the MOE construction supervision/inspection team resident in-province and the USAID inspection team will visit each site at least three times prior to the completion of construction. It is expected that a fourth visit will be required for the correction of defects in perhaps one-fifth of the buildings. It is tentatively calculated that the project will require one man-day including travel time to visit each of the 170 community sites (including 40 hostels) or a total of 612 man-days of field inspection. Since construction of village schools and teachers' hostels lasts less than two months while primary schools take three, careful planning is imperative if the monitoring teams are to be used prudently. (Refer to Appendix A on Engineering Monitoring and Inspection.)

Once construction is completed, MOE has the difficult task of making the schools operational -- pupils, teachers, books, furniture, equipment, and maintenance. Classes start but once a year -- March 22 -- so a jointly acceptable formula for early reimbursement, e.g. after construction but before a school is fully operational, may be required in the Project Agreement. On the basis of Wardak costs it is calculated that USAID would reimburse \$6,715 for each operational primary school, \$3,430 for each operational village school, and \$2,940 for each completed teachers' hostel, according to the 85-15 percent formula discussed previously. The reimbursement procedure will require no more than 30 days to deposit the cheque with the GOA from time the school is certified by USAID to be completed.

The attached Implementation Plan Chart, indicating the expected pace of each of these steps, assumes an equal number (105) units constructed in each of the Afghan fiscal years -- March 1975 to March 1977.

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IMPLEMENTATION PLAN ^{1) *}

1975

		<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sept</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>
Sites Selected		210 ²⁾										
Jobs	P		10			10			10			5
Underway	V		15			15			15			5
	TH		5			5			5			5
Girls Schools	P		2			1			2			1
Underway	V		2			2			2			1
MOE	P			10	10		10+10	2+10		10+10	2+10	
Inspection	V			15	15	15	3+15	15	15	3+15	15	15
	TH			5	5	5	1+5	5	5	1+5	5	5
USAID	P			10	10		10+10	2+10		10+10	2+10	
Inspection	V			15	15	15	3+15	15	15	3+15	15	15
	TH			5	5	5	1+5	5	5	1+5	5	5
USAID	P						8	2		8	2	
Certification	V					12	3		12	3		12
	TH					4	1		4	1		4
USAID	P							8	2		8	2
Reimbursement	V						12	3		12	3	
	TH						4	1		4	1	
Amounts Reimbursed												
							52920	66950	13430	52920	66950	13430

* See page 30 for key.

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IMPLEMENTATION PLAN ^{1) *}

1976

		<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>Jul</u>	<u>Aug</u>	<u>Sept</u>	<u>Oct</u>	<u>Nov</u>	<u>Dec</u>
Sites Selected			391 ³⁾										
Jobs Underway	P			10			10			10			5
	V			15			15			15			5
	TH			5			5			5			5
Girls Schools Underway	P			2			1			2			1
	V			2			2			2			1
MOE Inspection	P	10+5	2+5		5+10	1+10		10+10	2+10		10+10	2+10	
	V	3+5	5	5	1+15	15	15	3+15	15	15	3+15	15	15
	TH	1+5	5	5	1+5	5	5	1+5	5	5	1+5	5	5
USAID Inspection	P	10+5	2+5		5+10	1+10		10+10	2+10		10+10	2+10	
	V	3+5	5	5	1+15	15	15	3+15	15	15	3+15	15	15
	TH	1+5	5	5	1+5	5	5	1+5	5	5	1+5	5	5
USAID Certification	P	8	2		4	1		8	2		8	2	
	V	3		4	1		12	3		12	3		12
	TH	1		4	1		4	1		4	1		4
USAID Reimbursement	P		8	2		4	1		8	2		8	2
	V	12	3		4	1		12	3		12	3	
	TH	4	1		4	1		4	1		4	1	
Amounts Reimbursed		52920	66950	13430	25420	33230	6715	52920	66950	13430	52920	66950	13430

* See page 30 for key.

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IMPLEMENTATION PLAN¹⁾

1977

		<u>Jan</u>	<u>Feb</u>	<u>Mar</u>	<u>Apr</u>	<u>May</u>	<u>Jun</u>	<u>TOTALS</u>
Sites Selected								601
Jobs	P							70
Underway	4) V							100
	TH							40
Girls Schools	P							12
Underway	V							14
MOE	P	10+5	2+5		5	1		224
Inspection	5) V	3+5	5	5	1			320
	TH	1+5	5	5	1			128
USAID	P	10+5	2+5		5	1		224
Inspection	5) V	3+5	5	5	1			320
	TH	1+5	5	5	1			128
USAID	P	8	2		4	1		70
Certifica-	V	3		4	1			100
tion	6) TH	1		4	1			40
USAID	P		8	2		4	1	70
Reimburse-	V	12	3		4	1		100
ment	7) TH	4	1		4	1		40
Amounts	8)							
Reimbursed		52920	66950	13430	25420	33230	6715	\$930530

* See page 30 for key.

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IMPLEMENTATION
PLAN

KEY -- P - Primary School; V - Village School; TH - Teachers' Hostel

- 1) Assumes Primary Schools require 90-day construction time, Village Schools 60 days, and Teachers' Hostels 50 days.
- 2) Equivalent to 170 communities since 40 hostels are sited adjacent to, or in village adjacent to, Primary Schools.
- 3) USAID will reimburse first 210 units operational in first two years. Should MOE not finish all 210 planned in first year and move on to 391 new sites selected in second-year region (Paktia, Logar, Nangarhar-Konar, Laghman), USAID would reimburse the first of the 391 completed to total 210.
- 4) Assumes the first work (10 job sites per province) gets underway March 22 of each year, and subsequent groups of jobs get underway every three months thereafter.
- 5) Assumes (A) both MOE and USAID inspection teams pay minimum three visits to each site prior to certification: (i) onset of construction, (ii) mid-construction, (iii) completion of construction; (B) an additional fourth visit is required for 20 percent of buildings inspected.
- 6) Assumes actual paper certification of operational school occurs within 30 days of completion of construction.
- 7) Assumes USAID reimbursement (delivery of check) occurs within 30 days of certification.
- 8) Assumes reimbursement of \$6,715 for each operational Primary School, \$3,430 for each operational Village School, \$2,940 for each operational Teachers' Hostel.

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C. Progress Reporting System

Built into the Implementation Plan are monthly and quarterly targets for easily quantifiable indicators of construction progress such as selection of sites, jobs (including girls' schools) under way, MOE and USAID inspections, and USAID certifications and reimbursements. These will be constantly verified for adherence to standards and schedules by the USAID monitoring team.

Additional indicators of MOE construction/contracting capability prior to groundbreaking, such as some Phase I outputs -- designs and specifications prepared and modified, invitations for bid, bid analyses, contracts awarded -- will be systematically reported. Contractor performance, and growth in numbers and rural capability of private contractors, will similarly be reported.

The important later indicators of successful achievement of project purpose -- operational schools -- will be monitored and analyzed by the USAID Project Manager. These include male/female enrollments with female percentages; numbers of teachers, books and furniture.

D. Evaluation Plan

In April-May 1976 the project will undergo an in-depth evaluation of progress toward Phase I purpose indicators and output targets. This will be followed by a review of conclusions by the Ministers of Education and Planning and representatives of other ministries as appropriate, the USAID Director, the USAID Assistant Director for Development Planning, and the Project Managers. Such changes in project design as are deemed appropriate will be made after consultation and agreement of the Ministry of Education, Ministry of Planning, and USAID.

This review may indicate the likelihood and feasibility of follow-on U. S. assistance. Evaluation results will be formulated into a report which summarizes findings, issues, and recommendations.

In April-May 1977 the project will undergo an in-depth evaluation of the "End of Phase I indicators" that the project purpose has been achieved, and of the degree of achievement of targets established for Phase I outputs. Similarly, its conclusion will be reviewed by a high-level GOA/USAID panel and reported accordingly.

Several desirable indicators, such as increased pupil attendance and retentions, teacher motivation and retention, provision for recurrent costs and expedient maintenance cannot be measured within this project time-frame but would comprise an integral part of any follow-on USAID project.

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PART V. PROJECT ANALYSES**A. Background**

1. Development Proposal. The output of elementary teachers will meet foreseeable demand. By 1980 all Afghan school children will have new textbooks in hand. The remaining significant restraint to expansion of the primary school system is the chronic shortage of adequate buildings. When the new government promulgated its policy of primary education expansion, MOE developed long-range plans for school construction, took responsibility for implementation from the MPW and proceeded to seek foreign assistance for financing. The 1973 work of UNESCO in designing prototype school buildings and subsequent UNICEF financing of six prototype buildings was essential to the development of this project. In Spring 1974 USAID was approached and the proposal was given a favorable hearing. The 1976 FPBS contained a brief description of the proposal. The Minister of Education gave his endorsement and assigned his Presidents of Construction and Primary Education to project development. More detailed discussions began in July 1974 between GOA., UNICEF and USAID. By fall project parameters were firm.

- November 10. The bilateral Project Development Committee of USAID and GOA representatives (see below) was convened by the First Deputy Minister of Education.
- November 12. The Mission Director's Advisory Council (DAC) considered the proposal.
- November 19. The Minister of Education presented it to the Cabinet which approved it in principle, authorized MOE to negotiate details with USAID, and indicated initial construction would be funded in the March 1975 GOA budget.
- November 22. By KABUL 1350 a PRP was submitted to AID/W.
- December 14. By STATE 272849 AID/W authorized preparation of Project Paper.

The Rural Primary Schools Project Development Committee:

First Deputy Minister of Education.
 Second Deputy Minister of Education (Alternate).
 MOE President of Primary Schools.
 MOE President of Construction.
 MOE Director General of Foreign Assistance (Advisor).
 MOE Director of Planning (Advisor).
 Ministry of Planning President of Financial Affairs.
 Ministry of Planning Director of Financing Division
 (Alternate).

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USAID Chief of Education Division.
USAID Development Planning Officer.

2. Other Donors. This is a bilateral project. However, USAID will share with several donors a common program goal and complementary construction of Primary School buildings. MOE coordinates these contributions.

UNICEF (\$28,000).

a. Prototype buildings. Long-standing interest in GOA school building problems led to UNICEF financing of prototype Primary School, Village School, and Teacher Hostel units each in Wardak and Nangahar Provinces. Each type structure has a single standard plan built to UNESCO-designed specifications adapted for Afghanistan. Completed prototypes have provided firm building cost estimates. UNICEF donates 70 percent of costs.

b. Pumps. UNICEF will provide pumps for wells at USAID-reimbursed schools.

UNESCO (Cost unknown).

a. School Building Study. Recommendations of the analysis of Primary and Village School buildings and teachers houses were accepted by MOE.

b. Plans/Designs. Conceptual plans, drawings, standard designs, and specifications, comprising basis for bidding, contracting, and contract implementation, were adapted by MOE.

c. Training. UNESCO sponsors observational travel for the Directorate of Construction and assists teacher training.

Other potential donors include the World Food Program and Iraq.

3. Prior AID and Other Donor Assistance. For 20 years, AID has assisted intermittently school construction, mainly schools of secondary and higher education in Kabul. Exceptions were Elementary laboratory schools and attached teacher-training colleges in provincial capitals. With the exception of Habibia High School which was not well maintained, AID-assisted construction projects (Kabul University, Afghan Institute of Technology, teacher-training institutes, laboratory schools) have been fully utilized and reasonably well maintained. The most significant USAID investment is

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education has been to the primary subsector: \$20 million for teacher training, curriculum, and textbooks.

4. Studies. Study of "Primary and Village School Buildings and Teachers Houses" in Afghanistan. UNESCO Regional Office of Education. November 1973.

Series of detailed "Drawings for Primary and Village School Buildings and Teachers Houses." Department of Construction, Ministry of Education. July 1974. Modifications of standard designs done by UNESCO.

Five-Year Plan 1972-1977. GOA. 1973. Projections of enrollments and building requirements.

Annual Economic and Social Development Plan 1974-1975. GOA. 1974. Rationale and projections for expansion of primary education.

Republic of Afghanistan: Quality and Equality in Education. IBRD/UNESCO. 1974 survey of Afghan education identifying need for primary facilities.

5. View of Country Team. Over the period from April to December, 1974 the Country Team has been briefed regularly on the development of this project. The Country Team endorses the project purposes and the planned means of providing U.S. assistance.

B. Economic Analysis

When education quantitatively advances more rapidly than the economy, it may constitute an excessive burden with growing risks of unemployment. If education lags behind the economy, the shortage of educated people may become an obstacle to further development. But estimating quantitative manpower requirements in order to plan educational development implies a number of risky assumptions. Even if it were possible to forecast future needs, this would be of limited use to determine the shape of the educational system, which produces not only specialists, but also large numbers of people with general education, some of whom especially women, are not likely to join the labor force.

As far as possible, the output of the educational system should constitute a pyramid corresponding to the socio-economic needs of the country for different levels of educational attainment. These needs grow while development progresses, partly because the labor force shifts from agriculture to sectors requiring more education and partly because with higher levels of income the country

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can afford to raise the overall level of educational attainment. A plausible balance of primary and post-primary enrollments, given the financial parameters, must inevitably be a compromise between equity in distribution of educational services and manpower requirements. The more that pupils already obtaining basic education are permitted to proceed to higher levels, the less possible it becomes to admit into primary education the poorest majority of children. Imbalance between primary, secondary, and higher education may have grave socio-economic consequences. If only the primary level is developed, there may be shortages of high-level manpower. A top-heavy pyramid may lead to unemployment as the cost of achieving universal primary education. In Afghanistan, primary enrollment is 78 percent of the total, secondary 14 percent, lycee 6 percent, and higher 2 percent. In Afghanistan, about 26 percent of elementary-age children are enrolled, 8 percent of secondary-age children, and 4 percent of lycee-aged children. In the rural sector only 16 percent of elementary-age children are enrolled with correspondingly lesser percentages for secondary and lycee.

For their productive use in the economy, the quality of output from these levels is even more important than quantity. A proven indicator of quality is the relative cost of each type of student. The distribution of expenditure by level reflects partly the distribution of enrollment and partly the relative unit cost per student. In Afghanistan, 28.6 percent of the education budget goes to the primary subsector, 24.2 percent to secondary, 17.3 to lycee, 7.8 to vocational and teachers' training, and 22.1 percent to university education. Thus, the budget pyramid is tilted heavily against primary education as compared with many other less developed countries. This may have serious consequences for a predominantly rural economy. The result is, compared to the cost of one primary pupil, the unit cost is four times higher in secondary schools, six times higher in lycees, 30 times higher in vocational schools, and 40 times higher in higher education.

The imbalance necessarily affects the educational level of the working population. Since development of secondary and higher education in Afghanistan is very recent, the pyramid of educational attainment among the working population should not yet be top heavy. However, Kabul shows a pyramid with a very narrow basis and a heavy top. Expectedly, the opposite is true in rural areas. The Afghan pattern of narrow based school pyramid and a low literacy rate among the adult population, while secondary and higher education expand ahead of economic growth, is associated with a high and an increasing rate of unemployment among educated people. Secondary and some categories of university graduates increasingly have difficulty obtaining jobs. The only certain employment for many is in the educational system itself.

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There is statistical correlation between literacy rates and per capita income. Literacy rates of 30 to 40 percent exist in countries with per capita incomes of \$200 in most cases and \$400 in all cases (except oil-rich countries). In Europe, literacy rates of 40 percent or more were achieved before the industrial revolution began.

Considering the limited resources available in Afghanistan, it is not possible to rapidly expand all levels of education and maintain the quality of education at the same time. A definite choice had to be made and the new government appears to have made it. The GOA concluded that economic and social development objectives require a much larger share of national resources being allocated to primary education and functional literacy. Social advancement requires more equality of educational opportunities. The GOA has decided to halt the expansion of secondary and higher education. Restricting admission into the higher levels will not be easy.

1. Project Impact on Beneficiaries. The major direct beneficiaries will be children of elementary school age in selected provinces. Benefits will obtain through the provision of functionally-equipped and simple elementary school buildings staffed with qualified teachers supplied with quality teaching material. The project will provide services to people who have not shared in the benefits of the past development efforts. In addition to the anticipated increased quality of instruction, the improved physical environment should increase student efficiency. Attending the new schools may be more prestigious than attending the old. Consequently, a larger proportion of eligible children may attend school and the wastage (dropout) rate may fall. Presumably, improved elementary education and the increased numbers of students enjoying the improved education would result later in a more economically productive society. The new schools would provide a healthier environment, e.g., needed heat, less dust. But great differences between the school and non-school environments would preclude a claim of healthier children. There may be some spread effect from school to homes in nutrition, personal hygiene, environmental health, and preventive and curative medicines, but short-run health improvements from the project will be very limited.

2. Local Impact. Most of the schools will be constructed in areas of underemployment, an almost universal phenomenon in rural Afghanistan, and perhaps unemployment. The project will provide income and employment for such people. During the construction of the average school, the locality would receive about \$3,000 for the hire of labor and purchase of building materials. In the poorer areas where average per capita income may be no more than \$30 per year the \$3,000, if less than one would like, is significant.

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3. Impact on Prices. The construction itself should place only limited upward pressure on local prices. For one nonlocal input -- cement -- there is underutilized production capacity in the country.

The project investment will cause a multiplier effect. If it is assumed that the project is a net addition to the country's investment -- not displacing other investment -- then for the economy as a whole the project would cause an increase in demand for goods and services due to wages paid for labor and other factors of production. This would likely push up the price of some goods whose short run stock is fixed. If a net investment multiplier of 3 is assumed for 1975-1976, an increase in income of about \$4.2 million would flow from the direct investment cost of \$1.4 million. There would be a \$2.8 million increase in demand for consumer goods. Since this is less than 0.2 percent of GNP, the project cannot cause prices to rise noticeably, except locally where short run price increases might be moderate. Furthermore, the GOA may receive about \$930,000 dollars during 1975-1976 as a U.S. contribution to the project. Some portion of the grant dollars will be used by the GOA to import commodities for sale to the public for budget support. This would help prevent price increases.

4. Impact on Income. Elementary school construction under this project will occur in the more disadvantaged areas. Since children of these areas will attend the schools and since local labor and materials comprise 30 percent of list project cost, demonstrably the project would improve social equity in the short run and be a force for greater income equality in the longer run. In the longer run, too, improved education to a large number of pupils should increase the nation's economic productivity. In the future, the project should impact favorably on other USAID-supported projects.

C. Financial Analysis

During the decade ending in 1973-1974, Government outlays for public education averaged 13 percent of total national budgetary expenditures, with the percentage roughly constant over the period. On a per capita basis, however, expenditures on public education rose continuously from \$0.66 in 1964-65 to \$1.42 in 1973-1974. Education expenditures amounted to about 1.5 percent of GNP in the latter year, costing the Government \$22.50 per enrolled pupil. In size, the ordinary budget of the MOE is second only to that of the Ministry of Defense and has comprised a fairly constant 12-13 percent of the GOA ordinary budget over the past decade. Relative to

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expensive primary-level education than in post-primary education, but the opposite was the case: MOE invested significantly less per pupil in buildings even as an increasing proportion of pupils were enrolled in the ostensibly more expensive post-primary education. In constant prices it is more dramatic. If the movement of the exchange rate between First and Third Plan is taken as index of increase in real costs per unit of building construction, First Plan Afs 1,790 per extra pupil compares with Third Plan Afs 651, a drop of 64 percent. This figure can be regarded as an index of the decline of quality in provision of buildings for additional students during that period.

2. Project Costs.

MOE proposes to construct 70 primary schools, 100 village schools, and 40 teachers' hostels during 1975-77. Based on the Wardak prototypes, unit costs are as follows:

	<u>Direct</u>	<u>Indirect</u>	<u>Total</u>
Primary School	\$7,895	\$2,927	\$10,822
Village School	4,035	1,482	5,517
Teachers' House	3,456	847	4,300

USAID would grant-finance 85 percent of the direct construction costs on a fixed cost reimbursement basis for two years. Total cost would be \$1,480,000 with the USAID share \$930,000 and MOE share \$550,000. Of the MOE share, \$220,000 or 40 percent is estimated by MOE to be required for overhead and administrative costs. If some of these costs prove to be overstated or irrelevant and can be discounted, then the development cost would be manageable even if the program proceeded on schedule -- an unlikely outcome. Even a sharply increased construction schedule in later years could be managed if development resources are channeled as planned into primary instead of secondary and higher education. The primary development budget was \$460,000 in 1974, one-fourth of the MOE development budget and one-tenth of one percent of the GOA development budget. At least 20,000 children aged 7-12 in disadvantaged areas would directly benefit from the project. A useful building life of 30 years is estimated. If capital costs are allocated over 30 years assuming no increase in project school enrollment, annual cost per pupil would be about \$2.33 over life of project.

3. Annual Recurrent Costs Consequent to Project. Operating and maintenance costs of new buildings of the new buildings additional to O&M costs of the old

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will be low, perhaps one-third or about \$65 more. Cost of instructional material perhaps will be 30 percent larger, amounting (at textbook life of 1.5 years) to perhaps \$50 per school. If per school cost of central administration is 3 percent higher in new schools than old, the difference is \$4 per school. The three-teacher cost per school might be \$840 annually which cannot be assigned to additional costs resulting from the project, for the system is producing ample teachers who would be employed even though in surplus supply. The above assumes the same 120 enrollment increases. These extra recurring costs attributable to the project total \$20,000 or \$120 per school, or an increase of \$1.00 per pupil. The average recurring cost for all pupils in 1974 was \$10.70 (See chart below). The resultant total recurring costs of project schools would be about \$1400 per new school, or \$238,000 annually, or 6 percent of the 1974-75 MOE budget. While noticeable it will be a negligible burden if the GOA reduces the rate of growth in expenditures on secondary and higher education as announced.

	<u>Old School Cost</u>	<u>Add. Cost/School</u>	<u>New School Cost</u>
Teachers	\$840	-	\$840
Maintenance/fuel	170	65	235
Books, teaching supplies	150	50	200
MOE Administration	<u>120</u>	<u>5</u>	<u>125</u>
Total	\$1,280	\$120	\$1,400
Per Pupil Cost	\$10.70	\$11.70	\$1.00

4. Total Recurrent Costs of Project Schools. Per pupil recurring costs under the project will be marginally greater than those in previous years. (See chart.)

4. RECURRENT COSTS PER PRIMARY STUDENT

(Afs)

	Afs million	Primary	Primary Ordinary	Afs/\$	
	<u>Primary Ord. Budget</u>	<u>Enrollment</u>	<u>Budget/Student</u>	<u>Free</u>	<u>60</u>
1345 (66)	138	401553	344	\$ 4.50	\$ 5.73
1346 (67)	150	444237	388	4.42	5.63
1347 (68)	170	472487	360	4.81	6.17
1348 (69)	185	500665	370	4.93	6.17
1349 (70)	234	540685	433	5.11	7.22
1350 (71)	241	672932	421	4.98	7.02
1351 (72)	263	598432	440	5.50	7.33
1352 (73)	340	621922	547	9.12	9.12
1353 (74)	<u>438</u>	<u>684113</u>	<u>640</u>	<u>11.23</u>	<u>10.67</u>

Currently average enrollment per elementary school is 193. Capacity of project schools is maximum 169 pupils per school. MOE estimates an average 120 pupils per project building, a figure tentatively accepted here. The average teacher cost will be about \$280 per month or \$840 for an average school. Cost of maintenance and repair and fuel will be low, perhaps 2.5 to 3 percent of construction cost annually or about \$235 per school. Elementary books cost MOE about 50 cents each which, at five per student over one and one-half year life, is \$200 per school annually. MOE administration may add 10 percent to this recurring cost. At 120 pupils per building, recurring cost per pupil will average \$11.70. In any case, recurring cost of an expanded building program will be higher than the average \$10.70 per pupil in 1974. (Should MOE achieve its building goals to construct 2,535 new elementary schools, about 304,000 pupils will be accommodated at \$3.5 million annual recurring costs.)

5. Projected Future Recurrent Costs. Primary enrollment in 1974 was 684,112. For five years primary enrollment has grown by 5.65 percent annually. If this rate should continue, 950,000 primary students, or 48 percent of all

eligible primary^{1/} students would be enrolled by 1980. Thus, only a slightly higher rate of growth than realized in the past five years would result in 50 percent of the 7-12 age group being enrolled in 1980. Using \$11.70 per student for children housed in newly-constructed schools and, based on historical costs, \$10.70 per student for the old schools, total recurring cost would be \$10.4 million or \$10.94 per student. The \$10.4 million would be 5.4 percent of projected total GOA ordinary expenditures and 0.5 percent of projected GNP in that year. Comparable figures for 1974 were 6.0 and 0.4 percent.

6. Options. The cost of this discrete project is manageable if most of the construction cost is AID-financed. The low cost of the buildings leaves little room for decreasing costs by altered design. MOE could reduce costs by slowing down the rate of growth in enrollment and/or reducing the quality of services. USAID cannot recommend the latter. The GOA will not accept the former.

D. Social Analysis

Fifteen percent of children aged 7-12 in rural areas (excluding the five largest cities) enroll in school. Education, often equated with lack of respect for traditional values and disobedience toward parents, has been thought to make children useless to parents. In most of Afghanistan fathers place little or very limited value on modern education which requires too many years for a boy -- who is expected to be a farmer -- and which conflicts with the household demand for labor. The new primary textbooks and curriculum recognize this problem, and attempt to make rural education more relevant to rural needs.

The home environment, particularly parental attitudes, is not conducive to success in modern education. The physical environment -- light, place to study, overcrowdedness -- is a barrier to education which demands homework. Even where primary education is available and there is desire, opportunities for further training may be limited.

1. Sex Segregation. Despite an MOE policy of co-education, even in elementary education virtually all schools are single-sex. Published statistics have no category of "co-educational schools," only male and female. The dearth of educational opportunity available to rural women is apparent when

^{1/} Assumes a 2.2 percent annual growth rate on a 1975 total population of 13.0 million. The 7-12 age group comprises 14 percent of the population. By 1980, total population would be 14.5 million, and the 7-12 age group would number 2 million.

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rural girls constitute 10 percent of primary enrollment as compared with Kabul girls' 38 percent. Available statistics are overwhelming; two provinces have no Village Schools for girls whatsoever; five have no Middle Schools for girls; of 36 Vocational Schools 35 are for boys, etc. The nature and degree of sex segregation varies by region. In some a very limited degree of co-education is occurring. But traditional Afghan values dictate segregation of the sexes. Differences in expectations for males and females are based on core values which change slowly vis-a-vis minimal change in the rest of village social life. Villagers cannot understand the objective of sexual integration.

Segregation is more strongly enforced as children approach puberty, resulting in more female drop-outs. Whatever the pattern, major changes should not be expected as a consequence of the USAID investment.

2. Rural Female Enrollment. In only five provinces do girls exceed 20 percent of Village School enrollment. In no province do they exceed 20 percent of Primary School enrollment. Pashtu-speaking areas permit a lower percentage of girls to attend school, which reflects Pashtun values. Low enrollment of rural girls is probably due principally (of several causative factors) to the shortage of women teachers. Most parents outside Kabul will not send their girls to school unless they are taught by a woman. 58 percent of women teachers work in Kabul City. Even women from small towns do not willingly submit to a rural village situation. These values dictate the kind of teacher allowed to teach the girls, perhaps requiring a female teacher, or an older man. A young man, especially if unmarried, would be unacceptable to a rural community.

3. Women Teachers. Women teachers are recruited from a different segment of society than are men teachers who may come from rural areas. Village values for females deny education, particularly the more advanced education of teacher training. At best, female teachers may be small town girls. Women are unlikely to be allowed, nor would they voluntarily seek to live alone without relatives to protect them, and thereby diminish the possibility of marriage.

4. Rural Teachers. Qualified teachers have been reluctant to work in remote rural areas where motivation is difficult to maintain and urban incentives are non-existent. Their salaries, which peak at \$25 per month, often come three months late. Teachers in provinces have had little opportunity to profit from in-service or overseas training. Two-thirds of the provinces have less than five doctors (concentrated in provincial capitals) each. There have been no houses for rural teachers. Social isolation from the community and local

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politics, and reinforcement of social distance between villages and teacher, has been commonplace. The consequence has been rural teachers with little or no formal training who teach by rote. Lycee and university graduates rarely teach in remote areas.

5. Retention Policy. GOA recognition of the effect of poorly-trained or unmotivated teachers on the quality of rural education has led the MOE to the adoption of a rural teacher retention policy, two principal elements of which are:

a. Teacher Housing. Centrally located hostels housing six teachers who would walk or ride horseback to their separate villages of work offer two incentives: 1) a peer-group sense of community to ameliorate loneliness, enhance morale, and offer mutual entertainment and stimulation, and 2) substantial housing cost savings. Kitchen and latrine are included in the compound. Rent will be \$2.00 per month per teacher.

b. Local Teachers. Village people will be trained and returned to their community as teachers. They will be familiar with the hardships and the limited life. His relatives will give him economic and political support and the acceptability of one not classed as a stranger.

6. Islamic Education. Conflict between traditional religious education in the villages and modern education is inevitable. Religious training is occurring, will continue to occur, and is considered basic to being a good citizen and Muslim. The high ratios of mosques being used as village schools in provinces like Helmand, Nangarhar, and Faryab reflect the traditional Muslim pattern of education being closely associated, if not being synonymous, with religious learning. Traditionally, across Islam, education has been in the mosque at the village level, taught by the village religious leader or mullah, and focused to a great extent on the Koran as the basic book. While we can expect the curriculum to have changed significantly in the modern era, the mosque remains the center of learning in many areas. A survey of education in Badakshan produced an example of boys receiving modern education from a young government-trained teacher, while girls were receiving religious instruction from the local mullah. Religious training can be viewed as (i) preparation of the individual girl for a Muslim life; (ii) status to the girl; (iii) an asset when a family is selecting a good wife for their son; and (iv) a form of modern purdah. Such training is

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not intended to prepare a girl for participation in modern society nor for a job outside the home. "Modern" education is thought contaminating, perhaps immoral or leading to immorality, perhaps associated with foreign ideas.

E. Policy Analysis

The education policy of the new government places highest priority on expansion of the basic elementary education system and availability of formal education to the rural poor. Accordingly the government has budgeted a 40 percent increase in primary education while holding secondary and higher education levels stable. Adequate funds for elementary school construction provide the wherewithal to remove the prime constraint to implementation of that policy, if the capacity in manpower and administration can be found. These deficiencies are not unsurmountable. In the face of disciplined will at the highest levels of government to meet popular expectations resulting from promises consequent to the policy of universal education, administrative obstructions and subsidiary policies which contradict national policy are gradually being overcome.

1. Former Policy. After ten years of remarkable growth of elementary enrollments (on very small baseline), in 1967 primary education was relegated a low priority relative to other education levels. Greater attention would be paid to improving quality in accordance with financial, economic, and social needs and demands of employment. To meet requirements for industrial manpower, the first priority was to raise the level of skills. Elementary expansion would take second place to expansion of teacher training colleges and vocational schools, and to upgrading such as reforming curriculum, ^{1/} improving textbooks and increasing teacher supplies, visual aids and laboratories. Comparison of annual increase of 5-year enrollments measures the impact of this policy.

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- 1/— MOE Department of Planning, Educational Statistics: Afghanistan, states "in the main it was only in the primary sector that measures to improve quality were of any real significance, including the following:
- a) The establishment of a complete unit for the improvement and revision of school programmes within the Ministry of Education;
 - b) The printing of supplementary texts and also of guidance texts;
 - c) The designing of a programme of in-service teacher training."

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	<u>Before Plans</u>	<u>First Plan (1957-61)</u>	<u>Second Plan (1962-66)</u>	<u>Third Plan (1967-71)</u>
Primary	7.7	13	13.3	5.5
Secondary	13.8	22	26	18.6
Lycee	7.5	19	27	39.2
Higher	14	14.8	16.5	16.6

GOA planners proposed enrollment increases for Village Schools from 88,000 to 129,000; for Primary Schools 313,000 to 342,000. In 1967 elementary enrollments were found to be much greater than forecast while the school building program had fallen badly behind. In 1969 Primary School enrollment was 444,000 instead of planned 318,000. To policy makers, the expansion had to be slowed, and was. Whereas expansion of elementary enrollment during 1967-71 was five percent instead of forecast seven percent; secondary expansion was 19 instead of forecast 10 percent; and lycee expansion was 39 instead of forecast nine percent.^{1/} Middle enrollments climbed from seven percent of total enrollment to 13 percent; and lycee enrollment from one to five percent. School construction failed to keep pace even with low 1967-71 primary enrollment: 185 out of planned 269 Primary School buildings were constructed. Expansion of primary enrollment, schools, and teachers dropped still further between 1971 and 1973 relative to previous years' increases and to secondary/higher education increases. For example, no Primary Schools were built during 1971-72.

Number of Schools 1966-72

<u>Type School</u>	<u>1967</u>	<u>1971</u>	<u>5-Year Increase</u>	<u>Percent Increase</u>	<u>1974</u>	<u>3-Year Increase</u>	<u>Percent Increase</u>
Village	1842	1737	95	5	1935	-2	0
Primary	1199	1295	96	8	1463	168	13
Middle	414	497	83	20	507	10	2
Lycee	193	188	55	78	195	5	2.6
Voc/Teach	46 ^{2/}	37 ^{2/}	-9	-	35	-1	-3
Higher	16	17	1	6	19	2	11
Total	3627	3971	344	2.2	4154	182	4.6

^{1/}-- In 1970, four new lycees were planned, 61 were established. In 1971, two were planned, 54 were established.

^{2/}-- Includes faculties of university.

Number of Teachers 1971-72

Type School	1967	1971	5-Year Increase	Percent Increase	1974	3-Year Increase	Percent Increase
Village Primary	2,550	2,550)			18,500	3,849	26.3
Middle		3,650			4,300	650	18.2
Lycee		1,632			2,600	968	59.3
Voc/Teach		811			892	81	10
Total	11,816	20,744			26,292	5,548	26.7

2. Conditions Requiring New Policy. Afghan and foreign analyses of the Education Sector of Afghanistan were uniformly critical of education policy and practice to 1973. No other Asian nation spent so little of its gross national product on the Education Sector nor had so few of its elementary and secondary age children enrolled in school. In its 1972 Education Statistics: Afghanistan, the MOE Department of Planning tried to articulate three of the more serious problems.

"There is a lack of balance between the various levels of education ... Secondly, there is a lack of balance within the (levels of the) education programme itself. Thirdly, present methods are inadequate, consisting only of teachers transmitting their existing ideas to students so that there is no progress in thoughts or attitudes. The system of training and culture must provide for teachers to educate students for the future, in accordance with the needs and aspirations of Afghan society. The objectives of the present system of education are not clear and the teacher does not know what qualities to inculcate in his students nor how to mould them to a suitable philosophy. Moreover, the curriculum is not well adjusted to the age of the students, their ability, or the future needs of the country, nor is the present system of education compatible with the country's social and economic requirements."

One month before the July 1973 coup d'etat, a writer in the Kabul Times discussed the problems of inequity and illiteracy which the project would ameliorate.

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"... education establishments (became) part of the larger institutional system which contains the social and economic stratifications, the distribution of property, and the power structure of our society ... The most unforgivable omission ... in the education sector is the building up of an educated elite while neglecting essential education. By its inaction the RGA helped to preserve and make more inseparable the barrier between an entrenched upper class and the masses of the people. Our educational system embodies strong, vested interest on the part of... above all, the families in the powerful elite class who do not wish to undermine their positions provided by the inherited school system. All the facts point out that children of illiterate parents tend to fall behind in scholastic achievement and more easily lapse into illiteracy. The detrimental effects of an illiterate home and village setting begin in the pre-school years when attitudes are shaped ..."

No national manpower survey, much less a national education strategy to establish priorities for dealing with its conclusions, exists. But such strategy appears imminent.

3. New National Policy. The President in his Jeshyn Day speech of August 23, 1973, presented the new Republic's aspirations, plans, and priorities for the future.

"Social injustices are evident in all spheres of life. Poverty, unemployment, disease and illiteracy are overriding the country ... The prime conditions for the successful performance of all the onerous national duties is the participation of all the people in the economic, social and political life of the country."

In education the Government will:

"strive for eliminating illiteracy among the masses (and) will provide general and free primary education for... all children by ... increasing the number of public schools ... "

Developments since the Jeshyn Day speech have been supportive of, and in conformance with, the priorities and policies enunciated by the President. The new Republic intends to rectify the fact that the poorest majority has not benefitted in the past with schemes for rural development, health services, primary school expansion and adult literacy.

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4. New Education Policy. The literacy rate in Afghanistan is low -- less than 10 percent with rural females almost totally illiterate. In order to "provide educational facilities to all the citizens of the country." ^{1/}

"educational plans must consider a broader scope so that the aforementioned facilities are provided in proportion to the conditions, needs and populations of the localities. The other factor that should be seriously considered is the technical balance between the various levels of education and its compatibility with the actual needs of Afghan society require that all educational programs should be subjected to reconsideration. Within the framework of a comprehensive long-term valid program, a desirable way should be adopted for the eradication of illiteracy ..."

"The problem of unemployment and the inability to absorb the graduates of (secondary and higher) schools is considered a serious difficulty. The ability to absorb the graduates is related to two basic factors: economic growth and the quality of education."

Thus the new Government enunciated a reversal of policy: universality would be the hallmark of Afghan education.

5. Education Priorities. In the face of secondary and university graduates who are unable to obtain jobs, the GOA objective is to increase elementary school attendance to 50 percent of primary-age children by 1980 while developing an effective functional/non-formal education approach.

"In Afghanistan, the percentage of literacy is still small and the propagation of literacy and village and elementary schools have basic roles in changing the mentality of the people. The increase and improvement of elementary schools will help the children of Afghanistan to understand their environmental problems in a better way, and to make use of the modern methods and techniques in solving those problems. The objective of the Plan of 1974-75 is to strengthen literacy programs and to increase the enrollment of children (between ages 7-12) in the elementary schools." ^{2/}

^{1/} Annual Economic and Social Development Plan for 1974-75

^{2/} Ibid.

If the rate of growth of the elementary level becomes greater, according to the 1974-75 Plan, "It would create a proportionate educational pyramid. The continuation of such a trend will realize the aims that have been set forth and the promotion multiplier of students will develop parallel to this pyramid". ^{1/}

"... Important ... is the establishing and maintaining of a pyramid parallel to the need for manpower. Efforts will be made so that the rate of the development of intermediate and secondary education will be in harmony with the growth rate of elementary education and with the economic needs of the country, so that on one hand a drop in the standard of education, which might result from an unbalanced development should be prevented, and on the other hand social investments should not be wasted by the creation of unemployment for the educated class."

Thus, in 1974-75 no new middle (secondary) schools nor lycees will be established and the university ordinary budget will increase only one percent, while 114 new elementary schools will be established, and primary schools will increase by nine percent. GOA intent to put policy into practice may be seen from its one year plans for increases in primary schools, pupils and teachers:

	1973-74 Increase	1973-74 Total	1974-75 Planned Increase	1974-75 Percent Increase	1974-75 Total
Total elementary schools		3,284	114	3.5	3,398
New Primary Schools	8		26		
New Village Schools	18		88		
Proportion of Village to Primary Schools	29		104		
Total Village Schools		1,951	-16	-0.8	1,935
Total Primary Schools		1,333	130	9.2	1,463
Total Pupils		653,000	52,000	8.1	705,000
Percent primary-age enrolled		25.9	2.0	7.7	27.9
Total Teachers		10,700	1,800	10.8	18,500
Student/Teacher ratio		39.1	-1.0	-2.5	38.1

1/ -- Annual Economic and Social Development Plan for 1974-75.

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Thus, there is in 1974-75 a sharp re-orientation in educational priorities away from higher and secondary to elementary.

F. Administrative Analysis

While responsibility for and administration of the project will weigh most heavily on the Ministry of Education in particular, the Cabinet and the Ministries of Planning and Finance have significant roles to play in project implementation. The GOA Cabinet has encouraged the MOE to seek both donor and augmented GOA funding for the school construction effort.

1. Change. In 1967 with USAID assistance an MOE Department of Construction was established to design budget-approved school buildings, select contractors and supervise Kabul construction. Other school building in the country, whether by force account or contract supervision, was not under control of any one organization but 28 disparate provincial directorates of public works. But public works' neglect, unmet schedules, and conflicting demands for rural construction by several ministries required change if the new Government's ambitious objectives for primary education were to be realized. In 1973, MOE took over planning, design, construction, inspection and partial maintenance of rural school buildings.

2. Capacity. For its new mandate to undertake a nationwide school building program, the Department of Construction currently has a 29-man A&E staff (10 architect/engineers, 15 AIT graduates, four technicians) and 43-man administrative staff which are overtaxed even before major construction projects are initiated. Engineers are becoming administrators. USAID judges the staff competent and dedicated. Their approach to school construction planning has been sound if overly ambitious. The Department has coordinated donor contributions well, particularly in developing designs, prototypes and pilot projects, and now appears to be attracting donor interest and funding of some magnitude. It is responsive to constructive suggestions for improving project planning, designs and specifications/standards. It has produced detailed charts and graphs depicting school buildings needed by type and the provinces to have school construction priority. The Director of Construction, realizing the project requires a quantum jump above his existing construction capability, has requested advice in how best to reinforce his staff to facilitate planning and implementation. Slots for four architect/engineers and 12 AIT graduates have been allocated. (Refer to Appendix G on MOE staffing.) In addition to size of staff, lack of experience may be the unit's greatest shortcoming.

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"A first, immediate priority, step towards this (experience) would be an increase in the staffing and a strengthening of the technical competence of the Ministry's existing Department of (Construction), by the generous provision of fellowships for further training, preferably in short intensive specialized courses rather than long general courses. Some architectural/engineering technical assistance will be necessary if large external assistance projects for school construction are negotiated." 1/

USAID will send key personnel to short courses and observational travel in other Asian countries with some experience with nationwide rural construction efforts. To avoid conflict with the fixed cost reimbursement method of financing, USAID will not provide advisory architectural and engineering technical assistance to the Department of Construction of MOE.

3. Field Administration. The shortage of qualified construction staff is more grievous in the provinces. Plans to establish eight regional centers for construction and maintenance are in their infancy.

The GOA plans to implement a countrywide construction plan by annual efforts in geographic regions. Each successive year new regions will have larger numbers of provinces in which MOE and contractors must mobilize. The numbers of buildings undertaken will be increased annually so viability of new building designs and materials, effectiveness of MOE and contractor mobilization, and overall capability to support construction of such magnitude will be progressively tested. A General Director of Construction will bear responsibility for each province. Four technical supervisors will oversee actual construction. MOE reports that competent subcontractors are available in the major provincial capitals who can provide skilled artisans (masons, carpenters, et al) who will in turn supervise local skilled and unskilled labor at each building site. While initial contracting is to be done from MOE/Kabul this scheme of decentralized supervision of construction appears to make it possible for the project to proceed as scheduled.

4. Planning. Ministry-wide preparations for making the finished school buildings operational are not as comprehensive yet as are the construction plans. To date only the Departments of Primary Education and Construction have provided central planning, donor liaison and project design. The Badakhshan

1/ UNESCO. Afghanistan: Quality and Equality in Education. 1974

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Province pilot effort revealed lack of coordination between MOE, the Provincial Director of Education (PDE) and local communities for operational components of the project. Provision for wells and latrines was not made. Teachers were not recruited. Furniture and books were not ordered. With only three schools finished and only four more (along the only road) to be ready by March 1975 opening of classes, presumably ad hoc arrangements can be made in time. However provincial authorities were not planning for the administrative and logistical consequences of the simultaneous completion of dozens of school buildings. MOE has not yet fixed responsibility for coordinating the efforts of five Departments which must perform expeditiously if targets of the project proposed hereunder and USAID reimbursement are to be realized. MOE will convene its concerned Departments and representatives of other ministries in January, 1975 to accomplish the required coordination.

G. Technical Analysis

1. Design. The MPW-built brick or stone school building was wasteful of space and materials. Consequently a single floor plan each for the three-room Village School, seven-room Primary School, and six-man Teachers Hostel is to be followed in every province based on July, 1974 design modifications of the November, 1973 UNESCO study, Primary and Village School Buildings and Teachers Houses in Afghanistan. This has not yet come to pass. The Badakhshan contractor, while constructing an acceptable product, was using earlier sketches in insufficient detail to enable determination of what was to be built or prudent inspection. The new Primary School floor plan actually requires two three - and four-room buildings paralleling an enclosed compound with well and latrine outside. The new Village School has a T-shape permitting the teacher to supervise three rooms at once. The teachers hostel consists of three sleeping/living quarters for six bachelors (or family plus two bachelors) across a small compound from kitchen and store room, with latrine outside.

2. Standards. Afghanistan has no school design criteria nor rudimentary building design and construction standards. In the past, contractors have deviated from plans at will. To preclude construction of facilities without pre-approved drawings and specifications which could not be certified for reimbursement, USAID is discussing design problems with the Department of Construction and UNICEF and assisting with standards. Following scrutiny of the completed Warkak prototypes, UNICEF and USAID/CDE initiated and endorsed changes in specifications and floor plan. (The Village School building can now be converted to a Primary School with the simple addition of a wing, storage and teacher cubicles.) Prior to the MOE's issuance of Invitations for Bid in February/March 1975, agreement will be reached on school construction standards by which conformance to plans will be one criteria for reimbursement.

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3. Monitoring. Although schools visited to date have been of good construction, there is little to indicate MOE supervisory staff influenced the resultant quality (obtained in part from the contractor desire for further work). The development and deployment of MOE supervision/inspection expertise is a potential problem.

4. Materials. Mud brick construction was found only slightly less costly than baked brick. Mud buildings have average 15-year life versus 50-plus years for brick, and require constant major maintenance/repair greatly in excess of that required of other structures. MOE has accepted the UNESCO recommendation that construction be limited to baked brick or stone subject to the local availability of materials. All project materials will be indigenous except glass panes, door/window frames, and a small amount of reinforcing available on the Afghan urban economy.

5. Badakhshan. The Badakhshan pilot project begun August, 1974 may be termed a qualitative success. Due to remoteness, logistics problems, and early snow, it fell short of its first year target of 14 completions. Wells and latrines will be built after the March 22 opening of classes. This indicates that plans are too ambitious and that the forecast numbers of new buildings should be reduced until MOE can manage increased numbers of rural construction jobs.

6. Contracting Methods. Procedures by which contractors are pre-qualified and selected appear adequate. The Badakhshan contract between MOE and Kabul Construction Company to build 35 schools in 18 months appears generally acceptable as a prototype. Contractors require three weeks to mobilize on site. Six contractors evinced early interest in Badakhshan but five failed to bid. The accepting contractor required an unprecedented 25 percent margin (compared to 15 percent in MPW contracts), and 50 percent advance. GOA will pay 22 and 28 percent on completion of 15 and 20 units respectively. To ameliorate the social hazard of 10-20 alien single men converging on a village the contractor must arrange housing, meals, transport, etc., independent of the local economy. The contractor chose to place 14 permanent staff (one per site) in Badakhshan: chief-of-party, assistant, and twelve supervisors.

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APPENDICES

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Appendix A

ENGINEERING MONITORING AND INSPECTION

Appendix to proposed rural projects in development of health centers, schools and infrastructure such as roads, bridges, and irrigation works.

I. INTRODUCTION

The FY 75 and FY 76 Mission project papers involve 119 rural work projects, 51 basic health centers and 170 school sites, all of which will require a coordinated and uniform Mission approach to the engineering design, construction monitoring, and inspection inputs. Planning is ongoing for a small-scale irrigation project the size of which is as yet unknown. Concurrent with this Mission need it has also become apparent as a result of discussions, field inspections and meetings with GOA technical staffs that there is a common need for the establishment of design and construction standards and monitoring organizations which will assure that those construction activities receiving AID financial support will meet appropriate standards.

These projects will be financed under the fixed cost reimbursement procedure which stresses the GOA's responsibility for producing the planned outputs of a project. Of primary importance under this system is agreement as to identification and delineation of projects, and their costs, prior to the start of actual work. This requires that details of design and construction be established beforehand and then strictly followed to assure that projects completed will meet the requirements for reimbursement. The engineering monitoring/inspection role described below is necessary to attainment of long lasting quality work and to assure the financial integrity of AID's investment.

II. ENGINEERING SCOPE OF WORK

1. Approval of Project Designs and Specifications

This is the first step necessary to agreement between the GOA and USAID as to a project's or subproject's physical configuration and arrangement, the specific materials to be used, and specifications for the manner in which they are to be assembled. The location and site conditions for each project are unique and require close study and agreement to preclude construction of projects on unsuitable plots or at undesirable locations.

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The establishment of adequate standards for design and construction is required in order that the designer's intent can be understood, and a determination made as to adequacy of the plans. It is not the intent that USAID or any USAID contractor would provide assistance to the GOA in improving their capability to design projects, write specifications, or establish standards, since the UN and other agencies are providing this expertise, but rather to emphasize that these inputs are needed to enable USAID to determine whether plans submitted are adequate.

2. Selection of Cost Estimating Procedures

Detailed forms for the identification of project labor and material components will be prepared and used for identifiable, direct project costs. The forms used in the Rural Works pilot project have been developed from field experience and revised as dictated by project implementation needs. These forms are recommended for use on other projects. The objective here is to develop the simplest system for estimating costs that will meet USAID's need to justify costs and assure reasonableness of price when compared to market prices. This is not expected to create great problems in project implementation.

3. Construction Monitoring and Inspection

This aspect of project implementation will be very time consuming because of the wide dispersal of projects throughout Afghanistan and their rural location where access is most difficult. Normally, sites would be visited at least once prior to the start of construction, during construction, and after completion of construction. Ad hoc visits would also be made as needed to cover troublesome projects. Little difference in monitoring requirements is expected to be encountered between projects being built by force account as distinguished from projects being built by local construction contractors.

This creates an extremely heavy monitoring and inspection workload during FY 76 and 77 which the Mission feels can best be handled by a contract with a construction management firm.

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Appendix A

III. OPTIONS FOR OBTAINING A USAID MONITORING/INSPECTION CAPABILITY

There are several options for securing the engineering capability discussed above in the areas of drawing and specifications review and construction monitoring and inspection:

1. A U.S. firm;
2. A "Selected Free World" Code 941 Source Country firm;
3. An Afghan firm or agency.

The use of a U.S. firm for this work would result in contract costs exceeding 20 percent of the value of all construction and is therefore prohibitively high. The use of an Afghan firm or semi-private agency such as Afghan Construction Unit (ACU) or the Helmand Arghandab Construction Unit (HACU), although desirable, cannot be recommended at this time because of the limited number of trained personnel available and reservations concerning the availability of personnel that could perform objectively in an environment where social and family pressures could be brought to bear on the inspection work.

The USAID's recommended approach is the use of a "Selected Free World" Code 941 Source firm (e.g., Indian, Philippine, Korean, Egyptian) to supply the needed services. This arrangement would be less costly than securing the services of a U.S. firm. The costs developed below are based on this option.

The proposed contract would involve a maximum of seven persons and would cover an initial period of 12 months with provision for extension if required. Manning of the contract team would be geared to the actual progress of the projects with the first members arriving in country early in FY 76.

IV. CONTRACT SUPERVISION

This contract would be supervised by the Capital Development and Engineering Division. The three direct-hire engineers will assure coordination among the Mission's technical divisions overseeing the rural projects and the contractor for monitoring and inspection. The direct-hire staff would also actively spot-check the

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Appendix A

work of the contractor. As experience is gained in these projects it may be possible to reduce the number of site inspection visits and reduce project monitoring costs. This could only be accomplished, however, after the capacity of the GOA agencies has been developed and tested and the credibility of the firmness of USAID monitoring is clearly established.

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Appendix A**V. REQUIREMENTS AND COSTS****A. Work to be Accomplished in Two Years**

<u>RURAL SCHOOLS</u> (sites to be in- spected)	<u>No. of Visits</u>	<u>Ave. #Days Per Visit</u>	<u>Total Field Days</u>	<u>Corrective follow-up Days (20%)</u>	<u>Total Field Days</u>
1st year - 109	3	1.0	327	65	392
2nd year - 61	3	1.0	183	37	<u>220</u>
Total - Rural Schools					612
<u>RURAL WORKS</u>					
Projects					
1st year - 70	3	2.0	420	84	504
Roads					
2nd year - 13	2	2.0	52	10	<u>62</u>
Sub-total - 1st year					(566)
Projects					
2nd year - 29	3	2.0	174	35	209
Roads					
2nd year - 7	2	2.0	28	6	<u>34</u>
Sub-total - 2nd year					(243)
Total - Rural Works					809
<u>HEALTH CENTERS</u>					
Complete partial construction					
1st year - 54	2	2.0	216	43	259
Completed partial construction					
2nd year - 11	2	2.0	44	9	53
New Construction					
Health Centers - 26	3	2.0	156	31	<u>187</u>
Sub-total - 2nd year					(240)
Total - BHCs					499

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Appendix A

B. Total Field Days Required

1st year = 1217
 2nd year = 703
 1920 field days

C. Man-Year Requirements

If there are 226 days available in a working year, and if 75 percent of the available days are spent in the field (169 field days per man-year), then the total man-year requirement (1,920 field days divided by 169) equals 11.36 man-years.

D. Draft Budget for Monitoring/Inspection Contract with Third-Country Firm

<u>Position</u>	<u>#</u>	<u>(2) Base Salary</u>	<u>(3) 10% Overtime</u>	<u>(4) Housing Allowance</u>	<u>(5) Overhead (50% of 2.)</u>	<u>(6) Sub-Total</u>
Contract Chief	1	\$20,000	\$2,000	\$2,400	\$10,000	\$34,400
Civil Engr	5	\$10,000	\$1,000	\$2,400	\$5,000	\$18,400
Admin. Asst	1	\$5,000	\$500	---	---	\$5,500
		<u>(7) 1 yr. cost (1 x 6)</u>	<u>(8) 2 yr. cost (2 x 7)</u>	<u>(9) Per Diem field days x \$14</u>	<u>(10) Round Trip Travel & Transp.</u>	<u>TOTAL (8 + 9 + 10) Two Years</u>
		\$34,400	\$68,000	\$4,732	\$5,000	\$78,532
		\$92,000	\$184,000	\$23,660	\$25,000	\$232,660
		\$5,500	\$11,000	---	---	11,000
						<u>\$322,192</u>

E. Transportation

1. 1920 field days x 100 miles per day x 20.3 ¢ per mile equals \$39,000 \$ 39,000

**F. Grand Total Monitoring and Inspection
(D. and E.)**

\$361,192

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Appendix A

G. Allocation of Monitoring/Inspection Costs Among USAID Projects
\$361,192 divided by 1,920 field days = \$189 per field day

Year	Project			Total
	Rural Schools	Rural Works	Health Centers	
1. FY 76 inspection (FY 75 obligation)	(392 f.d.) \$74,088	(566 f.d.) \$106,974	(259 f.d.) \$48,951	(1,217 f.d.) \$230,013
2. FY 77 inspection (FY 76 obligation)	(220 f.d.) \$ 41,580	(243 f.d.) \$ 45,927	(240 f.d.) \$ 45,360	(703 f.d.) \$132,867
Totals	(612 f.d.) \$115,668	(809 f.d.) \$152,901	(499 f.d.) \$ 94,311	(1920 f.d.) \$362,880

Estimate of Requirement for third year of contract:

3. FY 78 inspection (FY 77 obligation)	(187 f.d.) \$ 35,343
Total - BHCs only	(686 f.d.) \$129,654

Notes:

1. Rural Works projects finished in the last quarter of FY75 will be inspected directly by USAID/A.
2. There are 170 village and primary schools and 40 teachers' hostels but approximately 170 sites only.
3. FY 76 is a 15-month fiscal year; July 1, 1975, through September 30, 1976.
4. f.d. = field days.

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Appendix B

REQUIREMENTS FOR PRIMARY TEACHERS 1351-1361 (1972/73-1982/83)

	<u>72/73</u> <u>1351</u>	<u>73/74</u> <u>1352</u>	<u>74/75</u> <u>1353</u>	<u>75/76</u> <u>1354</u>	<u>76/77</u> <u>1355</u>	<u>77/78</u> <u>1356</u>
1) Projected Primary Level Enrollment	604,755	653,135	705,144	761,913	822,466	888,385
2) Student Teacher Ratio Norm	41	39	38	37	36	35
3) Stock of Teachers Required	-	16,747	18,556	20,592	22,846	25,382
4) Stock Available from Last Year	-	14,353	15,665	16,987	19,555	21,849
5) Output of Training Colleges (13th Grade)	-	1,745*	2,011*	3,766	3,516	3,559
6) National Surplus from Middle School Teacher Requirements	-	51	152	-	-	-
7) Withdrawal for Enrollment in Middle School Teacher Training**	-	-	316	593	546	549
8) Total Teachers Available (4)+(5)+(6)-(7)	14,796	16,149	17,512	20,160	22,525	24,859
9) Shortfall (3)-(8)	-	598	1,044	492	321	523
10) Enrollment Capacity Required for:	-	-	-	-	-	-
i) Primary Teacher Trainees	-	-	4,184	3,907	3,954	4,703
ii) Middle School Teacher Trainees	-	-	316	593	546	549
iii) Total Capacity Required	-	-	4,500	4,500	4,500	5,252

* Actual Figures

** In accordance with the new policy of recruiting from primary teachers for middle school teacher training.

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Appendix B

Appendix B

REQUIREMENTS FOR PRIMARY TEACHERS 1351-1361 (1972/73-1982/83)

	<u>78/79</u> <u>1357</u>	<u>79/80</u> <u>1358</u>	<u>80/81</u> <u>1359</u>	<u>81/82</u> <u>1360</u>	<u>82/83</u> <u>1361</u>
1) Projected Primary Level Enrollment	959,746	1,036,550	1,119,401	1,208,905	1,305,666
2) Student/Teacher Ratio Norm	34	34	34	34	34
3) Stock of Teachers Required	28,227	30,486	32,923	35,556	38,401
4) Stock Available from Last Year	24,113	27,380	30,583	31,935	34,489
5) Output of Training Colleges (13th Grade)	4,233	3,650	2,911	4,221	4,542
6) National Surplus from Middle School Teacher Requirements	-	-	-	-	-
7) Withdrawal for Enrollment in Middle School Teacher Training*	519	544	571	600	630
8) Total Teacher Available (4)+(5)+(6)-(7)	28,227	30,486	32,923	35,556	38,401
9) Shortfall (3)-(8)	-	-	-	-	-
10) Enrollment Capacity Required for:					
a) Primary Teacher Trainees	4,056	3,234	4,690	5,047	5,436
b) Middle School Teacher Trainees	519	544	571	600	630
c) Total Capacity Required	4,575	3,778	5,261	5,647	6,066

* In accordance with the new policy of recruiting from primary teachers for middle school teacher training.

CURRENT SUITABILITY OF SCHOOLS

(KEY - Tot. Sch.-Total Schools; R-Rented; M-Mosque; Tot. UnsuIt.-Total Unsuitable; % UnsuIt-Percentage Unsuitable)

	Village School						Primary School						Elem. Level
	Tot. Sch.	R	M	No. Bldg.	Tot. UnsuIt.	% UnsuIt.	Tot. Sch.	R	M	No. Bldg.	Tot. UnsuIt.	% UnsuIt.	% UnsuIt.
Afghanistan	1936	17	950	451	1418	73%	848	224	105	6	335	39%	63%
Kunduz-Baghlan-Parwan Region	<u>172</u>	<u>14</u>	<u>87</u>	<u>43</u>	<u>144</u>	<u>84%</u>	<u>91</u>	<u>26</u>	<u>14</u>	<u>1</u>	<u>41</u>	<u>45%</u>	<u>70%</u>
Kunduz Province	59	7	16	27	50	85%	21	4	3	1	8	38%	73%
Baghlan Province	53	2	33	5	40	76%	34	10	6	-	16	47%	64%
Parwan Province	60	5	38	11	54	90%	36	12	5	-	17	47%	74%
Badakhshan Province	158	-	41	-	41	26%	29	2	-	1	3	10%	24%

Appendix C-1

**DISTRIBUTION OF UNSUITABLE ELEMENTARY SCHOOL BUILDINGS BY PROVINCE, AND
NUMBER OF SCHOOLS BUILT BY LOCAL COMMUNITIES BY PROVINCE: 1950 (1971/72)**

Province	Village				Primary				Built by Community	Total No. of Schools
	R ¹	M ¹	N ¹	Total ²	R ¹	M ¹	N ¹	Total ²		
Kabul (excl. Kabul city)	-	26	9	40	20	6	-	42	21	105
Kandahar	-	19	-	85	23	-	-	31	65	140
Helmand	-	56	1	83	15	-	-	35	15	115
Herat	-	64	-	73	21	9	-	59	22	155
Balkh	-	26	6	113	6	2	-	29	73	163
Jozjan	-	63	27	90	-	-	-	22	17	125
Baghlan	2	33	5	53	10	6	-	34	20	107
Nangarhar	-	50	29	79	6	11	-	43	28	146
Paktia	1	64	-	72	7	4	3	40	21	146
Faryab	-	83	-	108	4	3	-	27	38	152
Farah	2	28	17	47	4	1	-	20	11	82
Ghazni	-	-	67	92	11	9	-	50	50	166
Parwan	5	38	11	60	12	5	-	36	29	120
Badakhshan	-	41	-	158	2	-	1	29	22	201
Ghorat	-	-	58	94	1	3	-	23	40	125
Bamiyan	-	15	31	63	2	2	-	20	32	94
Orozgan	-	-	44	70	-	3	-	19	29	104
Takhar	-	65	-	65	5	2	-	27	19	105
Logar	-	54	-	54	15	1	-	21	6	88
Wardak	-	32	-	42	3	1	-	19	24	78
Zabul	-	22	-	31	1	-	1	14	22	52
Badghis	-	-	37	39	1	8	-	15	6	61
Samangar	-	34	16	56	1	1	-	12	9	79
Kunduz	7	16	27	59	4	3	1	21	22	100
Laghman	-	13	15	34	1	7	-	22	19	69
Kunar	-	59	24	83	-	12	-	23	17	125
Kapisa	-	50	22	76	7	6	-	25	16	114
Nimroz	-	1	-	37	3	-	-	19	37	63
Kabul City	-	-	-	-	39	-	-	69	1	95
Total	17	950	451	1,936	224	105	6	846	831	3,275

(Key on following page)

BEST AVAILABLE COPY

Appendix C - 2

ATTACHMENT TO
DISTRIBUTION OF UNSUITABLE ELEMENTARY SCHOOL BUILDINGS BY PROVINCE, AND
NUMBER OF SCHOOLS BUILT BY LOCAL COMMUNITIES BY PROVINCE: 1350 (1971/72)

KEY

1. R - Rented; M - Mosque; N - No. Building.
2. Total number of schools of the particular level existing in the province.
3. Some of the figures in this row differ marginally from corresponding figures on page ; it has not been possible to reconcile the discrepancies.

Source: Compiled from the Ministry of Education, Educational Statistics; Afghanistan, 1971.

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Appendix D

**CONTRACT BETWEEN
THE CONSTRUCTION DEPARTMENT, MINISTRY OF EDUCATION
and
THE KABUL JOINT-STOCK CONSTRUCTION COMPANY**

The Construction Department, hereinafter referred to as the Owner, and the (Kabul) Joint-Stock Construction Company hereinafter referred to as the Contractor, hereby enter into this contract as per the terms and conditions outlined below:

This contract shall be valid from the last day of the month of Sraton, 1353 (July 1974) up to the last day of the month of Thoor, 1354, that is, for a period of one year and eight months.

1. The Owner hands over to the Contractor the construction work for 35 new school buildings, as specified below:

A. Village Schools	15
B. Primary Schools	10
C. Houses for non-residential teachers	10

Total	35 buildings

2. The Contractor undertakes to execute the entire construction as required by and stated in this contract on the basis of the cost price in accordance with the Ministry of Public Works' Standard Work Guidelines and Order No. 180 dated 26/3/53 (6/16/74), and in conformity with the said drawings/plans and the guidance of the Work Committee. If the work executed is not in accordance with the drawings/plans and the guidance of the Work Committee, then the contract shall not be reimbursed, but instead, shall be bound to undertake the necessary corrective/rectifications/changes in the construction entirely at his own expense.

3. The Contractor hereby agrees to take into consideration the Works Committee's views concerning mortar, construction materials, drawings and specifications. If the work performed is not in accordance with the stated views of the Works Committee, and if the work is found to be defective or unsatisfactory from a professional viewpoint, then the Contractor is hereby bound to rectify the errors at his own expense. The Works Committee is bound to post its technical instructions in the journal on the site of work.

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10. Reimbursement costs for imported materials shall be made to the Contractor on the basis of the lowest possible quotation obtained in Kabul in the years 1353 and 1354, by the authorized committee of the Ministry of Education, and by the Contractor's agent. Transportation costs for the materials from Kabul to the center of motorable roads in Badakshan, shall be reimbursed to the Contractor in accordance with the Central Transport Bid. For onward dispatch of the materials to the site of work, reimbursement shall be made according to Point (11.).
11. Reimbursement for the cost of transporting the materials within the province/ area from one locale/site to another shall be made on the basis of the prevailing local rates, the certification of the Works Committee, and the approval of the governor of the province.
12. The guarantee on/for the 35 buildings as mentioned herein shall be for a period of two years after the date of completion of each of the buildings constructed in accordance with the Ministry of Public Works' Bid. An amount of five percent of the total sum allocated for each building shall be withheld until the end of the respective guarantee period. On the expiry of the guarantee period, the amount of five percent that was withheld from the Contractor shall then be paid to him. Upon receipt of written notification from the Contractor regarding the expiry date of the respective guarantee period, the Owner shall appoint a technical committee within one month (of receipt of notification) to view the building site for certification. If the Owner is unable to send a committee, the Contractor shall then be entitled to receive the amount of five percent withheld as the guarantee immediately, i.e., without any delay/without having to wait for a period of two years.
13. The Contractor is subject to all government taxes, and he is bound by law to pay all the taxes.
14. A commission of 25 percent shall be paid to the Contractor in accordance with the Order No. 180 of the Prime Ministry, dated 28/3/53 (6/16/74).
15. In order to inspect, estimate, implement the drawings and take delivery of the buildings mentioned in this contract, the Owner shall be bound to appoint a permanent technical committee from the beginning/start of the work until its completion, to avoid the usual appointment of multiple committees and their different views.

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Contract

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16. After the signing of this contract, the Owner shall be bound to introduce to the Contractor, in writing, its/his permanent technical committee. Likewise, this committee shall report to Badakshan Province on the last day of the month of Assad 1353, so that there is no delay in the commencement of the work because of the absence of a technical committee.
17. Within 15 days of receipt of notification from the Contractor on completion of the work, the Owner shall be bound to have its Works Committee and the representative of the Provincial Department of Education take delivery of the completed work/construction. The Works Committee and representative of the P.D.E. shall complete the final cost estimates and certification of the work, and place them at the Contractor's disposal. If the Owner is unable to fulfill this condition/meet this requirement, the Contractor shall not be required to pay the fine for the delay(s) caused for the remainder of the work. However, the Owner shall be required to pay the Contractor immediately for the work completed.
18. Within 20 days after completion of the final cost estimates, the Owner shall deduct the 50 percent of the total cost of the completed building that was advanced to the Contractor, and shall pay in cash the remaining 45 percent of the total cost.
19. The Owner hereby undertakes to prevent the local offices from interfering/ intervening in the Contractor's business.
20. When this contract is entered into, the Contractor is hereby charged with the construction (of the work). Fifty percent (50%) of the total sum allocated to each building shall be paid to the Contractor in advance, one month prior to the commencement of construction of that building.
21. After the contract has been signed, and after he has paid the advance (money) to the Contractor, the Owner shall place the work site at the Contractor's disposal, in accordance with the scheduled plans. If there is a delay of up to 15 days in the acquisition of the work site, then the date of completion shall be extended by 15 days also. Should the delay exceed 15 days, the Owner shall be obligated to pay for the expenses incurred by the Contractor in respect of the per diem (?) of the administrative and technical personnel. Payment shall be made to the Contractor on the basis of the certification by the technical committee and approval of the governor.
22. The Contractor shall not be held responsible for any damage that may occur by/due to circumstances beyond his control.

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23. Prior to the commencement of the work, the Owner shall hand over to the Contractor the drawings and work specifications. If the Contractor has any objections he shall so advise the Owner in writing so that both parties are satisfied.

24. Tender expenses shall be paid by the Contractor. Should the contract be awarded to another successful bidder/company, then the tender expenses shall be paid by that successful bidder/company.

This contract has been prepared in 24 articles and in six copies. The copies are of equal value and strength, and shall go into effect after completion of the basic formalities. One copy shall be retained by the Contractor and the other copies shall be handed over to the offices concerned for implementation.

		<u>COST OF BOOKS</u>				<u>Appendix E</u>		
<u>Grade</u>		<u>Cost Afs per Book</u>	<u>Expected Pupils</u>	<u>Books Needed</u>	<u>Afs Grade</u>	<u>Max Pupils</u>	<u>Books Needed</u>	<u>Afs Grade</u>
		<u>One Primary School</u>						
1	3 Textbooks	15/30/20	40	120	2,600	40	120	2,600
	2 Guides	65/40			105			105
2	3 Textbooks	15/30/20	35	105	2,280	40	120	2,600
	2 Guides	65/40			105			105
3	3 Textbooks	15/30/20	30	90	1,950	40	120	2,600
	5 Guides	65/40/40/40/40			225			225
4	7 Textbooks	20	25	175	3,500	40	280	5,600
	8 Guides	40			320			320
5	7 Textbooks	20	20	140	2,800	40	280	5,600
	8 Guides	40			320			320
6	7 Textbooks	20	20	140	2,800	40	280	5,600
	10 Guides	40			400			400
	1 Manual	60			60			60
Total	28 Textbooks		170	770	17,465	240	1,200	26,135
	33 Guides				(\$306)			(\$459)
	1 Manual							
* For 70 Primary Schools		11,900	53,900	1,222,550	16,800	84,000	1,829,590	(\$21,474)
				(\$21,474)			(\$32,098)	
		<u>One Village School</u>						
1	3 Textbooks	15/30/20	30	90	1,950	40	120	2,600
	2 Guides	65/40			105			105
2	3 Textbooks	15/30/20	30	90	1,950	40	120	2,600
	2 Guides	65/40			105			105
3	3 Textbooks	15/30/20	30	90	1,950	40	120	2,600
	2 Guides	65/40			105			105
Total	9 Textbooks		90	270	6,165	120	360	8,115
	6 Guides				(\$108)			(\$143)
* For 100 Village Schools		9,000	27,000	616,500	12,000	36,000	811,500	(\$10,800)
				(\$10,800)			(\$14,300)	
GRAND TOTAL		20,900	80,900	1,839,050	28,800	120,000	2,641,090	(\$32,274)
				(\$32,274)			(\$46,398)	

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Appendix F

POSITION AND JOB DESCRIPTION

SECTION A. SUGGESTED POSITION GRADE AND TITLE DATA

Position Title

: Project Manager - Rural Education

Position Grade

: FSR - 04

Current Incumbent

: N.A.

Incumbent's Personal Grade : N.A.

SECTION B. OVERALL RESPONSIBILITY AND ORGANIZATIONAL LOCATION

The Project Manager - Rural Education is primarily responsible for the design, implementation and monitoring, evaluation and subsequent project design adjustments of the Rural Primary Schools Construction project. For these and other assigned duties the Officer is responsible to the Mission's Chief Education Officer and acts for the Chief Education Officer in his absence.

SECTION C. DUTIES AND RESPONSIBILITIES

1. Project Manager for the nationwide Rural Primary Schools Construction project. Responsible for developing the project design and work plan integrity of the design. Prepares all required project design and work plan documentation in joint collaboration with responsible GOA ministries and agencies.
2. Responsible for project implementation and monitoring in close liaison with the GOA and other Mission elements. This major duty includes: (a) preparing budget estimates of scheduled inputs; (b) preparing annual Project Agreements in accordance with the project design and work plan; (c) participating in negotiations with GOA to secure agreement on the timely delivery of both USAID and GOA inputs; and (d) mobilizing the cooperation of USAID elements (Program, Capital development, management, and the Controller) as well as AID/W. The project monitoring responsibility requires extensive in-country travel under difficult conditions to observe the construction of rural primary schools.
- Responsible for adapting the "Fixed Amount Reimbursement" method of financing to the special and varied conditions of the project.
- Responsible for arranging periodic in-depth project evaluations in collaboration with GOA. Responsible for making adjustments to the project design and the

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work plan with the GOA as the result of both continuous project monitoring and periodic evaluation.

5. Oversees the work of project contractors with respect to the contract scope of work. Coordinates with the Office of Management to solve contractual, administrative and logistical problems.

6. Coordinates with other donors on matters relating to Education sector generally and on all matters relating to the project's design and implementation.

7. Participates in the project design work of all other educational activities within the purview of the Education Division.

8. Responsible for carrying out other duties such as preparing the Division's Trust Fund Budget, processing participants, arranging for in-country procurement and other tasks as may be assigned by the Chief Education Officer.

SECTION D. QUALIFICATIONS REQUIRED

1. The Officer should have demonstrated in his previous work experience an outstanding ability to surmount difficult project management and technical assistance problems in the environment of a less developed country.

2. The Officer should be a tenacious individual but with a capacity to cope with frustrations and should enjoy working with host-country officials.

3. By either formal academic training or work experience in less developed countries, preferably the latter, the incumbent should have acquired a broad understanding (though not necessarily technical expertise) of functional literacy adult education, agricultural-vocational-extension-health education, educational finance and personnel systems.

4. The Officer should be experienced in AID programming processes and procedures.

5. The Officer should be in good health, vigorous and willing to undertake frequent field trips under arduous conditions.

6. The Officer must have an ability, and as importantly a desire, to learn foreign languages.

7. A Bachelor's/Master's in Education or Business Administration is desirable but educational qualifications are secondary to the work experience and demonstrable performance as specified above.

Appendix GSTAFFING OF MOE DEPARTMENT OF CONSTRUCTIONOrganization of Skills

<u>Office of</u>	<u>A & E (Fac Eng) Grads</u>	<u>Tech. (AIT) Grads</u>	<u>Adminis- tration</u>
President/Vice President	1	1 ¹	
Project Manager	1		5
Director of Administration			20 ²
Director of Office Buildings and Lands	1		6
Technical Director			6-7
Division of Estimates			6 ⁴
Division of Construction Supervision	5 ⁴	10-12	
Division of Engineering & Construc- tion Design	2 ⁴	4	
Total Positions	10	15-17	43-44
Additional Positions Requested	4	12	-
Full 1975 Strength	14	27	43

1. Vice-President has M. S. in non-technical field but was Principal of AIT for 8 years and instructor at Faculty of Engineering.
2. Includes accountants, procurement specialists, etc.
3. Includes 3 estimators, controller, 2 recorders, all MPW-trained.
4. Five engineers divided between Divisions of Construction Supervision and Engineering/Construction Design. Two architects are in Design.

Appendix HFEMALE RURAL ELEMENTARY ENROLLMENT/SCHOOLS

	<u>Male</u>	<u>Female</u>	<u>% Female</u>
<u>Afghanistan</u>			
Rural Elementary Schools	2,736	359	11.6
Rural Elementary Enrollment	424,973	47,657	10.1
<u>Project Region</u>			
	<u>281</u>	<u>40</u>	<u>12.5</u>
Kunduz Elementary Schools	86	8	8.5
Kunduz Elementary Enrollment	16,545	2,209	12.0
Baghlan Elementary Schools	91	14	13.3
Baghlan Elementary Enrollment	17,631	2,155	11.0
Parwan Elementary Schools	104	18	14.8
<u>Badakhshan Province</u>			
Rural Elementary Schools	178	25	12.6
Rural Elementary Enrollment	19,639	2,980	13.0
<u>MOE Pilot Project - Badakhshan</u>			
Primary Schools	11	4	27
Primary School Enrollment	2,640	960	26
Village Schools	8	2	20
Village School Enrollment	960	240	20
Total Schools	19	6	24
Total Enrollment	3,600	1,200	25

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Appendix I

DIRECT/INDIRECT COSTS OF ELEMENTARY SCHOOLS AND TEACHERS' HOSTELS¹

	<u>Afs</u>	<u>Dols</u>	<u>Percent</u>	<u>Afs</u>	<u>Dols</u>
	<u>One Primary School</u>			<u>70 Primary Schools</u>	
<u>Direct Expense</u>	<u>450,000</u>	<u>\$ 7,895</u>	<u>73</u>	<u>31,500,000</u>	<u>\$552,650</u>
Material/labor	400,000	7,018	65	28,000,000	491,260
Transport	40,000	702	6	2,800,000	49,140
Well	10,000	175	2	700,000	12,250
<u>Indirect Expense</u>	<u>166,850</u>	<u>\$ 2,927</u>	<u>27</u>	<u>11,679,000</u>	<u>\$204,890</u>
Land	40,000	702	6	2,800,000	49,140
Overhead	80,000	1,404	13	5,600,000	98,280
Furniture	34,850	611	6	2,439,500	42,770
MOE Admin	12,000	210	2	840,000	14,700
<u>Total</u>	<u>616,850</u>	<u>\$10,822</u>	<u>100</u>	<u>43,179,500</u>	<u>\$757,540</u>
	<u>One Village School</u>			<u>100 Village Schools</u>	
<u>Direct Expense</u>	<u>230,000</u>	<u>\$ 4,035</u>	<u>73</u>	<u>23,000,000</u>	<u>\$403,500</u>
Material/labor	200,000	3,509	64	20,000,000	350,900
Transport	20,000	351	6	2,000,000	35,100
Well	10,000	175	3	1,000,000	17,500
<u>Indirect Expense</u>	<u>84,450</u>	<u>\$ 1,482</u>	<u>27</u>	<u>8,445,000</u>	<u>\$148,200</u>
Land	20,000	351	6	2,000,000	35,100
Overhead	40,000	702	13	4,000,000	70,200
Furniture	18,450	324	6	1,845,000	32,400
MOE Admin	6,000	105	2	600,000	10,500
<u>Total</u>	<u>314,450</u>	<u>\$ 5,517</u>	<u>100</u>	<u>31,445,000</u>	<u>\$551,700</u>

1. Based on Wardak Data.

Appendix I

	<u>Afs</u>	<u>Dols</u>	<u>Percent</u>	<u>Afs</u>	<u>Dols</u>
	<u>One Teachers Hostel</u>			<u>40 Teachers Hostels</u>	
<u>Direct Expense</u>	<u>197,000</u>	<u>\$ 3,456</u>	<u>80</u>	<u>7,880,000</u>	<u>\$138,246</u>
Material/labor	170,000	2,982	69	6,800,000	119,298
Transport	17,000	299	7	680,000	11,930
Well	10,000	175	4	400,000	7,018
<u>Indirect Expense</u>	<u>48,100</u>	<u>\$ 844</u>	<u>20</u>	<u>1,924,000</u>	<u>\$ 33,754</u>
Land	10,000	176	4	400,000	7,018
Overhead	34,000	596	14	1,360,000	23,859
Furniture	-	-	-	-	-
MOE Admin	4,100	72	2	164,000	2,877
<u>Total</u>	<u>245,100</u>	<u>\$ 4,300</u>	<u>100</u>	<u>9,804,000</u>	<u>\$172,000</u>

TOTAL

<u>Direct Expense</u>	<u>75</u>	<u>62,380,000</u>	<u>1,094,386</u>
Material/labor	65	54,800,000	961,404
Transport	7	5,480,000	96,140
Well	3	2,100,000	36,842
<u>Indirect Expense</u>	<u>25</u>	<u>22,048,500</u>	<u>386,816</u>
Land	6	5,200,000	91,228
Overhead	13	10,960,000	192,281
Furniture	5	4,284,500	75,167
MOE Admin	2	1,604,000	28,140
<u>Grand Totals</u>	<u>100</u>	<u>84,428,500</u>	<u>\$1,481,202</u>

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Appendix J

SUMMARY OF MOE
FIVE-YEAR RURAL PRIMARY SCHOOL CONSTRUCTION PLAN

<u>Replacement Schools</u>	<u>1954</u>	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>	<u>Total</u>
<u>Rented Houses</u> (built by MPW outside this project)	88	42	40	40	40	250
<u>Primary Schools</u>	70	90	125	44	-	329
Without Shelter	30	40	55	-	-	125
Mosque	40	50	70	44	-	204
<u>Village Schools</u>	100	170	140	376	490	1226
Without Shelter	40	50	60	186	258	594
Mosque	60	70	80	190	232	632
<u>Total Replacement Schools to be built by MOE</u>	170	210	265	420	490	1555
Without Shelter	70	90	115	186	258	719
Mosque	100	120	150	234	232	836
<u>New Establishments to be built by MOE</u>		<u>111</u>	<u>155</u>	<u>235</u>	<u>537</u>	<u>1038</u>
Primary Schools		72	55	125	267	520
Village Schools		38	100	110	270	518
<u>Total Schools to be built by MOE Under Five-Year Plan^{1/}</u>	170	321	420	656	1027	2593
Teachers Housing	40	70	85	95	110	400
Total Structures	298	503	545	790	1107	3243

1/ Possibly meeting criteria for U.S. assistance.

Appendix K

ORDINARY BUDGET FOR PRIMARY EDUCATION 1967-74

	1966 Afs <u>000</u>	1967 Afs <u>000</u>	1968 Afs <u>000</u>	1969 Afs <u>000</u>	1970 Afs <u>000</u>	1971 Afs <u>000</u>	1972 Afs <u>000</u>	1973 Afs <u>000</u>	1974 Afs <u>000</u>	Annual Growth Rate
Code 100 Personnel services	127,726	139,122	158,739	167,594	216,055	222,498	240,178	310,772	422,949	16.2 %
Percent Increase	-	8.9%	14.1%	5.6%	28.9%	3.0%	8.7%	28.5%	36.1%	
Code 200 Other services	4,421	3,840	3,841	5,715	6,281	6,484	8,910	10,553	5,264	2.2 %
Code 300 Material supply/parts	5,737	7,380	7,380	11,384	11,625	12,338	13,656	18,840	9,389	6.4 %
Code 600 Retirement & Interest	4	4	4	4	82	127	82	82	41	33.8 %
TOTAL	<u>137,888</u> \$2,419 -	<u>150,346</u> \$2,638 9.1%	<u>169,963</u> \$2,982 13.0%	<u>184,697</u> \$3,240 8.7%	<u>234,043</u> \$4,106 26.7%	<u>241,447</u> \$4,236 3.2 %	<u>262,826</u> \$4,611 8.9 %	<u>340,247</u> \$5,969 29.5%	<u>437,643</u> \$7,678 28.6%	<u>15.5 %</u>

Appendix K

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Appendix L

DEVELOPMENT BUDGET FOR PRIMARY EDUCATION PAST AND PROJECTED *
1966 - 82 (000)

	Code 400 Equipment		Code 500 Construction		Total Develop- ment Budget	
	Afs	Dols	Afs	Dols	Afs	Dols
1966	4,925	86	2,459	44	7,384	130
1967	5,557	97	28,443	449	34,000	596
1968	4,000	70	8,000	140	12,000	210
1969	1,800	31	27,759	487	27,759	550
1970	4,611	81	6,489	138	11,100	219
1971	5,676	100	4,174	73	9,853	173
1972	8,400	147	9,048	159	17,448	306
1973	10,950	192	14,150	248	25,110	440
1974	11,000	193	16,500	289	27,500	482
Annual Increase	1,551	27	1,767	31	3,318	58
1975	13,263	233	15,781	277	29,044	510
1976	14,815	260	17,548	307	32,363	567
1977	16,365	287	19,316	338	35,681	625
1978	17,917	314	21,083	370	39,000	684
1979	19,468	342	22,850	401	42,318	743
1980	21,019	369	24,618	432	45,637	801
1981	23,570	414	25,385	445	48,955	859
1982	24,021	421	28,252	496	52,273	917

* Omitting extreme values.

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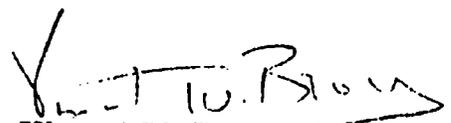
Appendix MDirector's Certification of 25 Percent Requirement

Verbal assurance has been received from the Government of Afghanistan that its contribution to the Rural Primary Schools Project 306-12-640-142 will be as follows:

	<u>Dollar Equiv.</u>	<u>Percent of Project</u>
Direct Costs of Construction (labor, material, transport, well)	\$164,000	7.3
Indirect Costs of Construction (site, overhead, admin, furniture)	\$387,000	17.2
Recurrent Costs of Schools (teachers, books, maintenance)	\$472,000	21.0
Total	\$ 1,023,000	45.5

Other donor contributions include UNICEF, \$28,000 or 1.2 percent of project costs and U.S. contribution of \$1,197,000 or 53.3 percent of project costs.

The Government of Afghanistan contribution equals 45 percent or more of total project cost during the 1975-77 period of active AID involvement. A written assurance to this effect will be received prior to or as part of the Project Agreement.


Vincent W. Brown, Director
USAID Mission to Afghanistan
January 20, 1975

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Appendix NENVIRONMENTAL IMPACT STATEMENT

No adverse effects to the environment of Afghanistan's ecology as a whole are anticipated as consequence of construction and maintenance of project schools and teachers' hostels. The schools will be located in or adjacent to existing villages. Generally, the hostels will be attached to a school or sited in a village central to several schools. The schools themselves are designed in a conservative, non-wasteful manner. Steel, trusses, concrete and corrugated sheets have been eliminated. The schools and hostels will blend in well with existing surroundings. Most construction materials will be those in local excess supply such as stone, sand, and clay. However, timber will be required for roofing.

Careful consideration has been given to ensure adequate supplies of water and proper disposal of wastes. In contrast with past practice, wells and latrines will be properly located adjacent to school and/or hostel. The school season does not generally require heating. Where needed, experimental solar heaters may prove feasible. The minimal heating requirement precludes further denuding of the Afghan environment.

Conversely, the project will be indirectly beneficial by providing a healthier environment through the improved physical condition of schools which will replace 70 housed in mosques and 100 with no shelter at all. Mosques are cold and dark. Children attending shelterless schools face sun, wind, dust, sand, insects and flies with attendant hazards to health and high attrition rate as consequence. The project replaces 170 of 185 unsuitable schools comprising 70 percent of total schools in the project region. Of 60 village schools in Parwan Province, 54 have no shelter.

Project schools would improve rural health standards with better drinking water, needed heat, less dust and the like. But extreme differences between home and school environments would mitigate against lasting effects in this generation; consuming potable water half the time may yield no health improvement. The long-term impact of new health textbooks and curriculum covering domestic sanitation, waste disposal, anti-contamination, and the important diseases of Afghanistan may be substantial. The school-to-home multiplier effect of knowledge of nutrition, personal hygiene, environmental health, preventative and curative medicines, and first aid is expected to progressively increase.

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Appendix N

The first statement on implementation of new government policy, The Annual Economic and Social Development Plan for 1974-75, gave the rationale for placing expansion of elementary education among the highest priorities:

... elementary schools have basic roles in changing the mentality of the people. The increase and improvement of elementary schools will help the children of Afghanistan to understand their environmental problems in a better way and to make use of the modern methods and techniques in solving these problems.

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Annex O

AID/W Approval to Prepare FY 1975 Project Paper

R 122109Z DEC 74
UNCLAS STATE 272849

REC'D C&R 1510 12/14

SUBJECT: RURAL PRIMARY SCHOOL CONSTRUCTION PROPOSED PROJECT 142

REFERENCE: KABUL 7358

1. NESA HAS REVIEWED RURAL PRIMARY SCHOOL CONSTRUCTION PROJECT PROPOSAL SUBMITTED REFTTEL AND APPROVES MISSION'S PROCEEDING WITH PREPARATION FY 75 PROJECT PAPER. IN DEVELOPING PP, USAID SHOULD ADDRESS FOLLOWING POINTS:

2. PROJECT GOALS AND MEASURES ON GOAL ACHIEVEMENT.

(A) MAJOR CONCERN WITH PROPOSAL AS DESCRIBED REFTTEL IS LACK OF DIFFERENTIATION BETWEEN OVERALL GOAL OF EXPANDING PRIMARY EDUCATION ENROLLMENT AND IMPROVING QUALITY THROUGH FIVE YEAR SCHOOL CONSTRUCTION PROGRAM AND MORE LIMITED APPARENT GOALS OF USAID'S FIRST TRANCHE PROJECT ASSISTANCE WHICH COVERS GOA'S FIRST PLAN YEAR AS TWO YEAR FUNDING ACTIVITY. REFTTEL STATES QUOTE THE ISSUE OF U.S. ASSISTANCE BEYOND THE FIRST TRANCHE IS OPEN AND DEPENDENT ON PROJECT PERFORMANCE END QUOTE BUT HOW IS PERFORMANCE TO BE MEASURED? IF BASED ON TWO YEARS OF USAID FUNDING FOR CONSTRUCTION OF BUILDINGS TO PROVIDE BETTER SHELTER FOR STUDENTS ALREADY ENROLLED IN SCHOOLS IN MOSQUES OR UNSHELTERED SCHOOL FACILITIES, WOULD PRINCIPAL MEASURE OF SUCCESS BE WHETHER NEW BUILDINGS WERE COMPLETED IN TIMELY FASHION AND MET MINIMUM CONSTRUCTION STANDARDS? WHAT ADDITIONAL CRITERIA OF SUCCESS WOULD BE REALISTIC/FEASIBLE/DESIRABLE IF FIRST TRANCHE ACTIVITY TO SERVE AS USEFUL GUIDE FOR LONGER TERM PURPOSES? (AS MINIMUM, WOULD EXPECT PROPOSED PROJECT TO PROVIDE MEANS FOR ASSESSING POTENTIAL CAPABILITY OF GOA

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Annex O

TO IMPLEMENT AND MANAGE LARGE SCALE SCHOOL CONSTRUCTION OVER FIVE YEAR TIME FRAME.)

(B) WE RECOGNIZE THAT PROPOSED TWO YEAR ACTIVITY UNLIKELY AFFORD BASIS FOR FULL EVALUATION SUCH LONGER TERM PERFORMANCE MEASURES AS (1) INCREASES IN ENROLLMENTS AND STUDENT RETENTION RATES, (2) ABILITY TO ATTRACT AND HOLD QUALIFIED TEACHERS IN RURAL AREAS, (3) AVAILABILITY OVER TIME OF ADEQUATE BUDGET FOR EXPANDED PRIMARY EDUCATION SYSTEM, INCLUDING PROVISION FOR INCREASED RECURRENT COSTS, AND (4) IMPLEMENTATION OF ROUTINE BUILDING MAINTENANCE PROGRAM. HOWEVER, PP SHOULD INDICATE TO WHAT EXTENT THESE ISSUES HAVE BEEN OR CAN BE DEALT WITH BY US/GOA IN PREPARING INITIAL PROJECT PROPOSAL OR DURING IMPLEMENTATION OF FIRST TRANCHE ACTIVITY.

(C) IN SUMMARY, WE AGREE INITIAL A.L.D. ACTIVITY SHOULD ONLY COVER GOA'S FIRST PLAN YEAR WHICH ESTIMATED TO COVER TWO YEAR TIME FRAME FOR A.L.D. FUNDING ASSISTANCE. HOWEVER, PP SHOULD DEFINE SPECIFIC GOALS OF PROPOSED U.S. ACTIVITY WITH GREATER CLARITY AND IDENTIFY AGREED BENCHMARKS FOR RE-ASSESSMENT/EVALUATION OF LARGER GOAL ACHIEVEMENT. THIS ESSENTIAL TO ACCURATELY DETERMINE PROJECT SUCCESS AND TO PROVIDE BASE FOR ASSESSING RATIONALE JUSTIFICATION/METHODOLOGY FOR ANY FUTURE ACTIVITY AFTER COMPLETION FIRST PHASE. IN PREPARING PP, AGREEMENT WILL NEED BE REACHED WITH GOA ON THESE SPECIFIC BENCHMARKS.

3. GOA COMMITMENT.

ASSUME PROJECT PAPER WILL GO BEYOND REFTEL WHICH CITES ONE YEAR FIGURES FOR OPERATING AND CAPITAL BUDGETS AND ENROLLMENT LEVELS. IN ORDER DEMONSTRATE SIGNIFICANCE OF INCREASES IN PER CENT OF NATIONAL BUDGET FOR EDUCATION, PER CENT OF EDUCATION BUDGET FOR PRIMARY EDUCATION, ALLOCATION OF FUNDS FOR PRIMARY SCHOOL CONSTRUCTION, AND PER CENT OF ENROLLED AT PRIMARY TO OTHER LEVELS, WILL NEED DATA COVERING PAST AND PROJECTED FUTURE YEARS.

4. RECURRENT COSTS.

DESPITE LOW MAINTENANCE FEATURES OF PILOT SCHOOLS, PROGRAM EXPANSION OF MAGNITUDE PROPOSED WILL ENTAIL SUBSTANTIAL RECURRENT COSTS. CONSIDER IT ESSENTIAL THAT THIS ISSUE BE SQUARELY FACED IN COURSE OF PROJECT DEVELOPMENT AND THAT PROPOSED METHOD OF DEALING WITH IT, AS WELL AS WAYS OF MEASURING GOA PERFORMANCE DURING PROJECT IMPLEMENTATION, BE DEALT WITH FULLY IN PP.

5. RELATIONSHIP TO OTHER ACTIVITIES.

PP SHOULD CONSIDER WHETHER SCHOOLS CAN BE DEVELOPED IN CONJUNCTION WITH OTHER RURAL DEVELOPMENT ACTIVITIES SO THAT COMPLETERS WILL NOT BE TEMPTED TO DRIFT TO URBAN AREAS. CAN SCHOOLS ALSO BE USED AS COMMUNITY LEARNING CENTERS FOR ADULTS AND OUT-OF-SCHOOL YOUTH?

6. RELATIONSHIP TO OTHER DONORS.

PP SHOULD INDICATE HOW OTHER DONORS FIT INTO GOA'S PLANS FOR FIRST YEAR AND FOR OVERALL FIVE YEAR CONSTRUCTION PROGRAM. THIS WOULD INCLUDE GOA'S ABILITY TO MANAGE MULTI-DONOR INPUTS, AS WELL AS ITS SELF-FINANCED PROGRAMS ADEQUATELY TO INSURE SUCCESS OF TOTAL PRIMARY SCHOOL PROGRAM. PP SHOULD ALSO INDICATE TO WHAT EXTENT SUCCESS OF A.I.D. ASSISTANCE MAY BE RELATED TO OTHER DONOR SUPPORT.

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