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PD-AAK-263-

21846

FROM - USAID/Kabul

3060091

SUBJECT - See below

REFERENCE - M.O. 1035.1 and M.O. 1301.1.1

NON-CAPITAL PROJECT PAPER (PROP)

Country: AFGHANISTAN Project No: 306-11-690-0911

Submission Date: August, 1969 Original PROP

Project Title: Elementary & Secondary Education

Sub-Project: CURRICULUM-TEXTBOOK ACTIVITY, MINISTRY OF EDUCATION

U.S. Obligation Span: FY 1969 through FY 1975

Physical Implementation Span: FY 1969 through FY 1975

Gross life-of-project financial requirements:

U.S. dollars	$ 2,727,000
U.S.-owned local currency	-
Cooperating country cash contribution (in $ equiv., current exch. rate)	$ 135,200
Other donor(s)	-
TOTAL	$ 2,862,200

The Elementary and Secondary Education Project has in the past included as many as five separate sub-projects and at present consists of two sub-projects. Each of the two has its own history, its internal structure and goals. They are under different host country organizational auspices and have different inception and termination dates.

Therefore, in accordance with M.O. 1301.1.1, each is considered for documentation purposes as a separate unit of management despite the fact

PAGE 1 OF PAGES 15

DRAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY
Christine S. Hugarth, Program Assistant	Education Division		8/2/69	Russell J. Nelson, Director

AID AND OTHER CLEARANCES
Estes L. Martin
AID/SPC/Dynamo
DD: John Gillies

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The Ambassador
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TO:

AID-1-39 5-62 PRINTED 5-62

that they are contained in one overall project for program presentation. A PROP for each is being submitted. Separate PIPs and PARs have been prepared.

"A diligent effort reveals that no non-AID resources are available to finance the effort. (SEE Policy Determination 37, filed as A.O. 1000.2.)" (quoted from A.O. 1025.1, page 5, para. VII, A, 7.).

This PROP has been discussed with the concerned host government officials.

CURRICULUM AND TEXTBOOK ACTIVITY

I. SUMMARY DESCRIPTION

A. Necessity and Justification

The following set of conditions provide the necessity and justifications for this activity:

1. The literacy rate in the total population of Afghanistan is variously estimated to be from 4 to 10 per cent.

2. While some structure for an educational program in primary education has existed, there is at present no coordinated and integrated curriculum plan for the primary schools.

3. Beyond the Ministry of Education operational documents and protocols there exists no basic statement of values, goals, and objectives of primary education on which to build a coordinated curriculum program.

4. By not having a developed curriculum program there is no basis or structure on which to develop and write textbooks.

5. There exists in the country at present very few textbooks for primary school children and teachers while the enrollments in primary schools are increasing rapidly. (19% primary age children enrolled in 1967 to 29% predicted for 1971.)

6. New curriculum outlines and text materials will give impetus and direction to the education of primary teachers which at present is at a very low level.

7. The capability for primary curriculum development and textbook production within the Ministry of Education is currently underdeveloped and with respect to the area of trained personnel does not exist.

8. The Ministry of Education has recognized the need for more and better textbooks and a thorough-going revision of the curriculum program for primary education and is seeking the assistance of the U. S. Government in this vital area of development.

B. Significance of Intended Results

It is significant that the Afghan Government would request assistance from a foreign gov. in so personal and vital an area as the school curriculum for its children and youth. In a country where a high school education has been considered sufficient for primary teachers and where 50 per cent have no preparation for teaching at all beyond their own primary schooling, an activity such as the Curriculum and Textbook Project enters the country's development needs at a very important and critical point, namely the main stream of its educational, social, and economic development. Further, this activity aims to leave a capability for continuing curriculum development and textbook production that would meet the needs of an increasing school population and a growing economy.

C. Project Goals and Targets

1. To help create Afghanistan's first modern primary school curriculum and to establish within the Ministry of Education a functional administrative unit responsible for and capable of continuing curriculum development for Afghanistan's primary schools; and

2. To help prepare Afghanistan's first modern primary textbooks with teachers' guides based on the new curriculum and to establish in the Ministry of Education a capability for the continuing creation and production of modern primary school textbooks, teachers' guides and supplementary teaching materials.

The main levels of output planned for this project are the establishment of a Department for Curriculum Development in the Ministry; a trained director and staff for this department with the ability to revise and develop curricula, design, write and produce textbooks and teaching materials; a new modern primary school curriculum for Afghanistan; and production of a series of graded textbooks, teachers' guides, and manuals based on a new curriculum. The plan calls for a total trained staff of 24 Afghan specialists plus 60 man months of training for technical staff in the design and production of textbooks. A total of 100 children's textbooks, teachers' guides, manuals and courses of study will be developed and printed. The degree of excellence to be achieved in the writing and production of the above materials and the speed with which this job can be accomplished will be determined by the number and type of U.S. advisors maintained in the activity and the quality, number, and degree of training of the Afghan specialists that can be recruited and maintained over a period of time in the activity

D. General Approach and Plan of Action

Since this activity is aimed specifically at the Ministry of Education and the primary schools, the general plan of action provides for placing in the Ministry in 1969 a group of five U.S. curriculum specialists attached to the Primary Department with assigned Afghan curriculum workers as counterparts. This combined group under the joint leadership of the U.S. specialists and the Afghan staff will appraise existing curriculum practices, determine purposes and goals to be achieved in the primary schools, develop a modern curriculum, determine courses and grade levels to be taught, prepare outlines, and write materials based on these new needs and outlines.

An important part of this course of action is the process by which this work is done and how the decisions will be made. The involvement of the Afghans in the decision-making process at all appropriate levels and the actual writing and preparation of materials is the chief means by which the capability for continued curriculum development and textbook writing will be achieved.

The essential inputs for this activity by the U.S. Government are five curriculum specialists and advisors in curriculum for 1969, participant training for 24 to 30 Afghan staff, both on-the-job and in the U.S., and a small commodity item of approximately $5,000 per year, a reference library, and supplies. The essential inputs by the RGA consist of providing the working space, offices, furniture, work rooms, per diem for in-country travel of Afghans and the salaries of the Afghan personnel assigned to the activity. This will amount to approximately Afs. 1 million per year.

There are no inputs by other donors.

See Attachment A for tabular breakdown of inputs.

II. SETTING OR ENVIRONMENT

The setting for this project is fully described in a special study report that was made by Lorna J. Davies specifically for this purpose. (See "The Afghan Ministry of Education Curriculum and Textbook Project." Background and recommendations for Aims and Organization Pattern, Department of State, Agency for International Development, Washington, D.C. 20523, November 14, 1968).

Under a contract with the U.S. Government, this study was made to develop a plan of operational procedure for synchronizing the joint efforts of USAID and Afghan resources in the development of instructional materials, textbooks, and other appropriate printed materials and publications in Afghanistan.

The literacy rate in the total population of Afghanistan is variously judged to be from 4 to 10 per cent. At the time of the inception of this project, it was estimated that approximately 31 per cent of the children between the ages of 7 and 12 were in school. By 1971, it is expected that 29.6 per cent of the primary age children will be in school. This shows to some extent the magnitude of the educational problem facing Afghanistan. In a conference with the First Deputy Minister of Education in 1966, he said that, "The RGA had asked the U.S. for assistance because the present Afghan education program dates back prior to World War II. Afghan life has changed but not the curriculum. Past attempts have revised only parts. Now, the time has come to revise completely the entire curriculum for primary children. The Ministry will take steps as soon as possible to begin the project, and it will be pursued with vigor."

In the final analysis, the ultimate responsibility for the success of the project will rest with the Afghans in the Ministry of Education. The Afghan and American specialists will be counterparts to each other. The aim is not only to help produce textbooks, but also to assist the Afghan staff in gaining sound, productive experience in all phases of curriculum and textbook development. The Ministry of Education staff welcomes the day-by-day association with the American advisors that are assigned to the project.

At the onset of this activity there existed no curriculum for primary education and no framework of values, goals or content with which to proceed. Further, there was no established machinery or unit in Afghanistan for curriculum development, and the channels for decision making and responsibility had to be redefined. The information and materials available were from what was currently being taught in the schools, the statements contained in official Ministry documents, and what officials and school people thought might to be taught. The first steps in the curriculum development plan are now complete for all areas, except science and language arts. It was in working through these steps that the groundwork for making decisions about courses of study, subjects and time allotments were achieved.

Until the second year of operation there were no trained Afghan personnel available to the activity. Sixteen have now been appointed. These personnel need the ability to plan and organize a program of work, make decisions about curriculum materials and activities and write materials for the several subject areas and grade levels. At present these abilities are evident to only a limited degree.

This activity relates directly to the USAID/A Education Sector goals in the development of strategic human and institutional resources required for the economic and social development of Afghanistan. More specifically it bears directly on goals one and four of the education sector cited in the FY 1970 PCN in assisting in the development of an integrated

primary and secondary school curriculum with supporting textbooks and the development of the organizational framework and personnel of the Ministry of Education so that it may be able to plan and administer a modern, national system of education. This activity also relates to the RGA Third Five-Year Plan for the development of education. The Third Five-Year Plan calls for a regionally balanced education program in Afghanistan, an increase in the enrollments in both rural and village schools in primary education, the establishment of new schools and a marked increase in expenditures for primary education. Beginning with early discussions with the Minister of Education in 1960, USAID and the contractor have carried out the plans for this activity in full cooperation with the RGA. This has been achieved through a steering committee composed of Afghans and Americans and more recently through conferences with the First Deputy Minister of Education, the USAID Director and the Chief of the Education Division.

III. STRATEGY

The goals and intended results of this activity have determined rather clearly the strategy to be employed. To develop a capability for writing textbooks, the people to be trained must be involved in the writing process. To develop a capability for curriculum development, the Afghans who will be responsible must be involved in the process of curriculum development. The creation of a functional administrative unit for on going curriculum and textbook development must take place in and with the Ministry personnel who will administer and carry on the activities. Thus the Ministry of Education which is responsible for the educational program in primary schools was agreed upon by both the RGA and USAID as the site for this activity.

The Primary Education Department of the Ministry of Education is providing space, facilities, a director and appropriate Afghan staff. Through the contractor, Teachers College, Columbia University, USAID is providing five advisors and specialists in 1960 to work with, train, and assist the Afghan staff in developing a modern primary curriculum and preparing for publication appropriate textbooks and related teaching materials. The activity is guided and the various steps approved by an over-all steering committee comprised of Ministry of Education officials, representatives from the contractor, USAID/A, and other educational agencies.* This committee reviews plans and establishes policies with regard to the time scheduling of activities, subjects to be included in the curriculum, participant training, staffing patterns, language usage, and the printing and distribution of textbooks. Working committees for developing curriculum objectives, outlines, and schedules are being utilized. Afghan and American specialists are working together on these committees. Investigations and research are being carried on in school practices, language usage, vocabulary, children's needs and interests. In all these activities the Afghans are involved so that they can learn procedures and develop the capability of carrying on with the work. As manuscripts are prepared for books and other materials, they will be printed and distributed by the Ministry of Education.

*Kabul University, lycees, and Pashto Institute.

At all stages in the progress of this activity where appropriate, personnel and resources from other agencies or units such as the Ministry of Information and Culture, Kabul University, and the public schools, are being used to bring to bear on the activity the most competent people available and to effect the widest possible involvement. Whereas, some or much of the actual work in the early stages of this activity has been done by American specialists, the objective is to train and involve Afghan personnel to the extent that they will be competent and capable of continuing curriculum development and the production of textbooks and related materials.

IV. PLANNED TARGETS, RESULTS, AND OUTPUTS

There are four general results or outputs to be expected from this activity:

A. The creation in the Ministry of Education of a functional administrative unit with a capacity for continuing curriculum development for Afghanistan's primary schools.

B. The development and writing of the nation's first modern primary school curriculum.

C. The development of and increasing the capability in the Ministry of Education for writing and producing modern school textbooks and teaching materials.

D. The preparation, writing and printing of the first modern primary textbooks based on the new curriculum.

In achieving the above results, there are a series of intermediate steps or targets that will need to be accomplished. They are as follows:

A. The development of general aims and objectives for education in Afghanistan. This was completed in August 1969.

B. The development of a statement of the purposes for primary education. This was completed in October 1969.

C. The development of behavioral objectives for primary education. Completed in October 1969.

D. The development of the curriculum framework for primary schools with objectives and time allotments for each of the subjects to be taught. This was completed in April 1970.

Steps A through D have been approved and accepted by the RGA.

In the specific areas related to the curriculum, there are also the following outputs to be expected:

A. Communication skills, language arts. In this area there are 18 books for children and 18 teachers' guides to be prepared and printed. In reaching this target it is planned that five participants will be trained, and two courses of study for language arts skills with the social studies, science and health will be prepared for all grades, 1 through 6. Beginning in 1971, manuscripts will be prepared for each of the 36 publications indicated in this area.

B. Mathematics. In the area of mathematics, there are 12 textbooks and 12 teachers' guides to be prepared and printed. Three participants are to be trained and courses of study and mathematics manuscripts for each of the 24 publications indicated will be prepared. Work on final manuscripts will begin in 1970.

C. Arts and Crafts. Grades 1, 2, and 3. The publication schedule in this area calls for one teacher's guide in Dari and one teacher's guide in Pashtu for a total of two books. One participant is to be trained and courses of study and the materials for these guides will be prepared. It is anticipated that the preparation of the materials in this area will begin in approximately 1972.

D. Practical Works - Grades 4, 5, and 6. Twelve teacher texts and pupil workbooks are scheduled for publication in this area. Two participants will be trained and courses of study and materials for the printing of these workbooks and texts will be accomplished. It is anticipated that the work on these materials will begin in 1970.

E. Social Studies. There will be six children's textbooks and six teachers' guides. Three participants will be trained and courses of study for the social studies and the materials for preparing the manuscripts for publication for each of the above books will be accomplished. Work on the preparation of these materials will begin in 1970.

F. Health. Six children's books and six teachers' guides are to be published in this area. Three participants are to be trained and courses of study and the material for the manuscripts in this area are currently in preparation.

G. Science. Six children's books and six teachers' guides will be prepared in science. Three participants will be trained and the courses of study along with the curriculum materials used in the manuscripts for the publications are currently in preparation.

9

H. Research. The research aspect of this activity involves the preparation of vocabulary lists, securing data on children's physical, intellectual and achievement levels, and building capability in the Afghan staff for continuing research activities in evaluation and curriculum and textbook preparation. Two participants are to be trained in this area and work has already begun on these research activities and will continue for the life of the project.

The implementation of the results of this activity calls for plans and programs for the evaluation and introduction of the new curriculum materials into the schools of Afghanistan. It further calls for the introduction of these materials into the teacher training programs. The plans and programs for this implementation phase will be started in 1971 and continue throughout the life of the project.

In addition to the above targets and outputs a director and assistant director will be trained, one at the Ph.D. level and another at the post graduate level.

In summary, the primary thrust of this project is to develop a continuing capability in the Ministry of Education for developing curricula and writing textbooks and teaching materials. This capability does not now exist. At the close of the project, it is anticipated that there will be in the Ministry of Education:

A. An established department or unit for this purpose.

B. A director and trained staff of 24 Afghan specialists able to carry on these activities.

C. Published statements of objectives and goals in education for Afghanistan.

D. Written outlines, guides, and courses of study for each subject area of the Afghan primary schools.

E. One hundred children's books, teachers' guides, and workbooks published and in use in the public schools.

V. COURSE OF ACTION

A. U. S. Inputs

The objective of this activity will be achieved through a contract providing five U.S. specialists in Fiscal Year 1969. The first phases of this activity involving the preparation of goals, purposes and curriculum outlines have already been completed.

The second phase of this activity involving the writing of basic documents and the preparation of materials based on those documents is underway. This work is accompanied by a research activity directed at determining the present achievement levels of children, their interests, vocabulary usage and present practice in the use of teaching materials. The two official languages of the country plus several more used in the provinces present problems in deciding word and language forms to be used in textbooks. Also, as draft materials are prepared, the research activity will continue as the materials are tried out in various school situations. This will be important since books and teaching materials will be prepared in subjects or areas where none has existed before. It is planned that these basic investigations and research activities as they are carried out with Afghan counterparts will give them the experience and ability to continue such activity after this project has terminated.

The third and fourth phases of the project beginning in FY 1970 will consist of the writing and preparation of manuscripts and their publication, distribution, and implementation in the schools by the Ministry of Education. The Afghan staff will write the materials for the textbooks. They, however, do not yet have the capability to do this. Therefore, the American specialists will initially do some of the writing themselves in English and later have the material translated into the local languages. The planning, selecting, writing, and design of the materials for the textbooks are the chief means by which the capability for continuing this activity will be developed.

AID, through the contractor, will provide participant training appropriate to achieving the objectives. Some participants have been identified for U.S. training during the first two years of the project and on-the-job training will be provided throughout the life of the activity. The commodity element is relatively small consisting primarily of procuring texts and reference books for a reference library, paper products and supplies for the draft copies of curriculum materials, manuscripts and layouts.

3. Host Country Inputs

The Ministry of Education will print and publish the books and materials as they are ready. Considerable capability for printing already exists in the Ministry of Education. Investigation shows that the Education Press, formerly known as the Kabul Press, is well equipped but may need some further assistance to do the [illegible]. A production specialist is planned for in 1970 who will further assess these needs and assist in the production phase.

The size of the printing and distribution job, the numbers of books to be printed, the paper requirements, the kinds of specialized personnel and technical assistance can be predicted at this time with some degree of accuracy. This project will require the printing of a total of 100 individual books. The number of copies to be printed at each grade level has not been determined. To this will be added the paper requirement for the production of manuscripts, tryout copies, page proof, etc.

Provision will also need to be made for illustrators, artists, translators, machine operators, warehousemen, distribution personnel and supporting staff. Decisions concerning the size of type to be used, the amount of color, type of binding, illustrations, art work, page layout and what company or agency will do the printing have not been made. These activities will require the RGA to provide technicians, some of whom are presently available in the large government printing plant or the Ministry of Education Press. The current program agreement specifically provides for negotiating with the RGA for the possibility of providing an advisor to assist the RGA in developing adequate technical competence to carry on this operation. The FY 70 budget request provides for this advisor. With a special advisor being planned for in FY 70 and the Afghan technicians currently available, it is anticipated the RGA will be able to meet its commitments in manpower, services, and material in carrying out the textbook production phase of this activity.

In addition to the printing, distribution, and implementation of the textbooks involved in this activity as described above, the RGA will provide up to 24 Afghan specialists including a director and assistant director for the activity. The host country will also provide contributions in kind such as work space, furniture, equipment, office supplies and utilities to be used. The salaries and per diem for in-country travel provided by the RGA will amount to approximately Afs. [illegible] million per year. The RGA/MOE has planned full budget support for this activity.

C. Progress to Date

This activity is already in its third year of operation. Due to recent difficulties in keeping the activity fully staffed, some questions have been raised concerning the probability of the timely achievement of results. These have been fully discussed in the PAR for this activity (dated February 10, 1969). Successful execution of the project will depend upon the timely arrival of qualified advisors. The termination date for this activity is planned for approximately 1976. From the beginning it was planned that this would be at least a ten-year activity, thus the termination date of FY 76 as recorded in previous documents is not realistic and was

used only because no Mission project was planned beyond FY 1973. It can readily be seen that the scope of this activity will require continued U.S. assistance until at least 1976, depending upon the speed with which Afghan counterparts can be trained and brought to a level of competency to assume the responsibility for curriculum and textbook development work. The length of the activity will also depend upon the contractor's ability to maintain a fully qualified staff in the activity.

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NON-CAPITAL PROJECT FUNDING (obligations in $000)

Table 1

PROP Date: July 1969
Original

Country: AFGHANISTAN Proj. Title: Elem. & Sec. Educ. Proj. No. 305-11-530-031

CURRICULUM-TEXTBOOK ACTIVITY

Fiscal Years	AP L/G	TOTAL	Contract (non-add)	Pers. Serv. AID	Pers. Serv. CONT	Participants Dir	Participants CONT	Commodities Dir	Commodities CONT	Other Costs Dir	Other Costs CONT
Prior thru Act FY 69	TC G	891	881	-	827	-	35	10	19	-	-
Oper. FY 70	TC G	270	231	32	155	-	76	7	-	-	-
Budg. FY 71	TC G	511	378	28	319	-	59	5	-	-	-
B + 1 FY 72	TC G	335	341	37	278	-	63	8	-	-	-
B + 2 FY 73	TC G	273	238	30	200	-	38	5	-	-	-
B + 3 FY 74	TC G	256	216	37	178	-	38	5	-	-	-
B + 4 FY 75	TC G	151	114	32	111	-	3	5	-	-	-
All Subs. FY 76	TC G	87	43	39	29	-	14	5	-	-	-
Total Life	TC G	2,727	2,442	235	2,077	-	326	50	19	-	-

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Table 1

Exchange rate: $1 - 75 Afs.[1)]

Project No. 300-11-690-691 (Cont)

Fiscal Years	AID-controlled Local Currency U.S. Owned	AID-controlled Local Currency Country Owned	Other Cash[2)] Contribu. Coop. Country	Other Donor Funds ($ equiv.)	Food for Freedom Commodities Metric Tons (000)	Food for Freedom Commodities CCC Value - Foreign (000)	Food for Freedom Commodities Local Mkt Price (000)
Prior thru Act. FY 69	-	-	$21,800	NONE	N O N E		
Oper. FY 70	-	-	14,800				
Budg. FY 71	-	-	16,000				
B + 1 FY 72	-	-	16,400				
B + 2 FY 73	-	-	16,400				
B + 3 FY 74	-	-	16,600				
B + 4 FY 75	-	-	16,600				
B + 5 FY 76	-	-	16,600				
All Subs.	-	-	-				
Total Life	-	-	$135,200				

1) As of prep. date

2) Based on expenditure estimates obtained from HG officials in MoE or Kabul University and also [illegible] HG in support of the project operations.

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