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FROM - **KABUL**

SUBJECT - **End of Tour Report**

REFERENCE - **Manual Order 326.3 effective November 18, 1966**

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TAB
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Names: Dr. Edwin L. Martin	Job Title: Chief, Education Division
Country of Assignment: Afghanistan	Prior Country Assignments: None
Tour of duty began: August 10, 1966	
Tour of duty ended: June 28, 1971	
Project Activities in which engaged:	

Activity

Contractor

Education Division, USAID/A Activities	Direct Hire
Project 091, Elementary & Secondary Education	
Faculty of Education, Kabul University	TCCU
Primary Teacher Education, Institute of Education (terminated 7/1/67)	TCCU
Curriculum and Textbook, MOE	TCCU
Lycee Project in Science & Mathematics, Institute of Education (terminated 6/30/68)	TCCU
School Building Construction, MOE (terminated 6/30/68)	DMJM
Community Schools, MOE (terminated 6/30/68)	Direct Hire
Project 092, Agriculture Education	
Faculty of Agriculture, K.U.	Wyo. University
Project 093, Technical Education	
Faculty of Engineering, Kabul University	EDC
Afghan Institute of Technology	SIU
Project 013, Kabul University Administration Improvement	IUF

OTHER AGENCY

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The Education Division at the beginning of this reporting period was made up of five professional educators, two secretaries, and one Third Country National working with six Education contract teams. At the end of the period, the Division was composed of only two professional educators, one secretary, one host country national, working with five educational contract teams.

The Manual Order covering ETRs, Reference A, directs that this report should cover the outstanding elements of experience not dealt with in other reports, emphasizing the difference between the U.S. and the local experience. In keeping with the instructions of the Manual Order, this report will highlight those problem areas in which there appears to be need for future planning. The writer does not intend for the report to be taken as a negative one because of emphasis on problem areas. It is the opinion of the writer that the projects in education at this Mission have been positive and productive toward Mission goals. The personnel working in Education have, for the most part, been dedicated, hardworking, highly professional people. The relationship with host country nationals, with other donor agency personnel and with people in other Divisions of the Mission has been outstanding. Project goals have been met and educational programs in Kabul University and the Ministry of Education have moved ahead because of U.S. assistance. These achievements have been brought about through the efforts of both direct hire and contract employees.

It seems appropriate to comment on the direct hire staff at a time when there has been a drastic reduction in personnel. The writer has had many years of professional experience before joining the Agency in dealing with educators and professional employees in many different settings. In the judgement of the writer, the quality of direct hire professional personnel assigned to the Education Division has been consistently high and stronger on the average than would normally be found in a U.S. college or public school system. Any criticism of Agency recruitment in this area would not be valid as it applies to this particular situation. The direct hire personnel have been a strength in the Mission's educational program for which the Agency has just reason to be proud.

Direct hire personnel have been responsible primarily for identifying needs, setting priorities, planning, managing, supporting and evaluating education projects. They have also been responsible for coordinating educational efforts with all U.S. programs, with efforts of other bilateral donors and with UN activities. Educational contractors have been responsible for carrying out project activities, determining methods and procedures, selecting specialists and advisors, and in assisting with planning and evaluation.

The experience of the writer, both Agency and pre-Agency, has convinced him that educational contractors, particularly universities, represent a resource that can be invaluable to the Agency in developing programs and achieving project objectives.

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370.09581 USAID/Afghanistan.

A257 End of Tour Reports of Chiefs of the
Education Division of USAID/Afghanistan.

Martin, Edwin L. 1971

1. Educational development - AF. 2. Program
management - Education - AF. I. Title. II. Authors.

This resource, which cannot easily be duplicated by the Agency itself, includes a university's vast experience in program development, a store of educational materials, and a cadre of professional people who have experience in working together in developing education projects. The potential of a university's contribution to an AID education project is appreciated.

The writer would like to assume a positive attitude toward the university contracts and then point out problems and shortcomings that have developed in this contractual relationship. The writer has had experience on both sides of this contractual relationship. His pre-Agency experience as a college administrator included contract work. His Agency experience, during the period of this report, involved work with six education contractors.

Somewhat typical of problems and shortcomings in contractor performance which have been observed, each with two illustrations, are the following:

1. Universities do not give first priority to off-campus contract work. University officials can be deeply concerned with the problems of an off-campus contract; yet these problems are not usually of first priority. Continued communication between contractors and the Agency can help in this situation. The following are illustrations of this point.

a. One contractor who has generally given more campus support to the project in this Mission than any other contractor, nominated a man as a special advisor in student personnel services who had had no training nor experience in this area. When the writer confronted the Dean of students, who had served previously as a member of the contract team, asking why such a nomination was made, the reply was to the effect "I was simply up to my neck in work here on campus and this young man seemed so eager I went along with the nomination."

b. There was a period of six months, March through August, 1968, when one contract team COP, who was new to his position, got not one single communication from campus even though he had made a number of inquiries on several crucial matters. When communication was resumed, the campus coordinator, whose salary was paid in part from the contract, stated that he had been extremely busy with other matters.

2. After the initial staffing, universities frequently do not continue assigning adequate numbers of campus personnel to contract teams. Universities tend to become expensive hiring halls unless pressure is exerted by the Agency. Off-campus personnel are handicapped by lack of experience in working together. Neither do they take back to campus the field experience which would strengthen the contractor's effectiveness.

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a. At one time a contractor had 43 American contract personnel assigned to the field team, only three of whom had campus status and only one of these was a regular campus employee who returned to campus after his contract tour of duty.

b. At one period another contract team was down to only one regular campus employee who returned to the university at the end of his tour.

3. Universities sometimes use contract teams as a way of accommodating personnel who are no longer needed or wanted on campus.

a. A recent Chief of Party sent to the field by a contractor had been recommended to the Mission through the writer by two university deans. The COP's performance was unsatisfactory and his tour was terminated early. A member of the faculty has recently reported that the deans who recommended the COP were aware of his deteriorated professional qualifications and that they openly discussed sending him to the field to remove him from campus at a time when there was a campus reorganization and they wanted him out of the way.

b. A specialist was sent from a university to work in a very critical area and was kept on the project for four years. The COP confided in the writer that the specialist was being released by the university and was given the overseas assignment to help him during this transition period. The specialist was not taken back on the faculty of the university and appears to be still unemployed a year later.

4. University contract employees, like anyone who is new to foreign technical assistance work, sometimes do not understand the basic principles of technical assistance. They are usually capable and eager to do a job but less able to do the more difficult task of helping a host country national do a job.

a. Many contract employees want to teach, plan programs, and develop shops and laboratories because this is the area of their expertise. They sometimes are too impatient or unable to work through the host country nationals in institutional development.

b. A contractor worked in the Institute of Education for approximately 13 years, during which time there was a sizeable commodity element of consumables such as paper, stencils, etc. At the end of the period, the contract was still providing 100 per cent of the commodities used by the Institute. When the project phased out, the Institute had developed no provisions for its own support and its program suffered immeasurably.

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5. Some universities tend to leave the backstopping of overseas contracts to an overseas administrative office and do not include the substantive departments of the university in project planning and program development.

a. Two years ago a senior tenured professor in a substantive department of a university visited Kabul while on vacation. When personnel from the Education Division questioned the visiting professor on the role of her department, in supporting the project here, she replied that she knew nothing about the project other than knowing such a type of project existed. She also added that the International Programs Division did not work with the substantive division of the university but handled such programs entirely from the administrative office.

b. There is apparently little communication between one university International Programs Office and the School of Agriculture in relation to backstopping the project of the Faculty of Agriculture here. In 1967 the Dean of the School of Agriculture told the writer that he would not "lift a finger to help this project." He did add that he would not lift a finger to hurt the project. At that time the campus coordinator told the writer that support for this project rested primarily with his office.

6. Salaries for contract team personnel are sometimes unreasonably high. The system of paying overhead on salaries, a cost plus arrangement, does not encourage close budgeting by contractors on salaries for contract employees. The AID/AI contract offices determination of salary approvals results at times in unreasonably high salaries.

a. In determining the base salary for a contract employee, the contractor is allowed to take the employee's last academic year salary and annualize it by adding one third, and then add 10 per cent for an overseas incentive. The process of annualizing academic salaries by adding one third is the practice of few, if any, American universities. Most universities add 15 - 20 per cent of an academic salary when an academic appointee's employment is changed to an annual basis. When a 10 per cent overseas incentive and a 20 per cent post-differential are added to a salary, this compounds the error. The formula does not seem to take into consideration, which is a real financial gain, the federal income tax rebate available to contract personnel serving overseas on a two year contract.

b. A number of approved base salaries for contract personnel seems high. As an illustration, one contract employee reported his previous academic salary to be \$13,000 for 10 months during the 1967-68 school year. He was employed as COP on the USAID project in Peru the following year with a base salary of \$19,000. That project was prematurely terminated and he was transferred after one year to a project here as a team member in 1969 at a base salary of \$22,000.

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Although problems and limitations have been highlighted in the paragraphs above, the writer is still of the opinion that the educational projects at this Mission over the past five years have been highly successful. There is strong evidence that the Afghans, through U.S. assistance, have made tremendous strides in developing three Faculties and the central administration at Kabul University; in establishing regional primary school teacher training institutions; in building pilot community schools in every province; in launching a very promising primary school Curriculum and Textbook project; and in developing a model secondary school level vocational technical institute. The success of these projects is well recognized and has been documented in periodic reports and evaluation reviews.

Recommendations:

Drawing from his experience over the past five years, the writer would like to make the following recommendations:

1. Strong USAID project management should be provided for maximizing university contract effectiveness. Projects must be planned by those who have the long vision of AID objectives. Contractors must be guided in understanding AID objectives, assisted and encouraged in carrying out project development, and evaluated periodically in terms of project goals. Without AID direction, projects will lack focus and may not contribute directly to U.S. country objectives.
2. University consortiums, with active Steering committees, should be used as education contractors in preference to single institutions wherever possible. Seldom does a single institution have adequate resources to staff a contract over an extended period with campus personnel. Few universities have facilities for large numbers of participant trainees from any single country. Consortiums of universities can provide these facilities so that specialists going to the field and participants studying in the U.S. will have the guidance of institutions that have a background and an interest in the project. A Steering committee made up of representatives of consortium universities can serve as a check on the performance of the individual institution.
3. The Agency should consider using private contractors for educational projects. A private contractor could provide the same services that are rendered by a university that does not provide academic backstopping or campus personnel to the project. A private contractor would not be under pressure to use contract funds for support of other university activities nor have the temptation to use a contract team for dumping campus misfits.

4. Present education contracts should address themselves more to project objectives and work plans to give the basis for evaluation of progress. Present contracts are too heavily concerned with employee welfare and too little concerned with employee performance.

5. Conditions of employment should be standardized for direct hire and contract employees concerning such items as vacation allowance, provisions for emergency travel, salary ceilings, and the like. There is too much concern with applying campus provisions to overseas contract employees. In the area of vacation, for instance, contract employees have campus vacation allowance plus post vacation allowance. Some contractors provide 26 working days of vacation, their maximum allowed under the contract, plus all American national holidays and any host country national holidays recognized by the American Embassy. At the same time all campus academic employees are allowed no annual vacation time and administrative employees are allowed one calendar month. The present arrangement gives contract employees up to 45 working days per year which reflect a dollar cost against the contract as most contract employees receive payment for unused personal leave at the end of their tours.

6. Education projects should be planned well enough in advance that the project objectives, organization and work plan can be thoroughly understood by those concerned with the project including host country officials, USAID and AID/W. A careful study should be made of the setting for a project, the recognized need for the outputs, and the host country readiness. It is not adequate that a project makes sense from the Mission point of view. It must have the support of these in AID/W who are needed for backstopping, and a sincere commitment on the part of the host country.

7. When an education project is planned, it is recommended that USAID with the contractor set up an organizational chart for the contract team with salary ranges for each position, and that contract employees be hired within these salary ranges rather than paid on the basis of prior income. There is over-hiring in the present system and inequities among team members, particularly those coming from different backgrounds. It would be easily understood by contract employees if remuneration for a particular position was based on the demands of the position and not one's former responsibilities.

Conclusions:

Over the five year period of this report, the writer has seen a vital and successful education program operate which has had a recognizable effect in helping Afghans build a viable educational system needed in carrying out their plans for modernization. The writer feels that credit for this success on the part of the Americans

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goes to the Ambassador, the USAID Director and his program staff, the able professionals who have served in the Education Division, and to many dedicated, hard-working contract team employees. Credit also goes to the dedicated Afghan educational leaders who have sought for and welcomed professional guidance and assistance from the American specialists.

Continued American help in education is needed in Afghanistan. The primary Curriculum and Textbook project, that has gotten off to such a fine start, must be supported until the Afghans have the capability of continuing this work unassisted. No project will so directly affect the people of Afghanistan as one in which the curriculum is modernized for the primary schools of the nation. Continued assistance must also be given to Kabul University, the primary indigenous institution for training the top leadership needed for social and economic modernization. Kabul University stands alone in the country as an institution of higher education. Continued communication with developed universities and continued opportunities for staff training will be essential if the university is to serve Afghanistan and take its rightful place among academic institutions of the world.

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