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UNIVERSITY OF NEBRASKA AT OMAHA  
EDUCATION SECTOR SUPPORT PROJECT

**THE EDUCATION CENTER FOR AFGHANISTAN  
(ITS PAST ACCOMPLISHMENTS,  
ITS CURRENT STATUS AND ITS POTENTIAL)**

MAY 25 - JUNE 17, 1993

Peshawar, Pakistan

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## P R E F A C E

IN PREPARATION FOR THE SHORT TERM CONSULTANCY WITH THE EDUCATION SECTOR SUPPORT PROJECT (ESSP) IN PESHAWAR I SPENT A DAY AND A HALF AT THE CENTER FOR AFGHAN STUDIES AT THE UNIVERSITY OF NEBRASKA AT OMAHA. MEETINGS THERE WERE WITH DEAN GOUTTIERRE, MR. YASIR, DR. RAHMANZAI AND OTHER STAFF. THAT WAS FOLLOWED BY SEVERAL DAYS OF REVIEWING DOCUMENTS DETAILING THE HISTORY OF ESSP, THE REPORTS OF PREVIOUS CONSULTANTS AND THE MANY QUARTERLY AND ANNUAL REPORTS. I ALSO BENEFITTED FROM THE PRE-DEPARTURE ADVICE AND MATERIALS PROVIDED BY DR. FREEMAN/EDUCATION DEVELOPMENT CENTER.

FOLLOWING A MAY 25, 1993 ARRIVAL IN PESHAWAR, THERE WERE MEETINGS WITH DR. BOARDMAN, PROF. AZIMI, GENERAL ASSIL, MR. WEILER, AND DR. SCHUTTE. VISITS TO EACH OF THE ESSP/ECA UNITS WERE MADE AND BRIEF DESCRIPTIONS OF EACH OPERATION WERE PROVIDED.

ON MAY 27, DR. BOARDMAN, PROF. AZIMI AND I MET WITH MEMBERS OF THE EDUCATION CENTER FOR AFGHANISTAN (ECA). THE MEETING LASTED SEVERAL HOURS AND ALLOWED FOR A FRANK DISCUSSION ABOUT HOW THEY ENVISIONED THE FUTURE OF ECA.

ON MAY 30, I VISITED THE USAID/ISLAMABAD OFFICES OF THE AFGHANISTAN REPRESENTATIVE. UNFORTUNATELY, USAID/DIRECTOR BLACKTON WAS NOT IN COUNTRY, BUT I DID MEET THE PROGRAM OFFICER CURT WOLTERS. HE WAS MOST INFORMATIVE ABOUT THE U.S. POSITION WITH REFERENCE TO ESSP, ECA AND THE POTENTIAL FOR WORKING WITH A STABLE AFGHAN GOVERNMENT IN KABUL IN THE FORESEEABLE FUTURE.

AT USAID, I ALSO MET WITH THE DEPUTY LEGAL ADVISER, BASHARAT QADIR. HE WAS HELPFUL IN PROVIDING INSIGHT INTO THE CONSTRAINTS THAT THE U.S. CONGRESS HAS PLACED ON U.S. FUNDED ASSISTANCE BEING DIRECTED TO ANY GOVERNMENT IN KABUL. THE PROHIBITION DATES BACK TO THE TIME WHEN KABUL WAS UNDER COMMUNIST RULE, BUT MAY BE EXPECTED TO BE ENFORCED UNTIL A STABLE, FUNCTIONING AFGHAN GOVERNMENT IS IN PLACE.

PART I OF THIS REPORT PROVIDES A BRIEF BACKGROUND ON THE DEVELOPMENT OF ESSP/ECA.

PART II GIVES THE CURRENT STATUS OF ESSP/ECA AND APPENDIX "A" PROVIDES DETAILED STATISTICS ON THEIR ACCOMPLISHMENTS.

PART III CONTAINS OBSERVATIONS, COMMENTS AND RECOMMENDATIONS ABOUT THE FUTURE OF ECA AND CONSIDERS THE QUESTION OF CURRENT AND FUTURE ECA/MOE INTERACTION. APPENDIX "B" INCLUDES A LETTER FROM THE MOE TO THE ECA REQUESTING CLOSER COLLABORATION. APPENDIX "B" ALSO CONTAINS A LETTER FROM ECA TO ESSP TRANSMITTING THE MOE LETTER AND "EAGERLY REQUESTING ESSP ATTENTION" TO THE MOE REQUEST. APPENDIX "C" SUGGESTS FIVE PHASES OR LEVELS OF CONTACT OF WHICH AT LEAST THREE ARE RECOMMENDED FOR IMMEDIATE IMPLEMENTATION.

PART IV PROVIDES RESPONSES TO THE FOLLOWING QUESTIONS POSED TO THE ECA DIRECTORS DURING THE MAY 27 MEETING. THEIR SYNTHESIZED AND EXPANDED RESPONSES ARE THE STARTING POINT FOR A REVIEW OF FUTURE FUNDING ALTERNATIVES AND POSSIBLE CONSEQUENCES.

1. IF FULL USAID/UNO FUNDING WERE PROVIDED OVER THE NEXT FOUR YEARS?
2. IF U.S. FUNDING WERE GRADUALLY REDUCED OVER THE NEXT TWO YEARS?
3. IF U.S. FUNDING WERE REDUCED TO A MAINTENANCE LEVEL FROM 1995 ONWARD?

TO ALL WHO PATIENTLY INFORMED, ADVISED AND GUIDED ME THROUGH THE HISTORY, CURRENT STATUS AND POSSIBLE FUTURE OF ESSP/ECA, MY SINCERE GRATITUDE.

SPECIAL THANKS TO DR. BOARDMAN WHO HAS CHARGED ME WITH BRINGING TO THE ESSP WHAT EXPERIENCE AND WISDOM I MAY HAVE GAINED DURING THE SIX YEARS (1972-1977) WHEN I SERVED AS USAID/KABUL OFFICER FOR HUMAN RESOURCES DEVELOPMENT, WORKED DAILY WITH THE AFGHAN MINISTRY OF EDUCATION AND SUPERVISED SIX SEPARATE UNIVERSITY CONTRACTS DEDICATED TO THE DEVELOPMENT OF AFGHAN EDUCATION AT ALL LEVELS.

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## I. BACKGROUND: THE EDUCATION CENTER FOR AFGHANISTAN (ECA)

IN 1986 UNO/ESSP BEGAN COLLABORATION WITH THE EDUCATION COORDINATION COUNCIL OF THE SEVEN PARTY ALLIANCE (ECCSPA) OF THE AFGHAN RESISTANCE. THE ECA WAS FORMED UNDER THE AUSPICES OF THE EDUCATION SECTOR SUPPORT PROJECT (ESSP) AS THE PRINCIPAL OPERATIONAL UNIT OF ECCSPA.

SHORTLY AFTER THE FORMATION OF THE AFGHAN INTERIM GOVERNMENT (AIG) IN 1989, AN INTERIM MINISTER OF EDUCATION WAS APPOINTED TO COORDINATE EDUCATIONAL ACTIVITIES WITHIN AND OUTSIDE THE COUNTRY. HE WAS DR. FAROOQ AZAM OF THE MAHAZ PARTY. AT THAT TIME THE ECA WAS INTEGRATED AS A SEMI-AUTONOMOUS UNIT INTO THE INTERIM GOVERNMENT. LATER, IN THE FALL OF 1991, THE INTERIM MINISTRY OF EDUCATION WAS REFORMATTED AS AN AFGHAN EDUCATION AUTHORITY (AEA) WITH MR. SARDAR ROSHAN APPOINTED AS THE INTERIM MINISTER OF EDUCATION. WHEN THE NEW ISLAMIC GOVERNMENT OF AFGHANISTAN WAS FORMED IN APRIL 1992, THE ECA FOUND ITSELF ONCE MORE THE SOLE AFGHAN INSTITUTION ACTIVE IN THE DESIGN AND IMPLEMENTATION OF EDUCATIONAL ACTIVITIES.

THE BY-LAWS OF THE ECA DATED MAY 26, 1986, STATE THE FOUNDERS INTENT TO TRAIN A CADRE CAPABLE OF CONTRIBUTING TO THE RECONSTRUCTION OF AFGHANISTAN BY ESTABLISHING ELEMENTARY SCHOOLS (AS A FIRST STEP). ECA ALSO IDENTIFIED THE TRAINING OF TEACHERS AS A PRIORITY AS WELL AS THE PROVISION OF LITERACY AND VOCATIONAL TRAINING PROGRAMS. THE BY-LAWS FURTHER STATE THAT "THE ECA WILL BE RESPONSIBLE FOR THE TOTAL OPERATION OF EDUCATION IN AFGHANISTAN. ALL INTERNATIONAL AGENCIES THAT PROVIDE ASSISTANCE IN THE FIELD OF EDUCATION, CAN ONLY FUNCTION WITH THE APPROVAL OF THE ECA AND MUST DO SO WITHOUT PRECONDITIONS."

WHEN THERE IS NO FIRMLY ESTABLISHED GOVERNMENT IN KABUL, THE ECA FUNCTIONS AS A MINISTRY OF EDUCATION (MOE) IN EXILE. AT EACH ATTEMPT TO ESTABLISH A VIABLE GOVERNMENT IN KABUL, A MINISTER OF EDUCATION HAS BEEN APPOINTED, BUT TENURES HAVE BEEN SHORT. DURING THOSE PERIODS THE ECA HAS CONTINUED TO FUNCTION AS A "SHADOW MOE".

A DELEGATION OF REPRESENTATIVES OF ECA IN MAY 1992, MET WITH THE RECENTLY APPOINTED MINISTER OF EDUCATION OF THE ISLAMIC GOVERNMENT OF AFGHANISTAN. HE WAS ALHAJ ABDUL QAYUM OF THE HEZB-ISLAMI (KHALIS) PARTY. THE ECA DIRECTORS DESCRIBE THEIR VISIT AS HAVING TWO PURPOSES: TO CONGRATULATE THE MINISTER ON HIS APPOINTMENT AND TO ADVISE HIM ABOUT THE WORK AND ACCOMPLISHMENTS OF ECA. THEY WERE RECEIVED WITH MUCH ENTHUSIASM; WERE TAKEN TO SEE PRESIDENT MUJADEDDI WHO WAS KNOWLEDGEABLE ABOUT THE ECA AND ALSO ABOUT THE UNO/ESSP. THE PRESIDENT EXPRESSED THE HOPE THAT UNO/ESSP WOULD CONTINUE AND EVEN INCREASE ITS SUPPORT BECAUSE OF THE INABILITY OF THE MOE TO FUNCTION EFFECTIVELY.

THE ECA REPRESENTATIVES MET OTHER OFFICIALS OF THE NEW ISLAMIC GOVERNMENT AND RECEIVED THE SAME WARM WELCOME. THE MINISTER OF COMMUNICATIONS ARRANGED FOR RADIO AND NEWSPAPER REPORTS ABOUT THE ECA. FINALLY, THE MINISTER OF EDUCATION REQUESTED THAT ECA ESTABLISH AN OFFICE IN KABUL SO AS TO BE IN CLOSER CONTACT WITH THE MINISTRY OF EDUCATION. HE RECOMMENDED A MONTHLY MEETING BE HELD BETWEEN THE MOE AND THE ECA. DURING THE VISIT, A COMPLETE SET OF TEXTBOOKS AND TEACHERS GUIDES AND

LITERACY PROGRAM INFORMATION WAS GIVEN TO THE MINISTER. AT THE POINT, HE GAVE MOE APPROVAL TO ECA FOR CONTINUING TO PRINT AND DISTRIBUTE THE ECA-PRODUCED MATERIALS. THE MINISTER THEN ASSIGNED A COMMITTEE TO MEET WITH THE ECA DELEGATES.

OVER THE NEXT TWO WEEKS, THEY CONFERRED ON CHANGES IN THE NATIONAL CURRICULUM THAT WOULD REMOVE THE COMMUNIST CONTENT. THE COMMITTEE IDENTIFIED THE SUBJECTS TO BE TAUGHT AND SCHEDULED THE CLASS HOURS.

THE CURRICULUM AGREED TO WAS ALMOST IDENTICAL TO THE ONE THAT ECA HAD DETERMINED TO BE MOST APPROPRIATE FOR AFGHANISTAN. ALL CONCERNED WERE PLEASED WITH THE RESULT AND THE NEW CURRICULUM WAS SUBSEQUENTLY APPROVED BY THE MAIN MOE COUNCIL.

THREE MONTHS LATER, THE MINISTER OF EDUCATION WAS REPLACED BY ALHAJ AZIZULLAH (DIN MOHAMMAD) OF THE HEZB-ISLAMI PARTY (KHALIS). FORTUNATELY, THE NEW INCUMBENT WAS REPORTED TO BE EVEN MORE ENTHUSIASTIC ABOUT THE WORK OF THE ECA THAN WAS HIS PREDECESSOR. HE ENCOURAGED THE ECA TO CONTINUE ITS WORK ON THE TEXTBOOKS AND ONCE AGAIN CONFIRMED THE MOE INTEREST IN HAVING ECA TEXTBOOKS DISTRIBUTED TO ALL SCHOOLS WITHIN AFGHANISTAN WITH THE UNDERSTANDING THAT AT THE END OF A YEAR, THE ECA WOULD CONSIDER ANY RECOMMENDATIONS FOR REVISION THAT MIGHT COME FROM STUDENTS, PARENTS, TEACHERS OR OTHERS.

IN ADDITION, THE MINISTER URGED ECA TO BECOME MORE INVOLVED IN THE TRAINING OF TEACHERS. HE RECOGNIZED THAT WITHOUT COMPETENT TEACHERS THE FULL POTENTIAL OF THE TEXTBOOKS COULD NOT BE ACHIEVED. AT THE MINISTER'S REQUEST, THE ECA DELEGATES MET WITH THE MOE DIRECTOR OF TEACHER TRAINING. HE INDICATED THAT HE SAW A NEED FOR TEACHERS TO BE TRAINED IN SUBJECT MATTER CONTENT AS WELL AS IN TEACHING METHODOLOGY. THIS WAS ESPECIALLY NEEDED AS THE BOOKS DEVELOPED BY THE ECA WOULD BE NEW AND DIFFERENT THAN ANYTHING MOST TEACHERS HAVE PREVIOUSLY ENCOUNTERED.

IN OCTOBER OF 1992 THE ECA/KABUL OFFICE, THAT THE MINISTER OF EDUCATION HAD REQUESTED, WAS OPENED. THERE WAS REPORTED TO BE GREAT ENTHUSIASM ON THE OCCASION. THOUGH THE NEW PRESIDENT OF THE ISLAMIC GOVERNMENT OF AFGHANISTAN WAS NOT ABLE TO ATTEND THE OPENING CEREMONY, THE DEPUTY TO THE PRESIDENT DID ATTEND. SOON THEREAFTER, THE HEAD OF THE GOVERNMENT LITERACY PROGRAM REQUESTED ECA ASSISTANCE WITH BOOKS, TEACHER TRAINING, PENCILS, PAPER AND IN FACT ANY SUPPORT POSSIBLE. THREE LITERACY BOOKS IN TWO LANGUAGES (DARI/PASHTU) WERE PREPARED AND PROMISES TO ASSIST WITH LITERACY TEACHER TRAINING WERE MADE.

ALSO IN OCTOBER 1992, THE MOE HEAD OF TEACHER TRAINING RENEWED HIS REQUEST FOR TEACHER TRAINING SEMINARS IN SCIENCE, MATH AND CIVICS. ECA AGREED TO CONDUCT A NUMBER OF SEMINARS IN KABUL. ARRANGEMENTS WERE COMPLETED, BUT BEFORE THE SEMINARS COULD BE HELD, FIGHTING ERUPTED AND THE SEMINARS WERE CANCELED. EVENTUALLY, THE ECA/KABUL OFFICE WAS TEMPORARILY INACTIVATED FOR SECURITY REASONS.

## II. CURRENT STATUS: THE EDUCATION CENTER FOR AFGHANISTAN (ECA)

IN NUMEROUS ANNUAL AND QUARTERLY REPORTS, IN CONSULTANT REPORTS AND OTHER DOCUMENTS THE ESSP (EDUCATION SECTOR SUPPORT PROJECT) HAS DETAILED ITS ACCOMPLISHMENTS AND CONCURRENTLY THOSE OF THE ECA.

THE DOCUMENTS PROVIDE DETAILED INFORMATION ON NUMBERS OF TEXTBOOKS WRITTEN, PRINTED AND DISTRIBUTED; ON TEACHERS TRAINED; ON CROSS BORDER ACTIVITIES AND PROGRAMS WITH THE AFGHAN REFUGEES IN PAKISTAN. THERE HAVE BEEN SUCCESSFUL LITERACY PROGRAMS FOR THE FREEDOM FIGHTERS AND TEXTBOOKS FOR AFGHAN WOMEN AND OTHER LITERACY PROGRAMS WERE PROVIDED TO NGO'S, PVO'S AND OTHER AGENCIES. THE ESSP ALSO DEVELOPED AND EXECUTED VOCATIONAL TRAINING PROGRAMS FOR MEN AND WOMEN

ALL OF THE ACTIVITIES WERE CARRIED OUT UNDER THE SUPERVISION OF ECA STAFF WITH THE ASSISTANCE AND GUIDANCE OF UNO/ESSP LONG AND SHORT-TERM STAFF.

APPENDIX "A" OF THIS REPORT IS A BRIEFING PAPER ON THE UNO/EDC/CAII EDUCATION SECTOR SUPPORT PROGRAM. IT IS DATED 31 MARCH 1993 AND PROVIDES STATISTICS (AS OF THAT DATE) ON NUMBERS OF SCHOOLS SERVED IN PAKISTAN AND CROSS BORDER; ON TEXTBOOKS PREPARED AND DISTRIBUTED; ON TEACHERS TRAINED; ON EDUCATIONAL MATERIALS DEVELOPED, ETC.

THE ESSP/ECA ACCOMPLISHMENTS ARE REMARKABLE WHEN ONE CONSIDERS THE DIFFICULTIES OF WORKING IN AN UNSTABLE ENVIRONMENT THAT WAS FRAUGHT WITH DANGER, CULTURAL AND RELIGIOUS CONSERVATISM, AND DIFFERENCES AMONG SEVEN POLITICAL PARTIES. IN SPITE OF ALL THOSE CONSTRAINTS, THE ESSP WAS ABLE TO POSITIVELY AFFECT AFGHAN EDUCATION BECAUSE OF ITS CULTURAL SENSITIVITY, ITS PLACING OF AFGHAN/ECA STAFF IN PRINCIPAL IMPLEMENTING ROLES AND FINALLY, BECAUSE THE AFGHAN PEOPLE DO BELIEVE IN, AND SUPPORT, EDUCATION FOR THEIR CHILDREN.

SINCE APPENDIX "A" DOES PROVIDE STATISTICAL EVIDENCE IN SOME DETAIL ABOUT THE ESSP/ECA ACTIVITIES, THEY WILL NOT BE REPEATED HERE EXCEPT AS APPROXIMATE NUMBERS SO AS NOT TO ENCUMBER THE TEXT OF THIS REPORT. IN MARCH 1993, ESSP/ECA REPORTED THAT THEY HAD PRINTED OVER 11 MILLION TEXTBOOKS; HAD REACHED OVER 3,300 SCHOOLS IN PAKISTAN AND CROSS-BORDER; HAD TRAINED OVER 2,600 TEACHERS AND TEACHER TRAINERS; HAD PREPARED OVER 836,000 EDUCATIONAL KITS AND OVER 2.4 MILLION SILKSCREEN POSTERS; HAD PROVIDED OVER 2,200 LITERACY COURSES TO ALMOST 44,000 FREEDOM FIGHTERS.

A PERUSAL OF PROJECT DOCUMENTATION INDICATES THAT ESSP, IN ITS EARLY STAGES, SUCCESSFULLY PROVIDED ASSISTANCE WHERE THEY FOUND A NEED. THE RESULTS WERE USUALLY EXCELLENT, BUT NEEDS WERE SO GREAT THAT THE PROJECT SEEMED TO LACK FOCUS. BY MARCH 31, 1993, IN AN ESSP BRIEFING PAPER, PROGRAM OBJECTIVES READ:

..... TO STRENGTHEN THE PRIMARY SCHOOL NETWORK BY IMPROVING ITS KEY ELEMENTS, INCLUDING CURRICULUM, TEXTBOOKS, AND INSTRUCTIONAL AIDS, TEACHER TRAINING AND CENTRAL CAPABILITIES IN PLANNING, BUDGETING, AND POLICY DEVELOPMENT.

..... TO INCREASE THE INCIDENCE OF ADULT LITERACY BY PROVIDING TEXTBOOKS, INSTRUCTIONAL MATERIALS, AND TECHNICAL GUIDANCE TO GROUPS ENGAGED IN LITERACY TRAINING.

TO THE OBJECTIVES STATED ABOVE, WE FIND ADDED (IN OTHER ESSP DOCUMENTS) THE NEED FOR INCREASED ACCESS TO SCHOOLS AND FOR EQUITY. IN OTHER WORDS, THE ESSP SHOULD BE PLANNING TO PROVIDE FOR INCREASED ENROLLMENTS AND TO DO WHATEVER IS NECESSARY TO ASSURE THAT, WITHIN THAT GROWTH, THE NUMBER OF ENROLLED FEMALES IN PARTICULAR WILL INCREASE. THIS OBJECTIVE WILL BE REVIEWED AND COMMENTED UPON IN THE THIRD PART OF THIS REPORT: OBSERVATIONS, COMMENTS AND RECOMMENDATIONS.

### III. OBSERVATIONS, COMMENTS AND RECOMMENDATIONS

A. THE ECA AND THE MINISTRY OF EDUCATION: IN A MOST COMMENDABLE PLAN TO PREPARE AN AFGHAN MINISTRY OF EDUCATION TO EFFICIENTLY ADMINISTER A NATIONWIDE EDUCATION PROGRAM, ESSP/ECA IS DEVELOPING AN EDUCATIONAL MANAGEMENT INFORMATION SYSTEM (EMIS). AN ELABORATE DATA BASE IS BEING COMPUTERIZED AND IN VERY SHORT ORDER, MORE WILL BE KNOWN ABOUT AFGHAN SCHOOLS (WHO ARE THE STUDENTS, HOW MANY SCHOOLS, TEACHERS, BOYS, GIRLS, ETC.) THAN EVER BEFORE IN THE HISTORY OF AFGHANISTAN. THE EMIS EFFORT IS AN IMPORTANT PART OF WHAT IS REFERRED TO IN ESSP DOCUMENTS AS "INSTITUTION BUILDING".

IN THE PROJECT PLANNING PAPERS THE INTENTION IS EXPRESSED TO MOVE ECA INTO THE MOE AS AN INTEGRAL PART OF THE MINISTRY. THAT ABSORPTION OF ECA APPEARS TO HAVE BEEN ONE OF THE EARLY AND PRIMARY OBJECTIVES OF THE ESSP. AS MENTIONED EARLIER IN THIS REPORT, A FIRST ATTEMPT TO MOVE ECA TO KABUL AND TO BEGIN TO INTEGRATE IT INTO THE MOE WAS NOT FEASIBLE DUE TO THE UNSTABLE POLITICAL SITUATION AND THE LACK OF A U.S. BI-LATERAL AGREEMENT WITH THE ISLAMIC GOVERNMENT OF AFGHANISTAN. ESSP/ECA MUST SERIOUSLY CONSIDER THE PITFALLS INHERENT IN PLACING THE FUTURE OF EDUCATION RECONSTRUCTION IN THE HANDS OF A MOE THAT IS ESSENTIALLY INEXPERIENCED, TRAPPED IN TRADITION, AND WITHOUT ADEQUATE FUNDING. THAT CERTAINLY WILL BE THE SITUATION OF THE AFGHAN MOE FOR MANY YEARS TO COME..

IT IS REMARKABLE THAT ESSP/ECA HAS UNDERTAKEN THE RECONSTRUCTION OF THE AFGHAN EDUCATION SYSTEM AND SHOWN OUTSTANDING RESULTS IN SUCH A SHORT TIME. THE MOE RECOGNIZES WHAT ECA HAS ACCOMPLISHED AND, TO DATE, THREE DIFFERENT MINISTERS OF EDUCATION HAVE ASKED THAT ECA CONTINUE ITS GOOD WORK. IN SO DOING, THE MINISTERS ACKNOWLEDGE THAT THEIR ORGANIZATION, THE MOE, IS NOT CAPABLE OF UNDERTAKING THE FULL BURDEN OF EDUCATIONAL RECONSTRUCTION AT THIS TIME. (SEE APPENDIX "B").

IF THE ECA WERE TO BE SUBSUMED UNDER THE MOE PREMATURELY, IT WOULD CERTAINLY BE SWALLOWED UP AND OVERWHELMED BY THAT WAR-TORN, ILL-PREPARED BUREAUCRACY. CONSIDER THAT EVEN BEFORE THE RUSSIAN INVASION, WHEN THE KING WAS IN POWER AND THE AFGHAN POLITICAL CLIMATE WAS REASONABLY CALM, THE MOE WAS BARELY ABLE TO MANAGE A SCHOOL SYSTEM THAT DID NOT BEGIN TO MEET THE STATED GOAL OF UNIVERSAL PRIMARY EDUCATION. NOW AFTER YEARS OF NATIONAL DEVASTATION, AFTER A DISASTROUS BRAIN DRAIN, WITH THE COUNTRY BANKRUPT, WHY WOULD ANYONE BELIEVE THAT THE ECA COULD FUNCTION EFFECTIVELY INSIDE AND UNDER THE DIRECTION OF THE MOE.

- A.1. RECOMMENDATION: ESSP/ECA NEEDS TO RECONSIDER THEIR INITIAL PLAN TO JOIN THE MOE WITHOUT DELAY. NOT ONLY WILL THE PROJECT BE FACED WITH THE CONGRESSIONAL MANDATE PROHIBITING WORKING DIRECTLY WITH ANY KABUL GOVERNMENT, BUT ECA ABSORPTION WILL PUT AT RISK THE ACCOMPLISHMENTS ALREADY RECORDED AND THE PLANNED EXPANSION OF THE ACTIVITIES. FOR AS LONG AS POSSIBLE (THIS MAY MEAN AS LONG AS USAID/UNO FUNDING IS AVAILABLE), THE ECA SHOULD CONTINUE ITS GOOD WORK WITH THE APPROVAL OF THE MOE AND THE POLITICAL PARTIES. IT APPEARS THAT THE ECA CAN BE MOST SUCCESSFUL CONTINUING TO FUNCTION OUTSIDE THE BUREAUCRACY UNTIL SUCH TIME AS IT BECOMES ABSOLUTELY NECESSARY TO GIVE UP ITS

INDEPENDENCE. EVEN THEN, RATHER THAN MAKE A PRECIPITOUS LEAP INTO THE JAWS OF THE MOE, IT WOULD BE WELL IF, WHEN CONDITIONS IN KABUL IMPROVE A BIT, SELECT STAFF OF ECA COULD BE ABSORBED INTO THE MOE. THE TRANSITION COULD BE DONE GRADUALLY WITH SELECTED ECA STAFF INTEGRATED INTO THE MOE EVERY SIX MONTHS OR SO. THIS WOULD BE AN EXCELLENT WAY TO TEST THE WILLINGNESS OF THE MOE TO CHANGE ITS WAYS, TO ACCEPT THE NEW TECHNOLOGY AND EDUCATIONAL REFORMS THAT ARE THE HALLMARK OF THE ESSP.

APPENDIX "B" INCLUDES A LETTER FROM THE CURRENT MOE TO THE DIRECTORS OF ECA REQUESTING THE INPUT OF ECA "ACADEMIC AND PROFESSIONAL REPRESENTATIVES" IN THE CONTINUING DEVELOPMENT OF TEACHER TRAINING PROGRAMS, SEMINARS AND WORKSHOPS AND IN THE PRODUCTION AND DISTRIBUTION OF TEXTBOOKS. THE MOE IS REQUESTING, FURTHER, THAT ECA INVITE MOE COMPILATION AND TRANSLATION DEPARTMENT STAFF TO PARTICIPATE IN ECA ACTIVITIES. THE ECA STANDS READY FOR CLOSER COOPERATION WITH THE MOE AS INDICATED IN ITS LETTER OF TRANSMITTAL TO UNG/ESSP (ALSO INCLUDED IN APPENDIX "B").

**A.2. RECOMMENDATION:** IN SPITE OF THE PROBLEMS, CITED ABOVE, THAT ARE INHERENT IN THE CURRENT MOE ASSUMING CONTROL OF THE ECA, IT REMAINS IMPERATIVE THAT THE STAFF OF ECA BEGIN TO PREPARE THE MOE FOR WHAT MUST INEVITABLY TAKE PLACE. SIGNIFICANT COOPERATION AMONG STAFF OF ECA AND MOE SHOULD BE UNDERWAY NOW. FACED WITH THE USG PROHIBITION, HOWEVER, ESSP/ECA COULD PROCEED AS SUGGESTED IN APPENDIX "C".

APPENDIX "C" IS AN OUTLINE OF SUGGESTED LEVELS OF CONTACT THAT ESSP ECA MIGHT UNDERTAKE WITH THE MOE. AN OFFICIAL DETERMINATION, PREFERABLY A LIBERAL ONE, IS ESSENTIAL IF THE MOE IS TO BE PREPARED TO ACCEPT RESPONSIBILITY FOR THE PROGRAMS ON WHICH SO MUCH EFFORT AND FUNDING HAS BEEN EXPENDED. IF ESSP ECA CANNOT DIRECTLY AID THE ISLAMIC GOVERNMENT OF AFGHANISTAN, THE FOLLOWING ACTIVITIES ARE RECOMMENDED TO MOVE ECA CLOSER TO THE MOE AND IN POSITION TO EASE THE EVENTUAL TRANSITION:

PHASE 1. DIALOGUE AND DISCUSSION. PHASE 2. COOPERATIVE PLANNING. PHASE 3. COOPERATIVE ACTIVITIES.

IDEALLY, PHASE 4. TRAINING AND CURRICULUM DEVELOPMENT THAT INVOLVES DIRECT TRAINING OF MOE STAFF, COULD BE AN ACCEPTABLE ACTIVITY UNDER A LIBERAL INTERPRETATION OF THE CONGRESSIONAL MANDATE NOT TO GIVE DIRECT ASSISTANCE TO THE GOVERNMENT IN KABUL. ALL TRAINING SHOULD BE HELD IN PESHAWAR OR IN ANY OF THE REGIONAL EDUCATION CENTERS AWAY FROM THE SEAT OF THE KABUL GOVERNMENT.

PHASE 5. PROVIDING FINANCIAL RESOURCES DIRECTLY TO THE MOE WILL AWAIT A RECONSIDERATION OF THE USG PROHIBITION. WITH THE INITIAL ASSURANCE THAT A VIABLE GOVERNMENT EXISTS IN KABUL, ESSP ECA SHOULD BE POISED TO GIVE FULL SUPPORT TO THE MINISTRY OF EDUCATION.

B. EQUITY OR NON-DISCRIMINATORY ACCESS TO SCHOOLS: THE ESSP HAS STATED THAT ONE OF ITS GOALS IS "TO REMOVE EDUCATIONAL DISPARITIES BY REACHING UNDER-SERVED GENDER, GEOGRAPHIC AND ETHNIC GROUPS". THIS IS CERTAINLY A WORTHWHILE OBJECTIVE BUT IT MUST BE APPROACHED REALISTICALLY.

FORTUNATELY, AS BOOKS ARE DISTRIBUTED AND TEACHERS TRAINED, IT WILL BE POSSIBLE TO OPEN NEW SCHOOLS AND REOPEN THOSE THAT CLOSED DURING THE RUSSIAN OCCUPATION. THIS ALONE WILL RESULT IN INCREASED ACCESS OVERALL AND MAY INCREASE THE NUMBERS OF FEMALES ATTENDING SCHOOL. IMPORTANT TO THE ACHIEVEMENT OF GENDER EQUITY IS INCREASING THE NUMBER OF FEMALE TEACHERS, ESPECIALLY THOSE WILLING TO WORK IN RURAL AREAS. THE ESSP/ECA UNDERSTANDS AND APPRECIATES THE ESSENTIAL ROLE THAT FEMALE TEACHERS PLAY IN MAKING EDUCATION FOR GIRLS PALATABLE IN THE AFGHAN SOCIETY.

GENDER EQUITY CAN ALSO BE IMPROVED BY DEVELOPING LITERATE MOTHERS THROUGH AN ACTIVE WOMEN'S LITERACY PROGRAM. THERE IS AN ASSUMPTION THAT LITERATE MOTHERS WILL WANT THEIR DAUGHTERS TO BE EDUCATED. THUS, IT IS POSSIBLE FOR ESSP TO HELP AFGHANISTAN REALIZE A DOUBLE BENEFIT FROM A SUCCESSFUL WOMEN'S LITERACY PROGRAM.

THE ESSP/ECA MUST TAKE GREAT CARE, HOWEVER, TO KEEP THEIR EXPECTATIONS AND PROJECTIONS REALISTIC. EXCEPT IN URBAN AREAS, A DRAMATIC INCREASE OF FEMALES ENROLLMENTS WILL BE VERY DIFFICULT TO ACHIEVE IN THE IMMEDIATE FUTURE. GOALS SHOULD BE CONSERVATIVE AND REALISTIC. TO SET UNREALISTIC GOALS IS TO RISK LOSING THE CREDIBILITY THAT THE PROJECT HAS WORKED SO HARD TO ACHIEVE. UNREALISTIC GOALS, UNATTAINED AT PROJECT COMPLETION WILL CAUSE SOME TO DECLARE THE ESSP A FAILURE IN DEALING WITH THE EQUITY QUESTION.

B.1. RECOMMENDATION: THE ESSP/ECA SHOULD SET AS A MINIMUM GOAL DURING THE LIFE OF THE PROJECT: "TO HAVE ENROLLED IN SCHOOLS THE SAME PERCENTAGE OF FEMALES AS ATTENDED SCHOOLS PRIOR TO THE AFGHAN CONFLICT". IF THE MOE WAS ABLE TO ACHIEVE THAT PERCENTAGE BEFORE, IT SHOULD BE ABLE TO DO SO AGAIN (ESPECIALLY WITH ESSP/ECA SUPPORT). THAT MORE REASONABLE NUMBER WILL SET AN ACHIEVABLE BASE UPON WHICH ACCESS AND GENDER EQUITY CAN BUILD.

C. DECENTRALIZATION OF THE AFGHAN EDUCATION SYSTEM: THE ESSP/ECA IS WORKING TO ESTABLISH NINE REGIONAL EDUCATION CENTERS. CURRENTLY, THREE HAVE BEEN ESTABLISHED. SUPPORT FOR THE SCHOOLS IN EACH REGION WILL BE PROVIDED THROUGH THOSE REGIONAL EDUCATION CENTERS (RECS). EVENTUALLY, THERE SHOULD BE A REC FOR EVERY REGION SO THAT ALL OF AFGHANISTAN IS SERVED. THE RECS WILL ASSUME RESPONSIBILITY FOR RECEIVING AND DISTRIBUTING THE ESSP/ECA TEXTBOOKS, FOR TEACHER TRAINING, FOR LITERACY PROGRAMS, AND FOR LIAISON WITH THE MOE. SINCE THE RECS CANNOT OPERATE INDEPENDENT OF THE MOE, IT REMAINS TO BE SEEN HOW MUCH AUTONOMY THEY CAN ACQUIRE. IN ANY EVENT, THEY APPEAR TO BE ONE POSSIBILITY FOR INSTITUTIONALIZING THE CHANGES IN AFGHAN EDUCATION MADE POSSIBLE BY THE WORK OF ESSP/ECA.

C.1. RECOMMENDATION: THAT ESSP/ECA MAKE EVERY EFFORT TO OPEN AND SUPPORT AS MANY REGIONAL EDUCATION CENTERS AS POSSIBLE AS SOON AS POSSIBLE. IF THE CENTERS ARE FUNCTIONING AT THE TIME OF ESSP TERMINATION AND WHEN THE MOE IS AGAIN A VIABLE ORGANIZATION, THERE IS A REASONABLE CHANCE THAT THE MOE WILL SEE THE WISDOM OF MAKING THE RECS AN IMPORTANT ADDITION TO THE MOE NETWORK. THE NET RESULT WILL BE TO REDUCE THE MOE BURDEN OF DEALING WITH LESS IMPORTANT LOCAL PROBLEMS AND DETAILS AND ALLOW THE MOE TO CONCENTRATE ON ITS PRIMARY FUNCTION OF PLANNING AND SETTING POLICY FOR A NATIONAL EDUCATION SYSTEM.

D. INSTITUTIONALIZATION OF ESSP DEPARTMENTS: DECISIONS MUST BE MADE ABOUT THE FUTURE OF SEVERAL ACTIVITIES (OR DEPARTMENTS) THAT ARE SUPPORTED AND CONTROLLED BY THE ESSP:

1. INSTRUCTIONAL MATERIALS DEVELOPMENT CENTER (IMDC).
2. RESEARCH AND PLANNING DEPARTMENT.
3. EDUCATIONAL MANAGEMENT INFORMATION/INSTITUTIONAL DEVELOPMENT.

THE TECHNICAL NATURE OF THE ESSP ACTIVITIES LISTED ABOVE NECESSITATES THAT THEY BE RETAINED UNDER PROJECT CONTROL UNTIL PROJECT TERMINATION. IT MAY BE THAT IMDC COULD BE THE FIRST TO BE TRANSFERRED TO THE MOE SINCE MATERIALS PRODUCTION IS AN ACTIVITY IN WHICH THE MOE HAS EXPERIENCE, HOWEVER, OTHER ALTERNATIVES ARE GIVEN BELOW UNDER RECOMMENDATIONS.

D.1. RECOMMENDATION ON IMDC: THERE ARE ALTERNATIVES FOR INSTITUTIONALIZING THE IMDC. FIRST, AS MENTIONED ABOVE, IT CAN BE TRANSFERRED TO THE MINISTRY OF EDUCATION, WHICH HAS AFTER ALL SOME GOOD EXPERIENCE IN MATERIALS PRODUCTION.

A SECOND POSSIBILITY IS TO DECENTRALIZE THE IMDC FUNCTION AND PLACE RESPONSIBILITY FOR MATERIALS DEVELOPMENT IN THE REGIONAL EDUCATION CENTERS. THE RECS ARE CLOSER TO THE SCHOOLS AND MORE EASILY AWARE OF THE SCHOOL NEEDS FOR EDUCATIONAL MATERIALS.

FINALLY, THERE IS THE POSSIBILITY (WHICH DESERVES SPECIAL CONSIDERATION) FOR MOVING THE IMDC INTO THE PRIVATE SECTOR. IT CAN FUNCTION AS A PRINCIPAL CONTRACTOR FOR EDUCATIONAL MATERIALS PRODUCTION AND BE ENGAGED BY THE MOE AND OTHER ORGANIZATIONS TO PREPARE MATERIALS. THE IMDC HAS RECEIVED ITS SUPPORT FROM THE ESSP AND THERE MAY BE SOME OBJECTION TO ITS BECOMING A PROFIT-MAKING COMPANY. IF SO, IT WOULD BE PLAUSIBLE TO HAVE IT CONTINUE AS AN INDEPENDENT, NON-PROFIT ORGANIZATION.

RESEARCH AND PLANNING AND EMIS: IT WILL TAKE SOME TIME FOR ESSP TO DEVELOP THESE ACTIVITIES TO THE POINT WHERE THEY HAVE BEEN THROUGH THE PROCESS OF COLLECTING AND MANIPULATING THE DATA FOR AT LEAST ONE CYCLE. AFTER THAT THE ESSP STAFF SHOULD HAVE ENOUGH EXPERIENCE TO PROVIDE THE GUIDANCE THE MOE MUST HAVE TO REPEAT THE DATA COLLECTION AND ANALYSIS NEEDED.

D.2. RECOMMENDATION: THE MOE SHOULD BE ADVISED OF AND INSTRUCTED IN EMIS AND RESEARCH/PLANNING ACTIVITIES BUT NOT BEFORE THE ESSP STAFF IS SATISFIED THAT THE SYSTEM AND TECHNOLOGY HAS BEEN TESTED AND REFINED TO THE POINT WHERE IT IS TRANSFERABLE TO THE MOE.

E. THE ECA, THE MOE AND TEXTBOOKS FOR SECONDARY SCHOOLS:

THE DIRECTORS OF ECA, MINISTRY OF EDUCATION OFFICIALS AND IN FACT THE LEADERSHIP OF THE ESSP ARE DEEPLY CONCERNED THAT THEY MAY NOT HAVE THE FUNDING TO COMPLETE THE PREPARATION AND PRINTING OF SECONDARY SCHOOL TEXTBOOKS. AFTER THE USG HAS INVESTED MORE THAN \$30 MILLION SINCE 1986 IN REBUILDING THE AFGHAN EDUCATION SYSTEM, IT SEEMS REASONABLE AND NECESSARY TO INVEST ANOTHER ONE TO TWO MILLION DOLLARS TO ROUND OUT THE EFFORT.

TO TERMINATE ASSISTANCE JUST SHORT OF DOING THE COMPLETE GRADE ONE THRU TWELVE TEXTBOOK SERIES, WILL CERTAINLY LEAVE THE IMPRESSION THAT THE USG HAS NOT LIVED UP TO ITS AGREEMENT. INITIALLY, THE ESSP WAS TO HAVE PREPARED SECONDARY LEVEL TEXTS AND HAS IN FACT COMPLETED MOST HIGH SCHOOL SCIENCE AND MATH BOOKS. ESSP REPORTS THAT ECA HAS PRINTED AND DISTRIBUTED SOME 348,000 TEXTBOOKS (GRADES 7-9), AND 41,000 TEXTBOOKS (GRADES 10-12).

THE AFGHAN ECA DIRECTORS AND THE ESSP LEADERS EXPRESS A NUMBER OF CONCERNS ABOUT NOT BEING ABLE TO PRINT AND DISTRIBUTE THE SECONDARY SCHOOL TEXTBOOKS:

1. THEY WANT TO SEE THEIR WORK CARRIED TO COMPLETION IN A WAY THAT WILL BE MOST BENEFICIAL TO AFGHAN YOUTH.

2. THEY BELIEVE THAT LEAVING THE WORK INCOMPLETE WILL AFFECT THE ECA'S CREDIBILITY WITH THE ISLAMIC GOVERNMENT OF AFGHANISTAN. THIS IS ESPECIALLY TRUE SINCE THE MINISTRY OF EDUCATION HAS MADE KNOWN ITS URGENT NEED FOR HIGH SCHOOL TEXTBOOKS AND HAS ASKED ECA FOR HELP IN PROVIDING THEM TO THE SCHOOLS.

3. BOTH THE MOE AND ECA HAVE EXPRESSED CONCERN THAT THEY WILL HAVE NO ALTERNATIVE BUT TO SEEK ASSISTANCE FROM OTHER DONORS FOR HIGH SCHOOL TEXTBOOK PRODUCTION. IT APPEARS THAT CERTAIN ARABIC AND OTHER ISLAMIC NATIONS, AS WELL AS EUROPEANS, ARE PREPARED TO SUBMIT SAMPLE BOOKS FOR ECA REVIEW AND MOE APPROVAL. FOR THE SAKE OF ARTICULATION FROM GRADE 8 ONWARD, AND FOR REASONS THAT ARE POLITICAL, THE MOE/ECA WANTS TO EXTEND TO THE SECONDARY SCHOOLS THE SAME QUALITY OF TEXTBOOK IT HAS PROVIDED TERTIARY EDUCATION.

4. THE MOE HAS EXPRESSED CONCERN THAT TEENAGE GRADUATES OF THE EIGHTH GRADE, WHO HAVE BEEN ACCUSTOMED TO USING THE ESSP/ECA TEXTBOOKS, WILL BE VERY FRUSTRATED AND ANGRY AT NOT HAVING ADEQUATE HIGH SCHOOL BOOKS. THE MOE BELIEVES SUCH STUDENTS WOULD CONSTITUTE A SIGNIFICANT DISGRUNTLED ELEMENT IN THE URBAN AREAS.

5. FINALLY, AFGHAN LEADERS MAKE THE POINT THAT SECONDARY SCHOOL GRADUATES WILL BE VERY MUCH NEEDED IN THE RECONSTRUCTION OF AFGHANISTAN. THEY SHOULD BE AVAILABLE IN LARGE NUMBERS AND HAVE A GOOD BACKGROUND IN SCIENCE AND MATH SO THAT THEY WILL BE ABLE TO SERVE THE NEED FOR TECHNICAL PERSONNEL IN HEALTH CARE, AGRICULTURE AND ENGINEERING TECHNOLOGY, EDUCATION AND OTHER AREAS THAT REQUIRE LITERATE WORKERS.

E.1. RECOMMENDATION: IF FUNDS BECOME AVAILABLE, \$1 TO \$2 MILLION WILL PROVIDE UP TO 14 BOOKS TO CARRY EACH STUDENT THROUGH THE FOUR YEARS OF HIGH SCHOOL. DISTRIBUTION WILL BE SIMPLE AND INEXPENSIVE SINCE HIGH SCHOOLS ARE LOCATED ALMOST EXCLUSIVELY IN URBAN AREAS. RECOMMEND, FOR ALL OF THE REASONS STATED ABOVE THAT SECONDARY LEVEL BOOKS BE FUNDED.

E.2. RECOMMENDATION: RECOGNIZING THAT SERIOUS REDUCTIONS HAVE BEEN MADE IN USG PROJECT FUNDING, USAID/ESSP MIGHT WISH TO REVIEW THE PIPELINE AND CURRENT ESSP/ECA ORGANIZATION AND ACTIVITIES TO DETERMINE WHERE IT MIGHT BE ABLE TO SHIFT FUNDS TO THE COMPLETION OF THE SECONDARY LEVEL BOOKS. POSSIBLE SAVINGS COULD COME FROM SCHOOL SALARY SAVINGS AND/OR RELATED MONITORING SAVINGS. IF THESE SAVINGS ARE ADDED TO FUNDS ORIGINALLY EARMARKED FOR SECONDARY BOOKS (\$315,000) THE TOTAL AVAILABLE WOULD BE \$936,000, ENOUGH FOR ONE SET OF BOOKS FOR EVERY TWO HIGH SCHOOL STUDENTS. PERHAPS A SERIOUS SEARCH WILL REVEAL POSSIBILITIES FOR REALLOCATIONS FROM OTHER USG PROJECTS THAT ARE BEING CLOSED OR BEING REDUCED DUE TO CHANGES IN PROGRAM PRIORITIES.

E.3. RECOMMENDATION: THE UNDP IS VERY INTERESTED IN GETTING ITS ANTI-DRUG MESSAGES TO AFGHAN YOUTH. ESSP/ECA SHOULD PURSUE THE POSSIBILITY THAT UNDP WILL PAY TO PUT ITS MESSAGE ON THE BACK COVER OF EACH SECONDARY LEVEL TEXTBOOK. THEY COULD PUT APPROXIMATELY 14 MESSAGES INTO THE HANDS OF EACH STUDENT OVER A FOUR YEAR PERIOD. UNDP FUNDS COULD HELP TO OFFSET THE COST OF THE PUBLICATIONS SO THAT CONSIDERABLY LESS USAID/ESSP FUNDING THAN THE PRESENT ESTIMATE OF RUPEES 19 EACH BOOK WOULD BE NEEDED.

#### IV. ECA: FUTURE FUNDING ALTERNATIVES AND POSSIBLE CONSEQUENCES

LISTED IN THE "PREFACE" TO THIS REPORT ARE THREE QUESTIONS PUT TO THE DIRECTORS OF THE ECA. THE QUESTIONS ARE REPEATED BELOW ALONG WITH A SYNTHESIS OF THEIR RESPONSES (INTERPRETED AND ELABORATED UPON).

THE ECA DIRECTORS WERE ASKED TO GIVE THEIR THOUGHTS ON THE FUTURE OF ECA:

##### QUESTION 1. IF FULL USAID/UNO FUNDING IS PROVIDED OVER THE NEXT FOUR YEARS?

BY 1997 A STABLE AFGHAN GOVERNMENT WILL HAVE BEEN SEATED FOR A YEAR OR MORE. THE ECA WILL HAVE MATURED INTO A STPONGER, WELL-STAFFED UNIT PREPARED TO BE FULLY INTEGRATED INTO THE MOE. THE TRANSITION SHOULD BE ACCOMPLISHED SMOOTHLY BECAUSE ECA WILL HAVE HAD TIME TO FUNCTION COOPERATIVELY WITH A STABLE GOVERNMENT AND WOULD HAVE BEEN ABLE TO PLACE SELECTED ECA STAFF WITHIN THE MOE OVER THE PREVIOUS YEARS.

FURTHER, THERE WILL BE TIME TO MAKE DECISIONS ABOUT THE FUTURE OF THE IMDC, ABOUT THE QUETTA, PESHAWAR AND KABUL OFFICES OF ESSP/ECA AND, MOST IMPORTANTLY, TIME TO TEST THE EFFICACY OF THE NINE REGIONAL CENTERS (RECS).

BY 1997, THE MOE WILL HAVE ACCEPTED THE RECS AS VALUABLE OPERATING FIELD UNITS OF THE MOE THUS ALLOWING MOE/KABUL TO FREE ITSELF FROM MANY BURDENSOME OPERATIONAL DETAILS. THE MOE WILL HAVE MORE TIME TO DEVOTE TO ITS MAJOR RESPONSIBILITY OF SETTING PRIORITIES AND POLICIES FOR A NATIONAL EDUCATION SYSTEM.

FOUR MORE YEARS OF FULL FUNDING OF ECA/ESSP WILL FIND THE "ACCESS AND EQUITY" ISSUES FULLY ADDRESSED BY 1997. THERE WILL BE EVIDENCE OF GROWING NUMBERS OF SCHOOLS AND OF SCHOOL ENROLLMENTS (ESPECIALLY FEMALES). THE PROGRAMS OF ADULT LITERACY AND HOME SCHOOLS SHOULD BE AT LEAST PARTIALLY INSTITUTIONALIZED. THERE SHOULD BE ADEQUATE NUMBERS OF TEACHERS FOR SCHOOLS AND FOR LITERACY PROGRAMS AS THE RECS WILL BE DEEPLY INVOLVED WITH BASIC TEACHER TRAINING AND UPGRADING.

TEXTBOOKS FOR GRADES 1 THROUGH 12 WILL HAVE BEEN PROVIDED TO EVERY STUDENT. NEEDED LITERACY BOOKS, BOTH BASIC AND SUPPLEMENTARY, WILL HAVE BEEN PRODUCED.

IN A LESS OPTIMISTIC SCENARIO: IT IS POSSIBLE THAT BY 1997 THERE IS STILL NOT A STABLE AFGHAN GOVERNMENT IN KABUL. IN THAT CASE, USAID/ESSP/ECA MAY FIND ASSURANCE IN THE FACT THAT NINE STRONG REGIONAL EDUCATION CENTERS SHOULD BE ABLE TO CONTINUE TO SERVE THE EXISTING SCHOOLS USING LOCAL RESOURCES PLUS WHATEVER SUPPORT THEY MAY BE ABLE TO GARNER FROM OTHER DONORS OR FROM KABUL.

THE QUESTION ARISES: WOULD STRONG REGIONAL EDUCATION CENTERS, OPERATING WITH MINIMAL SUPERVISION AND SUPPORT FROM A WEAK MOE, FALL VICTIM TO LOCAL POLITICAL SQUABBLES? CONSISTENT RESPONSE OF THE SEVEN POLITICAL PARTIES TO EDUCATIONAL PROGRAMS HAS BEEN POSITIVE AND INCLUDED MULTI-PARTY COOPERATION IN ECA. ECA/ESSP HAS EVERY REASON TO BELIEVE THAT THE PARTIES HAVE DEMONSTRATED THE BELIEF THAT EDUCATION IS OF BENEFIT TO ALL AND IS ABOVE POLITICS.

**QUESTION 2. IF U.S. FUNDING WERE GRADUALLY REDUCED OVER THE NEXT TWO YEARS?**

A REDUCTION IN USAID\ESSP FUNDING FOR ECA WOULD BE REFLECTED IN MODIFIED OBJECTIVES AND GOALS. TEXTBOOK AND MATERIALS PRODUCTION WOULD BE CURTAILED; SUPPORT FOR THE REGIONAL EDUCATION CENTERS WOULD HAVE TO BE REDUCED OR PERHAPS SOME RECS CLOSED IF LOCAL OR OTHER DONOR FUNDING IS NOT AVAILABLE. ESSP WOULD BE REDUCED IN SIZE AND THE ECA PERSONNEL WOULD HAVE TO FIND RESOURCE SUPPORT FROM THE MOE (IF THERE IS A STABLE KABUL GOVERNMENT BY 1995).

MANY OF THE POTENTIAL ACCOMPLISHMENTS OF ESSP/ECA WILL BE UNREALIZED. IT WILL BE NECESSARY TO REVISE DOWNWARD THE PROGRAMS IN TEXTBOOK AND LITERACY BOOK PRODUCTION AND IN TEACHER TRAINING. ALL PERSONNEL WILL BE OCCUPIED WITH UTILIZING REMAINING RESOURCES TO BRINGING TO SOME LEVEL OF SUCCESS, THE PROGRAMS ALREADY UNDERWAY.

REDUCTION IN FUNDING IN THE NEXT TWO YEARS MIGHT NECESSITATE AN EARLY INTEGRATION OF ECA/ESSP UNITS AND ACTIVITIES INTO THE MOE. THAT MAY BE ACCEPTABLE IF THE MOE IS PART OF A VIABLE AFGHAN GOVERNMENT. IF ON THE OTHER HAND, THE GOVERNMENT IN KABUL AND THE MOE HAVE NOT ADVANCED BEYOND THEIR CURRENT UNSTABLE CONDITION, THEN HAVING TO MOVE ECA/ESSP INTO THE MOE COULD MEAN LOSING MUCH OF WHAT HAS BEEN ACCOMPLISHED SINCE 1986.

**QUESTION 3. IF U.S. FUNDING WERE REDUCED TO A MAINTENANCE LEVEL FROM 1995 ONWARD?**

IF "MAINTENANCE LEVEL" IS INTERPRETED TO MEAN JUST SUFFICIENT FUNDING TO CARRY ON THE BASIC ESSP/ECA PROGRAMS ALREADY UNDERWAY, THEN CERTAINLY THE PRIORITY AREAS THAT MUST RECEIVE THE FUNDING ARE TEXTBOOK AND MATERIALS PRODUCTION AND DISTRIBUTION AND RELATED TEACHER TRAINING.

MOST, IF NOT ALL, OF THE ADDITIONAL ACTIVITIES INTENDED TO ENHANCE THE FUTURE OF AFGHAN EDUCATION WILL NECESSARILY BE LEFT INCOMPLETE. THERE IS, OF COURSE, THE POSSIBILITY THAT ECA MAY BE ABLE TO GET THE ASSISTANCE OF ANOTHER DONOR TO SUPPORT THE PROGRAMS ESSP/ECA HAVE UNDERWAY IN LITERACY, HOME SCHOOLS, CURRICULUM DEVELOPMENT, MATERIALS DEVELOPMENT AND REGIONAL EDUCATION CENTER INSTITUTIONALIZATION. THE DISADVANTAGE OF INTRODUCING ANOTHER DONOR INTO THESE ACTIVITIES IS THAT THEY MAY DEMAND CHANGES IN THE NATURE AND DIRECTION OF THE PROGRAM.

IN SPITE OF THE DISADVANTAGES OF MAINTENANCE LEVEL FUNDING BEYOND 1995 (UNTIL 1997), IT IS CERTAINLY PREFERABLE TO THE MORE DRASTIC POSSIBILITY OF FULL FUNDING FOR ONLY THE NEXT TWO YEARS.

#### V. CONCLUSION

USAID/ESSP/ECA WILL BE ABLE TO LOOK BACK WITH PRIDE AND SATISFACTION ON WHAT HAS BEEN ACCOMPLISHED SINCE 1986 IF PRECIPITOUS REDUCTIONS ARE AVOIDED. EDUCATIONAL ADVANCES ARE, BY NATURE, SLOW AND GENERATIONAL. THERE ARE FEW GREAT LEAPS FORWARD!

FUNDING THROUGH AT LEAST 1997, IS ESSENTIAL TO SUPPORT THE LONG-RANGE PLANNING THAT HAS BEEN DONE. THE ESSP PROJECT THROUGH THE ECA HAS BEGUN TO INSTITUTIONALIZE THE BASE FOR REBUILDING THE AFGHAN EDUCATION SYSTEM. THE PROJECT HAS MADE A MAJOR CONTRIBUTION TO THE FUTURE OF AFGHANISTAN, AND POSITIVE RESULTS WILL CONTINUE TO FLOW FROM THE DEDICATED PERSONNEL WHO HAVE BEEN TRAINED UNDER THE PROJECT, AND FROM THE ORGANIZATION AND OPERATION OF ITS VARIOUS DEPARTMENTS.

IT HAS BEEN ASSUMED THAT WITHIN THE NEXT THREE YEARS, THE ISLAMIC GOVERNMENT OF AFGHANISTAN WILL BE STABLE ENOUGH TO ONCE AGAIN UNDERTAKE ITS PROPER RESPONSIBILITIES IN CONNECTION WITH EDUCATION. WHETHER THAT DOES HAPPEN WITHIN THREE YEARS OR NOT, WHAT ESSP/ECA HAS PUT IN PLACE IS FUNDAMENTAL TO THE FUTURE OF AFGHANISTAN.

WITH ENCOURAGEMENT FROM THE VARIOUS AFGHAN GOVERNMENTS OF THE PAST FEW YEARS, THE PROJECT HAS DONE WHAT RECENT MINISTRIES OF EDUCATION HAVE BEEN UNABLE TO DO. ESSP/ECA HAVE SET A STANDARD AND PATTERN OF OPERATION THAT, IF ADOPTED BY THE PRESENT AND FUTURE MINISTRIES OF EDUCATION WILL BRING UNPRECEDENTED INCREASES IN ENROLLMENTS, QUALITY AND EFFICIENCY TO AFGHAN EDUCATION.

**APPENDIX A**

BRIEFING PAPER  
EDUCATION SECTOR SUPPORT PROJECT (ESSP)  
31 MARCH 1993

I. INTRODUCTION:

- A. THE UNIVERSITY OF NEBRASKA AT OMAHA (UNO) IS THE TECHNICAL ASSISTANCE CONTRACTOR FOR THE ESSP AND IS BY THE EDUCATION INC. UNO HAS A LONG HISTORY OF SUPPORT FOR THE AFGHAN CAUSE: CENTER FOR AFGHANISTAN STUDIES (SINCE 1972), LIBRARY COLLECTION, HIGHER EDUCATION PROJECT AT KABUL UNIVERSITY (1974-1978), ATLAS OF AFGHANISTAN PROJECT, AFGHAN PARTICIPANT TRAINING, AND THE EDUCATION SECTOR SUPPORT PROJECT (1986-92).
- B. THE USAID OFFICE FOR AFGHANISTAN AFFAIRS SERVICES THE PROJECT. PROJECT IMPLEMENTATION OF THE INITIAL ESSP BEGAN IN OCTOBER 1986 AND WAS COMPLETED 30 APRIL 1992 WITH EXPENDITURES OF APPROX \$31.6 MILLION. A NEW THREE YEAR ESSP CONTRACT WAS INITIATED 1 MAY 1992. EXPENDITURES THROUGH 31 MARCH 1993 WERE APPROX \$4.2 MILLION. THE PROJECT CONTRACT THOUGHT FY95 IS 18.0 MILLION.
- C. THE COUNTERPART AGENCY FOR ESSP IS THE EDUCATION CENTER FOR AFGHANISTAN (ECA). INITIALLY, ECA WAS ADVISED BY REPRESENTATIVES OF THE ALLIANCE, LATER REPORTED AS A SUBUNIT THROUGH THE MINISTRY OF EDUCATION/AFGHAN INTERIM GOVERNMENT (AIG) AND AFGHAN EDUCATION AUTHORITY (AEA), AND CURRENTLY IS INVOLVED IN INFORMAL DIALOGUE AND PRELIMINARY PLANNING WITH THE MINISTRY OF EDUCATION/KABUL. ESSP EXPATRIATE STAFFING INCLUDES SIX POSITIONS.

II. PROGRAM OBJECTIVES:

- A. TO STRENGTHEN THE PRIMARY SCHOOL NETWORK BY IMPROVING ITS KEY ELEMENTS, INCLUDING CURRICULUM, TEXTBOOKS, AND INSTRUCTIONAL AIDS, TEACHER TRAINING AND CENTRAL CAPABILITIES IN PLANNING, BUDGETING, AND POLICY DEVELOPMENT.
- B. TO INCREASE THE INCIDENCE OF ADULT LITERACY BY PROVIDING TEXTBOOKS, INSTRUCTIONAL MATERIALS, AND TECHNICAL GUIDANCE TO GROUPS ENGAGED IN LITERACY TRAINING.

III. SUMMARY OF ACCOMPLISHMENTS - ESSP (OCTOBER 1995 THRU APRIL 1992)

- A. EDUCATION CENTER FOR AFGHANISTAN (ECA)
  - . OPERATIONAL IN FALL OF 1986
  - . INTEGRATED INTO AIG/MINISTRY OF EDUCATION IN 1989
  - . AFGHAN EDUCATION AUTHORITY IN THE FALL OF 1991
  - . INFORMAL DIALOGUE WITH THE MOE/KABUL SINCE APRIL 1992
  - . MAIN OFFICE IN PESHAWAR, TWO REGIONAL OFFICES
  - . 82 EMPLOYEES AND 7 DEPARTMENTS

(OCTOBER 1986 THRU APRIL 1992 - CONTINUED)

B.	<u>SCHOOLS</u>	<u>ACTIVE</u>	<u>SALARIED</u>
	AFGHANISTAN	1,178	1,013
	REFUGEE/PAKISTAN	1,031	1,031 (8,040 STAFF)
C.	<u>TEXTBOOKS</u>	<u>PREPARED</u>	<u>PRINTED</u>
	GR. 1-6	56	8.1 MILLION
	GR. 7-9	93	1.2 MILLION
	GR. 18-12	15	37 THOUSAND
D.	<u>TEACHER TRAINING</u>	<u>NUMBER</u>	<u>TRAINING PERI</u>
	MASTER TRAINERS	52	20 WEEKS
	TEACHER TRAINERS	66	10 WEEKS
	CLASSROOM TEACHERS	1,314	4 WEEKS
E.	<u>LITERACY</u>	<u>COURSES</u>	<u>PARTICIPANTS</u>
	MUJAHIDEEN	2,265	43,694
F.	<u>SCHOLARSHIPS</u>		
	50 PARTICIP. (ASP)	43 RET. 0	IN-GROG. 7 OUT OF STATUS
	10 PARTICIP. (ASP/WEB)	0 RET. 10	IN-PROG. 0 OUT OF STATUS
	45 PARTICIP. (WEB)	8 RET. 35	IN-PROG. 2 OUT OF STATUS
G.	<u>MATERIAL DEVELOPMENT</u>	<u>KITS</u>	<u>SILKSCREEN POSTERS</u>
	EDUC. MATERIALS	66,875	216,890
	MINE AWARENESS	738,520	2.2 MILLION
	NARCOTIC AWARENESS	2,686	11,700
H.	<u>TEACHERS' GUIDE</u>	<u>SUBJECTS</u>	
	GR. 1-3	READING AND MATH	
	GR. 4-9	READING, MATH, SCIENCE, SCO. STUDIES	
I.	<u>MANPOWER TRAINING</u>	<u>SKILLS AREA</u>	<u>STDTS ENR</u> <u>STDTS PASS</u>
	PESHAWAR (MALE)	OFFICE/TRADE	906 622
	PESHAWAR (FEMALE)	OFFICE	35 27
	QUETTA	TRADE	376 251
	HAYATABAD	AUTO	50 42
IV.	<u>SUMMARY OF ACCOMPLISHMENTS - ESSP (MAY 1992 THRU MARCH 1993)</u>		
A.	<u>EDUCATION CENTER FOR AFGHANISTAN (ECA)</u>		
	REGIONAL OFFICE ESTABLISHED IN KABUL.		
B.	<u>SCHOOLS</u>	<u>ACTIVE</u>	<u>SALARIED</u>
	AFGHANISTAN	1,133	1,065
C.	<u>TEXTBOOKS</u>	<u>DISTRIBUTED</u>	
	GR. 1-6	1,441,548	
	GR. 7-9	348,457	
	GR. 10-12	41,253	

D. CURRICULUM QUALITY  
 DEVELOPMENT INCLUDES SCOPE/SEQ. FOR GR. 1-3, READING, MATH/SCI.  
 AND SOC. STUDIES; SCOPE/SEQ. FOR GR. 406 SOC. STUDIES; TEACHING  
 GUIDES FOR GR. 109; AND 4MAT LESSON UNITS FOR GR. 1-3.

E. <u>MATERIAL DEVELOPMENT</u>	<u>KITS</u>	<u>QUANTITY</u>	<u>TYPE</u>
PRIMARY/LITERACY	10,930	65,580	CHARTS/MAPS (6 KINDS)
LANGUAGE/MATH (PRIMARY)	10,530	25,320	BOARDS (3 KINDS)
STORYBOOKS (PRIMARY)	-----	46,100	CLOTH (11 KINDS)
SCIENTIFIC (PRIMARY)	1,181	8,267	MATH/SC.AIDS (7 ITEMS)
SCIENTIFIC (MIDDLE)	5,400	21,600	CHARTS (4 KINDS)

F. <u>TEACHER TRAINING</u>	<u>NUMBER</u>	<u>PROGRAM</u>	<u>TRNG PERIOD</u>
SPECIALIST FACILITATORS	16	TRAINING	3-4 MONTHS
MASTER TRAINERS (M-7, F-20)	27	TRAINING	16 WEEKS
TEACHER TRAINERS (MOE/AIG)	10	TRAINING	10 WEEKS
CLASSROOM TEACHERS (ECA)	1113	TRAINING	4 WEEKS
MASTER TRAINERS (M-65, F-16)	81	IN-SERVICE	10 DAYS
TCHR EDUCATORS (ECA/MTT)	104	IN-SERVICE	3 DAYS

G. LITERACY TEXTBOOK AND MATERIAL DEVELOPMENT  
 LEARNING TO READ AND WRITE (VOL. 1) FOR HOME/FAMILY WITH TEXT,  
 TEACHING GUIDE AND READING PAMPHLETS; AND LEARNING TO READ AND  
 WRITE (VOL. 2) FOR FARMERS WITH TEXT AND TEACHING GUIDE. SEVEN  
 MASTER TEACHER TRAINERS (FEMALE) PROVIDED TRAINING - 2 WEEKS.

H. SCHOLARSHIPS  
 45 PARTICP. (CONTD.) 6 RET. 39 INPROG.+ 0 OUT-OF-STATUS

I. <u>MANPOWER TRAINING</u>	<u>SKILLS AREA</u>	<u>STDTS ENR</u>	<u>STDTS IN-PROG.+</u>
PESHAWAR (MALE)	OFFICE/TRADE	213	150
PESHAWAR (FEMALE)	OFFICE	43	34
QUETTA	TRADE	175	124
HAYATABAD	AUTO	89	78
MARUF	TRADE	52	38
GHAZNI	TRADE	120	83

\*NOTE: STUDENTS IN-PROGRESS WHEN TRANSFERRED TO HRD ON 30 SEPT.  
 1992.

**APPENDIX B**

Islamic State of Afghanistan  
Ministry of Education  
Education Center  
Executive Directorate

No: 1829

6 MAY 1993

To: UNO/ESSP

Letter No. 1005 dated 6 MAY 1993 from Ministry of Education was received, and again the Education Ministry has asked for cooperation of ECA in the various fields of education. Moreover, according to other letters which were referred to the respected office, the Ministry of Education has asked for textbooks for grades 9-12, for female schools, which is the most necessary item.

Therefore, kindly pay heed attention for supplying the urgent need of the female schools. In view of the request each volume of the 9-12 textbooks should be printed in quantities of 10,000 volumes, so at least one volume of textbook be put at the disposal of several students. Again, we eagerly request your serious attention in this regard. Presently, the education of females is enjoying special importance and without having textbooks we can not possibly accomplish the main objectives. The request from Ministry of Education is attached with the letter.

Regards,

Alhaj Abdul Shukoor  
Assistant Head of ECA and  
Executive Director

Islamic State of Afghanistan  
Ministry of Education  
Documents and Relations Department

No: 1005

6 May 1993

To: ECA

As you are fully aware that based on the instruction of the Education Ministry office last year in the presence of the authorized representatives of the esteemed center (ECA) the new educational curriculum for general education grades 1-9 for the country was drafted and constituted and, after presentation to leading body of Education Ministry and entering necessary amendments and changes, was approved by issuing the resolution No. 256 dated 19.9.71.

In the resolution of the tasks of the concerned departments as specified and as far as the Compilation and Translation Department (CTD) is concerned, its academic and professional staff in the first step, by holding its academic committees, prepared the teaching programs involved in the new educational curriculum; and afterwards, the particulars of each subjects to be worked out taking in view the circumstances and demands of the time and requirements of Islamic society. The academic committees related to various sections of (CTD) has carried out the drafting process. After constitution of the particulars, the compilation of textbooks will be launched.

According to the resolution, the academic and professional staff of (CTD) and the administrative body desire the authorized academic and professional representatives of your center (ECA) to attend the committee allocated for revision and scrutiny of the teaching program, to make use of the exchanging of views and for providing of the concepts of academic works associated with scientific norms. We are desirous that you could help provide such a framework and provide opportunity through your representatives in Kabul so that your esteemed representatives, not only contribute in the compilation and preparation of teaching programs, subject particulars, preparing the teaching guides for previously printed textbooks and distribution of textbooks by esteemed center (ECA) but, they may cooperate with us in holding seminars and workshops for introducing the new educational curriculum, and teaching methods of ECA Peshawar textbooks to Kabul City schools, and in similar gatherings with the purpose of improvement of the quality and quantity of Teaching Programs in the country.

The (CTD) with the financial assistance of UNESCO held a workshop for introducing the new educational curriculum for key persons of the central departments of the Education Ministry, designers of education curriculum and school supervision; however, regrettably we had no participants from your office in Kabul nor from the headquarters of ECA in Peshawar.

Due to time constraint and from the other due to non-accessibility to you resulted to your non-attendance in this workshop.

In order that the (CTD) staff and ECA staff be sincere collaborators and do good works in all academic and educational activities do not forget them in your activities, invite as to utilize your experiences and to gain knowledge. The staff have been and are desirous for your consultation and cooperation in their works. The education of our new generation, which during the recent 14 years have been subjected to prompt transformations and changes, in the future should meet the requirements of Islamic society and be harmonious and parallel with the requirements of time and, in a short time, help embark on the path of progress and prosperity.

Regards,

Chief Researcher Abdul Hakim Helali  
Administrative Deputy Minister

## **APPENDIX C**

To: John W. Tucker, HRDO  
O/AFO

From: G. R. Borjesson, Team Leader  
UNO/ESST

Ref: ECA Relationship With MOE/Some Thoughts

Date: 4 May 1993

I would classify the ECA and MOE activities as follows:

Phase 1. Dialogue/Discussions

The key items which ECA has had dialogue with the MOE over the past year have been as follows:

- a. Need for textbooks/instructional materials for the government schools and printing of the textbooks.
- b. Need for teacher training for the teachers in the schools.
- c. Discussions related to a need for a uniform curriculum.
- d. Need for providing literacy training for the people of Afghanistan.
- e. Discussions concerning payment of teacher salaries and that it is a government responsibility.
- f. Need for upgrading school facilities.

Phase 2. Cooperative Planning.

Cooperative planning can include such issues as the following:

- a. How to provide more access to the schools for the children (boys and girls) of Afghanistan.
- b. How to facilitate community interest and support for education by providing community volunteers and community contributions for the schools, whether financial or programmatic.
- c. Planning for teacher training, textbook distributions, and curriculum development.

Phase 3. Cooperative Activities.

Cooperative activities would include the following:

- a. Joint monitoring of schools.
- b. Joint distribution of textbooks.
- c. Joint participation in special research/planning studies undertaken in conjunction with ESSP/ECA EMIS activities.

Phase 4. Training/Curriculum Development.

- a. Training and upgrading of MOE staff.
- b. Development of textbooks jointly with MOE curriculum staff.
- c. Joint training of the teachers.

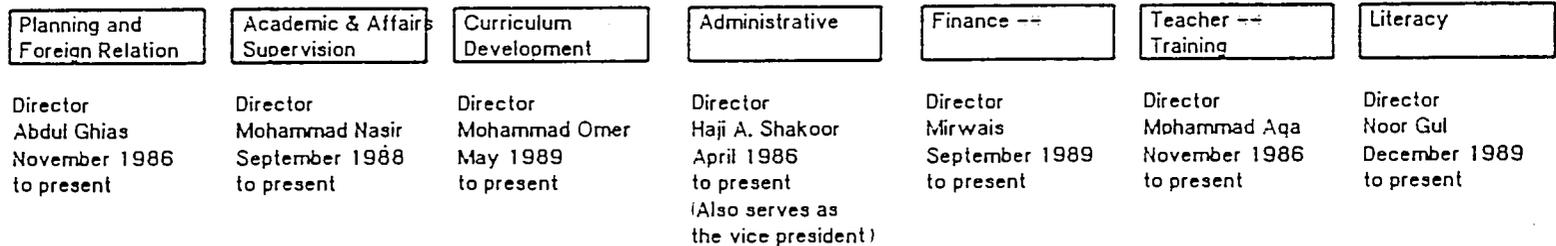
Phase 5. Financial

- a. Providing of financial resources directly through the MOE to strengthen the MOE and the primary school infrastructure.

ORGANIZATIONAL CHART  
EDUCATION CENTER FOR AFGHANISTAN

Education Council of  
the Seven Party Alliance -

General Director  
of the ECA -



-- Note: Mirwais and Mohammad Aqa positions were shifted in March 1993 with Mirwais going to Finance and Mohd Aqa to Teacher Training.

Note: The Education Council of the Seven Party Alliance was dissolved when ECA became a subunit of Afghan Interim Government in Peshawar/Ministry of Education in 1989. Initially, the General Director was rotated among the directors, but currently is being maintained upon.