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REPORT ON THE FEASIBILITY
OF A NON-FORMAL EDUCATION PROJECT IN AFGHANISTAN

(Final Team Report)

Prepared for the

AGENCY FOR INTERNATIONAL DEVELOPMENT

by

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I. Introduction

The villages of Afghanistan have remained fundamentally unchanged, socially and economically, for centuries. The forces which tend toward equilibrium have received unchanging support from the basic inertial factors of isolation and the economics of subsistence. Rapid macrodevelopment would require social or economic changes of a high magnitude.

The team studying the possibility of rural nonformal education development in Afghanistan has been required to confront the question of whether the introduction of NFE would influence microdevelopment.

Although the team does not claim any special expertise on the subject of Afghan rural life, several factors of special interest to the team's mission have been considered and weighed:

1. The landscape does not abound in successful past village development efforts.
2. Although Afghan villages are in certain ways quite disparate (in terms of ethnicity, geography and climate, relative isolation, etc.), there are also striking similarities. The social fabric of most villages is composed of distinct extended families, each forming a highly cohesive and somewhat isolated social group. These families cooperate in a limited fashion, most typically in the construction and

maintenance of mosques and irrigation systems. Further, the limits to cooperation are often set by the most powerful families, or khans.

3. The national government's ability to deliver goods and services to rural areas is quite limited.

4. The economic life of a village is highly inflexible, walled in like many of the villages themselves by a fragile national infrastructure (roads and communications, for example), and the finite fertility and "extent" of cultivatable land. Trade, both within and outside Afghanistan, is limited by the availability of natural resources and low infrastructural development.

These factors suggest that two fundamental changes are necessary for individual village development:

1. There must be social changes within the village itself to allow for cooperative development, and

2. Concurrent infrastructural development, including the increase of government services to the villages (agricultural, health, education, etc.), and improved roads (hence trading routes), communications and marketing systems must occur.

It is not impossible that NFE, utilizing and training the villagers themselves as facilitators or agents of change, could lead to attempts at cooperative village development

programs. However, without the additional factor of increased government services, such internal village development alone would merely increase the level of frustration of the villagers and eventually lead to a rejection of these reforms and a return to an even stronger form of the earlier equilibrium in isolation.

It is therefore our recommendation that initial development of non-formal education in villages be limited to efforts which require only limited support from the GOA. Later efforts at village development must be linked to areas in which the GOA has demonstrated willingness and ability to support village efforts.

Because of questions regarding the willingness and ability of the GOA to provide such village-level support, it is our further recommendation that any NFE village-level program in Afghanistan be implemented in phases (see draft proposal), with the commencement of each phase dependent upon meeting the requirements of the prior phase. Such phased program development would assist in identifying short-term program inadequacies while emphasizing the requirement for increasing levels of GOA support.

II. Activities

The team undertook a number of activities in gathering the information for this report and in preparing the draft project proposal. These can be summarized as briefings from USAID/Kabul personnel, review of documents, interviews with ministerial and departmental offices, working sessions with counterparts from FLAE, site visits, and some participant observation during site visits. A detailed chronology of interviews and activities is appended in Appendix A. The following is a calendar of the team's activities which hopefully indicates the extent of the team's efforts, the proportion of activity devoted to respective types of activities, and their sequence. Initials follow items in this calendar to indicate the fact that various members undertook various activities at different times.

- 11 January: John Bing arrival in Kabul
Informal briefing with Lanza
- 12 January: USAID Staff Meeting with Vincent Brown, (JB)
- 13 January: Meeting with Martin Kumorek, USAID Population Division, (JB)
Meeting with Peace Corps Staff, (JB)
Meeting with Dr. M. Ehsan Entezar, President of Compilation, MOE, (JB)
Arrival of Lyra Srinivasan and John Villaume
Meeting with USAID and contract-team personnel
- 14 January: Meeting with Miss Kubra, President, FLAE/Women's Institute
Luncheon with Lanza
Meeting with USAID staff for briefing on social

structures of villages and general discussion--
Richard Scott, Dave Garner, Haider Nawroz.

- 15 January: Meeting with Tom Eighmy, SUNY geographer
Meeting with FLAE staff and UNESCO advisers
Planning meeting, working session with FLAE counterparts
- 16 January: Meeting with Martin Kumorek on health situation
and political climate, (JMV)
Meeting with Vincent Brown, Director,
USAID/Kabul
Document review
- 17 January: Review of Documents
Summary of Interviews
- 18 January: UNICEF, Dr. Hoelgaard, (LS)
SUNY for additional data, (JMV)
UNDP, Ted Nelson, (LS) and (JMV)
The Asia Foundation, Jamila Seraj, (LS and JMV)
Meeting with Miss Kubra, FLAE staff, and sub-
governors; working session concerning purpose of
our visit and selection of potential visits
- 19 January: Meeting with RDD, Engineer Sediq
Visit to village in District of Chardehi
- 20 January: Visit to villages in Bagrami; lunch with Malik
in village of Malang, followed by working
session with sub-governor
Meeting with Pam Hunte, Research Staff, SUNY
- 21 January: Visit to villages in Den Sabz; lunch with Malik
in village of All-Khel, followed by working
session with sub-governor.
- 22 January: Preparation of programming tool and review of
documentation gathered
- 23 January: Drafting of first draft of a Project Design
Outline
- 24 January: Drafting continued
- 25 January: Meeting with Minister of Education, Professor
Qayeum

Meeting with TCCU curriculum textbooks team
 Meeting with Dr. Siddiq, First Deputy Minister
 of Education
 Working session with counterparts to present,
 explain, and discuss draft project outline.

- 26 January: Continual drafting of annexes to draft outline interspersed by:
 Meeting with Ray Hooker, Program Office, (JMV)
 Meeting with PACCA advisor team, Mr. Murray
 Lunañ, G. Brewster, and A. Abdullah, (LS) and (JMV)
 UN Library search and interview with Schwietinger,
 (JB)
 Luncheon with Pam Hunte and Mahbooba Safi of
 SUNY
 Working session with counterparts on their
 reaction to draft outline
 Meeting with T. Lanza re: draft outline
- 27 January: Continual drafting to incorporate feedback interspersed by:
 Meeting with D.E.D. (German Peace Corps),
 (JV) and (LS)
 Meeting with Dr. Saraf and FLAE staff for
 further discussion of draft outline, (LS) and
 (JB)
 Visit to Women's Institute, (LS)
 Lunch with Miss Kubra and FLAE staff
- 28 January: Continual drafting of final draft of project proposal and discussion of feasibility issues;
 Meeting with Ambassador Eliot
 Dinner with Miss Kubra, Dr. Saraf and FLAE
 staff
- 29 January: Continued drafting of discussion of feasibility issues. Last minute revisions of Project Proposal
 Lyra Srinivasan departs
- 30 January: John Bing departs
 Off, (JMV)
- 31 January: Final drafting of feasibility statement, (JMV)

- 1 February: Drafting of Final Report
- 3 February: Drafting of Final Report
- 4 February: Thank you call backs
Meeting with USAID/K Program Office
- 5 February: John Villaume departs.

III. Consideration of 'Scope of Work' Feasibility Criteria

The team has considered each of the feasibility criteria and specifically comments on its findings in this section of the report. Under each criteria, we have included limitations of data and knowledge with which the team had to manage.

A. Suitability of Kabul Province

"Whether Kabul Province can be used as a site for a pilot project to test the potential for the development of income producing skills and/or changes in health or other practices on a nationwide basis; e.g., will the job markets available to those in Kabul Province also be available elsewhere in Afghanistan."

The villages visited by the team were in the three districts of Kabul Province (Deh Sabz, Chardehi, Bagrami) and were isolated from urban areas by poor roads and/or lack of public or private transportation. These villages were selected for visits by the Woleswal (district governors) on the basis of the following criteria: (1) Densely

populated village area; (2) Willingness of population to participate; (3) Target group should be from the area and live there regularly; (4) Favorable conditions for vocational classes (upgrading of current skills or introduction of new).

From sketchy interview data obtained from the district governors and from local residents, in no village does the number of daily commuters to Kabul exceed about 10% of the adult male population, and in most cases was given as substantially less. The occupations of the villagers in all cases were primarily agricultural, although the type of crops grown differed.

It was determined that during the winter months a proportion of the population of some villages moves to Kabul either to work, or to move in temporarily with relatives because of the more modern living conditions. No data could be obtained either on what percent of the population in these villages moved out for the winter, or on how these figures compare with similar temporary migrations within the more isolated areas of Afghanistan.

Unemployment during the winter months in these villages appears quite high; in Desabzi Khost (Woleswali Desabz) the sub-governor said that unemployment reaches 90% during the winter months, and falls only to 50% during the growing

season. It is likely that unemployment and underemployment are severe problems in most rural areas of the country.

With the exception of the village of Qali Qazi in the district of Chardehi, none of the villages visited were said to have health facilities of any kind, not even the services of a midwife.

None of the villages had electricity.

All of the villages visited with the exception of Desabzi Khost had access to primary school for boys, but middle and higher schools were located some considerable distance from the villages. Although there are no firm statistics available, it is likely that villages in outlying areas of Afghanistan are more often than not without public education of any kind. In none of the villages visited do girls and women have access to formal education or training.

From many interviews with Afghans, and from various reports on prior village-level programs, participation by villagers in village-level development programs seems quite feasible. Problems arise in other areas, to be discussed in (B) and (C) below.

Team Conclusions: The villages of the three districts visited are sufficiently rural in character to serve as a base of testing NFE development in Afghanistan. There are other areas that would be more rural, e.g., have less access

to schools, public transportation, and hospitals, but the current target areas have the advantage of being reached by car from a central point within (usually) two hours' driving time, although road conditions are at times hazardous.

Further, the type of developmental projects anticipated to be begun in these villages are not those connected with urban areas but with rural areas--small cottage industries, improvement in agricultural techniques or tools, changes in health practices, nutritional improvement, etc. There are certain areas, including improvement in the transportation system, which may be of more concern to these near-Kabul villagers than those in the interior of the country, however. We anticipate that most of the program elements, including the delivery systems, marketing systems, coordinating systems, etc. will be generalizable to other more rural areas in Afghanistan.

Limitations: These conclusions are based on information of a limited character, obtained from what can only be called a superficial tour of the target areas, discussion with Afghan officials at various levels, and materials and interviews supplied through Afghan and other agencies (e.g., UN documents on village community development in Afghanistan). Little or no opportunity was available for in-depth discussion with villagers. This reflects a current GOA policy.

B. Variations Within Kabul Province

"Whether the choice of districts within Kabul Province is varied enough to insure sufficient flexibility in the selection of activities."

The areas visited are all agricultural, produce various agricultural products (grapes, grains, mulberries, and some vegetables), and contain, in different measure, both Dari and Pushtu speakers. None of them have significant market areas, or bazaars. In all of the three districts, central villages were visited which had smaller villages around them which could serve in the implementation phase of the project as satellite villages, where NFE might spread.

Conclusions: This pilot program will operate under the type of conditions mentioned in (A) above. For these purposes, the villages visited offer sufficient variability to determine the feasibility of NFE systems, yet have sufficient in common to permit some global planning. The team believes that in the pilot phase some uniformity of approach is desirable, since to introduce a great variety of income-producing or other types of NFE activities will be beyond the capability of the limited number of staff. The team does not believe this issue to be a problem; rather, limiting the types of activities to those which can be successfully implemented may be difficult.

Limitations: No inventory of current village occupations

was possible; nor could such data have been compared with data for the country at large, since such data, to our knowledge, does not exist.

C. National and Local Support

The team was instructed to determine "the degree of support by national and local leaders and decision makers". We divide our comments concerning this criterion into two parts, one having to do with national and another having to do with local support.

National Support

1. Discussion

There are many conventional sources that provide direct evidence concerning the issue of national support: policy statements, budget allocations, previous program activity, statements from individuals holding critical responsibilities, etc. In examining each the investigator attempts to find evidence of past, or intended, willingness and ability to commit resources. Unfortunately, the conventional sources are not very useful in identifying support for a NFE program in rural areas in Afghanistan. The team found it necessary to deal with indicators that at best provide only indirect evidence of support.

It should also be emphasized that in addressing the

question of support we are talking about possible support, not levels of past support, for a non-literacy NFE project. There has been no non-literacy NFE project in the past identified as such. Education is equated in most minds here with schooling. The concept of flexible, client-oriented, learning programs designed to involve and equip adult learners with information, attitudes, and skills having practical value is a new one.

In the area of budgetary commitment to NFE, the team also had to look for information that might supply indirect evidence of support. National budget figures for the years 1350-53 and projected through 1355, indicate that education enjoys top budgetary priority, higher than all other ministerial budgets save defense, and equal to reported defense figures. Moreover, in terms of annual growth rate of respective ministerial budgets, education enjoys one of the highest rates -- 9.6 percent annual growth rate vs. an average growth rate of 4.6 percent for all ministries. (special thanks for Ray Hooker for generating, compiling, and projecting the figures used.)

FLAE's 1353 (1974-75) budget of 23 million afghanis has been cited elsewhere as evidence of GOA budgetary commitment to a form of NFE. In terms of appropriations, 23 million appears to be a significant positive indicator.

It does constitute 2.4 percent of the Ministry of Education's budget. Whether 2.4 percent is significant would appear to depend on comparisons between the amount allocated to FLAE and amounts allocated to other line items in the Ministry's budget. Unfortunately, complete, intra-ministry budget breakdowns were not available, and the question of the significance of this amount remains unclear.

The impressions the team was able to form after talking to Ministry of Education people including FLAE personnel are given below. Support for our efforts was verbally expressed by the Minister of Education, Dr. Qayeum, who has been recently appointed. Although not familiar with the concept of NFE, he learned that the project we were preparing would focus on practical skills instead of literacy skills alone; he responded favorably. He also assured us that he appreciated the fact that it would be necessary to undertake a pilot project first to test the kinds of innovations in NFE we would be proposing -- i.e., that the project would not have an immediate national impact.

The first Deputy Minister of Education, Dr. Siddiq, appeared to be more familiar with the concept of NFE. He assured us of GOA's support for an NFE effort.

Ms. Kubra, President of the Directorate of Functional Literacy and Adult Education, was very cooperative and prompt

in her efforts to set up site visits, to meet with sub-governors, and to respond to a draft of the team's project outline. Her comments, during the two working sessions we had with her, were to the point and reflected the fact that she has given considerable thought to the issue of NFE. Her suggestion concerning "contracting" local residents as field operations agents for the project was a strong example of her willingness to try a new approach and to identify and take the steps necessary to get a project going. Ms. Kubra's remaining as President of FLAE would undoubtedly enhance, if not assure, that a viable program would be implemented. Unfortunately, it is not clear whether she will a) continue in her dual roles as both head of FLAE and President of the Women's Institute, or b) drop the responsibilities of FLAE to devote her attention to the responsibilities of the latter post to which she has been recently appointed.

There are mixed indicators concerning support from the staff of FLAE for a program that will focus on non-literacy, practical skills.

On the positive side, as a result of past experience, most of the staff we worked with appreciated the need for a new approach to adult learners. Specifically they realized that unless the

content of the educational activity was relevant to the adult, i.e., had some type of practical and immediate payoff, adults would not attend classes. They have seen that literacy instruction in its more traditional form and literacy per se, are not relevant in the lives of the villagers. Moreover, members of the FLAE staff appreciate the fact that twelfth grade graduates or primary school teachers are not adequately prepared for the task of adult education by virtue of their schooling alone. On the contrary the FLAE staff voiced their opinion that being officially appointed by the Ministry of Education as a teacher created attitudes on the teachers' part that inhibited if not precluded their working effectively in a less structured program. FLAE is looking for a new kind of teacher.

On the negative side, it became readily apparent that the functional literacy concept and approach have become ingrained in the mind of the Vice President of FLAE and in the minds of some of the other staff with whom we worked. The idea that a NFE program should focus on non-literacy, practical skills was sometimes lost sight of in our discussions. This emphasizes the need for a well-designed and intensive program of staff training.

It is perhaps slightly unfair to blame an institution for not meeting its stated objectives; few do. However, part of the task of determining national support consists of determining

not only national willingness, but also capability. It does not appear that FLAE is very capable in terms of mobilizing resources for rural educational programs. During the years 1351 through 1353, the FL program conducted classes for 5,700 of an intended 11,000. It was unable to deliver educational services to women the way it had intended to. Only this year has it been able to provide classes for women. One might observe that the functional literacy program has demonstrated the ability to mobilize classes for 5,700. However, given the absolute lack of records concerning attendance, duration, teacher or student performance, etc., it remains unclear what institutional capacity has been demonstrated.

2. Conclusions and Observations

- a) Verbal assurances of support for NFE were received from the Minister and Deputy Minister of Education.
- b) Within MOE and FLAE, evidence of support for non-literacy NFE can be described as initial acceptance of the concept at the higher levels and the beginning of interest at lower levels.
- c) A solution to the problem of past FLAE effectiveness could begin through a contract team approach to NFE, linking the team to FLAE but providing it with the administrative freedom to mount creative and effective programs.

Local SupportDiscussion

In terms of local support, the team includes the categories of subgovernors, village headmen, and villagers. Two of the three subgovernors were supportive of our planned activities. More importantly, they appeared to represent the new middle-level managers that the fledgling Republic is attempting to bring to positions of leadership. These two, the sub-governors of Deh Sabz and Bagrami, are energetic men with a sense of purpose and appreciation of the need for development and a willingness to listen and deal with the people. The governor of Chardehi appeared to be more reluctant to decentralize responsibility and is perhaps more in the traditional mold of officials. We never had the chance to see him relate to the people.

With respect to the general issue of participation of local villagers in developmental programs, the team believes that such participation is quite possible under certain conditions. The program closest to the non-formal project the team has outlined (see Appendix B), was the Community Development Program, which began in 1954 and terminated in 1967. An advisor to this United Nations-assisted program was impressed by the people's participation and their voluntary contributions, and attributed failures at the village level to inadequate contacts between project officials and village leaders.

2. Conclusion and Observations

Local support for such a project seems possible, given certain important factors. Expectations for central government support for specific development programs should not be raised unless there is strong evidence that such support will be forthcoming. In the initial stages of the program, most of the emphasis should be placed on developing small-scale programs which require a minimum of outside coordination and assistance. Second, village-level learning groups must be seen, and responded to by local staff, as the core of the project. These groups must also have the respect of the people of the village, and this may depend largely on the choice of the Field Operational Agent. The support of the local government administration, including the district governor and the malik, is essential.

Limitations: (1) The village visits were cursory. No survey could be made of village reaction to such a program. Below the subgovernor level, a response to program goals and objectives could not be made. (2) Some of the manifest enthusiasm for the concept of non-formal education can be attributed to "new project fever," the phenomenon attributable to visions of a temporary fiscal shot-in-the-arm for institutions and individuals. On the other hand, there are committed Afghans who believe that the village level development approach is the right one and perhaps the only one with a chance for success.

D. Cultural, Social, Political and Institutional Factors

The team was instructed to investigate the "cultural, social, political, or institutional factors that might inhibit project development."

Cultural variables will most acutely affect the development of the women's segment of the program. In villages, women seldom meet in groups outside their compounds except for weddings and other village or national events and holidays. To compensate for this factor, the draft program design calls for the women to be visited by female Field Operational Agents (FOAs) in their homes.

Cultural variables will also affect the types of materials that can be introduced into the learning groups. There appears to be a very limited number of games, for example, that are indigenous to village life. Field testing of appropriate materials for the learning groups must be accomplished before the implementation phase of the program can begin.

Cultural and social variables will also affect the kind of FOAs that will be most effective as organizers and coordinators of the learning groups. Social variables in each village will also affect the relative effectiveness of the groups themselves. For example, should a powerful landowner (khan) be ill-disposed toward the FOA, the entire village program might be hampered. In the same way, should the FOA be only the spokesperson for the khan, the possibility of effective organi-

zation of the group might be either enhanced or diminished, depending on the khan's particular interest.

The above also relates to political variables at the local level. It has already been noted that these programs have less chance of success without the district governor's support.

There is some possibility that a program identified as "American" would invite the animosity of certain political parties which operate without official sanction at the national and, to a lesser extent, at the village level. The provision for using Afghan professional staff minimizes these possibilities. The official current political attitude toward American programs appears to be one of quiet support. It is clear that the new Republic's position is one of assuming more control over programs with outside funding.

With respect to institutional factors, the team found this to be a difficult problem. The Directorate of Functional Literacy and Adult Education (FLAE) is currently active only in the area of functional literacy and that is tied to a cooperatives program (PACCA). Currently this program is smaller, and not visibly successful, although current plans are for an increase in the number of functional literacy sites from two to nine. The UNDP/UNESCO Chief Advisor to this program has expressed the hope that the NFE and the literacy programs could work together, and there is no

reason why such cooperation would not be useful to both parties.

After much thought, the team has recommended that the NFE team, including mostly Afghan professional staff, be paid through AID (possibly contractor's) funds and that this team work together, rather than be spread out through the Directorate, where their effectiveness would be minimized. It is also hoped that the team, by virtue of its contract status, will have certain bureaucratic advantages (i.e., operating without encumbering departmental procedures) which, along with sufficient resources to carry on the program, will provide the incentive to find particularly competent staff.

It is further recommended that the NFE group be attached to the Directorate and that there be mechanisms for continual communications and work with the other divisions of the Directorate. In order to increase the possibility that this should occur, it is recommended that the NFE group be housed in the same quarters as the Directorate.

With respect to rates of pay for Afghan professional staff, normally such an issue would not be taken up in a report of this kind. However, this matter is particularly sensitive, along with the question of who would be hired. Already jockeying seems to have begun among the Afghan staff for positions on the program. Any potential contractor would have to set up mechanisms for hiring and for setting

wage rates which would not lead to the antagonisms of other professional Afghan staff within FLAE, but would rather lead to congruity between the NFE group within FLAE.

Conclusions: Cultural, social, or political factors are not antagonistic to the development of NFE at the village level at this time, so far as the team could determine. At the national level, the institutional support for such a program exists, but this support is no stronger nor weaker than existing institutional support mechanisms in other areas of the Ministry of Education or other Ministries. The amount of institutional support expresses a condition of the country itself. It should be noted, however, that so long as President Kubra remains with FLAE, the Directorate has a strong and determined leader who would support NFE program development.

Limitations: The team spent three weeks in Afghanistan. Two members of the team spent a total of seven years in Afghanistan from the period 1964-1973, so some of the impressions gained during this trip were checked against previous knowledge. However, there is some real lack of hard information on cultural factors in villages affecting the ability of women to learn in a program such as has been described. A pilot program would, presumably, test some NFE hypothesis regarding the efficacy of these learning groups within the village context.

APPENDIX A

Chronological Narrative Description of Consultant Team Visit

January 8, 1975

Meeting in Washington in Dr. Freeman's office with:

Harold Freeman
Bernard Wilder
Michael De Legge
Clifford Block
Stephen Moseley
(A.E.D.)

and Team Members:

Lyra Srinivasan
John Villaume
John Bing

The consultant team met together for the first time and was briefed by two of the three members of the feasibility team (Wilder and Freeman; Jack Mezirow was the third member of the feasibility team that had visited Afghanistan in September). The consultant team was presented with a draft Scope of Work (which remained unchanged and became the Scope of Work) and a working outline entitled "Afghanistan-Nonformal Education Project" (both attached). The consultant team was given a general briefing on the status of development of non-formal education (NFE) in Afghanistan and the "Report of Feasibility Mission."

The objectives of the consultant team (hereafter called simply "team") were:

1. To survey potential for the NFE project in selected districts of Kabul Province and if such a project were judged feasible, to

2. Develop a draft project design.

Informally mentioned by Freeman as potential outcomes of the team visit were recommendations for:

1. Project delay or cancellation,

2. Continued planning for project development, or a "year of planning" as outlined in the Scope of Work,

3. Project design and development.

Travel schedules of Bing, Srinivasan and Villaume were discussed: Bing to arrive on January 11; Srinivasan and Villaume, on January 13. Duration of stay was also discussed. February 10 was set as a tentative date for debriefing in Washington.

January 11:

Meeting in Kabul (informal), Bing and Lanza

Bing related to Lanza the Scope of Work and content of Washington briefing discussion followed and Lanza stated that he thought the Government of Afghanistan (GOA) would not accept any further study of developing NFE through A.I.D. in Afghanistan, and expressed his hope that a draft project design would result from the team visit. He gave Bing a copy of the recently completed Mission "Project Review Paper (PRP) -- Non-Formal Education Project, FY 76-78," a detailed planning document for

the development of NFE in Afghanistan. Bing also secured a copy of the UNESCO village-level study in northern Afghanistan.

January 12:

USAID Staff Meeting with Vincent Brown, Director, Presiding Bing introduced; meeting centered on arrival of Parker, Director, A.I.D., et al., the third week in January.

January 13:

Informal Meeting, Bing and Martin Kumorek (USAID staff)

Discussion focussed on the village-level socio-cultural mechanisms for developing a NFE program. Several were suggested, including the community-based Jirgah meetings.

Bing also met with the Afghan Peace Corps staff and with Dr. M. Ehsan Entezar, President of Compilation, Ministry of Education, at which informal discussions of NFE were held.

Team Members Srinivasan and Villaume arrive in Kabul.
Meeting with USAID and contract-team personnel (evening).

A regularly-scheduled informal meeting of American personnel was held during which team members described the concept of nonformal education and its potential development in Afghanistan. Feedback was given to team members and some of the difficulties surrounding the development and implementation of NFE were discussed.

January 14:

Meeting with Miss Kubra, President, FLAE (Functional Literacy and Adult Education), the parent organization for the planned NFE Program. In attendance were: Team Members, Lanza, and M. Younus Iskanderzadeh, a Ministry of Education Staff member currently on leave to work with Dr. Lanza and USAID.

Mr. Iskanderzadeh acted as interpreter.

The team was introduced to President Kubra. She asked if the protocol were ready for signature, indicating that her expectation was that the team was arriving with a plan ready for submission to the GOA. It was then explained that the team was here to survey and possibly develop the draft of a plan which could then be submitted. A request to visit the three districts which the GOA had assigned to the project was made; President Kubra cautioned against visiting the villages directly, but then said she would make arrangements to talk with the district governors and to discuss such a visit. The team also expressed the hope that it would soon meet the FLAE counterparts assigned to it.

A discussion then ensued which lasted for about one hour. The concepts of functional literacy and NFE were discussed, as well as general questions concerning motivating the rural poor to attend classes, and the differences between education of adults and for children. The meeting ended with plans to meet with the counterparts and with Dr. Saraf, Chief of the UNESCO

Functional Literacy Team.

After the meeting, Dr. Lanza conducted a brief motor tour of Chardehi.

Afternoon Meeting with Richard Scott (Program Office, USAID), Dave Garner, and Hyder Narose (PARA/USAID); with team.

It was generally agreed by the three that the three areas of Kabul Province under consideration as pilot NFE sites were "extensions of the city." Discussion ranged over the question of what social infrastructure could be built upon to serve as a "demand structure" for NFE. It was pointed out that the village structure was more or less democratic depending upon the distribution of land ownership. Large landowners (sometimes called khans) exert a preponderance of political influence in proportion to the amount of land owned.

It was also pointed out that the Rural Development Department (RDD) has already impacted many of the villages in the three site areas through public works programs.

Summary of luncheon meeting with Dr. Donald Schutte who is a member of TCCU's Curriculum/Textbook project. We met at lunch and discussed an analytical framework which could be used in identifying the areas of possible NFE activity. His method is to identify topical patterns of activity at the local level, and government intention concerning changes in those patterns. He suggests that curriculum content should be based on government priorities.

The value of his analytical framework lies in the categories he uses for describing village life.

We might use them for the purpose, but we might also either expand his framework or use it for other purposes.

January 15:

Meeting with Thomas H. Eighmy, Associate Chief of Party, SUNY (demographic) team. Others present: team, Lanza, Iskanderzadeh.

Eighmy did not believe that the three Woleswalis chosen were representative of rural Afghanistan. "They are pulling your leg--probably most of the Ministers live there." He estimated that "the majority of the population--or a high percentage--will live or work in Kabul." He also observed that some of the villages of Chardehi "have been absorbed by the City of Kabul." And of Bagrami: "Everybody lives along Jalalabad road--the start of the British retreat route." He summarized his views by saying that "there are 300 minor civil divisions that are better than those that were picked" in terms of rural poor.

We then examined available demographic information on the three districts. Deh Sabz was described as a district "among the most fertile and productive in Afghanistan." Virtually all of Chardehi is now within the expanding limits of Kabul City. Information on the number of "Taskira" or work permits for selected towns was obtained (these are estimates and have only relative value).

AM Meeting with Dr. S.N. Saraf, Director, Functional Literacy Project of the Programme on Agricultural Credit and Cooperatives in Afghanistan (PACCA), Dr. Kaufman, Dr. Montazir (Deputy Director, FLAE), Mr. Iskanderzadeh, and the four counterparts to the team, Miss Aziza Aziz, Mssrs. Abdul Qayyum, Shewa, and Farighi.

Dr. Montazir led off the discussion by saying that Afghanistan's major concern is economic development. He asserted that in Afghanistan education should serve economic development. He then went on to describe the functional literacy program--pilot programs in Kohdaman and Baghan. Connected with PACCA, it is literacy in the framework of agricultural credits and cooperatives.

Dr. Saraf went on to describe the program further. He found that part-time literacy workers (called "agents") were not feasible. Among other things, the pay was not attractive. Saraf stated that the government is considering cooperatives by laws that would give preference for credits and cooperative development to those who have taken literacy classes. He spoke of external and internal motivation. He spoke of a shortage of women teachers, and hence the difficulty of starting sufficient numbers of classes for women. He also recommended that infrastructure development be linked to NFE development. Montazir then pointed out that the three regions chosen are currently a part of national developmental programs.

Saraf then discussed the selection and training of literacy agents. He wanted to find "sons of the soil"--not spoiled by teacher training. But the government turned down the proposal. The government initially required that only 13th grade graduates (of teacher-training schools) were to be hired. The GOA is now considering a proposal to allow twelfth-grade graduates to be hired as literacy agents.

PM Meeting with counterparts and Dr. Montazir.

The team met with their counterparts to engage in joint planning. Pairs of two or three were formed (mixed small groups) and an exercise was introduced to stimulate joint work. The exercise concerned the determination of the village-level structures that could accommodate NFE. Also discussed were the types of needs villagers might have. Each small group reported their observations to the entire group.

At the end of the exercise, Dr. Montazir proposed that the NFE project consider the construction of literacy centers in selected hub towns, with smaller centers in surrounding villages. He indicated that the FLAE might have sufficient funds for the construction of a few of these centers, and expressed his hope that A.I.D. could underwrite the costs for small village-level centers and audio-visual materials, books, desks, and other commodities to be provided for the centers. Members of the team suggested that one of the attractive qualities of NFE was the relatively smaller amount of capital

costs required of NFE as compared to the formal education structure. No conclusions were reached.

January 16:

During the morning, President Kubra and Dr. Montazir and the counterparts met with the three district governors to set up a meeting with the team and to describe the purpose of their visit.

January 17:

Members of the team spent Friday reading various reports and studies concerning village-level development in Afghanistan, constructing objectives, constructing field visit guides and criteria for NFE village-level development, and meeting with Dr. Lanza regarding the above.

January 18:

AM Meeting of Srinivasan and Villaume with UNDP Representative Ted Nelson.

Nelson reviewed family planning activities within the U.N. and Afghan contexts. He mentioned the Afghan Family Guidance Association and the Women's Institute as groups with which we should make contact.

AM Meeting of Srinivasan with UNICEF Representative S.A. Hoelgaard

Hoelgaard said that within the education sector UNICEF has as its special focal point school-age children who have not had the opportunity to attend school. He reported that there are between 2 and 3 million out-of-school youth and only about 3/4 million enrolled in school (not all of whom attend). UNICEF is

supporting the establishment of a Research Unit in the Primary Education Department of the Ministry of Education. Four men and one woman are being sent to New Delhi in February to attend a 6-week training course at the Council for Social Development to study research methodology. Hoelgaard suggested that the new Research Unit should attach one or two people to the new NFE program. He hoped the new research unit would be involved in field-based action research. The purpose of such research would be to investigate the value of primary school to learners, family and community and to make schools more community-oriented.

Hoelgaard said he thought there are girls in the rural areas with a sixth-grade education who could be utilized as NFE agents. He recommended that any curricula which is developed for girls be culturally acceptable to the parents and be designed to make girls an economic asset to their families. In general, he was interested in cooperating with the NFE program.

AM Meeting of Srinivasan and Villaume with Jamila Saraj, Asia Foundation.

A short meeting was held in which the activities of the committee responsible for the Women's Year Planning were discussed.

PM Meeting with President Kubra at her offices. In addition to the team, the counterparts and Mr. Iskanderzadeh, the

following were present:

President Kubra

Mr. Fateh Mohammed Montazir, Vice President of FLAE

Mr. Ghafour, Provincial Director of Education for Kabul Province

Mr. Azizulhaq, Woleswali (District Governor) Deh Sabz

Mr. Bashiriat, Woleswali Chardehi

Mr. Salahuddin, Woleswali Bagrami

After initial introductions, the team explained its purpose, i.e., that we hoped to explore with them the possibility of developing a NFE program for adults that would focus on practical skills, especially income-generating skills. We attempted to distinguish between literacy education for adults and non literacy NFE for adults and to emphasize the fact that we were interested in the latter. President Kubra then directed the governors to ask any questions and to express their views.

Mr. Ghafour warned that it was impossible to start in all three provinces at once. One of the governors asked what the criteria were for selecting the distance of the towns from Kabul. The reply: Far enough to be genuinely rural; near enough to visit in one day. The team attempted to emphasize the fact that we were interested in NFE for residents of areas which did not yet enjoy opportunities and services which the government had provided in other areas.

After the team had established some tentative site identification criteria, a long discussion in Dari was begun. President Kubra and the governors discussed various potential

village sites in detail.

Governor Salahuddin of Bagrami indicated that he thought we would have less difficulty in reaching the male than the female village populations. He also felt that one difficulty that the development of a regional or national program would have would be the great variation in economic development that we would encounter all the way down to the Woleswali level.

Detailed discussion lasted for over two hours, and continued after the team had thanked President Kubra and departed. Prior to departure, a schedule of visits by the team and counterparts to villages in all three Woleswalis was agreed upon.

During the discussion, President Kubra warned the team not to expect visits with the villagers. The impression she gave was that the officials knew what the villagers needed, and it was not proper for the team to unduly raise the expectations of the local inhabitants.

January 19:

Meeting with Eng. M. M. Siddiq, President of the Rural Development Department (RDD), Louis L. Mitchell, Rural Development Advisor, USAID, and the team.

(Prior to the meeting with Siddiq, Mitchell and the team discussed aspects of the RDD).

Mitchell said that although the administrative structure of RDD calls for an Adult Education Division, there is no

activity along these lines now being conducted due to lack of staff. The team wanted to know about GOA agencies working in rural areas. One of the special concerns in this regard had to do with identifying agencies that might have the response capacity to respond to demands for services that might be generated by NFE village activities. For example, should a village come to the decision via NFE activity that it needed a cleaner water supply, what agencies would it go to in order to get some technical assistance? Mitchell responded that there are few agencies working in the rural areas in any systematic sense, that most rural development activity will be undertaken in select provinces, and that to the best of his knowledge the only agency with the ability to respond to local demands for assistance is the RDD. He further explained that there is an RDD office and a staff of approximately 10 people in each of the provinces. The staff includes someone in charge of construction, a driver, 2 storekeepers, 2 clerks, and 2 guards. RDD work is currently exclusively concerned with building the infrastructure, e.g., bridges, roads, etc. In response to a question about a response mechanism for NFE requests from villages, Mitchell mentioned an existing Council of Presidents which included representatives from various ministries. This group apparently seldom meets.

Mitchell said that he would put together a list of agencies

working in rural areas and that he would also provide us with sections of a project proposal he has written concerning integrated development efforts in the rural areas.

In our meeting with Siddiq, a brief history of the RDD was given.

January 19:

PM Meeting with Pam Hunte, Field Interviewer for SUNY

Pam has been involved over the past two years in a number of field surveys: (1) follow up study on acceptors and discontinuers of contraception, (2) Traditional folkways of enhancing or limiting fertility, and (3) a survey of dais. She has been in contact with a very large number of women in their homes. She has worked in many areas, but mostly in the north.

Pam expressed the opinion that it would be necessary to take education to the women due to the simple fact that in most traditional settings it was almost impossible for the women to get out of the homes. Their inability to get out of the home was due to more than traditional prohibition; the women have a very busy, work-filled day. Their day has only a few free periods: (1) after the evening meal has been started and before the husband has come home for dinner (c. 4-5:00 p.m.), and (2) a like period in late morning when again the meal has been begun but the women have to wait until it is ready to serve. (We did not discuss the evenings, e.g., what activity takes up their time before they go to bed).

Pam's comments in this regard led us to consider ways in which education could be brought to the women in their homes. The first thought that came to mind was, of course, radio broadcast. Pam said that radio is very popular with the women, that there are two broadcasts during the day which the women often listen to: (1) A soap opera without intended educational content which runs in sequences of three to four days. Unfortunately, the characters of this program are all urban. (2) A program concerning social problems, e.g., a young girl being forcefully engaged to marry an old man.

Pam said that the most effective channel and the one most appropriate to most of the contexts in which she has worked is word of mouth. She said that it was not to be discounted and that the gossip network was a very effective way for disseminating information, and quite quickly.

Pam also suggested that funerals, weddings, and hammams (baths) were social events. The latter exist only in more urban areas and would probably not serve as an occasion for bringing in outside communication in most of the settings that we are considering. Funerals and weddings happen everywhere and there is the possibility that "agents" of some sort might work at these occasions. One possibility would be to provide free entertainment that might have some specified content, e.g., singers with special songs or something else analogous to puppet shows in other cultures. There are certain

difficulties with this idea since musicians and entertainers, especially women entertainers (since they show themselves in public), sit at the bottom of the social ladder.

During the discussion, the prevalence of photo albums was discussed; such a medium might serve for certain types of NFE efforts. Two cautions are in order, however, in exploring the possibilities of this medium. One, photo albums are prevalent only in the more urbanized areas. Two, there is likely to be some difficulty in interpretation of content of prepared photo albums with specified content. A good deal of study would have to go into (a) acceptability of this medium and (b) adult perception patterns.

The conversation went back to the acceptability of visitors and we brainstormed the idea of a Women's Visitor Corps--a very low-keyed group of women who would travel from house to house to discuss problems the women have and who might be the go-between for the women's needs and outside information and materials that might address those needs.

Lyra came up with the idea of developing a portable slide box, lightweight so that it could be carried by visitors/workers from house to house, on which would be projected simple slides having to do with skills or issues raised by the women. These boxes would serve as focal points for conversation during visits. The content and the format of the content (readily interpretable, culturally acceptable) could

be developed during the pilot project. The content and format would, however, probably have to remain relatively area specific as relevance and acceptability are likely to vary considerably.

Lyra also mentioned a technique which will be tested elsewhere in order to get Pam's opinion concerning its suitability in situations Pam is familiar with. Lyra asked whether it would be permissible to tape the reactions of women to the programs on the portable slide box, to catch focused or exceptional remarks made in the course of the visitor's discussion. Pam cautioned that on some interviews she has been refused permission to record the interview. Lyra assured her that this would be done only after the family is comfortable in using the machine. Its introduction would have to be gradual and thorough, e.g., bring a recorder for them to operate, listen to their own voices, play back, etc., until they were comfortable with the device. Some women felt that the tape recorder would steal a part of themselves that could not be replaced. Pam felt that the technique might be tried, but that there would also have to be assurances that the recordings would not be played outside the village or before men, or whatever other assurances would be necessary.

Pam suggested that it would be necessary to have some authoritative woman figure with a good deal of status attached to the program, participate in the program, or introduce the program in order for it to get off to a good

start. She was speaking from her experience with the SUNY interview schedules. At first women were reluctant to sign on as workers. Only after a few prestigious women agreed to work did others follow. Pam suggested that this was one critical factor in the success of their getting enough interviewers. She also felt that the higher salary that SUNY was able to pay (3,500 afs per month) made a big difference.

In a later conversation with Pam, she suggested that should the NFE program get underway and need interviewers, it should keep in mind the cadre of interviewers trained by SUNY. SUNY has a list of all, and these would be special assets to any research effort.

All the former interviewers are accustomed to a salary of 3,000 afs per month and their introduction to the structure of FLAE might require some engineering.

January 25:

AM Meeting with Dr. Qayeum, Minister of Education.

Dr. Lanza, Y. Iskanderzadeh, our three counterparts, and the team met briefly with the Minister. We briefed the Minister on the purpose of our stay, emphasizing the following points:

- 1) We intended to consider an NFE project primarily directed toward non-literacy skills.
- 2) The project would attempt to begin with income-producing skills and work from there into social and individual development

areas.

- 3) The project would be village centered.
- 4) The project would be a pilot project to test methodologies that might be suitable in the Afghan context. We explained that there would be no immediate, large-scale developmental impact.
- 5) We intended to consider education for women, but recognized the need to proceed cautiously in this area.

The Minister replied that it was to his surprise, but also his pleasure, that we were considering practical skills and not just literacy. He said that he appreciated the fact that a pilot project would have to be undertaken first.

AM Meeting with TCCU Textbook staff

While waiting for a later meeting with the First Deputy Minister we met with several members of the TCCU staff. We discussed the possibility of identifying Afghans either trained in or familiar with research skills. Members of the TCCU team identified a number of individuals who had served in various capacities in former research efforts.

Names mentioned which may be of use to the contractor in recruiting core staff were:

Byram, former director of research with TCCU
 Aziz Hamid, currently vice president of teacher education in MOE
 Aziz Yousufzai, chairman of TCCU textbook research group
 Osman Najand, trained in Iran in research techniques

Although it was not raised in this meeting, the name of Professor Zaher of the Department of Sociology at Kabul

University was mentioned in our meeting with the PACCA team. Dr. Zaher is US and British trained (University of Sussex) and has conducted extensive field research in Afghanistan. His name should definitely be kept in mind as a possible local consultant to the core staff for research and evaluation purposes.

AM Meeting with Dr. Siddiq, First Deputy Minister of Education

We repeated the briefing agenda followed with the Minister, adding that we could foresee how non-literacy education could eventually lead to a demand for literacy instruction.

The Deputy Minister expressed his keen interest in our work and asked that we return to report on the progress of our work before leaving the country.

PM Meeting with counterparts at FLAE

The purpose of our meeting was to present to our counterparts a rough outline of a project plan. Our intentions were to explain our statements and to elicit their response. Our explanation took up most of the two hours and there was little feedback from our counterparts. There seemed to be a hesitancy on their part to reply fully. We attributed this hesitancy to language difficulties in dealing with a sizeable document and deference to their superiors who were the appropriate authorities to deliver reactions.

January 26:

In the morning John Villaume met with Ray Hooker of the Program Office to discuss the availability of budgetary data. A request for certain data was made, and Dr. Hooker agreed to compile, construct, and deliver the data the following day.

AM Meeting with PACCA Staff

Dr. Srinivasan and Mr. Villaume met with members of the PACCA staff. They were briefed on the following points:

To date PACCA has worked in the areas of credit, supply, and marketing cooperatives. They have not undertaken consumer, civil service, or farming cooperatives. At present they are engaged in re-registering co-ops established under commercial law in accordance with a newly passed Cooperative Law.

So far eight of the former twenty-two co-ops have been re-registered.

At the peak of its operation, PACCA cooperatives numbered 22, each having an average of 100 members. Up to now PACCA has focused primarily on prosperous farmers. It now intends to deal with the less prosperous.

When asked to explain any educational component in the cooperative activity, the PACCA representatives said that the central staff conducts six orientation meetings to which prospective members are invited. In these meetings, the nature of a cooperative, the way it operates, members' responsi-

bilities, etc., are explained. Once a cooperative is formed the staff conducts a series of training sessions for elected members to instruct them in the details of their duties. Those present explained that as a result of the new cooperative law, 10% of the earnings of cooperatives must be allocated to educational activities. Presumably these funds will be used to support FL programs that are designed to be attached to every cooperative.

We were also told that according to the new co-op law, any member of a cooperative who is not literate will be required to attend literacy classes.

We asked a number of questions about research that PACCA has undertaken. Apparently PACCA has had difficulty in conducting field research. We were told that this was due to the government's fear that it would anger the villagers. Those present expressed the conviction that such would not be the case and they cited SUNY's demographic survey as an example of how villagers cooperate with field research. They felt that attitudes toward field research varied according to ministries. They felt that the Ministries of Agriculture and Irrigation and Health were the most timid at present.

We explained that our intentions were to investigate an NFE project that would deal with practical skills and would not necessarily involve literacy training. We explained that we foresaw a need for market analysis, financing, and cooperative

marketing of cottage-produced goods. They said that they thought they would be able to provide some assistance in this regard; at least they were empowered to do it by virtue of their new charter.

When we asked about criteria they used in determining whether to attempt the initiation of a cooperative in a given site, they replied that until now they had no fixed criteria for site selection. They said that they largely waited until local initiative lobbied enough to gain ministerial attention.

January 26:

PM Meeting with counterparts at FLAE

The purpose of our meeting was to get our counterparts' reactions to the first draft of the project outline we had presented for their consideration the day before. What we were to receive were Ms. Kubra's reactions rather than those of our counterparts. These were:

1) The counterpart visits should be for six, not three, weeks. Three weeks did not constitute enough time to see much in the way of field operations in other countries. The number of scholarships for this purpose should also be increased to six.

2) Due to the lack of trained personnel in the areas of survey and evaluation, one of the first activities of the project should be to train existing FLAE staff in research and evaluation techniques.

3) Afghan nationals should be recruited and contracted for consultant positions with the NFE project. These should be hired by USAID. They should receive higher salaries in order to free them from "financial constraints." Both long term and short term consultants should be Afghans.

4) The project should provide for the establishment of "complete" village learning centers in the pilot villages, furnished with supplies, a library, stove, etc.

5) The centers should be supplied with all types of audio visual materials, paper, and reproduction facilities.

6) The project should assist the development of a "research center" at central headquarters. (What they had in mind was more of a materials development and evaluation center than what we would call a research center)

7) The project should provide needed vehicles to insure proper field supervision.

8) The project should involve the Ministry of Public Health as one of the cooperating ministries in the preparation of curriculum.

After presenting FLAE's reaction to our initial draft, Mr. Montazir pulled out an old shopping list with a price tag of \$1,000,000, including a miscellaneous item for \$200,000.

We responded to all of this by saying that we certainly agreed with their suggestion to extend the length of the counter-

part travel. We likewise were pleased with their suggestion that the project be staffed by Afghans, but we indicated that it would most likely be necessary to bring in short term specialists to assist with special aspects of the project. We agreed to the need for supplies, materials, and vehicles; but we did not endorse the idea of village learning centers. We emphasized that we appreciated their response, but that we were in no position to enter negotiations of a protocol. We said that we would take their responses into consideration in drafting a final project outline.

Discussion turned more to the conceptual content of our draft project outline. Several members said that they thought the suggestion concerning the utilization of village workers was a good one. They had discussed this matter with Ms. Kubra and she thought that there would be no difficulty in arranging for their services through a "contract." This meant that they would not be officially appointed as members of the Ministry of Education. This arrangement would be better because it would hopefully effect better performance and would work around the difficulty of using twelfth-grade graduates.

We attempted to identify a good term to refer to these village level workers. The rather awkward title (at least in English), "field operations agents," was hit upon and we have used it since.

January 27:

AM Meeting with Herr Walter, Director D.E.D. (German Peace Corps).

Herr Walter explained that D.E.D. is not currently involved in any cottage industry projects. He said that D.E.D. has been approached to provide workers in another project which may be of interest to us.

A group of Germans has been operating a project in Gardez. This group has set up elaborate workshops. They identify products or techniques in the areas of masonry, carpentry, blacksmithing, and engine mechanics. They develop prototypes or techniques that can be introduced into the bazaar with a minimum amount of capital outlay. They train local craftsmen in necessary skills and finance their purchase of materials, including materials for producing new tools. So far the project has developed a new metal plow and a water wheel. The technology for the production of these items is spreading throughout Afghanistan. Herr Walter thought that there were other items besides. He suggested that we contact members of this group for further details including how they approach local craftsmen, how they train them, and how they determine which products to focus on.

We were not able to pursue this lead, but list here the names he gave us:

Mr. Koestler, Director of the Project
Mr. Schnitzle
Mr. Gurnhardt
Mr. Lanz

All of these gentlemen work and live in Gardez, but a member of the team often comes to Kabul on Wednesday or Thursday

to do office work. They can then be reached at the Handicraft Promotion Center - 21168.

We discussed the general political climate. Herr Walter felt that there were some positive signs. The government is critically reviewing all assistance programs. He felt this would lead to better development planning.

He felt that at present the quality of relations between assistance agencies and GOA varied from ministry to ministry. He suggested that the Ministry of Agriculture and Irrigation and the Ministry of Health were the hardest to work with.

January 28:

AM Meeting with Ambassador Eliot.

The team reported on its work to date and outlined briefly the project design we were in the process of putting together. We explained that although it included four phases under one title, it would be more appropriate to think of Phase I as a separate entity. Phase I involved those activities that needed to be performed before a detailed plan of action could be written. Phases II to IV would be the body of any eventual project.

Dr. Lanza pointed out that this had important implications for funding; namely, that Phase I should be funded with project development funds.

February 1:

PM Meeting with Louis L. Mitchell, USAID/PARD

It was our purpose to learn from Lou the variety and extent of current development work at the village level. The matter was quickly cleared up by his categorical statement that there is absolutely no developmental work at the village level. The lowest level of the administrative ladder at which developmental efforts exist is the woleswali, the seat of the district government. In some but not all provinces, there are agricultural agents at this level. Lou was very negative about the possibility that they actually get out of the district capital. There are some Basic Health Centers in the woleswalis, but as yet they operate on a walk-in basis and do not have an outreach program. There are RDD (cf. Engineer Seddiq interview) offices in some of the provinces, but here again they operate on a petition basis; and while the locus of construction activity may be at the village level, the RDD does not have agents working on other kinds of development projects in the villages.

One member of the team explained the degree to which the team felt that the success of the project depended upon cooperation from ministries outside the Ministry of Education at different points in its operation. He was most skeptical about the prospect of such cooperation. He felt that there was little chance of other ministries responding to requests for external assistance that were generated by a project under the agencies of the Ministry of Education. He felt that such cooperation would not be forthcoming regardless of which ministry undertook the local level

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activity that led to a request for external assistance. He frankly stated that he did not think RDD would be willing to reply to such requests if they were generated by an FLAE/NFE project.

Lou thought that RDD was fertile ground for NFE project development. He pointed out that adult education has been provided for in its administrative structure, that Engineer Siddiq was very concerned about the need for an educational component as part of rural development work, and that RDD had been quite primed concerning NFE. Two years ago Dr. Al Alschuler from U. Mass. had been through and presented some ideas concerning NFE's potential for assisting with developmental work. Following that visit, a Mr. Sizeloff had been brought in to develop film strips to be used in teaching ministerial people the importance of rural construction projects. Mr. Sizeloff also undertook a good deal of field research on perceptive styles in villages in the south. This research examined villagers' interpretations of line drawing, black and white photos, color photos, movies, etc. This activity had generated a consciousness of the need to communicate with the villagers concerning development within their communication and perceptive modes. Lou pointed out that Engineer Seddiq had been to the MSU/NFE conference and had returned with many new ideas which he had presented directly to the President. Lou felt that Seddiq enjoyed the President's endorsement to implement an adult education program within RDD.

Lou also pointed out that Seddiq has direct access to Moh'd. Hassan Sharq, the Vice President, and that this gives him greater freedom to undertake innovative projects. He also said that Seddiq was under some pressure to produce some visible programs and would probably have an open ear and mind for NFE programs.

February 3:

AM Meeting with Dr. Seddiq, First Deputy Minister of Education.

We reported on the nature of the project design we had put together. We emphasized the practical nature of the skills to be learned, the need for local field workers, the fact that educational experiences for adults cannot be modeled on the conventional school room setting, the fact that the project intends to utilize an entirely Afghan core staff, and the need for the contracting agency to have final say in the selection of members of that staff. We also elaborated on the proposed outcome objectives of the project.

Dr. Siddiq suggested that when the project outline is translated into Dari, a joint American-Afghan team should sit down to discuss its content, term by term, so as to avoid misunderstanding concerning the use of terms and to iron out any possible inappropriate translations. He said that he appreciated the need for local village workers. He mentioned that he intends to visit NFE projects in India and Malaysia during a trip later this month. He promised the ministry's support.

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
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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.

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

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

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 FLAE 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.

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 (iii) 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

(i) 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

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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.

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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.

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Annex A

Criteria for the Selection of Villages

The following criteria are suggested for use in the selection of villages in which to initiate project activities. They are offered in an attempt a) to assure the greatest probability of success for the project in the areas in which it is undertaken and b) to assure that the lessons learned from the execution of the project will be applicable elsewhere should it be determined that NFE efforts should be expanded to other rural areas of Afghanistan.

A. Criteria Having to do with the Probability of Success in Each Site

Local Interest and Response Capability

1. There should be a relatively high level of interest on the part of both the village leaders and the villagers themselves. While this interest can be determined only at a fairly general level during the Site Assessment of Phase I, the Site Assessment team must be careful to determine the explicit degree of village willingness to permit women from within an extended family to gather within their qala for program activities.

2. There should be no current, serious intergroup strife within the village -- e.g., no ethnic polarization, no current dispute over water rights.

3. Preference should be given to villages which have demonstrated intravillage cooperation in the past -- e.g., support to mirob in maintaining canals, ashar cooperation in harvesting or building construction.

4. The village should also be selected on the basis of whether or not a fair number of potential field operations agents (FOA) -- both male and female, can be identified with relative ease. (See Annex B below for general criteria to be used for their selection.)

Availability of Potential Learners

1. There should be at least 2,000 adult (14 years or older) residents in the immediate village, counting both men and women.
2. Preference should be given to villages which are within a maximum of one ^{hour's} hour walking distance from other villages.
3. Preference should be given to villages which have some contact with nearby villages -- e.g., intermarriage, economic transactions.

B. Criteria Having to do with the Generalization of Lessons Learned

Rural Nature of the Site

1. The vast majority of the male residents of the village should be engaged in agriculture or animal husbandry.
2. There should be little regular contact with Kabul. For example, there should be few residents who work in Kabul on a daily basis. There should be little daily travel to Kabul.
3. The village should be relatively remote in a physical sense -- at least one-half to one-and-one-half hours drive from Kabul. The upper time limit is suggested in order to prevent the village being so far from Kabul as to preclude either adequate project supervision or technical support.

Level of Development

1. Few, if any, of the following modern services should be available:
 - a) modern doctor
 - b) modern health center
 - c) middle school
 - d) electricity
 - e) regular and frequent transportation facilities,
i.e., bus or taxi.
2. There should be relatively few modern goods in the village.
3. Preference should be given to villages in which there exists a relatively high level of underemployment or unemployment among the men during both the regular growing season as well as during the off season.

Annex B

Criteria for Selecting Field Operations Agents

(and Recommendations)

1. Field Operations Agents (FOA's) should have lived within the village in which they will work for a period of at least one year previous to the initiation of the project. They must continue to live there for the duration of their work with the project.

2. FOA's should have the trust and respect of all segments of the village population. This means that they need to be chosen in the customary way in which village people select leaders.

3. FOA's should preferably be able to read and write simple Dari or Pushtu and to perform elementary arithmetic functions. The ability to keep simple records of expenditures and to fill out simple report forms concerning program activities would be adequate. The FOA's need not have completed a prescribed number of years of schooling.

4. FOA's should be able to understand the goals and objectives of the program and be able to travel to a central place for periodic training.

5. Male FOA's should be currently engaged in a trade or a vocation (including agriculture or animal husbandry) within the village. Female FOA's trade or vocation may be housewife.

6. Adequate remuneration should be provided for FOA's in view of the long hours they will have to devote to their work. Also they should be reimbursed (or advanced cash) for necessary travel and materials expenses.

Annex C

What is Nonformal Education?

Nonformal education is often described in terms which use formal education as a reference point. Formal education is almost always a part of a national educational system which classifies and certifies students for later employment and which in addition attempts to adopt, apply and maintain uniform standards. The curricula for a formal system, therefore, is developed from a national perspective and is then disseminated to schools across the country. Teacher training is often standardized in the same way.

Nonformal education, on the other hand, refers to organized learning activities which take place outside the formal school system. It takes its curricula from the people. Its certificates are the increased effectiveness of the people in their daily work; its diplomas their greater ability to improve their lives. Such an educational system must therefore take account of how the people organize to solve their problems, for often people working together may solve problems that none can solve alone. Its success is not measured in terms of grades or graduates, but in how quickly the people are able to use the knowledge and skills they learn to improve their lives and those of their neighbors.

The program implications of this view of nonformal education are several:

1. Those closest to the rural level (e.g., villagers chosen by other villagers) should be selected as Field Operation Agents; to act

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as assessors of village-level needs, as organizers of village-level learning opportunities, and as field-level evaluators of materials and methods.

2. Central staff should be familiar enough with rural life to be able to adopt training, materials, and methods to the areas the program is serving. Subject-matter knowledge is in itself not sufficient to be able to help provide services to rural areas.

3. Standardized NFE curricula should be avoided; rather, each village should adopt or adapt a curriculum according to its special requirements.

4. Materials and methods developed for rural learning must be self-motivating because, unlike formal education, attendance is not compulsory. Materials should be inexpensive and effective; complexity of design or equipment should be avoided where simpler materials, perhaps made in the village, will do as well.

These may be taken as general guides; but in each country, non-formal education will have different forms, as well as in each village: for in each country and in each village the people will have different customs, beliefs, needs, and ways of organizing themselves.

When we, the educators, learn how to learn from the people, then nonformal education will become a reality.