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TRAINING FOR DEVELOPMENT

A Report of the
MICHIGAN STATE UNIVERSITY STUDY TEAM
ON INCOMES ORIENTED NON-FORMAL EDUCATION
IN AFGHANISTAN

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ABSTRACT

TRAINING FOR DEVELOPMENT

A Report of the Michigan State University Study Team on
Incomes Oriented Non-Formal Education in Afghanistan

Objectives

1. Provide the Government of Afghanistan advice on how to proceed with introducing non-formal vocational education for students not admitted to secondary education.
2. Review proposed non-formal education inputs of various agencies in the Integrated Rural Development pilot project and assess the NFE proposal (Bing, Srinivasan, and Villaume, February 1975) in terms of its applicability to the IRD project in Ghorband.

Findings or Conclusions

1. Integrated Rural Development
 - a. There is suspicion between villagers and all areas of government.
 - b. How to reduce this distrust and identify villager perception of their needs are vital first steps in our recommendations.
 - c. Faced with many other pressures, the line ministries, with some exceptions, seem only too glad to let the Rural Development Department assume responsibility for rural development. This appears to be a short-term answer to a long-term problem.
 - d. There is a shortage of trained and committed personnel and a reluctance to dignify talent by using it to "instruct" unless it has been certified.

- e. There is an impressive array of assets:
 - (1) President Daoud is serious in his efforts to benefit every significant aspect of Afghan society through the present Seven-Year Plan.
 - (2) The revitalization of a relatively affluent and influential Rural Development Department.
 - (3) The National Directorate for Fundamental Literacy and Adult Education (FLAE) is actively planning to support rural development.
 - (4) A well conceived CARE/Medico NFE pilot project has been prepared for the training of women and girls in Ghorband.
 - (5) The Afghan Women's Institute is ready to move in support of IRD when permission is given.
 - (6) The University of Kabul's Faculty of Agriculture and Economics show some willingness to become involved. Students may be used in certain aspects of the needs assessment and evaluation of NFE as an economically useful instrument for national development.
- f. On balance, then, we believe a focus on NFE in the integrated rural development scheme has a good chance of success this time.
- 3. Incomes Oriented NFE for school leavers with less than secondary education.
 - a. A post-eight grade non-formal vocational program opportunity for about 50 percent of all students by 1362 (1983) seems assured under the 1354 (1975) Educational Reform Act.
 - b. Employers (except government) do not seek the graduates of vocational schools because they ask for too much money and possess skills that do not meet the needs of employers.
 - c. The NFE course of study must provide training that is "How to Do" and oriented to the real needs of Afghan society.

- d. There is mounting public opposition to the Educational Reform Act as its implications become known.
- e. There is the deep-rooted suspicion that out-of-classroom is inferior to the more theory-dominated formal system.
- f. The Ministry of Mines and Industries has been given the responsibility for on-the-job training of the majority of these students.
- g. NFE seems to present the only alternative if the goals of the Reform Act are to be approached.

Suggested Programs

1. Integrated Rural Development in Ghorband

a. General recommendations:

- (1) Design and implement a statistically sound scientific study of villager needs, beliefs, problems, aspirations, and concerns.
- (2) Identify or encourage organization of a village group (insiders) who would interact with the outside (stimulus) in program planning.
- (3) Organize at the local level the "stimulus" resources (Government Ministry representatives, etc.) who will be contributing to the development of the Ghorband area.
- (4) Establish program backup support.
 - (a) Physical -- co-located offices, equipment.
 - (b) Subject matter -- technical.
 - (c) Manpower and training.

b. NFE project recommendations:

- (1) Develop and implement a non-formal education (NFE) pilot project in three separate village groupings in the Ghorband IRD Project area to:

- (a) Demonstrate and test ways of bringing about trust and effectiveness and frequent interaction between villagers and outside educators.
- (b) Demonstrate and test alternative program delivery systems including the use of skilled villagers (paraprofessionals).

The objectives of the above project are to demonstrate effective ways of engaging rural families (men, women and youth) in: (1) the improvement of economic productivity, (2) in raising the levels of living, (3) in creating self-knowledge, and (4) in creating a self-generating process.

2. Incomes Oriented NFE for school leavers with less than secondary education.

a. A primary activity is an accurate needs assessment of the skills and skill levels required by Afghanistan.

(1) Private business and industry, as well as citizens, will have to be surveyed to determine the specific skill needs because government expects many of these individuals to return to their home after training and work outside the government.

(2) Government needs can be assessed from current plans of the different ministries that will be hiring employees.

b. Along with employment needs an assessment of the skill level needed for entry and success in the various occupations is necessary.

(1) A modified task analysis approach would be very effective.

(2) Employers, craftsmen, farmers, and villagers could provide the needed data.

c. A follow-up of graduates of programs already established would also be helpful in developing programs.

d. An NFE incomes oriented program should have these features:

(1) From the needs assessment develop the content and length of courses.

- (2) Develop the training program on a competency/performance based format.
- (3) Programs must take into account regional needs. Utilization of needs assessments and local craftsmen can help.
- (4) For maximum efficiency a clustering approach for organizing training material should be followed.
- (5) Training modules should provide the flexibility for quick learners to proceed rapidly and ensure that slower learners reach mastery of entry level skills.
- (6) Teachers can often be craftsmen who with the help of learning modules will be very effective NFE instructors.
- (7) Where facilities are limited, the craftsmen/teacher's workshop could serve as the NFE classroom.
- (8) The craftsmen/teacher could work under the loose guidance of a government NFE skill coordinator who provides assistance in interpreting the learning module and insuring that appropriate training is taking place.
- (9) An internship in the actual work condition is necessary.
- (10) Students should be evaluated on their ability to master the skills in the learning module.
- (11) No certificate of completion should be given; rather a list of the skills mastered should be compiled and signed by the NFE skill coordinator and the craftsmen/teacher.

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Frequently Used Acronyms

- FLAE - Fundamental Literacy and Adult Education
- GOA - Government of Afghanistan
- IRD - Integrated Rural Development
- MOE - Ministry of Education
- MSU - Michigan State University
- NFE - Non-Formal Education
- RDD - Rural Development Department
- USAID - U.S. Agency for International Development
- VLW - Village Local Worker Assigned by RDD

I. The Study

A. Objectives and Procedures

One of Afghanistan's greatest development challenges is to increase productive employment and the income of those already employed so that poverty can be reduced. To do this will require a realistic program of education that is low-cost, flexible, easily available, and effective. Formal schooling does not fit any of these criteria in Afghanistan. Thus USAID and the Government of Afghanistan (GOA) requested the Michigan State University (MSU) Team to examine alternative possibilities of education with particular reference to non-formal education (NFE).

The MSU Team's terms of reference were defined as:

1. Providing practical advice and assistance to the GOA as follows:
 - a. A recent educational reform calls for 50 percent of 8th grade completers to have no further formal education. The Ministry of Education (MOE) is concerned with intensive vocational non-formal education and productive employment for larger numbers of youth. The President of Vocational Education wants advice on how to proceed with introducing vocational non-formal education for 6th and 8th grade leavers.
 - b. The Rural Development Department (RDD) with varied foreign donor assistance is now prepared to attempt a pilot Integrated Rural Development (IRD) project in the Ghorband region. The USAID Mission and the GOA expect the team to:
 1. Visit the Ghorband pilot area and review proposed inputs of various agencies in the IRD pilot project.
 2. Assess the non-formal education proposal prepared by Messrs. Bing, Srinivasan, and Villaume in February 1975

(see Annex B) in terms of its applicability as the USAID input into the IRD project.

The study was conducted during the month of May 1976 by the three Michigan State University consultants provided through the United States Agency for International Development assisted by a number of individuals from the MOE and the RDD.

The first week of the study was primarily devoted to visits with various Ministry and Rural Development officials, International donor agencies, and a visit to the Ghorband region. These visits provided background on the problems that had been identified and possible solutions that were in action or proposed for action.

The second week was devoted to discussions with selected people from local organizations, businesses, industry, farming, and training programs in local communities to elicit their opinions on the sorts of training necessary to raise productivity and employment, the most efficient means for providing this training, the most effective ways of encouraging local participation, and the most appropriate means of working with and rationalizing the many useful training programs already existing in the country.

The third and fourth weeks were devoted to working out a feasible program to meet some of the most urgent needs with sound approaches. Tentative program configuration was then discussed with a wide range of senior government officials and programs modified in light of their comments and suggestions.

B. The Situation

The impression one gets after three weeks of travel and observation in Afghanistan is of a country in transition. Having spent much energy

and money building an infrastructure of roads and buildings, equipment and institutions, it is now earnestly seeking solutions to problems associated with the development of that infrastructure. With a growing need for skilled manpower, for instance, it nevertheless finds some 24,000 unemployed high school graduates on its hands; with better access to schools, parents expect more schooling for their children who then seek jobs that do not exist; and with generally rising expectations, even the rural areas become increasingly bold in petitioning for a more equitable share of the benefits.

As in most countries, those hardest hit have been those least able to cope with the system. Whether educated or uneducated, literate or illiterate, these are the "poorest of the poor" for they are not presently equipped to surmount today's obstacles. Yet we, the MSU Team, found an almost universal concern among the Afghans about this problem. The reactivation and revitalization of the RDD and the 1354 (1975) Educational Reform Act are institutional manifestations of this concern. President Daoud, we were told, has repeatedly spoken of this determination to meet village needs; officials in the Ministries of Education, of Planning, of Agriculture, in the Rural Development Department, professors, administrators and advisors at the University, and school principals were very effective in conveying a sense of malaise about these problems.

It was in that climate that we sought to determine whether an organized out-of-school program could play a useful role, and if so, how. (The term "non-formal education" was purposely not used in this paragraph because in translation it becomes "non-official" which by implication means disorganized. For the rest of this report, however, we revert to the more familiar NFE term in the hope that a more descriptive Dari translation will be found.)

C. Non-Formal Education - Key Points

The types and activities conducted under the title non-formal education are extremely varied, highly focused on specific learning objectives and of varying duration. Non-formal education is a deliberate attempt at communicating ideas and developing skills in individuals that will assist them in reaching their goals in life.

Non-formal education is most often organized by institutions or agencies outside the formal school system. The non-formal education component of most societies is strong. It has been estimated that roughly half of the present educational effort in the developing countries is in the non-formal sector.

"Classrooms" for most non-formal education activities are the fields, village centers, factories, and other work areas of individuals. The problems, work processes, skills, and disciplines associated with practical work become the subject matter of much of non-formal activity. Nevertheless, there are no compelling reasons why public school facilities and the involvement of public school teachers could not be creatively planned in such a way as to serve more widespread educational purposes--formal and non-formal. However, one of the successes of non-formal education is its ability to deal effectively with real problems without uncalled-for theorizing.

The clientele for non-formal education are both literate and illiterate. Usually non-formal education focuses upon real problems and the illiterate individual will often have real insights into problems and the applicability of solutions to their particular situations.

The principal purpose of formal education is to develop cognitive skills associated with general education. The principal purpose of

non-formal education is the development of immediately useful knowledge and skills and the adoption of new practices, with emphasis on the achievement of behavioral changes. Although development of cognitive skills may occur along with the acquisition of practical skills in non-formal education, the acquisition of such knowledge or skills is more directly tied to specific present needs of the learner than is formal education.

Teachers in non-formal education settings may come from varied backgrounds, such as government workers in agriculture, health, and rural development, and are not certified as "teachers". NFE "teachers" may also be farmers, craftsmen, local leaders, etc. They are individuals who have a good grasp of subject matter or skills to be transferred. They may need some assistance with basic pedagogical procedures and perhaps with the development of some of the newest practices but basically they are skilled in the subject matter or skill they are attempting to transfer.

Although all learning, formal or non-formal, depends in the last analysis on the motivation of the learners, non-formal education to be effective is probably more dependent on motivation of the learner than is characteristic of formal education because the usual "props" of formal education (classrooms, teachers, grades, examinations, etc.) which tend to carry students along are not present. Rather, the participants in NFE programs are motivated by the usefulness of the information being transferred. Thus there must be a large reliance on providing "How to Do" material that can be easily applied and a minimum of theorizing.

II. The Findings

A. Introduction

The detailed schedule of the Team's visits and interviews can be found in Annex A. In broad terms, it included schools in Kabul, Ghorband, and Baghlan; farms, factories, and shops in as diverse places as Ghazni, Jallalabad, Khen-jn, Istalif, and Kunduz; villages and government service programs in Ghorband; interviews with officials in the Ministries of Education, Agriculture, Planning and the Rural Development Department, in AID, UNESCO, and CARE/Medico and with individuals wherever we went. Readings included all material supplied by AID, the MOE's Unofficial 7-Year Development Plan and its Educational Reform Act, various UNESCO discussion papers and its "Global Concept of A National Plan for Non-Formal and Adult Education in Afghanistan." The Team draws upon some four years of direct experience in Afghanistan, another twenty years in the area, studies of non-formal education in five countries, a career in extension service, and one in vocational education. It is from that diverse base that we submit the following findings.

Non-formal education in Afghanistan has a good chance of providing a cost-effective way for meeting some of the country's critical manpower needs, improving the income-generating capacity of the rural poor, and accelerating the productive and creative energies of rural Afghan women. There are, however, major obstacles to its implementation, obstacles which we believe can be overcome but which must nonetheless be addressed if the concept is adopted. Among the major ones are these:

B. For Integrated Rural Development

Rural development involves many fields including health, agriculture, education, and public works. All known efforts to coordinate or integrate

these at the governmental end have failed, and we believe Afghanistan's formula for the Rural Development Department will be very difficult to sustain over time. We propose an alternative long-term approach, recognizing, however, that must be a GOA decision.

There seems to be an unusually acute antagonism or suspicion between villagers and all areas of government. While a few government officials had a working knowledge of village life and organization, without exception they expressed village needs in terms of what the government perceived as good for the villagers, not what the villagers themselves perceived. This was particularly true of village women whose social organization, if any, seemed to be a complete unknown to all with whom we talked. Meanwhile, the villagers themselves apparently view all government overtures as preludes to some sort of demand--taxes, military service, labor--and respond accordingly. How to ameliorate this distrust and identify villager perceptions of their needs are vital first steps in our recommendations.

Those with some knowledge of Afghan village life confirm the existence of a delicate web of interrelationships and dependencies. For instance, roads can undermine the influence and profits of village middlemen by giving the farmers direct access to the market. These considerations should not paralyze action, but decisions made without knowledge of the various threads can easily unravel the entire fabric. We found no one who seemed familiar with these interrelationships; to acquire that familiarity may be a formidable undertaking.

Elsewhere we have noted the general apprehension about growing unemployment, shortages of skilled personnel and rural underdevelopment. Not surprisingly, of the three, apprehension is least likely to spur action

when it comes to the rural areas. As in other countries, rural underdevelopment is the most intractable of problems, the least glamorous, the most distant, the least likely to cause political discomfort. Faced with many other pressures, the line ministries, with some exceptions, seem only too glad to let the RDD assume responsibility for this stubborn issue. The long-term approach we are recommending modifies the existing arrangement so that human and jurisdictional realities have a chance of being turned to the advantage of the villagers.

Finally, we found the usual shortage of trained and committed personnel, the reluctance to use uncertified talent for instruction (a reluctance not unique to Afghanistan), and the worldwide stigma associated with illiteracy. While these are nagging and conceivably crippling obstacles, existing systems usually find them more tractable if for no other reason than that they are being addressed more or less successfully every day.

In the face of these difficulties, which are certainly not inclusive, we found an impressive array of assets. First among these was the sense that President Daoud was serious in his efforts to benefit every significant aspect of Afghan society through the coming Seven-Year Plan. Flowing from this is a relatively affluent and influential RDD, aggressively and ably led by Engineer Siddiq. For the present, at least, the regular line Ministries seem content to let RDD assume responsibility for the rural areas even assigning some of their personnel to it. More positively, the National Directorate for Fundamental Literacy and Adult Education (FLAE) within the MOE is actively organizing itself to support rural development (Annex C), through three projects (women, farmer, and cooperative), with more on the drawing board. It, in turn, is being advised

by a burgeoning and increasingly optimistic UNESCO team which views NFE as the most effective tool for rural development and functional literacy.

A well-conceived and carefully designed CARE/Medico NFE pilot project has been prepared for the training of women and girls in Ghorband (Annex D). It awaits implementation by already trained and capable Afghan female leadership. Also in the wings ready to serve is the Afghan Women's Institute. Its President, Mrs. Kubra Noorzai, is totally familiar with and enthusiastic about NFE for women in rural areas (Annex B). Her Institute and her own considerable talents are ready to move into support of RDD in this particularly sensitive and potentially explosive aspect of rural development, when and if the framework is created and the MOE gives permission.

The Ministry of Agriculture's Extension Service, enthusiastically led by Dr. Abdula Naik, already has a network of local agents numbering some 2,800 out of a total staff of 3,500, with projection for many more. Dr. Naik says that his extension agents are friends of the farmers, crop-oriented, and have targets for increasing yields. His Extension Service wants the agents to be better trained in NFE and technology, and to get better backstopping.

The University of Kabul's Faculty of Agriculture, supported by the Nebraska Team, expressed to us a willingness to explore its involvement in a Ghorband pilot effort. Meanwhile, enthusiastic support was found from Dr. Sami Noor of the Faculty of Economics, who wants his students to become involved in certain aspects of the pilot effort-needs assessment and evaluation of NFE as an economically useful instrument for national development, for example.

On balance, then, we believe a pilot NFE effort in integrated rural development in Ghorband has a good chance for success at this time. There are serious problems, the risk of failure must be assumed, and the willingness to change direction and strategy. The process which NFE suggests could open the door to a more constructive dialogue between village and government. If no more than that can be achieved, the project must be deemed worthwhile.

C. For Incomes Oriented NFE

While the IRD scheme struggles for a structure, the 1354 (1975) Educational Reform Act promises a vocational program opportunity for about 50 percent of the 8th grade graduates by 1362 (1983). This is a formidable task, but the GOA is not asking whether to meet it (as in the case of IRD), but how. The cost of the existing formal vocational program and its poor record in equipping its graduates for other than government positions does not recommend it as a prototype for achieving the objectives of the Reform Act. Only about 25 percent of the 8th grade graduates will continue in that program (another 25 percent will prepare for post-secondary schooling, leaving 50 percent for whom some other curriculum must be designed).

In those circumstances, NFE presents an excellent alternative for the 50 percent who for whatever reasons cannot be absorbed by the traditional high schools (vocational and college preparatory) and for those who leave before completing 8th grade. We did find some serious problems to this alternative, though not nearly as many. Three of these cause concern.

There is apparently mounting public opposition to the Educational Reform Act as its implications become known. Many parents whose children successfully complete the 8th grade are unwilling to settle for a vocational

curriculum. Education for them is the gateway leading away from manual skills. Any other result is to be cheated. Since the parents who are most concerned about this are likely to be the most influential and vocal, it is not inconceivable that they will force revisions of the Act.

Whether they do or not, however, there will remain the deep-rooted suspicion that out-of-classroom learning is somehow inferior to the more formal, theory-dominated lecture system. Education means literacy; literacy means wealth, prestige, power, and no toil; work, that is manual work, is reserved for the illiterates. NFE can expect low prestige until it can demonstrate success.

The third problem is the fact that the MOE will be responsible for any NFE program. Experiences elsewhere suggest that however good the intentions, NFE inexorably inches toward the "formal" when administered by education ministries. We learned on May 20th from the Deputy Minister of Education, Dr. Siddiq, that within the last two weeks the Cabinet had decided to give to the Ministry of Mines and Industry responsibility for on-the-job training. The move may be good for the future of NFE in industry-oriented vocational programs assuming there is coordination with the MOE in designing a total learning experience.

Despite the above problems, NFE seems to present the only alternative if the goals of the Reform Act are to be approached. The increasing demand for skills, growing unemployment, lack of equipment, supplies, and certified teachers convinced us that NFE is an exceedingly good and perhaps only alternative for meeting the GOA's stated needs.

However, before deciding to recommend it unequivocally to AID/Afghanistan, we considered the Mission's emphasis upon the rural poor. Should the MOE decide to include NFE in its educational arsenal, it will

benefit primarily the rural poor, particularly during the early years. The decision to move 50 percent of the 8th grade graduates out of a traditional high school program will be a gradual one over the next seven years. Considering its unpopularity, it can safely be assumed that the last to be affected will be the children of the influential, the affluent, and the urban. During those critical first years, then, it will be the rural areas that will most likely provide the students for the NFE vocational program.

We are thus recommending not only that the MOE introduce an NFE program into their curriculum, but that AID become involved in the early stages and in the rural areas to delay if not abort the full impact of the growing unemployment upon the rural poor.

III. Programming for Incomes Oriented NFE

A. Introduction

The MSU Team was asked to deal with two major problems. One dealt with providing training to adults through the use of non-formal education in the Ghorband District. The NFE program was to be a part of the IRD program for the district. It was to be designed to complement and assist other rural development projects in the area and to respond to the needs and problems of the residents of the area.

The second major problem was to make recommendations for the use of non-formal education in providing skill training for that half of the eighth grade graduates who will be denied admission to the traditional high school program. The students have been guaranteed a vocational training program. The problem, then, is to determine how non-formal education can be utilized to provide them with quality education.

The two problem areas are discrete, but they are not mutually exclusive. The program for eighth grade leavers may have application in the Ghorband District as a part of the IRD Project. Likewise the program designed for Ghorband could have wider application to other parts of the country.

B. NFE Incomes Oriented Training Program for Individuals With Less Than Secondary Education

Most students in Afghanistan will have completed their formal education at the eighth grade level or less. Individuals who are forced to complete their education at less than secondary level are looked upon by the population as a whole, and more particularly by potential employers, as less than educated. The impact of education upon their lives and on Afghanistan is likely to be minimal unless some scheme is developed to take advantage of their experiences in primary school. The literacy rate for Afghanistan is 15 percent. Worldwide experience has shown that unless individuals are put into positions where they must use their literacy skills, they rapidly deteriorate and the national investment in schooling often becomes worthless. Those programs must be developed that take advantage of primary education, at whatever level, to provide the skills that Afghanistan needs to develop. The problem though is complicated by the fact that these individuals are relatively young for training and entry into the labor market. Ages will vary from 15 to 18 years of age with most individuals at the lower level. While the age of individuals hinders their acceptance into the labor market, it is also the time when fewest responsibilities are thrust upon the shoulders of these young people and is likely to be the only time period in their lives that they can devote to concentrated process of skill acquisition.

The Government of Afghanistan in its Educational Reform has proposed to offer training for individuals in the above mentioned category. However, it has made clear that successful completers of the training will not be guaranteed a job. The individuals themselves will have to find employment often outside government and most often in the villages and towns from which they come. This means that without a diploma they must rely upon selling the skills they have in the locality in which they will live. Employers that we visited were very skeptical about hiring youth with present school-developed vocational education skills. Employers noted that these individuals had been taught too much theory and too little skill. In addition, they demanded compensation appropriate to their education level rather than their skill level. Thus, any vocational training program to be successful must deal almost entirely in skill development. Providing large doses of theory must not be a part of the proposed programs; in fact, the less the training is associated with schools, the more likely it will succeed.

The number of individuals to be trained is large and the GOA or possible donor agencies cannot support skill training at the level of current costs. The program to be implemented must be low-cost yet be able to effectively and efficiently provide salable skills. This means that the large traditional outlays of money for buildings, equipment, and teacher development cannot be tolerated. Rather, innovative training must be designed to marshall the resources that already exist.

A major problem identified by the Team was the inability of anyone to describe the type of training that was salable in the villages and towns of Afghanistan. Training itself does not provide employment; there must be a need for the skill. When dealing with skills that can

be used in the communities where these individuals will ultimately reside, it is important to know what is the optimum level needed for the village and town setting. It will be unproductive if individuals are trained to a level which forces them to migrate to the city in order to sell their skills. Likewise, if the training is so general and theory-oriented that the individual does not develop the required proficiency, this, too, is a waste of time and money. The program, then, must be based on an accurate assessment of the needs of the communities where the individuals will live and sell their skills.

The Team's task was to take all of the variables described above and to propose a system that would overcome the problems that were identified in the field study and provide a system that would effectively and efficiently provide the skilled training needed in Afghanistan.

1. Needs Assessment

Program success will thus require an accurate needs assessment of skills and the level of skills needed in Afghanistan. The needs assessment need not be a massive study but rather a series of randomly sampled ones with an open-end instrument that can provide the quantity and quality of skill that can be effectively utilized in Afghanistan. Rural areas are especially important to investigate because between 80 and 85 percent of Afghanistan's population live in rural areas and their needs are different than those of the more modern urban sector.

Government needs can be assessed from current plans of the different ministries. Here again, however, careful scrutiny must be made of the skill levels needed in the various jobs. Even government employers were hesitant to hire inappropriately trained individuals.

When employment needs are known, the skill level for entry into the occupation must be assessed. The use of a modified task analysis approach would be very effective. Employers, craftsmen, farmers, villagers, etc., who have information about skill requirements, can provide the data needed to develop a realistic training program.

Another useful activity that could be employed would be a follow-up of graduates a year after graduation. The employers as well as graduates could provide information about the effectiveness of the training program. Graduates could provide information about their employment or unemployment situation and their reaction to the training and the consequences it had on their lives.

2. Description of Training Programs

a. Course Construction

After the needs assessment has been carried out, the non-formal education programs can be developed. The needs assessment should provide the information to develop the content of the course and the length of training required.

Training programs should be constructed on a competency/performance based format. Heavy emphasis must be placed upon mastering each skill activity. Each student must be required to demonstrate that he can successfully carry out a skill before he is allowed to proceed to the next phase of his training. Thus the training exercises must be developed that move from the simple to the complex in very logical steps.

The length of training will likely vary from region to region. The type of skills an individual needs to succeed in a village setting is likely to be different than those in the city. In

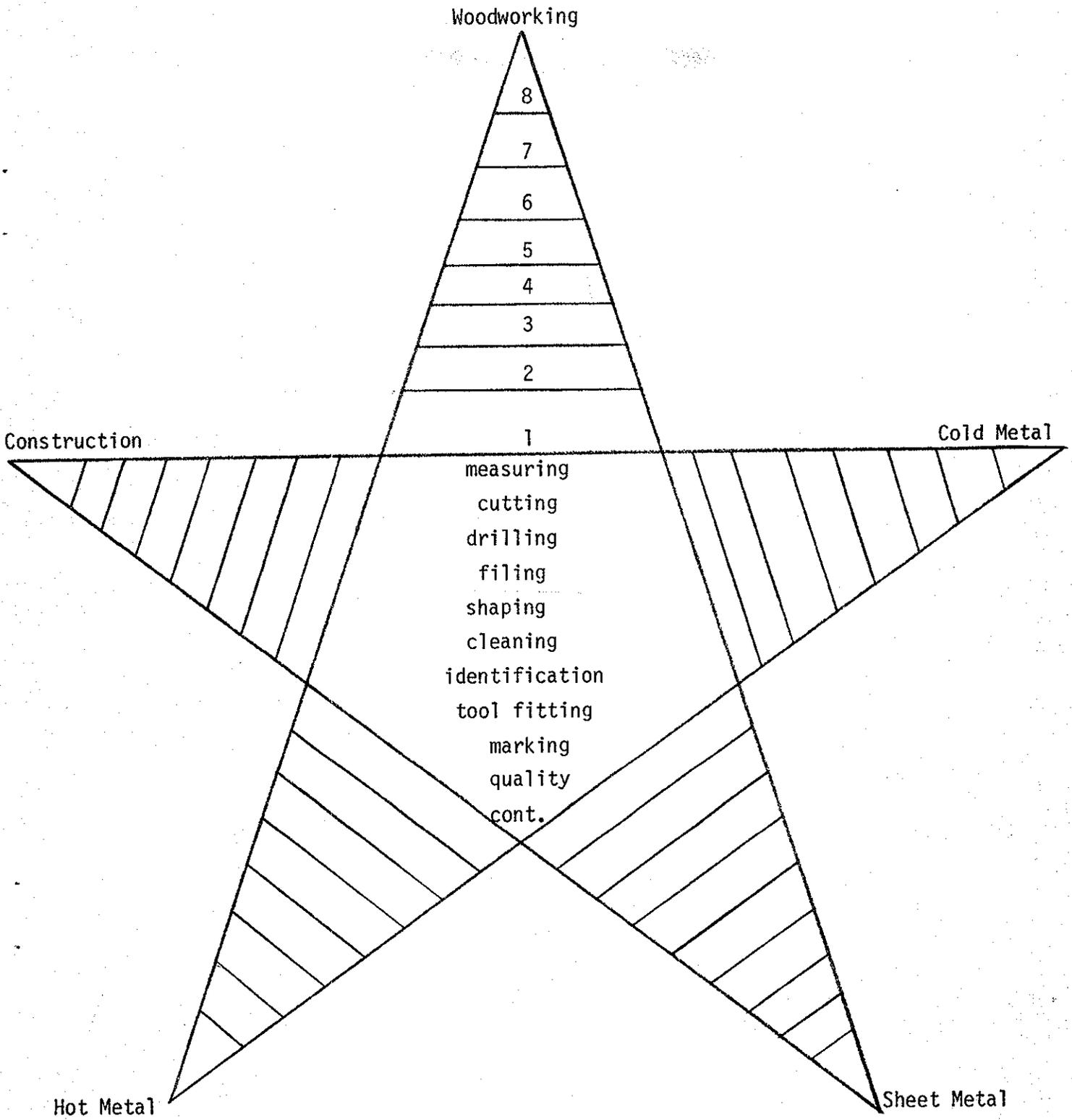
the more urban areas individuals may go into full-time employment in a trade area while in the rural areas they may return to the farm and use the skills to supplement farm income.

The competency/performance based approach is a good way to provide the flexibility required. If the competency/performance based approach is coupled with the cluster concept of organizing training material, a realistic training program can be developed.

The cluster concept is carried out by examining the skills to be learned to determine whether or not common skills for various occupations can be identified. If these can be identified, training materials can be developed and taught for the different skills. This is extremely important when planning programs for rural areas where skill areas can become quickly overcrowded if large numbers trained in specific skills are dumped into the local labor market. An example of an industrial or manual skills cluster is illustrated on the following page.

The skills (common competencies) in the center of the star are basic to most occupations in this cluster. These skills can be organized in a self-contained competency/performance based module for skill transfer through instruction. The basic skills indicated in the center of the star can be psychomotor, cognitive, or affective competencies necessary for skill development. The development of common competencies allows the student flexibility to change his career direction with a smaller amount of reeducation. The common competency approach is also useful where limited laboratory facilities are available and local shops and stores are to be used as training sites.

SAMPLE SKILLS CLUSTER



After mastery of the common competencies, an individual can acquire increasingly specialized skills by completing progressively more complicated competency/performance modules illustrated by the numbered steps leading to the top of the star. How far an individual goes toward specialization will be determined by the needs of the community and the ability of the student.

b. Teachers

Much of the vocational training taking place in Afghanistan, as in most countries, is transmitted on-the-job by craftsmen. The Afghan craftsmen the Team observed appear to be quite capable participants and, in fact, quite necessary in a successful non-formal education program. In many cases the craftsman's workshop could serve as the non-formal education classroom where other facilities are not available. Training could be timed to take advantage of the craftsman and his facilities during periods that would interfere least with his business.

The craftsmen could work under the loose guidance of a government-trained non-formal education skill coordinator who could provide assistance in interpreting the training modules and insuring that appropriate training of students was taking place. An incidental advantage of this technique is that craftsmen who are expected to teach the competency/performance skill module probably will sharpen their own understanding and skills of their craft. The utilization of these craftsmen and their workshop is of more importance than just their knowledge and facilities. Association with these craftsmen as apprenticeship learners is likely to assist students to become more employable.

An internship experience is necessary for additional reasons. The students usually range in age from 15-18 years of age which is often too young to obtain employment; thus they must keep the acquired skills sharp by spending a period of internship with selected craftsmen or other appropriate supervisory individuals.

c. Evaluation

Students should be evaluated on their ability to master skills in the competency/performance module. Individuals should not be issued certificates; instead they should receive an official paper detailing the skills the individual has mastered. More adept students will have mastered many skills while slower students will have mastered fewer. The paper should be signed both by the non-formal education skill coordinator and the on-the-job supervisor.

d. Personnel Required

- (1) A small group of subject matter specialists who can convert the needs assessment material into competency/performance based learning modules.
- (2) A non-formal education specialist who can assist with teaching any necessary theory, locate suitable training sites and craftsmen/educators, supervise the trainees on the job, and teach the students how to get a job.
- (3) Craftsmen/educators who assist the students to develop the skills proposed in the competency/performance based learning modules.

C. Integrated Rural Development (IRD) in Ghorband

The MSU Team, in accordance with its charge, consulted with the National Directorate for Fundamental Literacy and Adult Education (FLAE) officials, visited the Ghorband IRD pilot area, and reviewed the proposed Rural Development Department (RDD) programs and specifically the Rural Community Development Project, Ghorband, for 1354-1355. The Team also reviewed proposed inputs of various other agencies in the IRD pilot project, particularly the four FLAE and UNESCO projects, the CARE/MEDICO proposals for women education, the AID health nationwide program plans, and the Agriculture Extension nationwide organization and program plans. The Bing, Srinivasan, and Villaume NFE proposed was also reviewed. The Team found all of these to be important components of a program to aid in the development of the Ghorband area. However, the Team was concerned with the lack of organization and commitment of any Ministry except Rural Development to the project.

The Team sees an urgent need to get all concerned Ministries to focus some of their energies on working with the local people in the Ghorband area on the overall objective of making the villages better places to live and work. The institutionalization of this coordinated effort is vital to rural development's continued success.

Before continuing, a brief look at the Ghorband setting may be useful.

1. Ghorband Profile - Physical Data*

Ghorband, Waleswali is one of eight Waleswalis of Parwan Province. It consists of the area directly administered by the Waleswali,

*Excerpted from the GOA's "Rural Community Development Project, Ghorband, Proposed Programs of Development for 1354-1355." Department of Rural Development, Prime Ministry, Kabul, Mizan, 1354 (a mimeographed document).

with his headquarters at Seyagbird as well as the Alakadari of Shinwari.

The area has a mountainous terrain intercepted by narrow valleys. The Ghorband River passes from west to east in a narrow valley almost through the center of the area. The total area of the Waleswali is 9,310,500 "jaribs" or 1.863 sq. km.

The area is dry and there is very little rainfall. Snow-melts from the mountains provide plenty of water for the various rivers and streams. The present population is estimated to be about 85,050. There are only 53 main villages in the Waleswali. There are, however, a large number of sub-villages and hamlets.

The main occupation of the people in the area is agriculture (including animal husbandry). There are very few people engaged exclusively in the cottage industries and handicrafts. However, landless laborers are said to form a fairly sizeable portion of the population.

It is estimated that the total cultivable area is only about 34,600 "jaribs". Of these, 2,500 are unirrigated while the rest are partly or fully irrigated. Only about 1,000 "jaribs" are double-cropped, at present.

There are, in all, 25 schools of different types in the project area. There is a health center at Seyayud and a sub-center at Chardeh Ghorband.

The main Charikar-Bamiyan road passes almost through the center of the Waleswali along the Ghorband River. It is generally usable most of the year, but in poor condition. Many smaller roads and bridle paths lead off of it. Until recently, there was no electric power. However, the program of electrification of villages is now going on.

2. Supply Activities

Rural Ghorband people tend to rely directly on the physical environment for the elements essential to their productivity. For the farm people, it appears that much activity involves the location or acquisition of suitable farming, hunting and pasture land, the maintenance of that land and its irrigation systems, once acquired. Learning comes largely from personal "doing" experiences and from the social interaction within the community.

3. Production Activities

Much time and energy are spent on farming or farm-related activities, such as cooking and processing food, making clothing, tools, and building structures such as housing, irrigation, and roads.

NFE FUNDAMENTAL BELIEFS OR ASSUMPTIONS

The MSU Team sets forth the following NFE fundamental beliefs or assumptions based on its findings of the uniqueness of Afghanistan and repeated experiences and studies in other developing countries. It is within the context of these beliefs that program design and recommendations are made for NFE as one instrument to advance an IRD program in Ghorband.

1. "Insiders" in a rural social system can organize to systematically interact with outsiders (form acquisition systems).
2. Rural development "stimulation systems" (outsiders) attempting to enhance non-formal education in a rural social system can improve their effectiveness by working with and through the rural social system's own organization.
3. The effectiveness of any non-formal education will be directly related to the extent to which the goals of these programs have been evolved by local participants.

4. The extent of change in the rural social system tends to be directly related to the frequency of interaction between the stimulation (outside) system and the local leadership (acquisition system).
5. The effectiveness of non-formal education carried on by the local rural development organization tends to be directly related to the extent to which the focus of control is within the rural social system rather than outside it.

Program Process -- The Team has concerned itself primarily with the process of non-formal education as the needs evolve in the Ghorband project, and in the development of human resources rather than the content of resulting programs. This has been done for two reasons: (1) the Team believes that the process of goal and program determination is the most significant variable in the program's ultimate success, and (2) the Team has no way of knowing at this time the specific priorities, interests, and risk considerations of the villagers.

In the above context, the Team's recommendations focus on how to go about improving income and living for villagers rather than on identifying problems.

GENERAL RECOMMENDATIONS

1. Design and implement a statistically-sound scientific study of villager needs, beliefs, problems, aspirations, and concerns. This will require the technical expertise of a social scientist but can be carried out by appropriately trained generalists who can gain the confidence of the villagers. One possibility would be to work with a faculty member or group at Kabul University using students during vacation to conduct the interviews.
2. Identify and/or organize a village group (insiders) that would interact with the outside "stimulus" in program planning, including all forms of NFE.

This could probably best be done by the locally assigned RDD village worker (VLW) who would be appropriately trained to carry out this function. (There are eight of these now in the Ghorband District.) The VLW may also organize representatives identified by the village into a project-wide advisory group or sub-groups to help select priorities for scarce resources and provide authority for moving ahead.

3. Organize the "stimuli" resources (Government Ministry representatives, etc.) who will be contributing to the development of the Ghorband area. This could take the form of an informal or ad hoc group of the "outside" representatives who would self-organize to effectively interact with the village group. The VLW might well serve as an ombudsman to the village, helping to assure the delivery of agreed-upon services by the other agency representatives. It is in combining steps 2 and 3 that real coordination should take place.

4. Establish Program Backup Support. Appropriate program support must be marshalled to meet top-priority, village-identified "human resource development needs" as well as the high-priority, high-payoff objectives of the government. Appropriate "technical" and "human" know-how are vital to long-run development and seem to be deficient at the point of contact with the villager.

a. Physical Requirements

The Team believes that program interaction and delivery would be enhanced if local offices could be provided and co-located (to form Rural Service Centers). These need to be at least than the planned for Waleswali level and where they can best serve a cluster of villages.

The Team also recommends that some arrangement be made for use of educational aids (visual material and the like), including

access to a bus for transporting people to specially designed NFE programs. It appears access periodically to a bus for such purposes may be available through the Vocational Agriculture School, financed at least in part by the World Bank.

b. Subject Matter

It is the Team's recommendation that the appropriate Ministries provide much more "knowledge" back-up for their field representatives. This means more in-service subject matter training and continued communication, subject matter supervision, and back-up. Also, more administrative control appears to be needed to insure an improved image of government workers assigned to rural areas.

5. Develop Non-Formal Education Programs. Development programs in agriculture, health, public works, community development, etc., become NFE programs at the point where field workers come into contact with the individual farmers, or marketplace dwellers, many of whom are illiterate. The rural development program in the Ghorband area may be said to consist of three principal needs: (1) improved technology, (2) the materials and equipment which the new technology requires, and (3) the communication of the technology to those who will apply it. The Team's primary concern here is with the third need--the planned and directed learning process, although obviously all three are interdependent. The question of how information can be conveyed and behavior influenced, therefore, becomes of central importance.

a. We recommend an intensive and follow-through, in-service training program for all area and village level staff, directed at the understanding of existing behavior patterns with which they are dealing and the kinds of motivation and NFE activities that will likely lead to acceptance of the recommended behavior.

The training of the above mid-level NFE leader is highly significant to the success of a program to reach the poorest of the poor that are to be found in many parts of the Ghorband area.

- b. Development of Specific NFE Programs. Program development, implementation, and evaluation are a continuous process. Programs should evolve from the many interactions with the local (inside organization), e.g., the CARE/MEDICO outline for a "Pilot Project In Non-Formal Education For Women and Girls in Home Economics and Home Improvements in Chardeh Ghorband" (Annex C), is a good first step. Evaluation of such programs should be made as they progress and re-adjustment made in goals, activities, and methods. The Team further recommends that early programs involve identifying a very simple activity that would clearly be of assistance to small farmers, e.g., improving farm income by having them visit other farms that use some new technology. As the program continues, it could be determined what might be done to further involve and benefit the small farmer.

NFE and IRD

It is the Team's belief that to effectively institutionalize NFE so that its benefits will continue and increase in effectiveness long after USAID is involved, the responsibility for NFE should be focused at some point high in the government hierarchy. This would be a leadership (planning, coordinating, training, advisory, and evaluating function) not an administrative responsibility for everything educational.

The most likely place for such responsibility in Afghanistan seems to be the Ministry of Education (MOE), probably within the National Directorate

for Fundamental Literacy and Adult Education (FLAE). If this were to work out, the MOE would be seen and need to accept responsibility for performing two major and different functions: (1) a professional staff service to both public and private programs or operations having present or potential functional educational responsibilities, and (2) operation of the formal education system.

In any event, there is a need for more visibility and identification of NFE. There is also a great need to demonstrate and to develop new expertise in NFE programming that would enhance the supportive staff role and assist the Ministries and IRD in the more effective delivery of their programs. The desired end result is effective and integrated delivery of programs that meet the needs of the rural poor and aid materially in the development of Afghanistan.

PROJECT RECOMMENDATIONS

Given the above considerations and having made the previous general recommendations related to the non-formal educational components, the Team recommends:

A Non-Formal Education Pilot Program in three separate village groupings in the Ghorband IRD project area.

The Team is aware of many prior rural development programs that have been less than successful in meeting major objectives and in being sustained and institutionalized. Because of this and the importance of the NFE component in development, the Team feels there is a great need to demonstrate and test alternative program delivery systems and methodologies.

The proposal advanced by Bing, et al. seeks to demonstrate effective ways of engaging rural families (men, women, and youth) in the improvement

of economic productivity, in raising the levels of living of both individual families and communities, in creating self-knowledge, and in creating the conditions for a self-generating process of local development. A review of that proposal in light of new developments seems appropriate at this point.

Review of Bing, Srinivasan, and Villaume Proposal (Annex B)

The Team is positive about the subject proposal and believes in general that its organizational and educational aspects should be a component of a new proposal. However, much has happened in Afghanistan in the year since the proposal was made. Chief among these things is the revitalization of the RDD, the changed priorities of FLAE, and the interest in a pilot project in Ghorband. While the goals of the Bing, et. al. proposal remain appropriate, other agencies are providing new dimensions from different vantage points that have potentially risky results unless certain steps are taken. Accordingly, the Team believes two basic ingredients must be designed and tested before following the proposed plan.

First Steps of the Plan

We envision a very small pilot effort in one village, then another and another, up to three villages. The first and basic ingredient in each instance is the development of trust between the village and the government. Secondly, and closely linked to that, is the marshalling of the government's resources in such a way that the first reasonable request initiated by the villagers can be swiftly and effectively met. The VLW should be the instrument for developing this trust and for organizing the GOA resources to meet the villagers' legitimate requests. He should be the primary link between the village structure and the outside government. He may require additional training and coaching to assure skilled performance of the following three functions:

- a. Provide information about the interests and needs of the villagers, how the village operates, its concerns, its leaders, and its more talented persons.
- b. Be the primary source of information about outside resources available to the villagers, how these resources can be tapped, and their limitations and strengths.
- c. Marshal resources of the RDD and the line ministries and put pressure on them if necessary through the RDD when promised resources and help are not forthcoming.

The government resources will primarily be found in the Ministries of Agriculture (the Agriculture Extension Service), Health, Public Works, and the MOE's FLAE, CARE/MEDICO's NFE pilot-project proposal for Women and Girls can provide the primary resource for a pilot effort in this difficult and delicate area. However, this would be strengthened if it could be closely associated with the MOE's Women's Institute.

Another significant resource that should be available to NFE programs is veterinary and animal husbandry. The Team did not see this expertise but understands that it exists and hopes that it can be marshalled. It is the Team's understanding that the Extension Service is prepared only in crop production.

With these elements in place, and a trust relationship between the VLW and the village established, we see a process that works like this:

1. Through the self-organized village system for dealing with "outsiders" and with the advice and instruction of the VLW, a top need of the villagers is identified as the ability to earn additional cash.
2. From the "inside" group it is known that one villager is very successful in growing wheat using improved seed and fertilizer, another

has significantly less lamb mortality, and certain women in the village are excellent seamstresses.

3. With this information, the VLW works with his colleagues in wheat production, animal husbandry, CARE/MEDICO, and FLAE. It is agreed that resources are available to assist interested villagers in these three areas.
4. FLAE, working with the technical resource staff, designs a plan or plans for making use of the village skills identified above for instructing others.
5. It is at this point that the Bing, et. al. proposals for testing different methodologies and educational aids, etc., should be followed, e.g., FLAE may organize classes for potential instructors to help give them more status and broaden their area of knowledge. Agriculture might take them to visit farmers elsewhere who were successfully using new techniques, and make use of their identified interests to add new knowledge. However, basically FLAE would assume responsibility for getting knowledge communicated, and the line ministries would supply the technology and any agreed upon, or available equipment, materials, etc., to carry out the projects.

The critical elements in this pilot effort are (1) the establishment of "trust" and a working relationship between the VLW and the villagers, (2) to assemble the resources needed to respond to villagers' felt needs, (3) to design effective programs to meet those needs in which goals have been directly evolved by participants (villagers) in those programs, and (4) the use of skilled villagers to extend the teaching process.

At the conclusion of this test period (perhaps 12-24 months), the village RDD link should be assessed together with the delivery of NFE through the GOA delivery system, and the village organization and participation.

After necessary modifications are made, the procedures, lessons, and experiences can be applied to a larger area, one as big as staff resources permit. In such expansion, RDD could monitor the program with the RDD-VLW serving as an ombudsman and the primary link to the village (inside) organization.

The Bing/Srinivasan/Villaume plan is thus integrated into a new plan with the necessary adjustment to permit the above recommended first steps and recognizing organizational changes taking place since their plan was drafted. The Team feels very strongly that the elements set forth in this trial period are very important and without them, the project's success would be unlikely.

As the NFE component of the entire IRD project develops along with other components, there should be the slow evolution of a total development plan for the entire Ghorband area. Such a plan should include the active involvement of the village leadership and the resources, human and material, of various government agencies.

ANNEX A

MICHIGAN STATE UNIVERSITY TEAM -

Schedule of Activities

(All three team members participated unless otherwise noted.)

- May 1, 1976 Frank Bobbitt (FB) and Denio Caul (DC) arrive Kabul.
General orientation to city and people.
- May 2 Robert Steiner (RS) arrives Kabul.
Orientation by Dr. T. R. Lanza (AID Education) and E. Barbour (AID Rural Development).
- May 3 Visit to Ghorband with Mr. Mohram (Director of Planning for GOA's Rural Development Department), Joseph Salzburg (AID-RD), and Gladys Frazier (AID Desk Officer).
- May 4 Mr. James Colman and Mr. Francis Darby, AID School Construction.
Mr. Martin Kumorek, AID Cross-Cultural Specialist.
Mr. Al Nehoda, AID-RD.
Charles Gurney, AID Health.
Steve Thomas, M.D., Family Planning.
Allen Roth, Development Alternatives, Inc. (Evaluating AID Rural Works).
- May 5 Al Edgell - Mr. Matin -- Peace Corps.
Frederick Davis, Director, CARE/MEDICO.
Mrs. Bilquir Shah - Home Economist.
Dr. Akram, President of Vocational Education, MOE.
- May 6 Engineer Siddiq - President, GOA (PM Office, Rural Development Department).
George Gleister - UNDP Adviser to RDD.
- May 8 Visit to Jallalabad farms and markets.
Mr. Mir Hossein, MOE Director General of Vocational Agriculture.
Mr. Mozammel Nalan - MOE, Vocational Education.
Merchants, craftsmen, bazaars, and tannery in Istalif and Charikar.

- May 9 Mr. Vincent Brown - AID Director.
Mr. Mo'd. Hashem Rahimi - President, MOE's Functional Literacy and Adult Education (FLAE).
Pierre Henquet - UNESCO Adviser to FLAE.
Mr. M. Nalan - MOE's Vocational Education Department.
Visits to large and small, public and private tradesmen, factories, and craftsmen in Kabul (Hajeri, Bolet, Jangalak, etc.).
- May 10 Visits to farms, trades, and arts and crafts in Ghazni (FB and DC).
Mrs. Kubra, President, MOE's Women's Institute (RS).
- May 11 Pierre Henquet - UNESCO Adviser to FLAE (FB and RS).
Dr. Abdullah Naik, President of Extension, Ministry of Agriculture (DC).
Dr. T. W. Doane, Nebraska Team (DC).
Visits to Maktab Sanayeh (Arts and Crafts School).
Lycee Jamhuriet (after-school secretarial program).
Technical Institute (with Mr. Nalan - MOE).
- May 12-13 Babhlan, Kunduz, Puli-Khumri, Khen-jan (with Messrs. Mir Hossein and Nalan).
Visits to villages, herdsmen, Vocational Ag. School (Baghlan), markets, tradesmen, and research farm.
- May 14 Friday.
- May 15 Dr. Sami Noor - University of Kabul Faculty of Letters.
Planning meeting for report.
- May 16 H. E., the Minister of Planning (9:00 a.m.).
Mr. Salihi, President of Technical Cooperation, Min. Planning (10:00 a.m.).
Report writing.
Dr. Sami Noor.

- May 17 Report writing.
Donald Micklewait (Development Alternatives, Inc.).
Integrated Rural Development Conference (DC).
- May 18 Report writing (FB and RS).
Preliminary De-Briefing (Messrs. Fred Sligh, Deputy Director, AID; Ronald Rogers, AID Program Officer; and A. R. Lanza, AID Education Officer).
- May 19 Rural Development Working Conference (AID, RDD, DAI).
Report writing.
- May 20 Dr. Mirfatah Siddiq, First Deputy Minister of Education.
Mr. Rahimi, President, MOE's FLAE.
- May 21 Report Revisions.
- May 22 Mr. Mohram - RDD - Summary Meeting.
- May 23 Dr. Akram - MOE President of Vocational Education.
Ambassador Theodore Eliot, Jr.
- May 24 Depart Kabul.

ANNEX B

DRAFT PROJECT OUTLINE FOR A NON-FORMAL EDUCATION PILOT PROGRAM
IN RURAL AREAS OF AFGHANISTAN

Prepared for Consideration by
USAID and the Government of Afghanistan

by

John W. Bing, Lyra Srinivasan and John M. Villaume
as Consultants to the Agency for International Development
In Consultation With
A. Fareghi, A. Qaveum, G. Shewa, Aziza Azia and N. Rahimi

Revised Final Report

February, 1975

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I. INTRODUCTION

A. Purpose and Scope of the Investigation

The team was directed to study the feasibility of a non-formal education (NFE) project in selected districts of Kabul Province, and, if deemed feasible, to propose the broad outlines of a project design.

The team and FLAE staff visited the three woleswalis designated by the Government of Afghanistan as potential project sites and interviewed a number of officials from agencies with programs in the general area of adult education.

An early draft of a program design was then presented to the Department of Functional Literacy and Adult Education for consideration and discussion. Following the submission of comments by staff of the FLAE Department, a final draft outline was completed and is herein submitted to FLAE and USAID for consideration.

The following pages outline, in phases, a non-formal education program in a specified geographic area. The team is aware of prior rural development programs which have failed to meet their objectives, many of these funded by outside agencies. We therefore must express our belief that success in this type of program is dependent on the degree of commitment to reaching program objectives. The team is encouraged by the degree of commitment expressed by the professional staff of the FLAE and by the district-level government personnel.

B. Goals and Objectives of the Project

1. Major Goals

To develop a pilot program of non-formal education in selected areas of Afghanistan, with a view to demonstrating effective ways of engaging rural youth and adults in the improvement of economic productivity, in raising the levels of living of their families and communities, and in creating the conditions for a self-generating process of local development.

Specifically the project will seek to:

- a. Provide rural youth and adults with knowledge and skills needed to improve their economic productivity in either existing or new occupations or both, depending on the local economic potential.
- b. Promote the development of other areas of living, particularly health, as a means of raising levels of living integrally.
- c. Structure and conduct learning opportunities in such a way as to promote the necessary human development and social opportunities in support of the above.
- d. Select and train the personnel capable of effectively generating and supporting this educational process.
- e. Develop and test appropriate methodologies and materials with emphasis on learner motivation and involvement.
- f. Document, analyze and evaluate the pilot experience and draw inferences for further planning.

2. Project Outcome Objectives at the Village Level

(Economic Area)

a. Current Economic Activities -- Increase productivity (greater or better product per unit of input) in current areas of economic activity (agricultural, animal husbandry, or other forms of production) engaged in by rural adults and youth.

b. New Economic Activities -- The production of items or services of economic value which are currently not being produced or supplied -- both for consumption within the village and for sale outside the village.

(Health Area)

a. Improved dietary consumption -- increased consumption of more nutritious diets.

b. Reduction in the variety and frequency of current, prevalent diseases and health hazards.

(Social Development Area)

a. An increase in the number and types of interpersonal or inter-familial cooperative activity in achieving any of the economic or health objectives.

b. An increase in the use of existing village organizational resources.

c. The generation and employment of new forms of village organizational resources.

d. Exercise of a village initiative in securing outside services or resources.

(Human Resource Development)

- a. Increased communication skills.
- b. Increased problem solving ability at the individual level.
- c. Increased disposition to examine the validity of traditional life patterns and to consider alternatives. (This objective is not to be interpreted to mean that individuals will necessarily accept alternatives but that they will be willing to consider them.)

In all cases the outcomes to be achieved should be considered in terms of both (a) achievement by those who have directly participated in the project activities and (b) achievement by other villagers who have not.

C. Proposed Organization and Technical Support

The project is to be conducted under the aegis of the National Directorate of FLAE through a special division created for this purpose within the National Directorate. The Non-Formal Education Division will function in areas other than those covered by the Functional Literacy Division. Nevertheless there should be cross-fertilization of ideas and mutual support in matters of common professional or technical concern. The NFE Division will have a core staff as indicated below but will also need to draw upon the technical resources of the other Division of FLAE, such as the Survey and Evaluation, Reading Materials, Training and Orientation.

It is recommended that explicit suitable arrangements be made

by these divisions in support of the NFE program in order to facilitate collaborative work before the project begins.

1. Recommended Core Staff for the NFE Division

a) Professional

- 1 Project Director
- 1 Training Specialist
- 1 Methods and Materials Specialist (Man)
- 1 Methods and Materials Specialist (Woman)
- 1 Field Supervisor
- 1 Technical Services Coordinator
- 1 Learning Aids Center Assistant

It is strongly recommended by the Team that the above positions should be filled, to the maximum extent possible, by qualified Afghans selected on the basis of their professional qualifications, background, and performance as well as their experience in fields related to the needs of this project. Terms of appointment, including detailed job descriptions and forms of remuneration, as well as procedures for recruiting and selecting professionals for the core staff, need to be drawn up and negotiated.

b) Administrative and Office Staff

- 1 Management Administrator
- 1 Accountant Clerk
- 2 Secretaries
- 2 Drivers
- 1 Messenger/Office boy

All non-professional staff will be Afghan nationals.

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2. Short Term Consultants

In addition to core staff and the technical support of other Divisions of the National Directorate of FLAE, a number of short-term consultants will be needed at different stages of implementation, e.g., in various specialized aspects of cottage industries, marketing, special research services, curriculum development, evaluation, etc.

Several of these short-term consultants could no doubt be filled by qualified Afghans on a contract basis. Some exchange of ideas with outside specialists in NFE is, however, desirable in view of the fact that this is a ground-breaking experience for Afghanistan. The use of well-qualified consultants (short-term) should be valuable particularly in the areas of training, methodology and evaluation. The purpose is to assist in upgrading core staff professional skills.

The core staff and short-term consultants should be employed by the project contractor.

3. Recommended Staff to be Paid by GOA

a) General

The smooth operation of the program will depend on the project's access to FLAE staff. The FLAE Directorate will provide support staff -- e.g., personnel from the Research Division, from the Materials Division, and other respective divisions -- to assist in various phases of the project. The nature and number of staff to be provided in this fashion will be determined by the NFE Project Director in consultation with the President of FLAE during Phase I

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and a sufficient number of positions will be slotted for NFE support staff within FLAE's budget. Normal FLAE salaries will cover the costs of this support staff.

b) Field Operations Agents

An essential element in the proposed project is in the field operations agent. The team recommends that initially there be at least two men and two women in each of the three project villages. This number may be expanded during the latter stages of Phase III. These FOA's will be contracted by the NFE Project Staff. Payment for their services will be provided by the FLAE budget. Job descriptions and the amount of payment will be determined by the NFE Project Staff in consultation with the Directorate.

3. Support Staff for Other Ministries

The GOA will provide professional staff from appropriate ministries to work with the core staff as technical consultants and cooperate with the project field staff in meeting requests for technical services from pilot villages (e.g., in improving drinking water systems, roads, etc.)

D. Summary of Cost Sharing

It is recommended that the costs for this program be shared in the following manner:

1. Project Contractor

Core Staff Salaries (professional and nonprofessional)

Consultants

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Supplies and Equipment (including transport vehicles)

Travel Funds

Cost of planning and conducting workshops, seminars
and other training

Cost of establishing and maintaining a learning aids
center

Duplication, communication and other funds required
for the day-to-day operation of the program.

2. Government of Afghanistan

Space for program

Salaries for Directorate and Ministry personnel working
with the program.

Locale for Learning Aids Center

Salaries of Field Operational Agents

Capital costs connected with the village-level develop-
ment projects begun in connection with the program

Estimates of these costs should be made in discussions between
the two parties.

E. Village Level Learner Participants

Estimates concerning the number of villagers who will benefit
from the program are rough guesses at this time. The team does sug-
gest that the project will involve the following number of partici-
pants:

1. During the first twelve months of field operations, it is
anticipated that the two male and two female Field Operational Agents
(FOAS) in each village will contact, organize, and maintain contact
with approximately 80 villagers each. These 80 will participate in

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at least one learning group. The total annual number of participants directly involved in the project will be approximately 320 in each village -- or 960 participants in all three villages. It is hoped that a much larger number of villagers will benefit through a multiplier effect, as villagers share their new knowledge and skills with their families and friends.

2. During the latter part of Phase III, there is the option (and the hope) that the project will expand on a limited basis to nearby villages. The extent of this expansion can be determined only after the project has been operating in the field for at least nine months. However, it is not likely that the project will more than double its level of operations during the first part of Phase III. Should it double its operations, the total number who participated directly in the project's activities could reach a maximum of 1,920 over the entire duration of the project.

3. The very rough estimate of a maximum of 1,920 villagers who would be directly involved in some project activity does not reflect what the team anticipates will be the indirect effect of the project as indicated above. The team entertains the hope that there will be a spread effect within each village as participants transmit their newly acquired knowledge and skills to other villagers via traditional social interaction.

4. The team emphasizes its recommendation that the project should give equal attention to the learning needs of both male and female villagers.

II. DESCRIPTION OF PHASES OF THE PROJECT

It is recommended by the team that the project 1) be planned to cover a three-year period in four phases and 2) be implemented initially in one village in each of the three subdistricts (woleswalies) visited, namely, Bagrami, Chardehi, and Deh Sabz -- and extended to other villages as experience justifies.

A. Phase I--Pre-Implementation Phase (duration: 20 weeks)

1. Aims

- a) To assess the suitability of sites and make the final selection of three villages.
- b) To investigate the availability of persons within the village who could serve as field operations agents.
- c) To conduct, on a small scale, a preliminary field test of new methods and materials in non-formal education.
- d) To strengthen the professional capability of the National Directorate through orientation to overseas non-formal education projects.
- e) To compile data concerning ongoing or recent Afghan experiences in rural education or rural development as a point of reference for program planning.

2. Activities

a) Site suitability assessment

The Governors of the three sub-districts, assisted by the Project Research Team, should further investigate the suitability

of alternative villages within their districts, as pilot sites for the project. Suggested criteria for this assessment of site suitability are given in Annex A.

By arrangement with the Ministries of Agriculture, Health and Industries, a specialist from each of these Ministries should be invited to collaborate in the site study and to investigate in particular the prospects of each site for improving economic levels through better knowledge, attitudes and skills in agriculture, animal husbandry, small-scale industries or home crafts and through improved health conditions. This analysis should include both the upgrading of existing economic activities and the introduction of new ones.

b) Ascertaining the availability of potential field operation agents

As an important part of site assessment, special attention should be given by the Research Team, at each site, to identifying persons from the village community itself who seem to have potential for training as field operations agents. Other members of the Project Staff (e.g., Training, methods and materials, Field Ops.) should be closely involved in reviewing the kinds of human resources available at the village level. The qualities and background desirable for field operations agents are given in Annex B.

c) Small-scale field testing of new methods and materials

The two methods and materials specialists, together with the help of other FIAE curriculum staff, should begin, at the earliest possible date, to design and field test new methods and materials for

non-formal education. Field testing should include investigation of how rural adults in the selected villages react to line drawings, photographs, slides, film-books and other teaching aids as well as the capability of village-level workers to use these materials. This will be particularly helpful in Phase II, for (a) the production of learning aids and (b) the training of village-level workers.

d) Strengthening the National Directorates
professional capability

USAID should provide opportunities for six Afghan educators from FLAE (including a woman) to undertake a six-week field visit overseas for orientation to international experience in non-formal education.* This visit should include 15 to 20 days in the USA for briefing at AID Washington; at the Center for International Studies, University of Massachusetts, Amherst; at World Education, New York; and if possible at Michigan State University. This orientation should also include a field visit to an on-going non-formal education project in a developing country such as Turkey, Iran or the Philippines. The Project Advisory Team should propose a detailed orientation and field visit-schedule for each agency visited. Upon their return, study tour members should conduct a briefing seminar for other FLAE personnel, using slides and/or sample materials collected during the field visit.

* Prior to their going overseas, a seminar should be organized by FLAE in cooperation with other ministries and departments, to brief them on ongoing rural education and development activities in Afghanistan.

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As a means of preparing the baseline study in Phase II, the Research Specialist in cooperation with the Training Specialist should conduct a training workshop for FLAE research staff. During and following the workshop, research staff will work intensively towards developing the specifications and detailed plans, procedure and tools for the baseline survey in Phase II. They will also collect sample evaluation models and instruments from other NFE projects through correspondence.

e) Review of national experience in rural education and development

As background for these activities, a review of the experience of other governmental agencies in Afghanistan in the field of rural extension and rural development is necessary. FLAE should be prepared to undertake this review, through direct consultation with the agencies concerned. Afghan educators from FLAE who have undertaken the overseas orientation visit should upon their return participate in the review of the findings of this study.

B. Phase II -- Planning and Resource Development Phase (duration: six months)

1. Aims

a. To determine (for the purposes of curriculum development and future evaluation) conditions, needs, and development potentialities of selected sites (i) as seen through the eyes of villagers, their traditional and functional leaders and those potentially suitable as village level workers; (ii) as seen by technical agents of the government operating at the village level and (iii) as observed

by Project Research Staff.

b. To identify specific content areas of training considered highly relevant by local villagers and which are essential to the upgrading of their economy. (This will relate particularly to economic activities but will include and integrate other felt needs, e.g., in health, as well as social and attitudinal changes essential to developmental activities, and possibly even requests for literacy.)

c. (i) To construct an inventory of governmental programs, facilities, resources and services which are or can be available to the selected sites through the different ministries and departments of the central government and through the district government.

(ii) To develop plans and reach agreements by which technical support and service agencies needed for the program will be available as, when and where needed.

d. (i) To design and try out effective non-formal education methodologies which are culturally acceptable to the village communities concerned and which can effectively promote among them the needed knowledge, attitudes, skills and organization for practical application of learning, and

(ii) To create, field test and duplicate (in sufficient quantities for Phase II) a basic set of effective but low-cost materials for two or more non-formal educational programs for men and, separately, for women.

e. To identify and recruit two or three male and female field operations agents per village and to involve them optimally in all of the above activities.

f. To design and conduct training programs for field operations agents and support staff at various levels, utilizing the same principles of learner-involvement which field workers are expected to utilize in working with villagers.

g. To plan and put into effect a system of monitoring and evaluation which will facilitate the revision of every aspect of the program as it evolves in Phases II-IV, and also provide data for final output evaluation in Phase IV.

2. Activities

a) Baseline Study at Village Level

Research Teams of Afghan researchers (three men and three women) under the guidance of the Research Specialist will conduct the appropriate village baseline studies as indicated in Objective 1. In so doing they will (i) work with and through village level workers recommended by the villagers and selected by the Project Staff; (ii) interview technical agents at the local level to both acquire factual data and to establish initial attitudes and perception of such staff, and (ii) record their own observations, impressions, analyses and conclusions.

b) Curriculum Design

Project Staff should identify and list, from the above, content or skills around which the curriculum (or segments of it) should be built, using the criteria of relevance, utility and impact.

If considered necessary by Project Staff at this stage, USAID should provide a local short-term consultant (two to three months)

in cottage industries to assist in analyzing the conditions conducive to the development of this sector in the selected villages. In so doing, the consultant should examine the entire process of developing selected small-scale industries, from production to marketing. Among other such economic activities, consideration should be given to bee-keeping, silkworm culture, poultry raising, wood crafts, wool products, leather tanning, leather work and handicrafts suitable for village women in the home setting such as block printing, candle craft, tailoring for the rural market town, and application of traditional embroidery or weaving skills to new products for the tourist trade. The scope of basic technical training in, for example, motor repairs and radio repairs, should also be examined.

c) Technical Support and Coordination

Interagency meetings should be held to reach agreements on practical forms of collaboration needed at various levels in support of the project. These discussions should start from an inventory of each agency's activities and services (on-going or planned) relating to the site areas. Firm agreements should then be reached at the central level as to the type of help each agency is prepared to give on a continuing basis (technical staff, materials, supplies, transport, etc.) to strengthen activities in its field of specialization such as in health, agriculture or small industries.

d) Methods and Materials Development

(1) The preliminary trials of methods and materials

started in Phase I should now be expanded into a full-scale activity. New and more effective methodologies for both men and women learners must be created and field tested. Particular attention should be given to the effective use of audio visual aids, demonstrations and problem-solving techniques. Cost-benefit and cost-effectiveness factors should be kept in view. Learning materials should be reproduced in sufficient quantities for use in Phase III, but provision for further revisions, if needed, should be made.

(ii) A learning aids center or institute should be established at the central level. This center, which can begin on a modest scale, should collect and analyze sample materials from innovative non-formal education activities from the developing countries. If it is found desirable to include literacy materials it should closely involve the staff and advisers of the Functional Literacy Program as well as the NFE team. The center should serve as a resource bank of ideas for Afghan adult educators in a way that stimulates their creativity to develop new methods and materials suited to the Afghan context. The success of this resource will depend upon how well the materials are analyzed and displayed so that staff concerned with methods or training can easily profit from them. The center should not be simply a depository of interesting items. USAID should cover the cost of materials, equipment, supplies and activities of the center as a training support for field operations. The center could eventually grow into a key professional resource for the program. In Phase IV consideration could be given to an expanded operational role for the center.

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(iii) Careful consideration should be given to the feasibility and desirability of setting up a rural education and demonstration center in each site village, where new tools and devices, sample handicrafts, etc. could be exhibited, small demonstration conducted, basic services provided (e.g., in health, credit) and educational/recreational activities organized. The degree to which village people identify such a center as their own is a basic consideration. Its accessibility, costs and management factors should be weighed against the option of conducting operations on a less centralized basis.

e) Field Level Staffing

Potential field operating agents should be carefully selected and hired on a contract basis of six to nine months. The extension of their contracts will be contingent on their effectiveness on the job after suitable training. Frequent in-service training opportunities and good technical support are essential for the effectiveness of such field workers.

f) Training

The Training Specialist assisted by the two Methods Specialists will plan and conduct a variety of training courses, workshops, field visits and practical or simulated training experiences for program staff, beginning with the training of trainers. These trainers will be FLAE staff and technical specialists from related fields who collaborate in the program. The emphasis throughout should be on learner involvement and critical thinking rather than didactic

teaching or rote learning. An important product of this activity should be a range of specially produced audio-visual aids and a system for evaluating the effectiveness of training. Overseas and national training should be provided to the core professional staff.

g) Monitoring and Evaluation

Since evaluation is a relatively new field, procedures and tools for evaluation of non-formal education must themselves be put to the test. It is therefore important that (a) there should be good communication between curriculum and research staff so that both groups fully understand their common objectives and mutual roles, and (b) analysis of the findings of any tests, pre- and post-surveys, or other forms of evaluation should be reviewed jointly to effect the necessary changes on the curriculum side as well as at the evaluation end.

In addition to statistical and other "hard" data, project staff should maintain diaries and other process records which provide insights into changes in attitudes and perceptions. A workshop on monitoring and "process evaluation" would be very useful early in Phase II.

C. Phase III -- Implementation and Monitoring with Ongoing Development of Program Components (Duration: 24 months)

1. Aims

a) To provide ongoing support for Field Operations Agents and field programs.

b) To provide periodic support for NFE central staff.

c) To analyze data from the field so as to modify program activities and to provide data base for further program recommendations.

d) To coordinate and develop program through integration with supporting agencies.

e) Option: To expand program into satellite villages or to other areas of country.

2. Activities

a) Village-level worker support

(i) The village-level workers will be brought together periodically for purposes of training, information gathering, continued materials development and refinement, and to determine required technical support.

(ii) Central staff and technical consultants will visit the target villages on schedules determined during the village worker meetings.

b) Central Staff Support

Periodic training programs will be held for program central staff to upgrade skills and discuss program activities.

c) Central staff and consultants will continue to develop and strengthen program support systems, such as marketing and credit programs for products produced for sale by villagers.

i. Formative Evaluation:

Data concerning progress at the sites will be gathered through field observation by project research staff and through meetings

with field operations agents. This data will be discussed at village level and central staff meetings to modify program activities. The district governor (woleswal) should also be a part of the program evaluation process.

ii. Specific data required for phase IV program recommendations and for specific materials or training evaluations should also be systematically collected.

d) The central staff will continue to meet with staff of outside agencies to provide the Field Operations Agents with technical support for their activities.

e) A program decision will be made regarding expansion of the program into satellite villages or into villages outside the original target area. Criteria for this decision will be based upon availability of program resources, success of program to date, level of coordination with other agencies, etc.

D. Phase IV. -- Consolidation, Evaluation and Recommendations for Program Changes. (Duration: 4 months)

1. Aims

- a) To make a summary evaluation of the pilot program.
- b) To make recommendations for program expansion or termination.

2. Activities

- a) A thorough review of program activities by Field Operations Agents, Woleswal, central staff and related agencies will be made.

b) Based upon this review and upon data gathered during the three-year program, recommendations regarding program expansion or termination will be made by the program director.

ANNEX C

NATIONAL PLAN FOR THE DEVELOPMENT OF NON-FORMAL EDUCATION

A White Paper

List of Proposed Programme and Policy Papers

A. PROGRAMME PAPERS

- I. Citizenship Education Programme
- II. Women Education General Programme
- III. Farmers Functional Education and Literacy
- IV. Cooperative Training and Functional Education
- V. General Adult Education Radio Programme
- VI. Functional and Pre-Vocational Education of Crafts, Industrial and Services Workers
- VII. Functional Education and Rural Extension Micro-Experiment
- VIII. Farmers Functional Education and Integrated Rural Development
- IX. Functional Education for School Drop-Out Youth
- X. Functional Vocational-Oriented Training for Primary School Leavers
- XI. Research on Integrated Development and Non-Formal Education
- XII. Non-Formal Education as a University Discipline and a Field of Research
- XIII. General Adult Education Television Programme

B. POLICY PAPERS

- I. Strategy of Functional Literacy Methodology
- II. Training Strategy and Operational Guidelines for Non-Formal Education Front-Line Workers
- III. Budgeting, Costing, and Planning in Functional Literacy and Non-Formal Education: Principles and Operational Standards and Norms
- IV. Functional Literacy and Adult Education in the Outlook of a Life-Long Education Policy
- V. Reporting, Collecting, and Analyzing Data System on Non-Formal Education Activities
- VI. Motivation, Field Organization, and Logistic Aspects of Functional Literacy and Non-Formal Education
- VII. Structuring and Decentralization Pattern of National Directorate of Adult Education and Functional Literacy
- VIII. Research and Evaluation in Functional Literacy and Non-Formal Education

ANNEX D

CARE/MEDICO

Outline for a Pilot Project in Non-Formal
Education for Women and Girls in Home Economics
and Home Improvements in Chardeh Ghorband

1. Objectives

- 1.1. To conduct a program for one or two years, to determine how effective it can be in improving the quality of rural family life and providing of sources of income for women and girls.
- 1.2. To determine the kinds of problems encountered, and to experiment with means of resolving them.
- 1.3. Through these steps, to develop a model which could realistically be duplicated on a wider basis.
- 1.4. To give experience to RDD, train RDD female personnel, and strengthen the capability of RDD for an expansion of this type of project.

2. Guidelines

- 2.1. It is most important that the village level workers, both from CARE and RDD, live right at the village level, continuously identifying themselves with village women and girls, and being able to understand villagers' needs as villagers see them.
- 2.2. The educational process must put first priority on direct and immediate assistance on one or more of the villagers' felt needs in order to gain and hold villagers' confidence that the VLWs are there to live and work alongside them and not just "instruct" them.
- 2.3. As this confidence and trust is built up, it will be possible for VLWs to introduce in an empathic way, other knowledge needs that are less felt, but perhaps equally or even more important for the improvement of village life.
- 2.4. While we do not want to anticipate what the felt needs of the village women and girls will be, we do consider the following as some of the areas that may be involved, stemming from our visits to Chardeh Ghorband:
 - 2.4.1. Home Economics, Home Improvement, Cooking, improved stoves, food preservation techniques.
 - 2.4.2. Baby and child care.
 - 2.4.3. Nutrition, including vegetable gardening.
 - 2.4.4. Other health and sanitation needs, in integration with any other facilities for health education and assistance in the area. For instance, there is a BHC 10 km. away at Siyagord, and a Ministry of Health nurse posted to Chardeh Ghorband.

- 2.4.5. Water supply - education in why the villagers should use only water from the potable water supply project planned by CARE for the village, and how they should keep the water pure until it is consumed.
- 2.4.6. Sewing, embroidery, and handicrafts. Kandahari embroidery is well known there, as is good quality gelim making, and these can possibly be exploited.
- 2.4.7. Formation of a creche for children of mothers who are working in the fields or especially the almond orchards (a suggestion of the principal of the girls' school in Chardeh Ghorband).
- 2.5. We propose to keep inputs, both of personnel and materials, to as modest a level as practicable, in order to help insure duplicability of the project.
- 2.6. To keep to modest targets, keeping things simple, not try to do too much too fast. We are not aiming at and do not expect any widespread or rapid change.
- 2.7. We want our efforts to be an integrated part of all educational efforts, both non-formal and formal, and also integrated with other developmental efforts in the area.
- 2.8. Finally, we want to undertake this project only if the Government has a plan that incorporates it, and has the intent and commitment to carry on this particular project and spread it to other areas as rapidly as conditions permit.

3. Operational Plan

Village Level Workers

- 3.1. To have the following women village level workers from CARE and RDD, who will live and work in the village:
 - 3.1.1. One CARE Afghan VLW to live in the village for three weeks per month.
 - 3.1.2. Two RDD VLWs to live there for three weeks per month.
 - 3.1.3. Mrs. Bilkees Shah of CARE to supervise the project from CARE's side, and spend 7-10 days per month in the village.
 - 3.1.4. A counterpart of Mrs. Shah at RDD, who would similarly spend 7-10 days per month in the village.
 - 3.1.5. Depending on requirements, it might be necessary to engage an Afghan sociologist who could live in the village for a period at the beginning of the project.

3.2. Material Support

This will include:

3.2.1. Transportation.

3.2.2. Quarters (presumably a rented house in the village) for living, and possibly for a demonstration cum training center, if this proves in keeping with guidelines for duplicability of the project.

3.2.3. Training materials, audiovisual, sewing machines, etc., as particular needs are identified.

3.3. Operational Steps

3.3.1. To determine felt needs of the village women and girls, through home visits, informal gatherings, talks with school teachers and students, influential village women, etc.

3.3.2. Seek to provide immediate help of some kind to establish rapport and confidence on the part of the villagers.

3.3.3. Identify resources in the village which can be tapped to promote the educational process, one such being nine or ten girl graduates of the school, who are unemployed, and living in Chardeh Ghorband.

3.3.4. Put particular emphasis on working with and training these girls or women to help spread educational concepts and practices among other village women and girls.

3.3.5. Establish a Women's Club (possibly in conjunction with the Afghan Women's Organization and Women's Institutes - this remains to be explored).

3.3.6. Establish a young homemakers club for girls.

3.3.7. Seek continuous involvement of other village influentials (mullahs, teachers, dais, influential men, etc.) for approval of the project and to assure their agreement for women to participate in the project.

3.3.8. Explore possibilities of spin-off activities in nearby villages (such as Joi Dokhtaran about one hour away, whose girls come to the Chardeh Ghorband school). Any girl graduates living in such villages as Joi Dokhtaran could be trained by the VLWs and go back to their villages with modest material support, to determine how effective they can be in this type of extension program, with reduced inputs.

3.3.9. To provide a continuous, almost day-by-day record of VLWs' experience, as a source of information and insight into this kind of effort.

3.3.10. To make quarterly reports on the progress and problems to Government and related agencies.

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3.3.11. To evaluate the project at the end of each year, comparing achievements with baseline studies, as a final means of providing maximum experience from the project.

FTD:wmz

11th February 1976

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